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# Youth Justice Resettlement Consortia: A process evaluation

## Final Report

Evelyn Hichens, Carney Green  
Simon Pearce, Carney Green  
Daniel Murray, Carney Green  
Professor Hannah Smithson, Manchester Metropolitan University  
Dr Paul Gray, Manchester Metropolitan University  
Graham Smyth, Manchester Metropolitan University  
Richard McHugh, Manchester Metropolitan University

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# Executive summary

## Background to resettlement consortia

In late 2014, as part of the Government's Transforming Youth Custody Programme, the Youth Justice Board (YJB) established four new resettlement consortia. At the time the resettlement consortia were established, the numbers of young people in custody in England and Wales had more than halved in the previous ten years, but reoffending rates for those leaving custody had remained high. The overarching aim of the resettlement consortia was to reduce the risk of reoffending and to enhance the outcomes of young people leaving custody.

A resettlement consortium is a group of cross-sector organisations involving several local authorities (often regionally led) who work together to improve the life chances and resettlement outcomes (i.e. reducing the likelihood of a young person reoffending) of young people leaving custody. The Youth Justice Board (YJB) had previously piloted three resettlement consortia in 2009 in three sites across England (for more details see: Ellis *et al.* 2012; Hazel *et al.* 2012; Wright *et al.* 2012). A number of success factors were identified in the original pilots, these included having strategic and operational level groups (this ensured that the partnerships worked at all levels), earlier resettlement planning, the benefits of closer working between custodial and community agencies, and the benefits of the consortium working across local areas.

Each consortium established in 2014 consisted of organisations working together to improve the life chances and resettlement outcomes of young people, aged 10-17, leaving custody. The consortium areas, selected due to their high custody usage and previous history of working together, were: East Midlands; South and West Yorkshire; North East London; and South London. Each consortium developed an 'enhanced offer', a series of services and provision available to the cohort, which went beyond what was already delivered by the agencies working within the youth justice system. Examples of services delivered under the consortia 'enhanced offer' included: mentoring services, projects focused on improving family relations, trauma interventions, life coaching, Aggression Replacement Training (ART), and restorative justice projects. The enhanced offer sought to ensure a holistic, wraparound service and approach to support the successful resettlement of children and young people through the gate and back into community.

## Aims of the research evaluation

The evaluation was undertaken between Spring 2015 and Summer 2016. The overall aims of the evaluation were to:

- Assess whether the consortia had been implemented successfully and according to criteria set out by the YJB; and
- Draw out lessons from delivery to inform future resettlement approaches.

The aims were reflected in the research objectives, which planned to identify the:

- Priorities, new ways of working and enhanced offer for each consortium;
- Key enablers for implementation and delivery of consortia priorities;
- Key barriers for implementation and delivery of consortia priorities;
- Sustainability of the consortia; and
- Successes and key learnings of the implementation and delivery of consortia priorities.

## Research approach

To meet the overall aims and objectives of the research, interviews and focus groups were carried out with the following stakeholder groups for each consortium: project manager<sup>1</sup>, strategic lead<sup>2</sup>, lead Youth Offending Team (YOT) managers, strategic steering group members<sup>3</sup>, and operational group<sup>4</sup> members. The fieldwork involved interviews (face-to-face and telephone) and focus groups which were guided using bespoke semi-structured topic guides, and this primary data was supplemented by secondary project documentation from consortia members.

There were two phases of qualitative research. The first phase, involving 30 interviews, was completed between March and May 2015, shortly after the consortia had been established, and focused on the initial implementation of the consortia. The second phase, involving 69 interviews, was undertaken between January and February 2016, and examined what had been delivered by the consortia to support young people's resettlement following their custodial sentence. The information gathered from the interviews was transferred into an analysis framework to identify the key messages. The notes and audio recordings from each interview were analysed by theme to identify patterns.

Initially, it was intended that quantitative analysis would be undertaken on data collected from each consortium by the YJB. However, for numerous reasons, such as difficulties securing consent from young people to provide information, there was insufficient data to undertake the analysis.<sup>5</sup> Therefore, this evaluation does not provide details on how many, or what proportion of young people received the enhanced offer or the nature of support they received. This evaluation did not seek to draw conclusions about the impact or relative effectiveness of the resettlement consortia.

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<sup>1</sup> The role of the project managers was to manage the delivery of the consortium, to work strategically and operationally to support the delivery of effective and sustainable practices, and help facilitate information flow between partners.

<sup>2</sup> The role of the strategic lead was to chair the strategic steering group meetings.

<sup>3</sup> The role of the strategic steering group was to provide leadership, oversight and accountability.

<sup>4</sup> The operational group tended to be made up of YOT managers and representatives from the services that had been commissioned. Operational group meetings focused on discussing delivery and implementation issues.

<sup>5</sup> Only South and West Yorkshire provided data on their cohort – there were 211 young people in the consortium cohort sentenced to custody across South and West Yorkshire between 1 November 2014 and 31 October 2016

## Key findings

The evaluation identified a number of key enablers and barriers to the implementation, successful delivery, and sustainability of the consortia, as well as areas of success and key learnings, which are summarised in the themed sub-sections below.

### Enablers

#### *Leadership*

Having a dedicated project manager role was a key enabler for the consortia. They supported information flow, maintained momentum of activities, and helped to coordinate partner agencies involved in the delivery of the enhanced offer. The strategic lead also played a key role by bringing representatives of key partner agencies together to collectively address resettlement issues.

#### *Enhanced offer*

Developing a clear and shared understanding of resettlement approaches, challenges, and data on the cohort, helped guide the creation of the 'enhanced offer'. By understanding and mapping existing provision, the duplication of services was avoided, and helped to ensure that a truly enhanced, and locally specific offer was delivered. All consortia focused on resettlement planning early on in an offender's custodial sentence – priority was given to the identification of accommodation at an earlier stage as part of the enhanced offer.

Existing community and custody delivery staff within the consortia were trained to support their cohort (e.g. on case management, trauma and SEND (Special Educational Needs)). This enabled staff to deliver new activities or implement new approaches, rather than employ external agencies. This increases the likelihood of new activities or approaches continuing in some capacity beyond the lifetime of the consortia.

The use of statutory provision, which does not require additional funding, to address resettlement outcomes helped enable the delivery of an enhanced offer. For example, Release on Temporary Licence (ROTL) could support young people's return into the community through facilitating access to education/training taster days, and allowing them to view accommodation.

#### *Partnership*

The consortia took, and acknowledged the importance of, a holistic partnership approach to resettlement (e.g. engaging with key partner agencies involved in the resettlement of young people). This supported information sharing and strengthened relationships, particularly between YOTs in the community and case managers in custody. The formation of sub-groups focused on specific consortia priorities (e.g. health and gangs), enabled greater progress to be made and more in-depth discussions to occur with key agencies.

Collectively, members, through the partner agencies they worked for, agreed to new ways of working – e.g. information sharing protocols – which members felt had been embedded into day-to-day working and therefore would support the sustainability of the consortia approach. The development of enhanced partnership relationships, particularly between custody and community as a result of the consortia will also support sustainability.

## **Barriers**

### *Enhanced offer*

Barriers to implementing the enhanced offer included the new 60/40 protected/unprotected education split in under-18 YOIs.<sup>6</sup> This reduced the availability of the cohort to engage in some activities under the 'enhanced offer'. There have since been changes to increase flexibility in the delivery of the policy which may have reduced these difficulties. Also, local authority financial cuts were perceived to have reduced staff capacity to attend consortia meetings and implement the enhanced offer.

### *Partnership*

Geographical diversity of the YOTs and areas within some consortia presented a challenge. Consortia had to work across geographical boundaries with local authorities that had different priorities, whilst the large geographical spread in the East Midlands consortium was seen to be a barrier to joint working. Gaps in the consortia partnerships were also identified, particularly around housing and health. High staff turnover rates in the YOTs and secure estate stalled partnership working and meant additional members of staff needed to be trained and informed of the enhanced offer.

### *Monitoring*

Several factors resulted in limited data being available on the young people supported by the consortia. Factors included: the YJB data monitoring toolkit not being universally understood or disseminated from initial inception so some YOTs felt their information sharing responsibilities were not clear from the outset; difficulties in implementing monitoring processes due to capacity issues; and challenges with securing consent for information sharing from young people.

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<sup>6</sup> From the 17 August 2015, 60 per cent of the time allocated for the education of young people in under-18 young offender institutions became 'protected', with no avoidable absences from education permitted; and 40 per cent of education time became 'unprotected', during which time only approved 'Permitted Absences' could take place. This policy was known as the 60/40 split.

## Key learnings

The sub-sections above highlight a number of key learnings which can be used to inform future resettlement practices. Key learnings identified include:

1. Young people should have access to a **holistic provision of support covering the seven resettlement pathways**<sup>7</sup>. Gaps and needs assessments should be undertaken by YOTs to identify the specific needs of their young people (around the seven pathways), and enable them to understand whether these needs are being met.
2. The development of **new approaches to improve resettlement outcomes should be directed by strategic steering groups with senior staff from partner organisations** in attendance. The chair of a steering group should hold a senior level position to support buy-in from partner agencies.
3. YOTs and case managers should continue to **focus on early resettlement planning**. The timeliness of resettlement planning should be monitored at a strategic level with escalation procedures in place in order to overcome barriers to timely resettlement planning.
4. **Resettlement plans should be tailored to the young person** – the young person and operational staff should be involved in its development.
5. Although progress has been made in identifying accommodation needs earlier on in a young person's sentence, there are still a number of barriers that have not yet been effectively overcome (e.g. sourcing suitable housing providers, and finding a provider to represent a region). **Greater focus is required on developing local solutions to housing**, to ensure accommodation does not have a negative impact on addressing the other resettlement pathways.
6. The educational regime then in place in YOIs reduced the availability of young people to access services under the enhanced offer in custody. When developing new services or support processes, the **working hours/practices of YOTs may have to be reviewed and adjusted in order to enable effective access to young people**.
7. **Evaluation is a key element of developing the evidence base in this area. To facilitate evaluation, data collection tools should be in place from the outset and all members should be aware of their data sharing commitments**. In addition, the consent of young people to share information needs to be reviewed in terms of what information is shared and how consent is communicated to a young person.
8. A key success of the consortia was perceived to be **the development of closer working relationships between custody and community organisations** and members of staff. Joint training sessions and 'link worker' positions in custody fulfilled by YOT members of staff helped to facilitate these closer working relationships.

These lessons are in line with previous YJB reports on resettlement and the wider resettlement literature.<sup>8</sup>

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<sup>7</sup> These are: case management & transition; accommodation; education, training & employment; health; substance misuse; families; finance, benefits & debt.

<sup>8</sup> Bateman and Hazel (2013)

# Section 1: Introduction

The Youth Justice Board (YJB) established four new resettlement consortia in late 2014 as part of the Government's Transforming Youth Custody Programme<sup>9</sup>. The YJB commissioned Carney Green and the Department of Sociology and Criminology at Manchester Metropolitan University (MMU) to conduct a process evaluation<sup>10</sup> of the consortia. This report presents the findings.

In their comprehensive review of the resettlement literature, Bateman and Hazel (2013) identified a number of key principles that need to inform resettlement practice. These include:

- The continuation of service provision between custody (case managers) and the community (Young Offending Team (YOT) managers) beyond the licence period;
- Preparation of release beginning at the start of the sentence, including the planning of community based needs, such as accommodation;
- The provision of a co-ordinated and holistic approach to resettlement; and,
- The consideration and co-ordination of the termination of resettlement support and exit strategies to ensure that any benefits of earlier support are not diminished once statutory services are removed.

These themes identified by Bateman and Hazel (2013), can be seen in the YJB implementation criteria and the aims of the new resettlement approach, as described below.

## 1.1 Background to the resettlement consortia

At the time the resettlement consortia were established, the numbers of young people in custody in England and Wales had more than halved in the previous ten years, but reoffending rates of those leaving custody had remained high. The overarching aim of the consortia was to reduce the risk of reoffending and to enhance the outcomes of young people leaving custody.

A resettlement consortium is a group of cross-sector organisations involving several local authorities (often regionally led) who work together to improve the life chances and resettlement outcomes (i.e. reducing the likelihood of a young person reoffending) of young people leaving custody. In 2009, the YJB piloted three resettlement consortia in three sites across England (for more details see: Ellis *et al.* 2012; Hazel *et al.* 2012; Wright *et al.* 2012). The sites were:

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<sup>9</sup> <https://consult.justice.gov.uk/digital-communications/transforming-youth-custody/results/transforming-youth-custody-consultation-response.pdf>

<sup>10</sup> A process evaluation assesses the development and implementation of a programme/project. This is distinct from an impact evaluation, which focuses on the effectiveness of a programme/project.

- The Wessex Resettlement Consortium
- The North West Resettlement Consortium
- The South West Resettlement Consortium

Several success factors were identified in the original pilots, these included having strategic and operational level groups (this ensured that the partnerships worked at all levels), earlier resettlement planning, the benefits of closer working between custodial and community agencies, and the benefits of the consortium working across local areas. Following this pilot, in 2014, as part of the *Transforming Youth Custody* programme (Ministry of Justice 2014), the YJB launched four new resettlement consortia, identified by their high custody usage, as well as the local authorities within each consortium having a proven history of working together.<sup>11</sup> The four consortia areas were:

- East Midlands: Derby, Derbyshire, Leicester City, Leicestershire, Nottingham City, Nottinghamshire, Lincolnshire and Northamptonshire;
- South and West Yorkshire: Leeds, Kirklees, Bradford, Wakefield, Calderdale, Sheffield, Doncaster, Barnsley and Rotherham;
- North East London: Waltham Forest, Hackney, Enfield, Newham, Redbridge and Islington; and
- South London: Lewisham, Lambeth, Croydon, Greenwich, Wandsworth and Southwark.

They were funded for three years, from 2014, with funding ceasing in March 2017.

The 2009 sub-regional resettlement consortia pilots were given flexibility and freedom to implement activities which improved the resettlement outcomes for young people released from custody. The four resettlement consortia, as part of this pilot, were similarly given the same autonomy to develop resettlement pathways and commission a range of interventions to support and meet the needs of young people released from custody, based on the seven resettlement pathways within the consortia areas:

1. case management and transitions;
2. accommodation;
3. education, training and employment (ETE);
4. health;
5. substance misuse;
6. families; and,
7. finance, benefits and debt)<sup>12</sup>.

The over-arching remit for each consortium was to develop an ‘enhanced offer’ (a suite of services made available to the cohort, which went beyond what was already statutorily delivered by the agencies working within the youth justice

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<sup>11</sup> These areas were selected as they consisted predominantly of local authorities that fell into the highest 20 per cent of custodial users in 2011/12 & 2012/13.

<sup>12</sup> See [https://whitehall-admin.production.alpha.gov.co.uk/government/uploads/system/uploads/attachment\\_data/file/363910/Section\\_7\\_annex\\_Pathways\\_to\\_Resettlement\\_v2\\_0\\_final.pdf](https://whitehall-admin.production.alpha.gov.co.uk/government/uploads/system/uploads/attachment_data/file/363910/Section_7_annex_Pathways_to_Resettlement_v2_0_final.pdf) for more information on the seven resettlement pathways

system). Examples of services delivered under the enhanced offer included: mentoring services, projects focused on improving family relations, trauma interventions, life coaching, Aggression Replacement Training (ART)<sup>13</sup>, and restorative justice services.<sup>14</sup> Rather than set specific output targets, the YJB introduced implementation criteria to ensure each consortium had the necessary core structure.

The implementation criteria were:

- Appoint a full-time project manager;
- Appoint a high-profile lead to chair a strategic steering group comprised of representatives with decision-making powers for the agencies they represent;
- Establish an operational group for delivery staff to share information and work collaboratively; and
- Produce a delivery plan which is aligned with the YJB's resettlement criteria and based on the seven resettlement pathways outlined in the Youth Resettlement Framework<sup>15</sup>, covering all young people eligible<sup>16</sup> for support.

## Aim of the new resettlement approach

The overarching aim of the consortia was to reduce the risk of reoffending and to enhance the outcomes of young people leaving custody. This linked to key YJB priorities around reducing reoffending and driving continuous improvement in youth justice services identifying and promoting best practice. It aimed to achieve this by:

- Improving links between key agencies (secure estate, YOTs, local authorities and voluntary and private sector providers) and access to publicly available services.
- Increasing collaborative and potentially innovative ways of working between partner agencies and with local authority services including health services.
- Encouraging improved information sharing between agencies.
- Offering a package of services on education, training and employment (ETE); and accommodation from non-statutory as well as statutory agencies.

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<sup>13</sup> ART is an evidenced based programme, which was developed in America by Goldstein A., Glick B., and Gibbs J. The programme consists of ten weeks (30 hours) of intervention training, covering social skills training, anger-control and moral reasoning. Custody and community staff were trained to deliver ART to the cohort.

<sup>14</sup> See <https://www.gov.uk/government/publications/what-works-in-managing-young-people-who-offend> for a summary of the international evidence on what works to manage young people who offend

<sup>15</sup> Youth Justice Board (2005) Youth Resettlement: A framework for action

<sup>16</sup> Eligibility criteria being that the young person is returning to reside in a LA included in the consortium catchment area.

- Establishing continuity in relationships with the young person through a wrap-around approach.<sup>17</sup>
- Achieving sustainability in the support that is provided to young people.

To inform the delivery of this, each consortium focused on delivering a local plan to consistently enhance the resettlement experience of young people who had been sentenced to custody. Each consortium aimed to address the particular needs in relation to resettlement, such as more consistent accommodation provision, better employment opportunities and specialist health care management.

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<sup>17</sup> In this context wraparound-approach refers to coordination of a wide range services to support a young person including housing, education, and health services.

# Section 2: Consortia overview

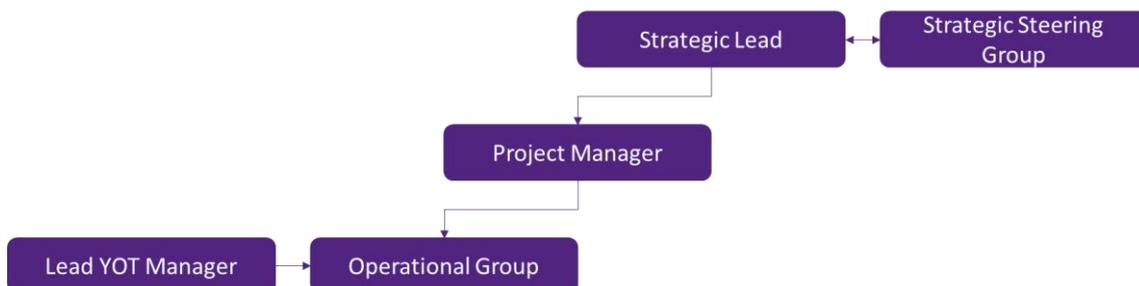
This section explains the premise and purpose of the consortia.

## 2.1 Consortia implementation

Due to the autonomy granted to each consortium, each one was implemented differently with varying priorities and activities delivered (See Appendix B for further details). The consortia worked towards creating an improved support package for the young people in their cohort, through the commissioning of new services and implementation and delivery of new processes. Combined, this package was known as the 'enhanced offer' (see section 2.2.3). The development and implementation of the enhanced offer occurred in a local context, with consideration of the geographies, existing ways of working and identified priorities in each area.

Figure 1 illustrates the structure of the resettlement consortium. The strategic lead oversaw the implementation of each consortium and chaired the strategic steering group meetings. The project manager was responsible for the operational aspects of each consortium, as well chairing the operational group meetings. The lead YOT manager ensured the views of YOT managers were represented within their consortium (see Appendix A for further details on roles).

Figure 1: Consortium structure



### 2.1.1 Priorities

Each consortium was working towards the same long term goal – to reduce youth reoffending levels in their locality. In order to do so, each consortium wanted to improve the quality of the resettlement experience for young people, through early resettlement planning, the introduction of new services, and better engagement between custody and community agencies to support the seamless transition of young people 'through the gate'.

Each consortium also identified several sub-priorities which they used to inform the development of their enhanced offer. These priorities were guided by the seven resettlement areas or 'pathways'.

The consortia members acknowledged that these were not revolutionary or new priorities for the consortia or for the agencies trying to reduce reoffending. However, members reported that the consortia enabled the regions to have a renewed focus on working together towards achieving these priorities.

*“It’s what everybody’s been trying to do for years but not doing it very well.”*

Accommodation was seen to be fundamental to the successful transition of young people into the community, and as a result tended to be viewed as the most significant priority across all the consortia. Other key priorities for the consortia included:

- ETE (in South and West Yorkshire this included a focus on young people with Special Education Needs (SEND)), and
- Mental Health (specifically around trauma (South London and North East London)).

The consortia also had other specific priorities, for example in South London engagement with partner agencies found that although restorative justice services were seen to be beneficial to young people they were underutilised. Restorative justice activities were more likely to be offered to young people on community orders, and therefore the consortium was keen to prioritise exploring the possibility of increasing the use of this service in custody. Their offer also focused on being family based through the use of Functional Family Therapy (FFT). Whilst the South and West Yorkshire consortium prioritised the exploration of how Release on Temporary Licence (ROTL) could be used to maximise resettlement outcomes, and the North East London consortium focused on the reduction of aggression and violence (hence the delivery of the ART programme).

### **2.2.2 Strategic steering and operational groups**

Each consortium set up a strategic steering group. These were established to provide leadership, oversight and accountability. They aimed to develop strategic partnerships and oversee the commissioning of different services as part of the enhanced offer. The groups measured progress against a delivery plan and held partner agencies to account for their role in its delivery. The steering groups enabled escalation procedures to be enacted to overcome any blockages that were acting as potential barriers to the resettlement outcomes of young people.

Membership of the strategic steering group included representatives from the following sectors: secure estate, YOTs, education, and children’s services. Each consortium reported it was difficult to engage with housing providers (largely because there was not one representative that could cover each region) and health providers. Although engaging housing providers remained an issue over the course of the evaluation (Phase 1 and 2), progress was made regarding engagement with health providers. For example, to ensure that the health needs of young people were considered as part of the consortia, the North East London and South London consortia organised a pan-consortia health workshop. The aim of this workshop was to promote more joint working, and improve information flow and data sharing.

Although young people's feedback on the enhanced offer was reviewed in the North East London consortia strategic steering group, it was the consortium's long term aim to have a young person sit on the strategic steering group. This had not been achieved at the time of the evaluation, as it had proved difficult finding a specific representative willing to attend the meetings.

Alongside the strategic steering group was an operational group, which provided a space for delivery and implementation issues to be discussed. This group tended to be made up of YOT managers and representatives from the services that had been commissioned.

Although the strategic steering group and operational group were discrete from one another (e.g. the first had decision making responsibilities, and the second had practice/delivery responsibilities), they had to work together to deliver the new enhanced offer.

### **2.2.3 Enhanced offer**

Members from the two London consortia seemed more informed of the enhanced offer in their consortia and were more likely to be able to clearly articulate its components than members from the other consortia. Both consortia referred to a set of standards that each young person should expect as part of the enhanced offer. For example, a young person should have access to a National Insurance (NI) number, a basic bank account, and be screened for substance misuse whilst in custody. A resettlement Quality Assurance (QA) checklist, to be used by the case managers, was created by the North East London consortium and was shared with other consortia.

The North East London consortium also created an enhanced offer leaflet to inform their cohort of the offer. The leaflet was created in partnership with the young people's participatory groups based in custody that were established by the consortium<sup>18</sup>, and clearly lists the different interventions and support available.

Across the consortia, the enhanced offer covered a wide range of services. These included:

- mentoring services (South and West Yorkshire);
- projects focused on improving family relations (South and West Yorkshire, North East London, and South London);
- trauma interventions (North East London and South London);
- life coaching (North East London and South London);
- ART (North East London); and
- restorative justice (South London).

Summary tables for the consortia can be found in Appendix B. These provide a more in-depth overview of the enhanced offer for each consortium.

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<sup>18</sup> The consortium had a participation focus group worker who hosted focus groups with young people from the cohort based in the following secure establishments: Feltham, Cookham Wood and Medway. Each focus group meeting looked at a specific resettlement pathway. This information was fed back to the strategic steering group.

## Section 3: Methodology

This section presents an overview of the methodological approach to delivering the evaluation.

### 3.1 Evaluation aims

The process evaluation was undertaken in two phases. Phase 1 was completed in spring 2015, shortly after the resettlement consortia had been established. Interviews were undertaken with project managers, strategic leads, lead YOT managers, and strategic steering group members<sup>19</sup>. Phase 2 was completed in January and February 2016 and included interviews with the same stakeholder groups as in Phase 1 with the addition of operational group members, to explore how well the approach had been implemented and what progress had been made by the consortia.

The overall aims of the evaluation were to:

- Assess whether the consortia had been implemented successfully and according to criteria set out by the YJB; and
- Draw out lessons from delivery, and potential alterations that might be needed to the model, to inform future resettlement approaches.

The aims were reflected in the research objectives, which planned to identify the:

- Key enablers for implementation and delivery of consortia priorities;
- Key barriers for implementation and delivery of consortia priorities;
- Sustainability of the consortia; and
- Successes and key learnings of the implementation and delivery of consortia priorities.

Each objective is addressed consecutively in the following four sections (section 4 – 7).

### 3.2 Approach

As a process evaluation, the scope of the research was to assess how successfully the consortia had been implemented and delivered, with due regard to any barriers and enablers. The evaluation was not intended to quantify the impact of the consortia's activities and outcomes.

Information was gathered from interviews with the project managers, strategic lead, Lead Youth Offending Team (YOT) managers, strategic steering group

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<sup>19</sup> A full description of consortia roles is provided in Appendix A.

members, and interviews<sup>20</sup> and focus groups with operational group members. The research did not include interviews with the young people being supported by the consortia. The interviews and focus groups were guided using bespoke semi-structured topic guides for each role, and this primary data was supplemented by secondary project documentation from consortia members. The semi-structured topic guides allowed each research participant to present their views of the consortium within a defined framework. Interviews were undertaken face-to-face and over the telephone, whilst the focus groups were undertaken face-to-face.

At the outset of the evaluation, the intention was to undertake quantitative analysis on data collected from each consortium by the YJB. However, difficulties in securing consent from young people for their information to be shared, the detailed nature of the toolkit, and capacity and willingness within the YOTs to complete and submit returns, resulted in insufficient data to complete any quantitative analysis. Therefore, this evaluation does not provide details on how many, or what proportion of young people received the enhanced offer or the nature of support they received. It also does not enable conclusions to be drawn about the impact or relative effectiveness of the resettlement consortia.

### **3.2.1 Qualitative research**

The qualitative research was undertaken in two phases.

#### *3.2.1.1 Phase 1*

The interviews in Phase 1 were undertaken in March 2015, shortly after the consortia had been established. The interviews, therefore, concentrated on the initial implementation of the consortia. All project managers, strategic leads and lead YOT managers were selected to be interviewed to gain their views. In addition, project managers were asked to selectively identify approximately six steering group members from their area who were most involved in the implementation of the consortium, and would therefore provide useful information.

A total of 13 interviews were undertaken in March 2015 before the pre-election period of purdah started on 26 March 2015. In the period between the dissolution of parliament and when the new government was formed, government research activities were suspended, to prevent any activities that might influence the outcome of the election. Post-election, the interview activities recommenced and an additional 16 interviews were then undertaken. Therefore, for Phase 1 a total of 30 interviews were undertaken.<sup>21</sup>

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<sup>20</sup> One-to-one interviews were offered to operational group members who could not attend a focus group.

<sup>21</sup> This included: five project managers (the role for one consortium was job shared by two individuals); two strategic leads; three lead YOT managers; and 20 strategic steering group members over the four consortia areas.

### **3.2.1.2 Phase 2**

The second phase of the research was conducted during January and February 2016. The interviews were focused on examining what had been delivered by each consortium to support young people's resettlement following their custodial sentence.

All interviewees in Phase 1 were re-contacted and invited to participate in Phase 2. In addition, key steering group members (approximately six) as identified by the project managers, were invited to participate in Phase 2, as well as those that attend the operational group as identified by the project managers. In total, 69 people were interviewed in Phase 2.<sup>22</sup>

### **3.2.2 Data analysis and limitations**

The information gathered from the interviews was transferred into an analysis framework to identify the key messages. The notes and audio recordings from each interview were analysed by theme, which enabled patterns to be identified. When presenting the research findings in the following sections 'members' refers to individuals that sit on either the operational or strategic steering group, and 'partner agencies' refer to the different organisations that are involved in the resettlement and support of young people that may or may not be represented at either an operational or strategic group level by an individual member.

While the evaluation offers useful insight into the implementation and delivery of the enhanced offer by the consortia, it relies on stakeholders' reports and perceptions. Without case management data from the consortia, there is no opportunity to triangulate the findings from interviews so the evaluation is limited in the extent to which it can describe the offer from the resettlement consortia, or the scope of its application.

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<sup>22</sup> This included: five project managers; five strategic leads; four lead YOT managers; 22 strategic steering group members; and 33 operational staff.

# Section 4: Key enablers for implementation and delivery of consortia priorities

This section presents the key enablers in the implementation and delivery of the consortia as identified from the discussions with members.

## 4.1 Project management

Having a dedicated project manager role was a key factor enabling the implementation and delivery of the consortia. Consortia members universally acknowledged that the project managers supported information flow, maintained the momentum of activities, and co-ordinated strategic and operational group members. It was regarded by all interviewees that without the role of a project manager, the consortia would not have made the same level of progress.

In the North East London consortium, the majority of members reported that tight programme management and regular communication helped to drive the priorities of the consortium forward:

*“I think a key enabler for this is having someone of [the project manager’s] calibre pushing and driving it and having that sufficiently high status of that programme manager to be able to really push it.”*

Project managers with knowledge of the local area were viewed as beneficial. For example, the South and West Yorkshire consortium is geographically diverse, spread across nine local authorities, however, the project managers had prior experience of working with the different local authorities and therefore already had key contacts.

## 4.2 YJB funding

Although the project manager post was a key enabler, it was acknowledged that the funding from the YJB was a crucial prerequisite for the consortia, not least because the project manager role was a funded position. Several interviewees also said that the funding enabled the consortia to pilot new services at a time of financial cuts within local authorities.

Interviewees from the South London, South and West Yorkshire, and East Midlands consortia also felt that access to the funding helped to secure and incentivise engagement from partners. Members of the strategic steering group felt empowered to review gaps in service delivery in the knowledge that the funding would enable these to be addressed. In the East Midlands consortium, it was reported that the funding helped to incentivise participation of YOTs in developing new resettlement services, as it enabled access to newly

commissioned services, staff training, access to the Flexible Resettlement Fund, and access to a link worker<sup>23</sup>.

### 4.3 Developing an evidence base

Compiling an evidence base was important to inform the development of the enhanced offer and to support the buy-in and commitment of strategic members. The South and West Yorkshire consortium began by engaging all YOTs in their region and collating information on their approach to resettlement, including systems, processes, and providers, and identified the different challenges they faced. Historical data on the cohort collected by YOTs (July 2013 to June 2014) was also analysed, and, combined with findings from the consultation activities, was presented to the strategic steering group in the form of a gaps and needs analysis report. Interviewees stated that this guided the development of the consortium priorities and 'enhanced offer'. For example, the needs analysis identified that there was a disproportionate number of young people with SEND in custody in South West Yorkshire when compared to the general population, and therefore this group was a key consortium priority. The gap and needs analysis was also viewed by interviewees as crucial in developing a consistent enhanced resettlement offer due to the number of YOTs involved, and to understand the different organisations involved in supporting the resettlement on young people in their region.

The North East London and East Midlands consortia both undertook research to inform the development of the enhanced offer around accommodation. As part of this, the North East London undertook a cost-benefit analysis study which was shared with, and used by, the other consortia. This helped to inform local authority partners of the cost benefits of early identification of accommodation prior to the release of young people. The East Midlands consortium commissioned an accommodation needs assessment of the young people in their cohort. The intention was for the recommendations from this assessment to inform a more consistent local delivery approach which would meet the needs of the cohort.<sup>24</sup>

The North East London consortium appointed an accommodation strategic lead, who worked with the project manager and the strategic steering group to develop a business case for the local authority leads on the benefits of identifying accommodation placements in advance of release. This was influential in changing local practices, and thus the local authorities agreed in principle that suitable accommodation would be in place two weeks prior to a young person being released from custody. If this did not occur, the consortium had developed an escalation process which would be implemented.

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<sup>23</sup> The link worker was based in the secure estate and supported information flow between custody and community. See the Information Sharing section in the key enablers chapter for further detail.

<sup>24</sup> At the time of the evaluation the recommendations were being reviewed, with the intention of identifying those to take forward.

## 4.4 Partnership working

Improved partnership working to collectively address resettlement in new ways, was reported by all interviewees as being a beneficial outcome of the project. Various organisations were reported to be involved in supporting the resettlement of young people, and through the operational and steering group meetings relationships between these organisations were nurtured, strengthened and developed. The attendance of custodial and operational staff at operational meetings in 2009 resettlement consortia pilots was also found to support improved communication and highlighted the benefits of closer working relationships, whilst examples of joint working helped to improve community agencies' knowledge or working practice, opportunities and reduce restrictions in custody.<sup>25</sup>

Amongst members of the consortia it was unanimous that multi-agency partnership working was a key enabler in improving the resettlement outcomes of young people.

*“you don't want to silo it because I think the complexity of the scenarios that these young people have experienced and the barriers that they face, post-custody... can only be addressed with a ... whole systems approach.”*

Members reported that through attendance at the strategic steering groups, operational groups, and delivery staff from partner agencies attending joint training sessions, the consortia led to improved working relationships and new relationships with new partner agencies being formed. As a result, members from different partner agencies had been working together to jointly identify and overcome challenges.

*“Rather than interfering and just almost putting hurdles in the way or objecting to things and actually, instead of bringing up questions, they're bringing up solutions to things.”*

Working as part of a consortium highlighted inter-dependencies in the work partner agencies carried out and as a result, interviewees stated that members of the strategic and operational groups became more informed about the benefits of working together. The partnerships also led to an increase in flexibility of what members were prepared to do, with examples provided of staff going above and beyond the responsibilities of their day jobs. For example, in the South and West Yorkshire consortium members from one of the YOIs felt that it would be beneficial for their staff to have a greater understanding of what happens in the community, and therefore members were exploring the possibility of shadowing opportunities with YOT managers.

*“There's more flexibility in what people are prepared to do in their roles which is allowing for greater opportunities for those things to get done where they wouldn't have been done previously.”*

Closer strategic and working relationships meant that members had gained a greater understanding of each other's roles and responsibilities. A reported benefit of this was the breaking down of barriers between custody and

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<sup>25</sup> Ellis et al. (2012), Hazel et al. (2012), Wright et al. (2012)

community agencies, primarily between case managers, and improving cultural and organisational understanding.

*“We really want to open the gates and create opportunities to do much closer joint up working.”*

*“At the secure estate, we’re are very keen now to encourage outside agencies just to come in and work with the young people as soon as possible. It obviously gives us support in the secure estates and also prepares them [the young person] for release.”*

In one consortium, members reported that there was initially defensiveness from some partners, who were cautious of engaging with the consortium, with one of the secure institutions being particularly apprehensive. To overcome this, senior members were clear from the outset that the role of the consortium was not to criticise work that had previously been undertaken but instead identify best practice and promote joint working to result in increased efficiency.

Increased communication between partner agencies helped to avoid the risk of consortia duplicating existing services. Members stated that close engagement with the local Child and Adolescent Mental Health Services (CAMHS) in the North East London consortium regarding their ‘in Control of Now’ (iCoN) project,<sup>26</sup> for example, resulted in the new service being well received across the region and being successfully dovetailed with the existing CAMHS provision.

The commitment of members was universally regarded as key to successfully implementing sustainable change, particularly at a senior level. This was seen as vital in raising awareness of the consortia and their enhanced offers, and ensuring that delivering the offer was viewed as priority by operational staff. Similarly, this was a key finding in the North West Resettlement Consortium evaluation<sup>27</sup>, which described how the consortium showed how it was possible to capture the interest of senior policy makers and practitioners at a local level in resettlement, and how this was essential to ensuring agencies were committed to the new approach.

In the South London consortium, the development of a shared set of standards across partner agencies supported this, and interviewees stated that it resulted in a more joined-up approach both between the boroughs, and between community and custody agencies.

*“I think having that sense of shared ownership in terms of the partners feeling like they’re actually having an input and that they’re somehow, kind of, jointly responsible and sharing the decision making...”*

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<sup>26</sup> The iCoN project was aimed at young people who have experienced some form of trauma, but who fail to meet the thresholds for clinical interventions and/or those young people who meet the threshold but refuse to engage with services. The service matches young people with a trauma trained coach mentor who supports the young person, on an outreach basis, through their journey with statutory services.

<sup>27</sup> Hazel *et al.* (2012)

## 4.5 Strategic steering group

The appointment of a strategic lead to oversee the strategic steering groups was also viewed by interviewees as a key enabler in the delivery of the consortia. Alongside the project manager, interviewees considered that these roles were important factors in bringing key representatives from different partner agencies together. Seniority, experience in this field, and established key working relationships were regarded as important prerequisites for the role of strategic lead as these helped to draw together partners.

In the South and West Yorkshire consortium the strategic lead was a Director of Lifelong Learning, Skills and Communities, and therefore they were able to bring together key partner agencies to address the ETE and SEND priorities, core areas for the consortium. It was felt that all the key players had been brought together and this had been supported by a strong strategic lead.

*“If you just have the meeting then nothing changes, it becomes a talking shop. You need to have an engine that drives it.”*

Strategic steering group membership was not fixed. The consortia engaged with additional partner agencies as new priorities emerged or gaps in the partnerships were identified. For example, the North East London consortium developed, members were keen to explore meeting the needs of young people involved in gangs. As a result, the consortium engaged with representatives from the Pan-London Gang Exit programme (Mayor’s Office for Policing and Crime (MOPAC) and Community Rehabilitation Company (CRC)) to ensure that the enhanced offer did not duplicate existing services but instead complemented them.

## 4.6 The formation of sub-groups

In addition to the steering groups, both London consortia and the South and West Yorkshire consortium set-up sub-groups focused on specific priorities. For each of these consortia, the sub-groups were not part of the initial consortium structure. Interviewees stated that the sub-groups allowed in-depth discussion to take place, for which there was not always time for during the strategic group meetings. The sub-groups reported back their findings and progress towards specific priorities to the main strategic steering group.

The North East London consortium developed sub groups for: health and substance misuse, youth violence, ETE, and gangs. Membership of each sub-group was made-up of corresponding experts and members of the strategic steering group. For example, the gangs sub-group was led by a researcher specialising in London gangs. The sub-group looked at the characteristics of the cohort and current research in this field. An emerging issue of young people being exploited to facilitate the running of street level drug dealing within county lines was identified. Therefore, the consortium decided that county lines and the exploitation of young people would be another priority for the consortium, and were keen to commission an additional service to support young people at risk of exploitation.

The North East London consortium also had an ETE sub-group. The aim of the sub-group was to create a consistent education offer across the local authorities. It was regarded that Hackney had good ETE outcomes, and

therefore the head of the Virtual Schools for Looked After Children, Care Leavers and Youth Justice, was asked to lead the ETE element of work. In Hackney, all local authorities have to have a Virtual School Head teacher. This is a statutory position; initially their role was to monitor the educational outcomes of looked after children. This was then extended to also include care leavers. This worked well; and therefore in September 2015 the role of the Virtual School Head teacher was further extended to the youth justice cohort of young people. Members of staff from the Virtual Schools team visit the secure estate ensure that young people are being offered appropriate ETE and ensure that it is in place for when they leave. Since this has been implemented it has led to a significant increase in the number of young people in education, training and employment.

Members from the North East London consortium described the sub-groups as '*fundamental*' and '*essential*' for taking forward the priorities of the consortium. As the sub-groups were attended by the partner agencies relevant to each priority, it was reported that these helped to develop a clear picture of what services were already being delivered. For example, in the gangs sub-group, attendees mapped the processes and procedures for each borough around supporting young people in gangs. It was felt that this helped to ensure that a coordinated approach was developed to avoid diluting and duplicating services.

Similar to the North West<sup>28</sup> and South West Resettlement consortia set up in 2009<sup>29</sup>, the South and West Yorkshire consortium also prioritised exploring opportunities to increase the use of ROTL as part of their enhanced offer. The North West and South West Resettlement consortia had helped to break down institutional concerns about ROTL, however only a limited number of cases were able to benefit from ROTL due to practical difficulties. ROTL has strict conditions and takes time to implement (and therefore a focus on ROTL needs to occur early on in a young person's custodial sentence).

In order to increase the effective use of ROTL in the South and West Yorkshire consortium a ROTL working group was set up. The working group sought to develop an understanding of the opportunities for ROTL and also to act as a conduit to share resources to enable effective ROTL to take place. The working group identified two opportunities for ROTL:

- for young people to attend familiarisation sessions and programmes of study with education and training providers (Manchester College<sup>30</sup> was cited by a number of respondents); and
- it would be used to access support, familiarisation and viewing of independent living facilities at the earliest possible opportunity to ensure that the young person understood their proposed living situation prior to release.

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<sup>28</sup> Hazel *et al.* (2012)

<sup>29</sup> Wright *et al.* (2012)

<sup>30</sup> Manchester College also runs a justice-sector focused organisation called Novus – this is a not-for-profit larger scale social enterprise which delivers ETE programmes in more than 100 sites within prisons, approved premises and within the community.

These opportunities were to be piloted to effectively promote the use of temporary release for the purpose of resettlement.

The South London consortium set up an ETE sub-group with representation from the six boroughs and the three secure establishments for the region.<sup>31</sup> This group reviewed previous approaches to ETE in the community and custody and was focused on implementing a more consistent and streamlined approach.

## 4.7 Partnership events

All consortia hosted either training events or workshops which engaged a diverse range of members from partner agencies from their consortia. Interviewees stated that these led to strengthened partnerships and the upskilling, both in terms of knowledge and expertise, of staff.

The East Midlands consortium specifically utilised funding from the YJB to deliver joint training sessions for case managers from both custody and community. These sessions covered: discharge planning best practice, detention and training orders (DTO), how to quality assure discharge plans, the needs of the young people, and the provision of accommodation and ETE. Linked to the training, new guidance for custody and community practitioners was also produced. In total over 80 practitioners were trained in these areas. It was reported as beneficial for relationships to be developed through practical activities, and not to be limited to meetings. Interviewees stated that it was clear that attendance at joint training sessions had played a crucial role in developing relationships between partner agencies, particularly between the YOTs.

In the South London consortium, to support the achievement of the health priority, case managers from YOTs in the community and in custody were trained on the psychological approaches to assess, screen and support young people who were experiencing trauma and to access local support services. Members reported that the training resulted in staff changing the way they interacted with young people and reflected on their approach to engagement with young people.

Training was also implemented in the South and West Yorkshire consortium. The training was delivered to YOTs across the consortium to promote awareness and understanding of relevant information, rights and duties in relation to SEND; to equip staff with additional skills for working with young people with SEND; and to support YOTs in developing and commissioning appropriate provision to ensure a successful transition for young people with SEND back into the community. The consortium also used YJB funding for staff training to support young males in building family relationships, and around the pressures and expectations of becoming a man.

Further to this, the South and West Yorkshire consortium also hosted workshops with partner agencies to develop new ways of working. For example, an accommodation workshop was delivered with representatives from all nine local authority areas, the secure estate, and providers. The aim of the workshop was to share experiences of information sharing on accommodation for young

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<sup>31</sup> Those being Feltham Young Offender Institution (YOI), Cookham Wood YOI and Medway Secure Training Centre.

people due to leave custody, to identify challenges and potential solutions. The outcome of this workshop was a proposed set of standards around accommodation, including:

- young people knowing a month in advance of their release date where they would be living; and
- no young person being released to present as homeless or to temporary accommodation for assessment.

Opportunities were also sought to share existing effective practice across South and West Yorkshire, which the local authorities would be asked to implement. The White Rose Residential Child Care Framework was identified as a potential vehicle to addressing challenges around accommodation and improving options for young people.<sup>32</sup> The consortium also hosted a follow-up workshop in partnership with St Basils<sup>33</sup> on homelessness and criminal justice pathways.

## 4.8 Information sharing

Information sharing was also identified as an enabler for the consortia. Information sharing referred to both data on the cohort and specific young people, and information on best practices and challenges locally.

In the North East London consortium, it was important for partner agencies to have good quality data which provided a clear understanding of the characteristics of young people in custody for future planning purposes. Providing data at borough level allowed members to see how the consortium was relevant to them and understand the local picture. The North East London consortium identified that there were communication barriers around the sharing of ETE information between community and custody. In response to this, the consortium developed a template to collect background information on young people. Subsequently, when a young person entered custody the corresponding YOT was sent the template to input. Both steering and operational groups were provided with monthly consortium newsletters produced by the project manager which covered information on the type of offending, what offences were leading to custody, and reoffending levels; whilst operational staff were also given specific characteristic data on all young people in custody.

A key enabler to information sharing between custody and community for the East Midlands consortium and the South and West Yorkshire consortium was the creation of a 'link worker' role.<sup>34</sup> In the South and West Yorkshire consortium the link worker was seen to improve the efficiency and speed of information sharing between custody and community. The link worker also helped to improve relationships and provided an opportunity for members to develop a more in-depth understanding of the roles of the different professionals across the sector. An information sharing agreement between

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<sup>32</sup> The White Rose Framework is a group of local authorities who collaboratively commission and quality assure a range of children services.

<sup>33</sup> St Basils work at the forefront of improving practice relating to youth homelessness, and are funded by DCLG to support local authorities and disseminate good practice across the country.

<sup>34</sup> The role of the Link Worker was to be based in the secure estate and support information flow between custody and community. In both cases the Link Worker was seconded from a YOT.

custodial establishments and YOTs, facilitated by the link worker, supported this.

The strategic steering groups and operational groups acted as a conduit to share best practice with the project managers acting as a key facilitator. For example, in the South London consortium, the project manager circulated a monthly briefing on the number of young people that were in custody, broken down by borough. Through the operational and strategic steering group meetings, the project manager also provided updates on the progress of each of the projects commissioned, emerging evidence on best practice, and the outcomes of sub-groups. They also managed an online email forum where information could be shared between partners.

Members in the South London consortium also spoke of sharing practical experiences. It was acknowledged by interviewees that prior to the formation of the consortium, YOTs tended to undertake activities in silo, and therefore it had been beneficial to share what partner agencies delivered locally and best practice examples. This had led to new ways of working being implemented. For example, Southwark had a model for a post-release induction programme for resettlement cases, which was identified as good practice. This was discussed at the operational meeting and Lewisham YOT decided to further develop this model. This was subsequently duplicated across the six boroughs and became known as the South London Resettlement consortium post-release induction programme.

Similarly, the sharing of best practice in the South and West Yorkshire consortium led to members exploring and learning lessons from one local authority relating to the roll-out of a supported living scheme which held beds for young people across the region. The exemplar set by one particular local authority was to commission a third sector organisation to provide accommodation upon release.

In the East Midlands consortium, members described how the consortium approach had encouraged representatives from the different priority disciplines and community and custody to engage and become members. This had generated a mutual understanding of cultural and organisational approaches, which had further supported partnership working and informed the creation of suitable interventions and processes for the consortium.

In the South and West Yorkshire consortium it was identified that poor information flow was at the centre of a number of challenges; the information stream was not going in or out of custody, and it was not being communicated fast enough. For example, communication between community and custody agencies around what education and training a young person had undertaken in the community and in custody was found to be poor. Therefore, through the strategic steering group, members formulated an approach to facilitate more joined-up communication channels. Improved working relationships had led to improved and timelier information sharing.

*“The fact that we’ve got someone at Kirklees YOT we can ring up and talk to directly about a young person and get a response to that if there’s an immediate need, very quickly, is a fantastic thing, and it’s much better than we’ve ever had before.”*

# Section 5: Key barriers for implementation and delivery of consortia priorities

This section presents the key barriers in the implementation and delivery as identified from the discussions with interviewees across the consortia.

## 5.1 Educational regime in YOIs

A barrier identified across the majority of consortia was the 60/40 education split in YOIs, which was introduced during the evaluation. From 17 August 2015, 60 per cent of the time allocated for the education of young people in under-18 young offender institutions became 'protected', with no avoidable absences from education permitted; and 40 per cent of education time became 'unprotected', during which time only approved 'Permitted Absences' could take place. This policy was known as the 60/40 split. This impacted the availability of young people to engage with services as part of the enhanced offer. In the South and West Yorkshire consortium, interviewees stated that the split reduced the availability of young people to engage in additional services such as the Barnardo's Bike project<sup>35</sup>.

In order to overcome the challenges faced delivering new services under the 60/40 regime, the South London consortium project manager met with the governors and operational leads of the secure estate to discuss how to deliver these services in custody. Where possible agencies were flexible in when they delivered their services in order for young people to have improved access to the enhanced offer, for example, Kinetic Youth<sup>36</sup> was able to deliver youth engagement services at the weekend, but this was not possible for all partners/delivery agencies.

Members also stated that the 60/40 split also affected the ability of the consortia to change processes. In the South and West Yorkshire consortium, the 60/40 split, and the in-custody education contract being awarded to a new provider (NOVUS), meant it took longer than the consortium would have liked to create educational protocols and systems between custody and the YOTs. This is because the consortium had to engage and build a relationship with a new provider, and the split reduced YOT's access to young people in custody and therefore affected what could be delivered under the enhanced offer. There have since been changes to make the delivery of 60/40 more flexible which may have reduced the difficulties, but this came after the evaluation had concluded.

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<sup>35</sup> A through the gate project which involved mentoring support, a personal development programme, and the opportunity for young people to undertake a social action/enterprise project.

<sup>36</sup> A not for profit organisation providing Youth Work Services for young people housed within the secure estate.

## 5.2 Reduction in local authority budget allocations

All members reported that the consortia had been impacted by local government budget reductions. It was stated that the reduction in funding impacted on the capacity of staff to attend the consortia meetings and implement the 'enhanced offer,' on top of delivering the 'standard offer.' It was reported that these cuts also had the potential to have a negative effect on partnership working, and had started to affect attendance at strategic steering group meetings, as with staff cuts there was a reduced capacity for attendance.

In the North East London consortium, members felt that public service reductions had resulted in resettlement not being a core priority for senior managers, and a focus on what can be done better had become more challenging during a period of resource constraints.

*“At the time that budgets are very, very tight indeed and actually the mind-set is how do I cut more rather than how do I actually do something new, if you're going to actually have transformational change and embed it properly, you do need to put some resource behind it is the reality of the situation.”*

As the consortia was developing a niche offer for a relatively small group of young people, members had to work hard to ensure that the resettlement outcomes of young people remained a priority. To overcome this challenge, in the North and East London consortium strategic members focused on informing members that by providing effective interventions for those at the highest risk of reoffending it would support a reduction in case-loads. Further to this, the project manager had regular one-to-one meetings with each of the borough leads, to ensure that improving the resettlement outcomes of this cohort remained a priority.

## 5.3 Reduction in YJB budget for pilot

There were delays in the YJB being able to confirm the budget allocation for the 2015/16 and 2016/17 financial years. Several interviewees stated that this served to negatively impact on the motivation of some members in North East London and South London as there were concerns as to whether the pilot would continue. It was said to have resulted in slower progress in the South and West Yorkshire consortium as members were uncertain about what would be sustained under the enhanced offer.

Reduction in the pilot budget was said to have reduced the scope of what could be delivered by the South London consortium. For example, the South London consortium had to reduce the number of hours contracted to the life coaching agency.

## 5.4 Data collection

The YJB data monitoring toolkit was not in place when the consortia were first implemented, and information on what was expected from YOTs in terms of submitting monitoring data was not widely understood or disseminated from the outset. Interviewees in the North East London consortium reported that submitting the data was problematic as lots of the information officer roles in the

YOTs were being cut. It was reported that this resulted in operational managers having to support this activity, which had a detrimental effect on capacity. Another barrier to effective data collection was securing consent from young people. Although it is acknowledged that the YOTs did face barriers in submitting data, a large proportion of YOTs did not submit returns despite requests from project managers.

As a result, limited data was provided by the consortia to the YJB – only one consortia (South and West Yorkshire) was able to supply throughput data<sup>37</sup>. This prevented quantitative analysis on how many, or what proportion of young people received the enhanced offer or the nature of support they received.

## 5.5 Partnership working

Although partnership working was viewed as a key enabler for the consortia, it was acknowledged by interviewees that there were still gaps in the partnerships and more could be done to strengthen relationships. For example, it was felt it would be beneficial to have housing provider representation, members with strategic responsibility for providing employment support for young people (e.g. commissioners of apprenticeship schemes), health representation, and Local Safeguarding Children Board in the East Midlands consortium. Ideally a regional housing representative would sit on the strategic steering group, however, as lots of different housing agencies work in each region, a specific agency for each consortium did not fulfil this role. Health was also seen to be challenging as there were lots of different aspects, from physical, emotional and mental health to neurodisability as well as substance misuse, with a wide variety of providers in the community and within custody making it difficult to coordinate.

One of the other consortium areas reported partnership working with the secure estate was limited, as the secure estate was viewed to be tightly regulated and more risk adverse. Whilst perhaps rightly so, members stated that this tended to reduce the opportunity to develop new systems and approaches, in comparison with the flexibility available in the community. It is worth noting that respondents were positive about the value of having a link worker who was from a YOS background working within the secure estate as this was perceived as an enabler. However, it was not clear to what extent this offset barriers to developing new cross-discipline systems and approaches in partnership.

Senior members of staff did not always attend strategic meetings and instead either delegated to less senior members or did not have a presence. This was regarded as affecting the progress of the consortia, as those delegated did not have the same decision-making authority, thereby reducing the influence of the steering group. For example, in the South London consortium it was stipulated that senior members of YOTs should attend the strategic steering group meetings. However, over time YOT operational managers were attending and representing senior members of YOTs. This effected the level of influence of the group had and slowed down decision making.

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<sup>37</sup> There were 211 young people in the consortium cohort sentenced to custody across South and West Yorkshire between 1 November 2014 and 31 October 2016

## 5.6 Changes in staff

Both the East Midlands and North East London consortia spoke of high staff turnover rates in the YOTs and secure estate. In the East Midlands consortium, this resulted in training sessions being repeated for new staff members, so that all members of staff could effectively deliver the enhanced offer. It also stalled partnership working as new relationships needed to be built, and as a result it was important to continue to clearly communicate the priorities of each consortium and what was expected under the enhanced offer.

In the East Midlands, the strategic steering group was chaired by a director of Children's Services. However, there were two changes of personnel in this post during the lifetime of the consortium. This stalled the progress of the consortium, as it took time to develop relationships with members and understand and readdress the priorities.

## 5.7 The review of Youth Justice

In September 2015, Charlie Taylor, a child behavioural expert and former headteacher, began a review of the youth justice system for the Ministry of Justice.<sup>38</sup>

As a result of the review, members interviewed spoke of working within an uncertain landscape; they were unsure what the future would hold for the youth justice system and what impact this would have on what the consortia was setting out to achieve. Some felt that this led to some partners holding back in becoming fully involved in the work of the consortia.

## 5.8 Diversity of YOTS

Although the consortia were focused on developing a standardised enhanced offer across each consortium area, there were concerns of how this could be achieved in diverse geographical areas. For example, the South and West Yorkshire consortium was particularly geographically diverse. Some of the YOTs were quite small and had very low numbers of young people going into custody. This made engagement within the consortium difficult as the smaller YOTs did not have dedicated teams that focused on this area of work. However, this did not preclude all the smaller YOT's from being active members within the consortium. A number of respondents indicated that as this consortium required members to work across different geographical boundaries, with partner agencies that had different priorities, it had been a challenge to develop a universal resettlement offer across the region. The geographic spread of YOTs presented a challenge in terms of the distance required to travel for strategic and operational meetings. South and West Yorkshire does not have the same public transport infrastructure as major cities such as London, and therefore the geographical spread of YOTs is more likely to be an issue in more rural areas.

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<sup>38</sup> An interim report of emerging findings from the review of the youth justice was published in February 2016, and a final report was published in December 2016 alongside a response from the Ministry of Justice which set out a new programme of reform for youth justice .

This was also highlighted in the North East London consortium, where developing an enhanced offer that had the flexibility and scope to work across the different partner agencies and local authorities, which all operated different systems and approaches, was viewed as challenging. Whilst the large geographical spread of secure establishments for the East Midlands consortium was identified as a barrier to closer integration.

# Section 6: Sustainability of the consortia

## 6.1 Factors contributing to sustainability

Across the consortia, the following consistent factors were identified as contributing to sustainability:

- The creation of new relationships between partners. This included new relationships created between the secure estate and community providers and between agencies across local authority boundaries. Members recognised that the establishment of the resettlement consortia had generated these new relationships, but that their continuation was not solely dependent on the consortia continuing.
- Across the consortia, part of the enhanced offer included training delivery staff, and not limited to just commissioning externally provided activities. Interviewees regarded this as sustainable, as once staff were upskilled the benefits would continue with or without the existence of the consortia.
- New ways of working were agreed by members in the consortia, and the partner agencies that they worked for. For example, in the South London consortium, new protocols were agreed regarding the sharing of information at key stages of the resettlement process. Interviewees considered that these new ways of working had become embedded into day to day practice.
- The use of existing statutory provision as a way to address resettlement outcomes was identified by some interviewees. There was recognition from the consortia of the need for early resettlement planning and through the gate support (seamless support from custody to community), and South and West Yorkshire consortium were exploring the opportunities to increase the use of ROTL. It was identified that ROTL could be used more effectively to support young people's return to the community through opportunities to attend education/training taster days and view housing facilities for example. These elements do not require additional funding and could be delivered through statutory channels.

*"I think definitely we are looking at this being sustainable. We are changing our practices and processes to embed this into the mainstream."*

## 6.2 Barriers to sustainability

Funding was viewed by members as an enabler and a barrier to sustainability. Members identified that the funding from the YJB brought agencies together resulting in new relationships, partnership working and information sharing, which were all sustainable in themselves. However, members were concerned that without the additional funding serving to incentivise participation, the meetings and relationships would not be maintained. Although a lack of funding has been identified as a barrier, it is important to note, that two of the original 2009 consortia are still in operation without continuation of funding from the YJB as the respective areas see the benefits of maintaining the partnerships, pathways, processes and procedures the consortia were set up to establish.

In addition, interviewees felt that current local authority budget cuts would also negatively impact on the sustainability of the consortia. This was because less resource and money was available to deliver the 'standard offer' meaning anything over and above this would suffer. The cuts had not affected the enhanced offer during the piloting of the consortia as they had received funding from the YJB.

At the time the research was conducted, the Taylor Review of the youth justice system was underway (subsequently reporting in February 2016, see footnote 38). This was perceived by some of those interviewed to have created uncertainty within the consortia, since members were concerned that anything implemented might not continue.

# Section 7: Successes and key learnings

The YJB gave the consortia significant autonomy to deliver an 'enhanced offer' within a consistent governance framework. As a result, this research has identified that the four different consortium implemented different activities, albeit with common aims and similarities in delivery. This chapter explicitly focuses on answering the evaluation aims:

- Assess whether the consortia had been implemented successfully and according to criteria set out by the Youth Justice Board; and
- Draw out lessons from delivery (and potential alterations that might be needed to the consortia model) to inform future resettlement approaches.

The first section of this chapter captures the successes identified across the four consortia, and the second section identifies the lessons learnt for the future implementation of resettlement schemes targeting young people.

## 7.1 Capturing success

Members principally identified success in operational terms, rather than the successes of the enhanced offer on improving outcomes for the young people. Members felt it was too early to explore the outcomes of the new enhanced offer on young people, and therefore the success of commissioned projects had not yet been evaluated.

Enablers of success, as discussed below, included:

- developing a clear understanding of existing provision;
- focusing on early resettlement planning;
- the creation of partnerships which supported the efficient flow, in both directions, of information between custody and community and partner agencies;
- opportunity to develop new resettlement activities;
- upskilling of staff; and
- the sharing of best practice between consortia.

Importantly, all consortia followed and met the YJB implementation criteria (see Section 2). For example, each consortium had appointed a strategic lead and was overseen by a project manager.

### 7.1.1 Understanding existing provision

In order to implement each consortium successfully, members emphasised the need to understand what was already delivered (prior to each consortium being established), in order to not duplicate services and truly deliver an enhanced offer. For example, the East Midlands consortium undertook a scoping exercise to understand what accommodation services and providers were available to YOTs, with the aim of identifying any gaps and challenges with existing

provision. This baseline position, also helped the consortia work towards achieving a standardised enhanced offer across their geographical localities.

### **7.1.2 Early resettlement planning**

A focus on early resettlement planning was a key characteristic across the consortia's enhanced offer, and as a result there was a greater focus on supporting the resettlement outcomes of young people in custody at an earlier stage. For example, the North East London consortium reviewed all young people's resettlement plans within the operational manager meetings immediately following their Initial Planning Meeting (IPM).

*"It's put a lot more focus on... [resettlement] we plan from day 1 now of them being inside."*

Early resettlement planning included a focus on accommodation prior to release, which was cited as a key priority area by all consortia. It was felt that securing accommodation was a crucial pre-requisite for other activities under the seven resettlement pathways to be implemented. For example, health and educational needs in the community could not be arranged without knowing the address that the young person would be staying at. Members felt that a lot of progress had been made in this area, with a focus on securing appropriate accommodation two weeks prior to release. As a result of this activity, there was a sense amongst members that accommodation outcomes had improved, i.e. accommodation was being secured at an early stage prior to release.

However, although outcomes were thought to have improved, there were examples of delays in securing appropriate accommodation negatively impacting health and ETE planning. As identified previously, this is partly due to difficulties identifying appropriate and suitable accommodation providers to be involved in the consortia.

### **7.1.3 Creation of partnerships/information flows**

A key success of the resettlement consortia was the creation of partnerships and the subsequent improvement of information flows. It was acknowledged by members that responsibility for resettlement did not sit with one agency, and to be successful, partner agencies needed to collectively work together to tackle resettlement issues. In the two London consortia, this was evident through the formation of steering group sub-groups to facilitate further joint-working.

Members highlighted that the strategic steering group and operational group meetings had facilitated relationship building between members, and had led to joint-working outside of the meetings.

That whilst partnerships were formed through the strategic steering group and operational group meetings, in many cases these partnerships extended to actual joint-working outside of these meetings.

A key success highlighted in all consortia was the improved relationship between YOTs in the community, and case managers in custody. These relationships were strengthened by having a 'community' presence within custody, for example the creation of a link worker position in one consortium whose role was to help information flow and promote new standards of working. As relationships formed, interviewees reported that community and custody members, and as a result the partner agencies they worked for, benefited from

having an improved cultural and organisational understanding of one another, which supported joint-working.

*“At the secure estate, we’re are very keen now to encourage outside agencies just to come in and work with the young people as soon as possible. It obviously gives us support in the secure estate and also prepares them for release, so we’re very eager whatever the agency might be, to welcome them into the establishment and ensure that facilities are available for them to use.”*

An unintended consequence of the consortia, was the successful partnership working between the London consortia. This is discussed in more detail below (7.1.6).

#### **7.1.4 Flexibility to develop new services**

The consortia were given the autonomy and flexibility to develop new services as part of their enhanced offer. This has led to new and innovative approaches being developed, which offer learning opportunities for the wider youth justice field. For example, the South London consortium’s delivery of FFT was the first attempt in the UK to introduce FFT in custody as a ‘through the gate’ service. Whilst, North East London consortium’s delivery of the ART youth programme, an evidenced based programme which originated in the USA, has been identified as good practice by the NOMS Young People’s Estate<sup>39</sup> with plans for it to be rolled-out nationally across YOIs, as a result of North East London’ consortium’s implementation of the programme.

#### **7.1.5 Staff training**

All consortia had offered some element of training to operational staff (e.g. in the East Midlands consortium operational staff received DTO Review training; for example:

- in the South London consortium staff received trauma training;
- in North East London staff were trained to deliver the ART programme, and
- in South and West Yorkshire staff received SEND training).

This resulted in the upskilling of staff and enabled new interventions or processes to be delivered in-house (e.g. North East London and the delivery of ART, and South and West Yorkshire and the delivery of the ManUp<sup>40</sup> and Building Bridges<sup>41</sup> programmes).

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<sup>39</sup> These are establishments holding young people, managed as a separate region although geographically spread across England and Wales.

<sup>40</sup> Group sessions delivered to young men in custody which focused on the pressures and expectations of being a man, and aimed to improve family relationships.

<sup>41</sup> Facilitated sessions with young people and their parents/carers to strengthen this relationship and prepare them for release.

### 7.1.6 Joint working between consortia and within the wider youth justice field

The North East London and South London consortium project managers developed a close working relationship, resulting in best practice being shared and hosting of joint events. For example, it was identified that the consortia were trying to overcome issues with poor information flow between custody and community agencies regarding health and substance misuse. Rather than try and tackle this solution in isolation of one another the London consortia hosted a health workshop with clinicians and commissioners. The outcome of this workshop was an action plan to promote more joined up working and improved information flow and data sharing between clinicians in the community and custody. Other examples included a joint needs analysis with Cookham Wood and Feltham to inform their offer and the MOPAC victims programme.

Collectively the London consortia have been able to influence wider YOT services and plans in London, particularly around trauma. Together the project managers have developed a business case with London wide boards and Clinical Commissioning Groups (CCGs) for resources to be allocated to trauma-informed practice.

## 7.2 Key learnings

This section draws out lessons learnt from implementation and delivery in order to inform future resettlement approaches. These findings are in line with previous YJB reports on resettlement and the wider resettlement literature.<sup>42</sup>

1. Engagement with key partner agencies around the seven resettlement pathways is important to inform future provision of services and ensure that a holistic offer of support is provided to young people. YOTs should undertake gaps and needs assessments to understand the needs of their young people. This evaluation has shown there are differing needs across the consortia, e.g. in South West Yorkshire there was a disproportionate number of young people with SEND in custody. It is important for YOTs to identify where the needs of their young people are not being met, and implement ways to overcome this e.g. engagement with specific partners.
2. The development of new approaches to support the resettlement of young people (or the wider offender population) should be led by a senior strategic staff member to ensure buy-in from senior members from partner agencies. Where possible, consistent leadership should be retained to enable progression.
3. Early resettlement planning, with a greater focus in custody of supporting the resettlement outcomes of young people was seen as best practice throughout the consortia, and could continue to be delivered outside the delivery of an enhanced offer. The timeliness of resettlement planning should be monitored at a strategic level to ensure the needs of young

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<sup>42</sup> Bateman and Hazel (2013)

people are being met at an earlier stage, and to have escalation procedures in place for when this is not the case.

4. The resettlement plan needs to be tailored to each young person and informed by the young person, their family and key operational staff.
5. Accommodation is a key priority to address to improve the resettlement outcomes of young people. Although, the consortia have made progress in this area, they were still facing difficulties in identifying suitable housing providers and engaging with providers that could represent the region. Accommodation being identified too late in a young person's sentence, and its subsequent impact on addressing the ETE and health needs of a young person, needs to be addressed within the wider youth justice resettlement field. Local solutions are likely to be needed to address this barrier to resettlement due to differing geographical housing markets, however, its importance and the need to address it, cannot be emphasised enough.
6. The new education regime in YOIs has resulted in reduced access to young people when delivering services outside the day-to-day offer. When planning the delivery of new services in custody by YOTs the availability of young people to engage should be reviewed. This may result in a need to adjust working hours/practices of YOTs and providers to allow engagement.
7. Future projects that seek to improve resettlement outcomes of young people should put data collection systems and tools in place from the beginning, and all partner agencies should be fully aware of their information sharing requirements. It would be also beneficial to review the consent process for young people allowing their information to be shared and how it is explained to the young person. If possible future projects would benefit from high level, unidentifiable information being collected.
8. The development of closer working relationships between custody and community staff was identified as a key success of the consortia. It was acknowledged that supporting the resettlement of young people was a collective role of both sectors. Joint-training and the addition of community staff in custody has helped to improve levels of communication and co-operation between the groups. The progress made by the consortia regarding this should continue to be developed, and activities such as the addition of a 'link worker' should be specifically evaluated to inform future partnership working.

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# Glossary of terms

<b>Acronym</b>	<b>Description</b>
<b>ART</b>	Aggression Replacement Training
<b>CCG</b>	Clinical Commissioning Group
<b>CRC</b>	Community Rehabilitation Company
<b>CAMHS</b>	Child and Adolescent Mental Health Services
<b>DTO</b>	Detention and Training Order
<b>ETE</b>	Education Training and Employment
<b>FFT</b>	Functional Family Therapy
<b>iCoN</b>	in Control of Now
<b>IPM</b>	Initial Planning Meeting
<b>LAC</b>	Looked After Children
<b>MOPAC</b>	Mayor's Office for Policing and Crime
<b>NI</b>	National Insurance
<b>QA</b>	Quality Assurance
<b>ROTL</b>	Release on Temporary Licence
<b>SEND</b>	Special Educational Needs and Disability
<b>YJB</b>	Youth Justice Board
<b>YOI</b>	Youth Offending Institution
<b>YOT</b>	Youth Offending Team
<b>YOS</b>	Youth Offending Service
<b>YPDASS</b>	Young People's Drug and Alcohol Support Service
<b>YPE</b>	Young People's Estate

# Appendix A: Consortia roles

Table A.1: Stakeholder groups and roles within each consortium

<b>Role</b>	<b>Description</b>
<b>Project managers</b>	To manage the delivery of the consortium, to work strategically and operationally to support the delivery of effective and sustainable practices, and help facilitate information flow between partners.
<b>Strategic lead</b>	The role of the strategic lead was to chair the strategic steering group meetings (see below).
<b>Lead Youth Offending Team (YOT) managers;</b>	As the consortia covered a number of local authorities, a lead YOT manager for each consortium was identified. Their role was to represent the views of the YOT managers at a strategic level.
<b>Strategic steering group members</b>	The role of the group was to provide leadership and accountability to the project.
<b>Operational group members</b>	The role of the operational group was to provide a space where service delivery and project implementation issues could be discussed.
<b>Partner agencies</b>	Agencies involved in the delivery of the enhanced offer.

## Appendix B: Consortia summary tables

Table A.2: South and West Yorkshire

<b>Delivery structure</b>	Overseen by two project managers (shared post), strategic steering group meetings were chaired by strategic lead.
<b>First implemented</b>	Project managers started in September 2014
<b>Priorities for the consortium</b>	<ul style="list-style-type: none"> <li>• ROTL and enhancing its use within the consortium.</li> <li>• Preparing for release at the beginning of a sentence in terms of accommodation and opportunities for ETE.</li> <li>• Improving communication between custody and community.</li> <li>• Focus on LAC and young people with SEND.</li> <li>• Addressing offending behaviour</li> <li>• Promoting opportunities to develop and re-build family connections.</li> </ul>
<b>New ways of working</b>	<ul style="list-style-type: none"> <li>• A link worker based in Wetherby YOI to work closely with custody case workers and YOT case managers to provide support and interventions to young people.</li> <li>• A greater emphasis on resettlement planning earlier on in a young person's sentence.</li> <li>• The consortium hosted an accommodation workshop with representation from all YOTs. The outcome of this workshop was a set of standards for the YOTs to agree to deliver.</li> <li>• Sheffield Future delivered training to staff from all YOTs on the delivery of SEND reforms<sup>43</sup>.</li> </ul>

<sup>43</sup> The Children and Families act extended the provision from birth to 25 years of age. The new system extended rights and protection to young people through the introduction of a new education, health and care plan.

	<ul style="list-style-type: none"> <li>• A ROTL working group was formed, and was developing a pilot to be implemented across South and West Yorkshire YOTs/Youth Offending Service (YOS) with Wetherby YOI.</li> </ul>
<b>Enhanced offer</b>	<ul style="list-style-type: none"> <li>• Man Up<sup>44</sup> – group sessions delivered to young men in custody which focused on the pressures and expectations of being a man, and aimed to improve family relationships.</li> <li>• ROTL – Manchester college provided opportunities within the core college and where possible provided ROTL opportunities for taster days, familiarisation sessions and programmes of study. Where possible ROTL should have been used to access support familiarisation and access to independent living facilities.</li> <li>• Mentoring service – one-to-one mentoring service delivered by volunteers from In2Out<sup>45</sup>.</li> <li>• Building bridges – staff worked with young people and their parents/carers to strengthen this relationship and prepare them for release.</li> <li>• Barnardo’s Bike project – a through the gate project which involved mentoring support, a personal development programme, and the opportunity for the young person to undertake a social action/enterprise project.</li> <li>• Skill Mill – used environmental activities to build relationships with young people, and support them into employment by working with partner agencies to develop a social enterprise.</li> <li>• YOTs had access to a flexible resettlement fund to support the specific needs of young people.</li> </ul>
<b>Key partner agencies</b>	Partner agencies included: YOS practice managers, YOTs, YOIs, Children’s homes, Probation, Police and Crime Commissioners, Police, The Skill Mill, Novus, Sheffield Futures, SEND services, Care Leavers Association, Street Doctors, Manchester College, CAMHS, housing departments, and the YJB.

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<sup>44</sup> Safe Ground deliver the Man-UP programme. Safe Ground was founded in 1993 and formally organised as a charity in 1995. They use the arts to create projects to achieve improved relationships, as individuals, groups, communities and institutions.

<sup>45</sup> In2Out is a Community Chaplaincy that provides support for young people aged 15-21 (Participants), returning to society from a period of custody or other form of judicial reparation. In2Out offers programmes of mentoring, training & employment and community participation to Participants who request their help. Its primary aim is to reduce re-offending.

Table A.2: East Midlands

<b>Delivery structure</b>	The consortium was overseen by a project manager and the strategic steering group meetings were chaired by the strategic lead.
<b>First implemented</b>	Project manager first in post January 2015.
<b>Priorities for the consortium</b>	<ul style="list-style-type: none"> <li>• Improving resettlement outcomes of the cohort.</li> <li>• Improving strategic and operational links.</li> <li>• Implementing best practice examples.</li> <li>• Enabling opportunities for joint working in order to use resources more effectively.</li> <li>• Ensuring resettlement was considered at the point of a young person arriving into custody.</li> <li>• Accommodation was a key priority area for the consortium.</li> </ul>
<b>New ways of working</b>	<ul style="list-style-type: none"> <li>• An accommodation needs assessment of young people in the consortium was commissioned, which included a number of recommendations for the consortium. The intention was for it to lead to the delivery of a more consistent approach across the region.</li> <li>• The consortium has delivered joint-training sessions across the region to improve the resettlement outcomes of young people, and new guidance has been produced for staff.</li> <li>• To improve outcome data collection and provide a mechanism for young people to provide feedback, the consortium created resettlement feedback forms which were completed at one and three months' post release.</li> </ul>
<b>Enhanced offer</b>	<ul style="list-style-type: none"> <li>• Commissioned a link worker service in Werrington YOI and Wetherby YOI. The link workers worked alongside the secure estate staff to support young people both in custody and upon their release.</li> <li>• Greater involvement of the young person in their ETE and accommodation plans.</li> <li>• YOTs have access to a flexible resettlement fund to support the specific needs of young people.</li> </ul>

<b>Key partner agencies</b>	Partner agencies involved in the delivery of the consortium included: the YOTs, secure establishments (YOIs Werrington and Wetherby, Rainsbrook and Oakhill Secure Training Centres, Clayfields and Lincolnshire Secure Children's Homes), East Midland Police and Crime Commissioners offices, Public Health England, NHS Health and Justice Commissioner's office, Kinetic Youth, Derbyshire, Leicestershire, Nottinghamshire and Rutland Community Rehabilitation Company, the Y Leicester (YMCA), Beyond Youth Custody, Young People's Drug and Alcohol Support Service (YPDASS), the Disabilities Trust and YJB.
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Table A.3: North East London

<b>Delivery structure</b>	The consortium was overseen by a project manager, and the strategic steering group meetings were chaired by two joint strategic leads <sup>46</sup> .
<b>First implemented</b>	Project manager in post November 2014.
<b>Priorities for the consortium</b>	<ul style="list-style-type: none"> <li>• To develop a consistent and coordinated approach to resettlement across the local authorities.</li> <li>• Improve the link between community and custody in order to support the seamless transition of a young person through the gate.</li> <li>• Priorities areas for the consortium were: accommodation; health, specifically around trauma; education, training and employment (ETE); and gang violence.</li> </ul>
<b>News ways of working</b>	<ul style="list-style-type: none"> <li>• A business case for identifying the accommodation placement in advance of release was developed, as a result local authorities agreed in principle that accommodation should be in place two weeks prior to release.</li> <li>• The development of a quality assurance (QA) process for the resettlement plans, informed by the seven resettlement pathways.</li> <li>• Development of a form to collect educational background information on young people from YOTs when a young person entered custody.</li> <li>• The creation of sub-groups, which focused on the following themes: gangs, health and substances misuse, youth violence, and ETE.</li> </ul>

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<sup>46</sup> One of the leads, is the lead YOT manager for the consortium.

<p><b>Enhanced offer</b></p>	<ul style="list-style-type: none"> <li>● Family group conferencing – this service was focused on overcoming barriers to resettlement.</li> <li>● Offender behaviour programme – focused on addressing the emotional social attributes that contribute to aggressive behaviour in young people.</li> <li>● Focus group meetings – the aim of the focus groups was to increase awareness of the enhanced offer and enable the young people to hold the consortium to account.</li> <li>● Trauma intervention – mentors developed positive relationships with young people and supported them to access other services and feel comfortable doing so.</li> <li>● 1-2-1 life coaching – this service was specifically commissioned for women.</li> </ul>
<p><b>Key partner agencies</b></p>	<p>Key partner agencies involved in the consortium were the YOTs and secure estate, this was supporting the aim of creating a seamless transition between community and custody. Other partner agencies involved link to the specific priority areas, these included: MOPAC; London Community Rehabilitation Company; secure training centres; CAMHS; DWP; police; Virtual Schools; local charities supporting young people; Children’s Society, and new delivery organisations – ICON (trauma intervention) and Spark Inside (offering life coaching).</p>

Table A.4: South London

<b>Delivery structure</b>	The consortium was overseen by a project manager, and the strategic steering group meetings were chaired by the strategic lead.
<b>First implemented</b>	Project manager in post November 2014.
<b>Priorities for the consortium</b>	<ul style="list-style-type: none"> <li>• For young people in the consortium to have access to a standardised resettlement offer, independent of which borough they were from.</li> <li>• Promote joint-working between custody and community.</li> <li>• Early resettlement planning and supporting a young person with the transition from custody to community.</li> <li>• Specific emphasis on accommodation, ETE, and health (specifically focused on reducing trauma).</li> <li>• Exploring the use of restorative justice programmes in custody and improving family relationships were also priorities.</li> </ul>
<b>New ways of working</b>	<ul style="list-style-type: none"> <li>• The consortium was developing a set of standards for resettlement that all boroughs would work towards.</li> <li>• The boroughs were committed to ensuring accommodation was in place six weeks prior to release.</li> <li>• ETE group had been set up which focused on implementing a more consistent and streamlined approach.</li> </ul>
<b>Enhanced offer</b>	<ul style="list-style-type: none"> <li>• Functional family therapy – a family therapist began working with a young person and their family/carers one month prior to release, and then upon release for up to 12 weeks.</li> <li>• Life coaching – three workshops were delivered in custody to introduce young people to the idea of life coaching, which was followed up by the opportunity for 1-2-1 life coaching.</li> <li>• Trauma-based work - staff were trained to support young people who were experiencing trauma, and help them to access local services.</li> <li>• Restorative justice – staff were trained to deliver restorative justice meetings in custody.</li> <li>• YOTs had access to a flexible resettlement fund to support the specific needs of young people.</li> </ul>

<b>Key partner agencies</b>	Partner agencies included: YOTs, secure estate and secure training centres, probation, police, CAMHS, mental health services, NHS foundation trusts, children's social care services, local housing provision, E2E partner agencies (including Only Connect and Turn Around to Work), NACRO, MOPAC, Change to be Well (iCoN), St Giles Trust. NOMS, Substance Misuse Services, and the organisations delivering new services through the consortium including Spark Inside and Kinetic Youth.
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