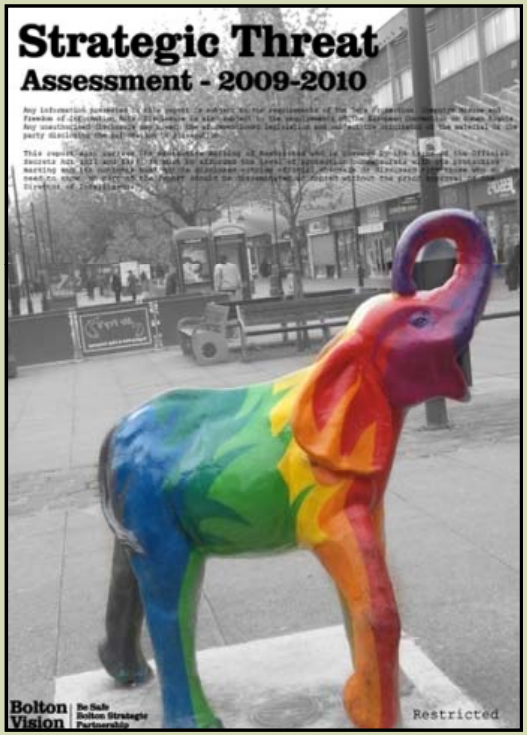
What works?: Rethinking the resettlement and rehabilitation needs of prolific offenders in Bolton, UK



Findings for the report of the Safer Bolton Strategic Partnership 2009-10 Threat Assessment

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Presentation Content

- Rationale
- The *What's*
- The *Why's*
- Methodology and Initial Findings
- So *What!*
- Summary

"People don't trust statistics they trust their own experience" *(Fahy, 2009)*

Rationale for Study

Previous research indicates that in order to transform Government guidelines on crime reduction and community safety into effective multi-agency responses to the management of Prolific and other Priority Offenders (PPOs), a strong focus on the diverse individual needs of offenders is required (Millie & Erol, 2006; Easton, 2007).

Conducted with the combined efforts of;

- The Centre for Critical & Major Incident Psychology (CAMI) at the University of Liverpool
- Bolton Council Safer Communities Team
- Greater Manchester Police (GMP) Offender Management Unit (OMU)
- H.M.P. Forest Bank (OMU)

The Crime and Disorder Reduction Partnership (CDRP) appreciates that identification of barriers to service provision must be addressed before PPO needs and project success can be comprehensively realised (Bolton Council, 2007).

The What..

The ***ethos*** of the Jigsaw Project is to provide a premium service that meets the complex rehabilitation and resettlement needs of PPOs, their families and wider community in which they reside.

The primary focus is on three target areas (or strands):

a) prevent and deter

b) catch and convict

c) **rehabilitation and resettlement** of… Priority and Prolific Offenders (PPOs), who have a significant negative impact on their local communities.

It is in the third strand 'rehabilitate and resettlement' that the research specifically looked at Bolton Council's CDRPs answer to the *2004 Government Reducing Reoffending: National Action Plan* (Home Office, 2004).

Aims and Scope

The purpose of the current research is to develop a strategy that will help to identify risk factors associated with PPO rehabilitation and resettlement needs.

For example:

a) identification of service provision gaps

b) potential barriers to integrated case management

c) PPO attitudes towards offending

c) levels of trust between PPOs and practitioners

Serving as an evaluation from which offender management strategies could be developed.

Literature Summary

PPO Needs:

Upon review of current literature, it would appear that well co-ordinated support, focused exit strategies and levels of trust between PPOs and agencies are of significant importance when considering the success of similar projects (Vennard & Pearce, 2004; Millie & Erol, 2006).

The comparison of offenders and practitioners perceptions is important when trying to discover if offenders have "realistic perceptions of their own likelihood of reoffending and the link between particular criminogenic problems and offending" (Moore, 2007).

Literature Summary

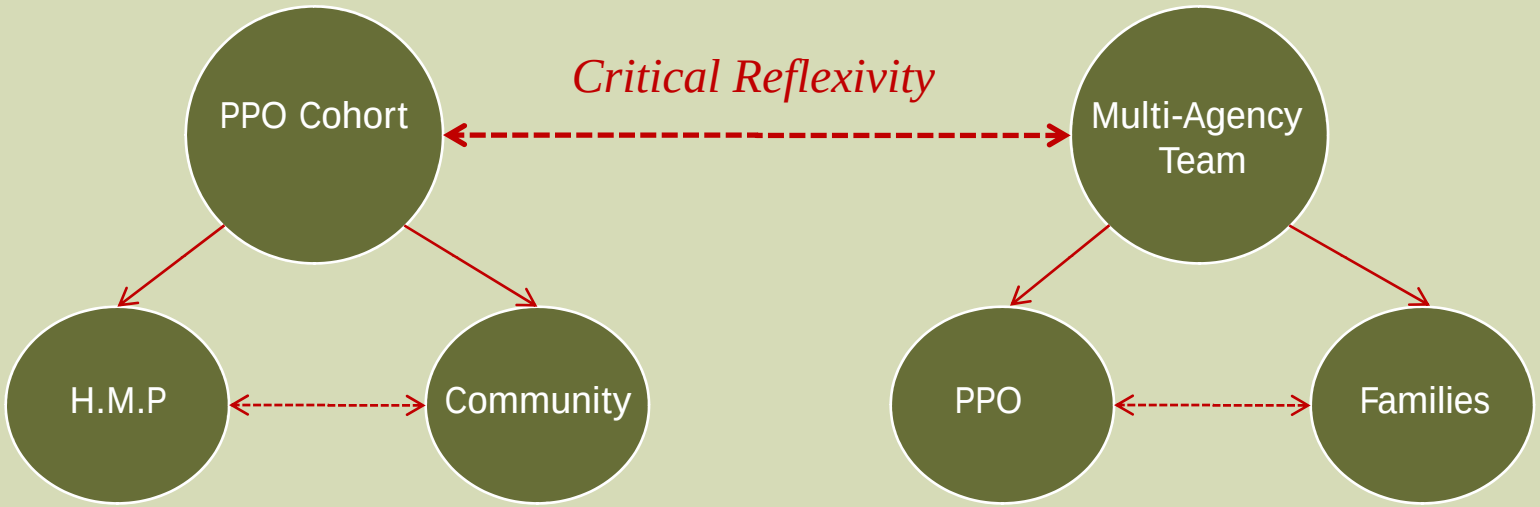
Trust:

Following the National Evaluation of Criminal Justice Intervention Teams (CJITs), it was highlighted that poor communication, conflicting organisational targets and internal pressures have lead to low levels of trust between CJITs and prison-based Counselling, Assessment, Referral, Advice and Through care Services (CARATs) (Home Office, 2007).

Trust is not only important to effective service provision at the intra-group level (e.g between partners), but also with PPOs levels of trust towards service providers.

Potentially impacting on the Jigsaw Project's ability to meet the needs of the offenders.

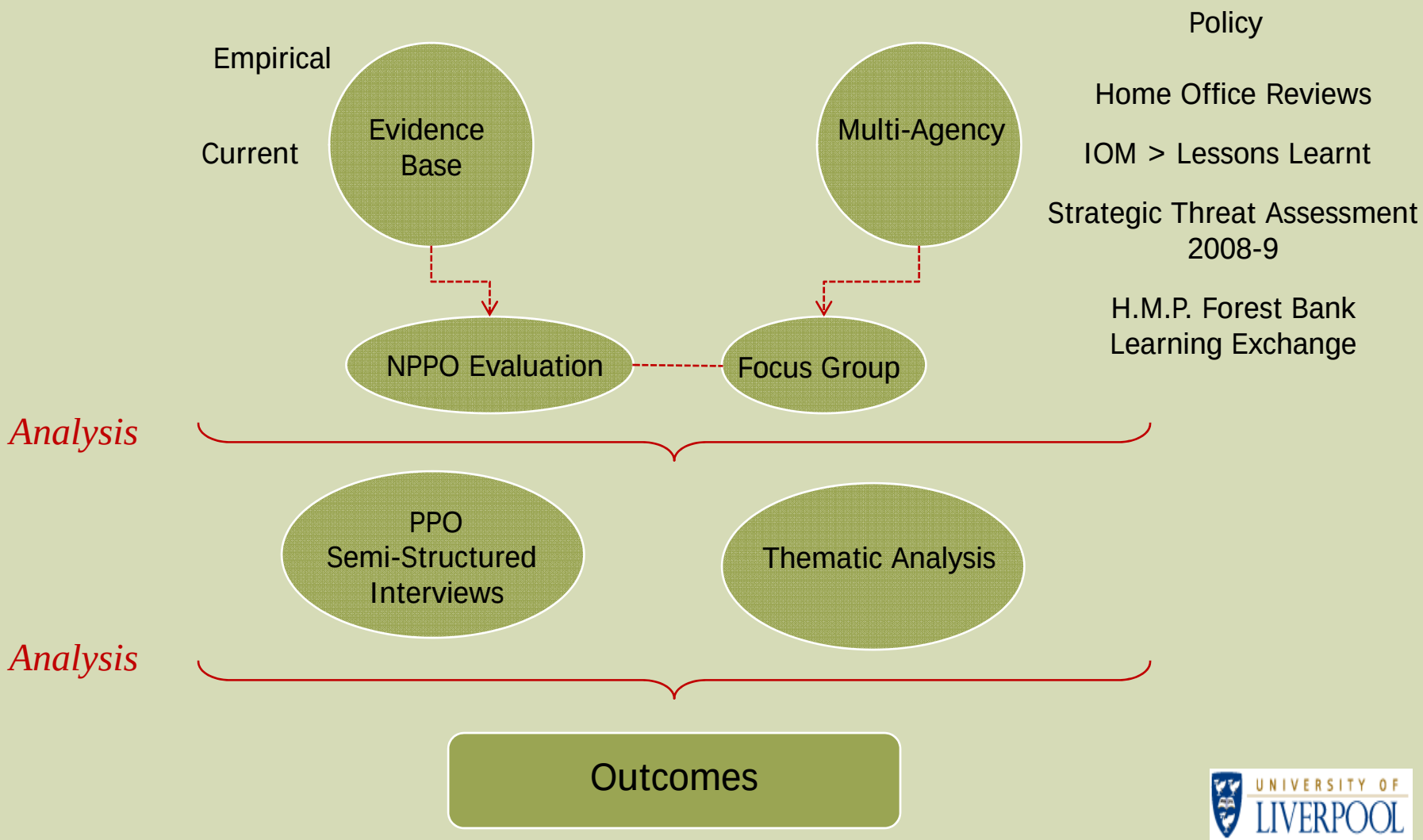
Operationalisation



- Access
- Ethics & Confidentiality
- Value of Research > 'Outcome'
- Feasibility
- Politics & Hidden Agendas
- Safety
- Cohort Selection [OASys 100+]
- Statutory and Non-Statutory Licence
- On or Deselected from Jigsaw
- Previous History

- Access
- Ethics & Confidentiality
- Value of Research > 'Outcomes'
- Holistic Approach vs. Policy
- Feasibility
- Politics & Hidden Agendas
- Cohort Selection
- Agency Type

Methodology



Research Focus

- General Views of the Jigsaw Project
- **Trust, Motivation and PPOs Experiences of the Jigsaw Project**
- Families and Accommodation
- Attitudes, Thinking, Behaviour
- Seamless Service Provision: Transition from Prison to Community

Initial Findings

Trust, motivation and PPOs experiences whilst on the Jigsaw Project

The recent National PPO Evaluation highlighted that the motivational support of offenders will enable practitioners to address negative attitudes to the PPO project process (Dawson, 2007).

- However of the PPOs interviewed 46% indicated that they had received very little focused motivational support.
- Whilst the reminding 54% felt that Catch-22 and the CDT team motivated them to desist from crime and stay off drugs.
- Although PPOs felt that, there was a balance between restrictions and support, eleven of the twenty-four PPOs interviewed had experienced motivational setbacks in the last six months.

Initial Findings

Trust, Contact and Experience of the Jigsaw Project

Table 1: Experience of contact with agency and levels of trust between PPOs and staff

Service	*Contact*	*Trust* (scale 1-7)*	*Positive Experience*	*Negative Experience*	*Neutral Experience*
Probation	100%	3	42%	42%	24%
Police (GMP)	100%	3	38%	38%	26%
Prison (Forest Bank)	88%	3	42%	8%	50%
Drugs Services (CDT)	84%	6	71%	13%	16%
Catch-22	67%	5	50%	0%	50%
Education and Training	62%	5	33%	8%	59%
Jobcentre Plus	46%	5	13%	21%	66%
Courts Services	25%	4	0%	17%	83%

** Trust Level: 1 indicates low level of trust up to 7 being high level of trust*

Initial findings from the research

- The staff working on the Jigsaw Project agreed that the continued success of the project is dependent on its staff and their ability to share information in a real time environment.

- The CDRPs re-launch of the PPO scheme to its current form of the Jigsaw Project was intended to show PPOs that their efforts are united across all partners. To date this has yet to be realised, with the majority of the cohort still seeing the project as a police and probation led initiative.

- In the study PPOs have individual needs that in some cases are different to that of reported national averages.

Table. 2: Jigsaw Project cohorts perceived problems vs. 2007 OASys national average

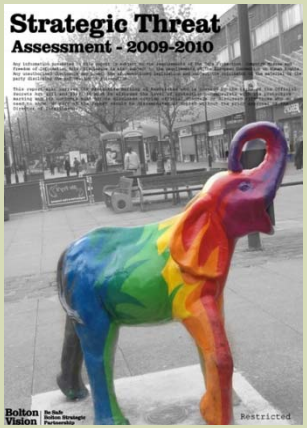
	Jigsaw Project PPOs Top 5 Problems	National Offender OASys Assessment 2007
1	**Getting a Job**	Worrying about things
2	Worrying about things	Doing things on the spur of the moment
3	Repeating the same mistakes	Feeling stressed
4	Feeling stressed	Repeating the same mistakes
5	Doing things on the spur of the moment	**Getting a job**

Recommendations for practitioners

- Provide individually focused information to new and existing PPOs about the range of services available at all stages of their association with the project.
- Provide PPOs with motivational support specific to their identified needs.
- Build on the strengths of the H.M.P. Forest Bank OMU and review the continuity of service provision between prison and the community (e.g. Employability, CDT treatment for drug users, cognitive behavioural programmes etc.).
- Continue to liaise with Local Authority, other key partners and potential providers of employment to meet the needs of PPOs.
- Ensure partners are represented at a sufficiently senior level to commit their organisations.
- Explore avenues for co-location of staff and ways to improve information sharing across virtual networks.

..So What!?

1. Strategic Threat



- Systematic evaluation of Jigsaw
- Highlight blockages to effective
- Service provision
- Trust & Confidence
- End to end service provision
- Reduce the number of repeat offenders
- Safer communities

2. PPOs

- Criminogenic Needs
- 7 Pathways
- Trust & Confidence
- Provision on information
- Post-sentence support
- Rehabilitation and Resettlement.
- Life skills, Employment & Housing

3. Family

- Holistic approach
- Trust & Confidence
- Safeguarding Children
- Local Service Provision
- Adjusting & Readjusting

In Summary...

- Our aim has been to produce valid and reliable research

- Gained an increased awareness of the salient factors underpinning threats to the efficacy of holistic intervention delivery to priority and prolific offenders

- Have a clearer picture of issues concerning management of PPOs, multi-agency responses and their interconnection

- An insight to how a pro-active understanding of expectations, levels trust and confidence of individual offenders and local partnerships is essential when attempting to identify blockages to integrated case management

"Helping prolific offenders to shun their previous lives of criminality is a vital aspect of police work that goes relatively unnoticed by members of the public." (McCormick, 2009)