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# **Prisons, Their 'Partners', and 'Resettlement': A Study of Four Male Prisons**

Hayden James Bird

A thesis submitted in partial fulfilment of  
the requirements of  
Sheffield Hallam University  
for the degree of Doctor of Philosophy

September 2007

Collaborating Organisation: Her  
Majesty's Prison Service, Area Office:  
Yorkshire and Humberside



# **ABSTRACT**

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PRISONS, THEIR 'PARTNERS' AND 'RESETTLEMENT': A STUDY OF FOUR MALE PRISONS.

HAYDEN JAMES BIRD

A THESIS SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS OF  
SHEFFIELD HALLAM UNIVERSITY  
FOR THE DEGREE OF DOCTOR OF PHILOSOPHY

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This jointly funded Hallam Studentship between Sheffield Hallam University and HM Prison Service Area Office: Yorkshire and Humberside was originally borne out of consultation undertaken to develop a Regional Resettlement Strategy (see Senior, 2002; 2003). Hence, significant moves had been made to improve awareness around, and the services involved in, prisoner 'resettlement'. This took place amidst re-emerging national interest in aspects of such provision and activities, and their effectiveness in reducing 're-offending' rates. Unlike the Regional Resettlement Strategy, this independent research examines the assumption that 'partnerships' enhance the delivery of 'resettlement' services within prisons. The thesis takes as its focus a period when prisons and their 'partners' were considering, and responding to, emerging central governmental proposals for a National Offender Management Service which resulted from the publication of Patrick Carter's (2003) 'Managing Offenders, Reducing Crime: A New Approach'. It makes problematic, and identifies, key features of 'partnerships' and shows disparate meanings are attached to the terms 'resettlement' and 'partnership'. These are influenced by a range of political, organisational, and individual factors.

Recognising 'partnerships' have created, and continue to create, enhancements in the forms of more 'client-centred', 'holistic' services, exposing prison staff to broader skills/expertise and organisational values, it is acknowledged that these are often accompanied by increasingly complex relationships. These include those between staff within prisons, organisations, and service users' experiences of these. As a result, this thesis brings into question the suitability of existing theories in depicting the 'state' and the role(s) of 'partnerships'. The Action Research study utilises a basic text response survey, 'solicited' prisoner diaries, semi-structured interviews, focus groups, and participant observation to assess the opinions of participants from a range of backgrounds, be they staff members or service users from statutory, private, or Voluntary and Community Sector organisations. It juxtaposes action research with the adoption of a 'grounded theory' approach to data collection and analysis. The influences of self perceptions and personal attitudes are accounted for in both shaping, and responding to, the interactions and environments researched.

Data revealed five key themes and each of these constitutes a chapter. These are, 'Perceptual Understanding', 'Data Management', 'Communication', 'Service Provision' and 'NOMS'. Within each of these themes lie apparently contrasting issues. However, the analysis reveals that prisons can experience aspects of these paradoxically. Two models of 'partnerships' are proposed by drawing on aspects of these paradoxes. These include a hypothetical 'worst case scenario' and one constructed from 'best practice'. Through appraising the disparate meanings given to 'resettlement' and 'partnerships' the thesis examines how various actors can make sense of 'partnerships', enhance practice, and sustain a 'holistic' vision of 'resettlement' provision. The 'best practice' model illustrates how this is more likely to be achieved, even during times of organisational change.

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This thesis is dedicated to my family, including those who passed away during the course of the studentship.

## AUTHOR'S DECLARATION

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Whilst receiving much support and constructive criticism from many of those mentioned in the acknowledgements, responsibility for this work, and any errors contained within, lay solely with me, the author.

Hayden Bird.

**IN MEMORY OF:**

---

**ELSIE FIDLING: 1938 – 2003**

**RAY A. FIDLING: 1931 – 2005**

**GEORGE H. BAKER: 1922 – 2006**

**ERIC ROBINS: 1929 – 2007**

**RUTH E. BIRD: 1910 – 2007**

## **INTRODUCTION.**

### **PRISONS, THEIR 'PARTNERS' AND 'RESETTLEMENT': "GOOD TIMES FOR A CHANGE?" (Morrissey and Marr, 1984):**

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September 2003 witnessed the start of this 'Hallam Studentship'. A beginning, one might say, of a 'partnership' between Sheffield Hallam University, the Prison Service, and me, the 'student'. The key aim of the research was to challenge or testify the idea that 'partnership' work enhances the delivery of 'resettlement' provision within prisons. The agreement itself emanated from recent consultation activity in Yorkshire and Humberside headed-up by Professor Paul Senior (see Senior, 2002; 2003). The Prison and Probation Services, along with other statutory, private, and Voluntary and Community sector agencies, were all instrumental in the region's development of a Resettlement Strategy. At the same time, and on the back of HM Inspectorates of Prisons and Probations joint thematic review, the Social Exclusion Unit (2002) were compiling their detailed, if not somewhat elementary, report on *Reducing Re-offending by Ex-Prisoners*. Both reports found the two services were preoccupied with their statutory duties. In the case of the Prison Service this included maintaining secure and orderly establishments to protect the public. For the Probation Service, concerns centred on the assessment and management of 'risk' in populations as determined by their legislative obligations.

Despite these national reports criticisms of support and interventions, the 'resettlement' of (ex) prisoners was coming back into vogue. As others have suggested (Gelsthorpe, 2004) academics, practitioners, and policy-makers were implicated in this resurgence of interest. Being the pioneer of regional efforts at improving strategy and service provision, the Yorkshire and Humberside strategy gained praise from the SEU. Thus, subsequent to commencing consultation, a number of regions followed suit, developing their own regional strategies. Amongst other publications and activities, there had also been the piloting of a number of 'Pathfinder' programmes in prisons for Automatic Unconditional Release (short-term/AUR) prisoners, the evaluation being published in 2003 (see Lewis, Vennard, Maguire, Raynor, Vanstone, Raybould and Rix, 2003a).

Already then, there were dynamic and complex "landscapes" which I, the 'researcher/novice', had to be familiarised with. As the fieldwork took place over the next three years the unanticipated and perplexing circumstances that unfolded as a result of Patrick Carter's (2003) review of the correctional services, the Government's response (Blunkett, 2004) and the proposed and actual developments of the National Offender Management Service (NOMS), created more challenging, but nonetheless

stimulating, milieus in which to investigate 'partnerships' and 'resettlement'. Maintaining a focus on these areas, the ensuing chapters of this thesis document how projected political, regional and organisational changes impact upon, and influence, the practices of four male prisons and the broader region.

Part One forms the literature review and consists of Chapters One and Two. The first of these provides detail on existing 'resettlement' literature and activities. It does so by examining the origins of the term 'resettlement' and its associations with practical traditions of 'through' and 'after' care. The earliest examples of which are embodied in the work of localised Discharged Prisoners Aid Societies and the Police Court Missions working in prisons from the 19<sup>th</sup> Century through to the voluntary assistance offered by the Probation Service in (parts of) the 20<sup>th</sup> Century. It points to a body of work which suggests that against the increased statutory supervision of certain 'offenders' by the Probation Service there have been diminished amounts of voluntary provision for those not subject to such arrangements. Even for 'service users' of the Probation Service, questions remain about the quality and nature of the provision they receive, but it is perhaps the omission of adult AUR prisoners from mandatory supervision and their (in)ability to access support which has received most attention in recent times (i.e. Maguire, Raynor, Vanstone and Kynch, 2000; Halliday, 2001; Lewis, *et al*, 2003). The final parts of Chapter One consider contemporary policy and practices. They range from the movement of budgetary control for 'Offender's Learning and Skills Services' and healthcare, from the Prison Service to the Learning and Skills Council and Primary Care Trusts respectively, to NOMS, the National Offender Management Model, and the National Reducing Re-offending Action Plan (Home Office, 2004). From these national initiatives attention turns to work conducted in the region. This covers strategic inroads, such as the prisons role(s) in the Regional Resettlement Strategy (Senior, 2003) and Yorkshire and Humberside Reducing Re-offending Action Plan (NOMS: Yorkshire and Humberside, 2005), as well as 'partnership' practices across, and within, individual prisons.

From this setting, Chapter Two develops the understanding of 'partnerships' and their relationship to conceptualisations of the 'central' 'state'. Whilst central government is concerned with the 'after-care' of prisoners and 'partner' agencies regulated the autonomy of the DPAS, specific attention is given to existing theories on 'partnerships' in a variety of criminal justice spheres, from youth justice to Crawford's (1999; 2001) writings on community safety and governance. Broader theories, such as those by Garland (2001) and Clarke and Newman (1997) are given to highlight the varied ways in which New Public Managerial reforms bring specific meanings to 'partnership'

activity. Its influences are acknowledged even in the Labour Government's modernisation and adaptation of Third Way politics (i.e Crawford, 2001; Newman, Raine and Skelcher, 2001; Newman, 2002; Newman and McKee, 2005). In this discussion a wider focus is necessary due to the absence of writings that comprehend prisons engagement with other agencies in this 'managerial'/'state' context.

Part Two (Chapter Three) is a reflexive discussion of the research methodology. I outline the action research strategy developed for the study by first drawing attention to debates on the general characteristics of this approach, its origins and epistemological underpinnings. In doing so, assumptions of its 'participative', 'democratic', 'collaborative', and 'iterative' nature are brought into question by referring also to the experiences of conducting, and being seen to be conducting, research in prison settings with a variety of participants – be they staff or prisoners. Here the (perceived) role(s) of the researcher are implicated into methodological decision-making and the value and validity of the research for its participants. The chapter sets out the 'grounded theory' approach to analysis, comparing and contrasting this to the action research strategy as a means of assessing its limitations and compatibility with the approach for the generation of knowledge. 'Formal' cycles and stages of the research are represented diagrammatically, along with a break-down of the individual methods utilised and fieldwork settings. These methods include, a basic text-response survey, semi-structured interviews, participant observation, and research 'commissioned' prisoner diaries, based on Zimmerman and Weider's (1977) Diary: diary-interview method. The penultimate section builds-on, and incorporates, aspects of the aforementioned issues in documenting specific ethical issues anticipated and encountered prior to, during, and following the fieldwork. Importantly, the chapter reinforces that although the research was a collaborative venture, responsibility for decision-making, and the thesis, nonetheless rested with the 'researcher'.

Part Three (Chapters Four to Eight) contains the results. Each Chapter constitutes a theme, with its categories and sub-categories indicated by separate sub-headings. Starting with Chapter Four, 'Perceptual Understanding' accounts for how participants 'framed' 'resettlement' and 'partnership' activity. It starts by showing disparate definitions of the term 'resettlement' that were exhibited. For instance, 'Disjointed' visions of 'resettlement' saw 'resettlement' as attributable to specific programmes, prisons, departments, staff members, and stages in a prisoner's sentence. Conversely, others pointed to 'resettlement' as encompassing many, if not all, aspects of a work undertaken in and beyond prison environments. A significant, but more limited amount of data revealed some criticism of the term. Here 'resettlement' was seen to infer

prisoners had experience a prior 'settled' condition before incarceration. Perceived barriers to, and factors supporting, a 'holistic' 'end-to-end' vision of 'resettlement' and 'partnership' work are embodied in the categories 'Organisational Convergence', 'Organisational Divergence', and 'Departmental Insulation' and 'Departmental Unification'. Though these at times seem to contrast with each other, it is observed that prisons can be simultaneously 'joined-up' with some 'partners' and not others. Likewise, the same can be said of relationships between prisons and their departments.

'Data Management' (Chapter 5) narrates problems with the means of collating, storing, and consequently evidencing the services, agencies, and provision available within prisons in the region. Aside from drawing on the qualitative fieldwork taken from the four male prisons it is also based on the experiences of conducting a 'mapping' survey for an update of HM Prison's: Yorkshire and Humberside internal 'resettlement' strategy. Going beyond the region, the limitations of national tools are discussed. These take on board the inability of OASys to store sufficient amounts of learning and skills data, disparity between the procedures intended to inform data collection and the practices of staff, and duplication of efforts and services. The latter part of the chapter appraises how, in the face of limited resources, the region has responded to some of these issues.

Chapter Six ('Communication') builds on 'Data Management' by making a distinction between 'formal' and 'informal' modes of 'Communication'. Particular attention is given to forms of 'fragmentation' that occur between departments, prisons, agencies and their service users. In essence the chapter identifies the importance of 'informal' networks of communication – such as relationships between staff members at prisons, those arising from the co-location of certain agencies, and the establishment of regional groups to develop formal protocols – in raising awareness around the deficiencies, and in some cases, absences of 'formal' communication. The rationale of the chapter is to highlight the importance of both forms of 'Communication' in underpinning a sense of continuity in a prisoner's journey, be this between departments, establishments, sectors or agencies.

Chapter Seven ('Service Provision') takes the past three chapters as its platform. It draws more heavily on data obtained from prisoners than any other part of the results section. Traits that hinder the delivery of services, as experienced by their providers and recipients are emphasised, such as 'Population Pressures' and resource and funding issues. The chapter also focuses on prisoners' experiences of activities and

prison life in general and questions around the amount of 'stake' they have in their 'resettlement' (see, for example, 'Disengaged Experiences'). Finally, it cites policies and practices that are thought to enhance provision and prisoner 'resettlement'. These include the ability of 'partners' to facilitate 'mainstreaming' beyond the criminal justice system, the creation of greater client centred and 'needs' based provision through to increasing the engagement of service users and tentative claims to partnerships being instrumental in reducing 're-offending'.

Although the contents of Chapters Four to Seven are highly relevant to NOMS, Chapter Eight describes responses to these proposals. In Yorkshire and Humberside organisational change, be this proposed or in train, brought opportunities for advancing 'partnership' work. Here the region had strategic foundations and examples of 'partnerships' which could be drawn on to promote further work. Examples of such opportunities were the securing funding and bidding jointly for services. 'Contestability' was also credited with the ability to motivate existing providers, encouraging them to become more focussed on, and enhancing, existing services. However, such optimism was set against 'Apprehensions' over the potential 'ill-effects' of, and uncertainty about, specific aspects of reforms. For instance, concerns were over who would be controlling NOMS agendas, the control NOMS, Regional Offender Managers, Offender Managers, and Offender Supervisors would have, and the form that these roles could take. Threats were also seen in 'Contestability'. Smaller Voluntary and Community Sector Organisations losing their identities, areas of the Probation Service's 'traditional business' being eroded, and fears of 'cost-cutting' privatisation, were informed partially by interpretations of the past, and uncertainties about the future.

Part Three, on the surface, contains very different and wide-ranging qualities. The complexities of the responses to structural changes associated with NOMS are a further testimony to this. The concluding part of the thesis (Part Four: Chapter Nine) reunifies the data by constructing two 'hypothetical' models from the themes, categories, and sub-categories explored in Part Three. Chapter Nine therefore starts with a focus on practices within the regions. In the first instance, the models are primarily aimed at conceptualising and influencing regional practices. By depicting both a 'worst case scenario' and a 'best practice model', this section concludes with recommendations for improving 'partnership' work. Though these are targeted at the Prison Service, and individual prisons they may also be drawn on by other agencies. The study ultimately places these findings in the context of existing theorising on 'partnerships' and their relationship to the 'central state', asserting that interactions at 'local' and regional levels

have greater influence on resisting and shaping policy, even at central government, than the majority of existing theories give credit to.

**PART ONE.**  
**'RESETTLEMENT' AND 'PARTNERSHIPS':**  
**A NEW PUBLIC MANAGERIAL CONTEXT?**

# **CHAPTER 1.**

## **'RESETTLEMENT': DEFINITIONS, ORIGINS,**

## **AND CURRENT CONTEXTS:**

---

### **INTRODUCTION:**

This chapter is predominantly concerned with establishing the practical settings of 'partnership' 'resettlement' activities. It does so by firstly considering the definitional issues surrounding the term 'resettlement'. These include variations in definitions that exist across publications, as well as problems with the term connoting prior conditions of service users before their imprisonment. Whereas some advocate using other terms (Liebling, 2004), 'resettlement' is retained and taken to convey a 'holistic' and 'seamless' process. In some cases this process is begun before, during and beyond imprisonment. As is also shown throughout the thesis, but notably in Chapter 4, understandings of 'resettlement' are also framed by individualistic, organisational and central government political factors. This is the heart of what comes to be termed 'Perceptual Understanding'.

Relating to this is the exploration of a history of activities previously associated with other terms that are contemporarily applied to 'resettlement' practice. Taking in the earlier traditions of 'through-' and 'after-care' reveals early examples of prisons working 'with' other agencies. It cites a trend, documented by others, which suggests that for certain groups of prisoners, such as short-sentenced adults, there has been a decline in voluntary 'after-care' made available to them by the Probation Service. At the same time this has been accompanied by increases in their statutory responsibilities for other groups of 'offenders'. The trend is prominently, but not exclusively, marked by the introduction of Statements of National Objectives and Priorities for the Probation Service, and Automatic Conditional Release under the 1991 Criminal Justice Act (Home Office, 1991).

From here attention turns to appraise current national initiatives. They range from the establishment of Heads of Learning and Skills in prisons, the National Offender Management Service (NOMS) and National Offender Management Model (NOMM), the Offenders Learning and Skills Services (OLASS) and Primary Care Trust budgetary control in prisons to National Reducing Re-Offending Action Plans (NOMS, 2005a). Subsequently, regional policies and practices are detailed. Amongst others, these include the Regional Resettlement Strategy (Senior, 2003), the secondment of prison

staff to Clinks and Yorkshire and Humberside Government Office and the regional development agency through to the appointment of Voluntary and Community Sector Co-ordinators in individual prisons and the Regional Reducing Re-offending Action Plan (NOMS: Yorkshire and Humberside, 2005).

### **DEFINITIONAL ISSUES:**

'Resettlement' has, according to Gelsthorpe (2004), attracted increasing attention in recent times from academic, political, and professional/practitioner domains. With this interest in mind, HM Inspectorates of Prisons and Probation in *'Through the Prison Gate: A Joint Thematic Review by HM Inspectorates of Prisons and Probation'* (HM Inspectorates of Prisons and Probation, 2001) provide a contemporary 'working' definition of 'resettlement'. Here 'resettlement' is *"a systematic and evidence based process by which actions are taken to work with the offender in custody and on release so that communities are better protected from harm and reoffending is significantly reduced. It encompasses the totality of work with prisoners, their families and significant others in partnership with statutory and voluntary organisations"* (HM Inspectorates of Prisons and Probation, 2001: in; Senior, 2003: 4: *emphasis in original*).

This definition seemingly focuses on the statutory nature of the responsibilities both of the prison and probation services, although there are varying interpretations of 'resettlement' between publications. A recent House of Commons Home Affairs Select Committee (2005) into the rehabilitation of prisoners appeared to take a narrower definition, focussing primarily on assistance granted to prisoners finding accommodation and employment, 'resettlement' being the end 'product' of a sentence. The joint thematic review also highlighted that 'resettlement', like 'reintegration', 'rehabilitation' and 're-entry', could be a misnomer as inferences of prior conditions could be drawn. For instance, it is probable that many prisoners have never experienced 'settlement', 'integration', and 'habilitation' (*ibid*; Crow, 2006). 'Re-entry' may also be seen to suggest prisons are not part of a 'community' or 'communities', and prisoners have been, and no longer are, part of a 'community'. This is despite the purported willingness of prisons and their residents to be involved in volunteer and charity work (www.clinks.org, 2006; Burnett and Maruna, 2006) and the emphasis afforded to the beneficial role maintenance of relationships with families and friends has in the 'resettlement' of prisoners and 'tertiary level crime prevention', or preventing offending in the future (Pease, 1997; on family ties, HM Inspectorates of Prisons and

Probation, 2001; HM Prison Service, 2001; Social Exclusion Unit, 2002; Senior, 2003; NOMS: Yorkshire and Humberside, 2005; Crow, 2006; NOMS, 2006).

Such terms are open to subjective interpretation, an example being that an individual may have been 'integrated' prior to and after custody in a 'community' which has 'criminogenic' factors (i.e. Crow, 2006). Research by Liebling (2004) identified a range of aspects key to prison life and how their relationship to 'moral performance' of prisons revealed some discontent with the term 'resettlement'. Qualitative data obtained from discussions with staff and in-particular prisoners indicated that participants defined 'resettlement' as taking place towards the latter stages of their time in custody and during their release. Consequently the term was viewed as too limited, an expression found from participants on remand, to those serving life sentences, and incorporating those newly imprisoned. The term 'development' was favoured by those who took part in the study as it was thought to be more holistic than 'resettlement', not implying a prior condition. Liebling (2004) used the term 'Personal Development', defining it as "[t]he extent to which provision is made for prisoners to spend their time in a purposeful and constructive way, opportunities are available for self-development, and prisoners are enabled to develop their potential, gain a sense of direction, and prepare for release" (*ibid*: 318).

Recognizing the conceptual limitations of 'resettlement', the HM Inspectorates of Prisons and Probation (2001) nonetheless endorse its use. It "focuses attention on the desired outcome as well as the processes which allegedly promote the outcome" (*ibid*: foreword; also on this point, HM Prison Service, 2001), and possibly may lead to more 'modest' (*ibid*) inferences of prisoners life before custody. Whilst the participants in Liebling's (2004) study associated 'resettlement' with the latter stages of imprisonment and release, Crow (2006) places emphasis on 'resettlement' and other related terms as being end-to-end processes. For these reasons, and in light of the working definition given at the beginning of this chapter, the term 'resettlement' is retained.

### **ORIGINS:**

The apparently contemporary attention on 'resettlement' belies its associations with earlier terms, specifically 'after' and 'through care' (Maguire and Raynor, 2006). Tracing the origins of these traditions also reveals work undertaken between prisons and other agencies with prisoners in custodial environments and on release. Maguire, Raynor, Vanstone and Kynch (2000), along with others (see HM Inspectorates of Prison and Probation, 2001; Lewis *et al*, 2003a), suggest the earliest forms of voluntary

assistance can be found in the work undertaken by the Discharged Prisoners Aid Societies (DPAS) starting in the early 19<sup>th</sup> century. Maguire *et al* (2000) state “until 1862 these societies operated independently and served local county jails, but then legislation concerning the relief of discharged prisoners provided the impetus for an increase in the number of societies” (*ibid*: 235-6). Crow's (2006) literature review of ‘resettlement’ adds the 1862 Prisoners’ Aid Act was the first piece of legislation to put ‘resettlement’ on a statutory footing. It also shows that by 1871 the DPAS had held their first national conference.

Maguire *et al* (2000), Lewis *et al* (2003a), and Crow (2006) all illustrate the increasing attention granted to prisoners on release and on central government to resource ‘after-care’ activity diminishing the independence of the DPAS amid the amalgamation of individual agencies and centralisation. This was notable around the time of, and following, the report by the Departmental Committee on Prisons in 1895 (otherwise known as the Gladstone Report). Subsequently, a Central Discharged Prisoners Aid Society was formed (see *ibid*), called, by 1937, the National Association of Discharged Prisoner Aid Societies (*ibid*: also, Maguire *et al*, 2000; HM Inspectorates of Prisons and Probation, 2001; Lewis *et al*, 2003a). The DPAS continued to be at the forefront of the voluntary ‘after-care’ of (ex) prisoners up until the 1960s. This was “until a report of the Advisory Council on the Treatment of Offenders in 1963 recommended that after-care should be undertaken by an expanded and re-organised Probation and After-Care Service” (Crow, 2006: 3). The introduction of parole under the 1968 Criminal Justice Act further contributed to the emphasis on the Probation Service to undertake such work (Maguire and Raynor, 2006).

Early examples of voluntary ‘after-care’ in the Probation Service can be traced to preceding work undertaken by the Police Court Missions (PCM), emerging in the 19<sup>th</sup> century alongside the DPAS. Indeed the Yorkshire and Humberside region was the first to have PCM’s working in their prisons, the earliest example being at HMP Wakefield where “contacts were fostered between prisoners and clergymen from their home area” (Maguire *et al*, 2000: 236; see also: HM Inspectorates of Prison and Probation, 2001; also Vanstone, 2004). The provision of such support, which included offering breakfast to prisoners on the day of their release, spread to other prisons, notably Liverpool.

These earliest forms of ‘voluntary’ and ‘charitable’ ‘assistance’ from the DPAS and the PCM do not constitute a story of unequivocal altruism. Brian Williams (1991) has argued such assistance was to some extent motivated by the belief it should be

cautiously given to the 'poor'. If this principle was not followed the over-dependency of the poor on charitable assistance was seen to be fostered. Decisions to grant charitable contributions were also founded on middle class, white, predominantly Christian, interpretations of what demarcated the 'deserving' from the 'non-deserving' poor (*ibid*). As Williams (1991) goes on to add, "[t]his concern to give help only to the 'deserving poor' lived on into the twentieth century, and helped to shape attitudes to after-care" (*ibid*: 6). Likewise, the notion of the '(un-)deserving poor' is present also in accounts and constructions of an 'underclass'<sup>1</sup> (see Crowther, 2000)<sup>2</sup>.

Similar to the DPAS, the PCM gained escalating attention nationally and "at about the time the first police court missionary was appointed, charity was primarily in the hands of professionals who were part of a highly centralized system in the shape of the Charity Organization Society" (Vanstone, 2004). The growth in the number of prisoners receiving support on release reaffirms the impetus such work had. HM Inspectorates of Prisons and Probation claim that in 1884, 1666 prisoners had support on discharge, but ten years later the figure this figure had risen to 15, 809 (*ibid*, 2001). During the early 1900s the Probation Service had begun to supersede the PCM, most apparent in the supervision of 'young offenders' discharged from Borstals. In 1928, after an Advisory Committee on Probation, the title of the Probation Service was extended to 'Probation and After-Care'. In the 1930s the supervisory role of the Probation and After-Care service broadened to a number of discharged prisoners and work with boys released from some approved schools (*ibid*). The 1948 Criminal Justice Act carried this ethos forward charging probation officers with the statutory responsibility of the 'after-care' of prisoners discharged from "preventative detention and correctional training" (HM Inspectorates of Prisons and Probation, 2001). According to Maguire *et al*, (2000) "both were significant steps towards the involvement of the probation service in the custodial element of the penal system" (*ibid*: 237; also see Lewis *et al*, 2003a).

Conversely, even with a seeming impetus on 'after-care' as a statutory responsibility of the Probation Service and despite suggestion's in the Maxwell Report of 1953 that the remit of the Probation Service's 'after-care' function should extend to other areas, it was not until 1966 that Probation Officers replaced social workers in prisons (*ibid*). Maguire *et al* (2000) draw attention to an increase in Probation Service voluntary 'after-

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<sup>1</sup> With specific traits, such as 'race' and 'single-parent' status being pointed to as though they are self-precipitating factors that serve as causal explanations for the place of groups of individuals in the social strata.

<sup>2</sup> As detailed in Crowther's (2000) *Policing Urban Poverty* (Basingstoke: Macmillan) pers comm

care' caseloads between the period of 1963 and 1971. In this period there was a rise from "596 (4.5% of all after-care cases and 0.6% of total caseloads) to 9,288 (29.1% and 7.2% respectively)" (*ibid*: 237). The former date also, as HM Inspectorates of Prisons and Probation (2001) comment, witnessed a report from the Advisory Council on the Organisation of After-care. The report asserted the Probation and After-Care Service should be adapted to facilitate a greater focus on 'through-care'. The proviso to supplant 'after-care' with 'through-care' rested on the assumption that the latter characterised the nature of such work as a process across agencies from imprisonment to release and beyond. Additionally, Lewis *et al* (2003a) assert that these changes in-part account for the seven per cent increase on total caseloads for the probation service that have been quoted above.

In sum, literature indicates practical examples of 'resettlement' pre-date its terminological emergence and current attention. The central governmental focus upon prisoners on release, and rhetorical and legislative moves to make 'after-care' activities statutory responsibilities of the Probation Service signalled a broader trend. Maguire *et al*, (2000), in their article, '*Voluntary After-Care and the Probation Service: A Case of Diminishing Responsibility*' contend whereas the DPAS was the main provider of 'after-care' support for prisoners up until the mid-1960's, along with the PCM and subsequently the Probation Service, statutory responsibilities of the Probation Service came to dominate provision. The "rapid growth of parole throughout the 1970s and early 1980s greatly increased the number of ex-prisoners on statutory licence (although it should be noted that release on parole contained a 'voluntary' element, in that it required the consent of the prisoner)" (*ibid*: 237). Other measures which reformed and expanded the statutory remit of the Probation Service are to be found in the replacement of the Probation Order with the Supervision Order for 'young offenders' under the age of 17 in the 1969 Children and Young Persons Act, and the introduction of the Community Service Order in the Criminal Justice Act of 1972. The issuing of the Statements of National Objectives and Priorities (SNOP) for the Probation Service by the Home Office, though, is most prominent in explanations for the decline of voluntary 'through-care'. (see *ibid*; Mair, 1997, HM Inspectorates of Prisons and Probation, 2001, Lewis *et al*, 2003a; Maguire and Raynor, 2006). The 1984 SNOP took the initial lead, stating "[s]ufficient resources should be allocated to throughcare to enable the Service's statutory obligations to be discharged ... Beyond that, social work for offenders released from custody, though important in itself, can only command the priority which is consistent with the main objective implementing non-custodial measures for offenders who might otherwise receive custodial sentences" (Home

Office, 1984; in: HM Inspectorates of Prisons and Probation, 2001: 28: *emphasis in original*).

According to Mair (1997) the SNOP connected to a broader central governmental concern with local accountability for resource expenditure and emerging 'managerialism'. The 1984 SNOP and subsequent Green, White and Blue papers, along with a peppermint paper (*ibid*; see also on further SNOP and consultative papers, Maguire, *et al*, 2000) directed attention of the Probation Service to statutory responsibilities, away from voluntary provision. This trend continued with the 1991 Criminal Justice Act (1991 CJA) (Home Office, 1991) and the formalisation of the term 'Community Penalties' for measures previously referred to as 'non-custodial disposals' (see *ibid*; Mair, 1997). Under this idiom were the Probation Order, the Community Service Order, the Combination Order<sup>3</sup>, the Curfew Order, the Supervision Order, and finally the Attendance Centre Order.

Although these were factors in raising Probation Service case loads, it is perhaps the introduction of Automatic Conditional Release (ACR), whereby post-release supervision was mandatory for all adults apart from those serving less than a twelve month sentence, that has received most attention when focussing on the Act and accounting for the decline in voluntary assistance from the Probation Service (see for example, Maguire *et al*, 2000; Lewis *et al*, 2003a; Maguire and Raynor, 2006). The 1991 CJA also sought to address the concern of the Carlisle Committee that there was incoherence between the sentence passed by the court and experienced by the individual. The 'just deserts' framework attempted to establish a parsimonious sentencing framework based on the abstraction of an offence's seriousness (see, in particular, Wilkins 1991; Home Office, 1991; Von Hirsch, 1994; Garland, 2001; Halliday, 2001). In addition, Maguire *et al* (2000) explain "as at 31 December 1996, [...], only 4,800 offenders were officially recorded as subject to pre or post-release voluntary supervision, compared with 26,700 on 31 December 1991" (*ibid*: 238). They partially attribute this reduction to the introduction of ACR and Discretionary Conditional Release (DCR). The latter applied to those serving sentences of four years and over whereby release was at the discretion of a parole board.

Ironically the omission of Automatic Unconditional Released (AUR) prisoners<sup>4</sup> meant those likely to present substantial 'resettlement' 'needs' were not subject to any form of mandatory supervision or assistance. Despite measures to make arrangements for

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<sup>3</sup> Which, as the name suggests, combined both the Community Service and Probation Orders

<sup>4</sup> Meaning adult prisoners serving under 12 months

supervision of released prisoners to be mandatory, 'gaps' occur in the support available for certain groups of sentenced prisoners due to diminishing voluntary activities. Maguire and Raynor (2006) show even for those subjected to statutory arrangements, requirements to meet the demands of legislation affected service delivery. They suggest for a vast amount of service users this meant a less personal, more bureaucratised, 'thinly spread' experience. While the title of 'through-care' was retained, work was actually antithetical to its name because of inadequate communication between Prison and Probation Services, and poor pre-release planning and interventions for prisoners. The introduction of National Standards is also seen to have led to the Probation Service to concentrate on enforcement and limiting the extent of 'practical assistance' offered (*ibid*).

With these issues in mind, HM Inspectorates of Prisons and Probation (2001) characterise the 1990s as a period in which the two services, apparently, came to work more collaboratively. Examples of this started with a Chief Officer being seconded to the Prison Service from a probation area. They add this operation was "chaired by the ACOP<sup>5</sup> lead officer for throughcare and the deputy director of the prison service, supported by a working group. A group was also established between ACOP and the Parole Board" (*ibid*: 32). The creation of 'sentence planning' followed recommendations of the 1991 CJA that there should be 'seamless sentences' (*ibid*; Home Office, 1991) for ACR and DCR prisoners in which the sentence tariff would encompass custodial and 'community' forms of surveillance, the 'community' aspect commonly consisting of licence conditions that an individual must adhere to. 'Sentence planning' was provisionally devised for DCR prisoners to ensure adequate preparation for release was undertaken in custody and communicated to supervising probation staff so work could be developed further in a community context. The system was rolled out to ACR prisoners in 1993, underpinned by attention to regime activities (see HM Inspectorates of Prisons and Probation). The review also shows that by 1994/1995 prison sites were responsible for funding probation teams who were based within prisons. However, prisons also faced the challenges of a number high profile escapes from the high security prisons Whitemoor and Parkhurst (*ibid*; also Liebling, 2004). Improving establishments physical security and arrangements became paramount. Lewis *et al* (2003a) also comment that the 1995 National Standards for the Probation Service did not contain any reference to 'after-care'. It was not the case, though, that work between the two agencies ceased, in the light of the aforementioned concerns.

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<sup>5</sup>Association of Chief Officers of Probation

As Morgan (2001) shows, ideas of how prisons should function, or perhaps more aptly in some instances, what function(s) prisons should perform, fuel debates on the purpose(s) of imprisonment. For Stone (1985), concepts of 'positive custody' and 'humane containment' were built upon "a tentative progressive consensus that we should seek to minimize the disadvantage gap between prisons/prisoners and society/citizens by reducing the apparatus of security, normalising the experience of custody, and establishing rights rather than privileges for prisoners" (*ibid*: 50). He details aspects of 'humane containment' set out by King and Morgan (1980: in; Stone, 1985), which also have some congruence with 'through-' and 'after-care' traditions. It is characterised by the principles listed:

- a) Prisoners being held as close to home as possible in order to maintain and foster family and community ties;
- b) Prisons providing opportunities for prisoners to access health, welfare and educational services;
- c) Service providers in the prison environment should be akin to community counterparts;
- d) Prisoners are to be supplied with clothing and benefits that 'general' citizens could receive;
- e) Prisoners, where possible, should have the opportunity to prepare for, and gain, employment;
- f) Prison affairs should not be covered by official secrets legislation;
- g) Prisoners would have the right to communicate with any person or agency on any issue unless this negatively impacts on the welfare of other prisoners;
- h) Due process of law should be at the centre of responding to charges of 'serious disciplinary offences'; and
- i) An independent or judicial review should be undertaken in the case where decisions would affect the length of a prisoner's sentence. (adapted from Stone, 1985: 51)

While the model acknowledges both security concerns and 'through-care', Stone (1985) explains 'humane containment' attracted, at best, a reserved appraisal by the Director General of the Prison Service in 1982. Also critiques argue paying lip-service recognition to this framework potentially promotes 'warehousing' of individuals, with little attention being paid to 'humane' treatment (i.e. *ibid*). Moreover, Morgan (2001) has asserted 'positive custody' and 'humane containment' "have been made irrelevant as a result of a number of subsequent managerialist initiatives" (*ibid*: 1124).

To contend 'rights-based' initiatives have been made 'irrelevant' by managerial initiatives is an overstatement. Liebling (2004) has shown that the 'decency' agenda that is often seen as originating from the appointment of Martin Narey in 1999 to the post of Director General of the Prison Service intersected with previous and continued developments in New Public Managerialism (NPM) (which will be discussed in greater detail later on). Salient examples before the 'decency' agenda can be seen in the proposed reforms and observations of '*Prison Disturbances April 1990*, Report of an Inquiry by the Rt. Hon. Lord Justice Woolf (Parts I and II), and His Honour Judge Stephen Tumim (Part II)', or to its more commonly adopted abbreviated name, the Woolf Report (Woolf, 1991). Specifically the report demarcated and defined three 'qualities' of prison life and draw an interrelationship between them. These were 'security', 'control' and 'justice'. "Security refers here to the need to prevent prisoners escaping. Control refers to the obligation, ultimately, to prevent prisoners causing a disturbance. Justice encapsulates the obligation on the Prison Service to treat prisoners with humanity and fairness and to act in concert with its responsibilities as part of the Criminal Justice System" (*ibid*: 17). According to Woolf these three aspects needed to be balanced in prisons if 'stability' was to be constructed and maintained.

Although the definitions overshadow the complexities of 'security', 'control', and 'justice', recommendations of the Woolf report, in the light of this trichotomy and the earlier model of 'humane containment', contained similar initiatives. Some being:

- The development of small units to hold prisoners close to their home region to maintain community and family ties;
- Integral sanitation in cells;
- Viewing prisoners visits as a right and not a privilege;
- Expanding the possibility for suitable prisoners to take home leave or release on temporary licence;
- The Prison Service working with the Probation Service to further develop 'through-care' and the development of 'constructive regimes'.

Full implementation of these initiatives was never achieved, and proved more problematic to fulfil in practice (see on drug taking and lack of prisoner involvement in regimes in 'Woolf-like' prisons, Liebling 2004), but the report nonetheless resonates, albeit implicitly at times, in contemporary initiatives (see, for instance, the Social Exclusion Unit's (2001), recommendation on prisoner contracts and on family ties).

'Rights-based' arguments have also been implicated within a broader exploration of how prisoners might more readily be seen as 'citizens' (Faulkner, 2002). With New Labour rhetoric it is not co-incidental such an examination should incorporate individual and 'communitarian' rights as well as responsibilities. Faulkner also adds to these perspectives of 'citizenship' based on "the effective management of institutions" (*ibid*: 11) and, finally, the 'resettlement' and 'reform' of prisoners. He cites moves towards prisoners being considered as citizens, such as the compatibility of the aims of the Prison Service with the reform of prisoners, and the integration "of the European Convention on Human Rights into domestic law through the Human Rights Act 1998" (*ibid*: 11).

Appeals to 'decency' within the Prison Service can also be seen as one possible area where the development of prisoners' citizenship can be promoted. On the specific issues of the 'resettlement' and 'reform' of prisoners, the importance of the responsibilities of the state, 'communities' and individuals, along with prisoners, in challenging 'offending behaviour' and meeting their 'legitimate expectations' are emphasized. These expectations include ensuring access to housing, employment, and benefits advice, but perhaps as significant is the symbolic acceptance of prisoners and ex-prisoners as citizens. The latter, arguably, is similar to the 'restorative' quality of 'resettlement' and 'reintegration' contains for prisoners and wider 'communities' (Crow, 2006). Faulkner (2002) adds his perspective "challenges communities and society as whole, to feel some sense of ownership for their prisons, and some sense of responsibility for their prisoners, as they often do for their schools and hospitals. They should not see prisons as a means by which that responsibility can be avoided" (*ibid*: 18).

'Joint-working' and 'resettlement' still informed the working practices of prisons and probation when attention was on the physical security of establishments. As the number of escapes reduced by 1998 and with no escapes from Category A establishments since 1995 (HM Inspectorates of Prisons and Probation, 2001; Liebling, 2004; House of Commons Home Affairs Select Committee, 2005), there were signs of 'regime' and 'resettlement' issues taking increasing precedence. The House of Commons Home Affairs Select Committee into the rehabilitation of prisoners (2005) states "the Government allocated the Prison Service an additional £155 million over the period 1999-2002 to spend on programmes aimed at reducing re-offending and on factors which research suggested could contribute to re-offending, specifically drugs misuse, and poor literacy and numeracy" (*ibid*: 23). In 2001 the National Probation Service was created instead of 'merging' the Prison and Probation Services, originally

forwarded in a Prison/Probation review of 1997 (HM Inspectorates of Prisons and Probation, 2001). As summarised elsewhere, the intention of the review was to investigate how the two organisations could work more closely, and to foresee consequences any propositions for change would have (*ibid*). At this time 'resettlement', to some degree at least, experienced a resurgence of interest.

Maguire and Raynor (2006) claim the "case for more government attention to these issues was built up through a combination of academic research findings [...], campaigning by agencies such as NACRO (2000) and a joint report on the problems of prisoners leaving custody by HM Inspectorates of Prison and Probation (2001)" (*ibid*: 21-22). Though to some extent the acknowledgement of 'resettlement' issues had existed in, and informed practice, even though there had been decreased recognition of 'voluntary after-care' in AUR prisoners following the 1984 Home Office SNOP and the 1991 CJA. Stone (1985), along with others such as Williams (1991) and Jones, Kroll, Pitts, Smith and Weise (1992) recognised themes of reports such as HM Inspectorates of Prisons and Probation (2001). These included identifying that prisoners often had a life history that included some form of prior institutionalisation, and family/relationships, housing, health, drugs and alcohol issues to mention a few. Jones *et al* (1992) contend where the statutory duties have permitted, supervision of prisoners pre- and post-release enables scope for 'joint working' in resettlement<sup>6</sup>.

To summarise, the perceptibly growing recent interest at a regional and national level in the 'resettlement' of prisoners has historical backdrops, not only in the sense of research and policy but also in the way in which practitioners have operated, and continue to operate and the sources of guidance that inform them.

#### **RECENT NATIONAL INNOVATIONS IN 'RESETTLEMENT' RESEARCH AND PRACTICE:**

To reaffirm, a trend has been established in which voluntary modes of support offered by the Probation Service to prisoners, particularly in the transition from custody to 'community' has diminished. With this, reliance on 'statutory' sector agencies, such as the Probation Service, to supervise particular groups of prisoners and ex-prisoners has been incorporated into the remit of their mandatory responsibilities. Recognition of this

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<sup>6</sup> They add supervision is characterised by:

1. Reducing the risk of further offending;
2. Minimising personal deterioration;
3. Assisting and working with prisoners' families;
4. Assisting resettlement in the community;
5. Preparing pre-discharge and home circumstances reports (Jones *et al*, 1992: 129)

has been cited in a joint review conducted by HM Inspectorates of Prisons and Probation which found both services focussed too much attention on specific statutory responsibilities. In protecting the public the Prison Service concentrated chiefly on security issues and the Probation Service on managing the risk of harm posed by individuals (see also Garland, 2001). The two services did not suitably envisage 'resettlement' within public protection and there needed to be greater recognition of this, along with more direction at a managerial level. Connecting to this, there was insufficient provision, most notably for AUR and remand prisoners, even though "[i]n practice, taking into account remand and release provisions, more than four-fifths of offenders sentenced to imprisonment are released within 12 months of sentence" (HM Inspectorates of Prisons and Probation, 2001: foreword). Prisons reportedly had an awareness of their weakness in supporting these individuals and some establishments were seeking out means to resource improvement plans. Both services were nonetheless seen to be at their most ineffective in addressing this group of prisoners.

Problems in communication were present, not only between the two services, but between prison establishments. This frequently resulted in fragmented service delivery and the duplication of some aspects of work. One specific example of this was in sentence planning where prisons receiving transferred prisoners would re-open, rather than continue sentence plans. This was, to a degree, attributed to a lack of mutual trust between establishments even in instances where sentence plan information was obtained. To overcome fragmentation of sentence plans Inspectors advocated a 'case management' approach whereby expected contributions of those who worked both in custodial and 'community' settings were clearly identified. Full implementation of the Offender Assessment System (OASys) was envisaged to aid the case management process and the sharing of information between individual prison and probation<sup>7</sup>.

Where there was judged to be some satisfactory forms of communication between prisons and other agencies, continuity between the programmes available in custody and the community was questioned. In the context of Counselling, Assessment, Referral, Advice and Throughcare Services' (CARATS) work there was seen to be a lack of 'community' initiatives that tailored up with courses undertaken in prison. Although a range of accredited and non-accredited offending behaviour activities existed, the report added a strategic approach was largely absent, with many prisoners

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<sup>7</sup> OASys comprises of 'actuarial' and 'clinical' assessments. The former accounts for past 'offending' behaviour in the prediction of risk, whereas the latter focuses on behavioural and personality traits. It is, purportedly, from conducting these assessments that decisions can be made about which programmes which are most appropriate for challenging individuals' behaviour and needs (Halliday, 2001).

leaving custody without behavioural issues being addressed. Other 'gaps' in provision were revealed. Levels of advice and guidance provided regarding financial 'needs' of 'offenders' did not equate to the high incidence of problems exhibited by prisoners. Prison and Probation Services did not sufficiently draw on 'community' and 'non-governmental' agencies. Evidence of prison Area Managers being co-signatories to 'multi-agency' arrangements for 'high-risk' 'offenders' was present, but understanding of such arrangements was not widespread or 'trickled down' to those who worked with prisoners on a regular basis. These staff members tended not to be at these 'multi-agency' meetings. The review stated "[d]espite some examples of excellent practice, partnership arrangements between prisons and outside agencies were not widespread and there was little incentive for change" (HM Inspectorates of Prisons and Probation, 2001: 22).

The Inspectorates recognised population pressures, experienced most prominently by Local jails. These not only included an increase in population numbers, but also challenges in adapting provision in order to cater for changing populations and their particular 'needs'. It was highlighted that there were a greater number of AUR prisoners received into local prisons, and also prisoners serving out the duration of their sentence in these establishments. The phenomena of 'overcrowding drafts', including numbers of prisoners who were both transferred out and received in to establishments, presented further difficulties when attempting to ensure consistency in 'resettlement' practice. Ultimately, though, too little was being done to address the 'resettlement' 'needs' of prisoners. To rectify this, the review recommended national and regional level partnership plans be constructed between the Prison and Probation Service. The objectives of the partnership plan being those of:

- Identifying various partnerships to challenge "offending behaviour and related needs" (*ibid*: 94)
- Providing assistance for prisoners to find appropriate accommodation on release in accordance with risk and needs assessments;
- Ensuring continuity of educational provision from custody through to 'community';
- Expanding real wage and work experience schemes for prisoners;
- Enabling and supplying service users access to information and advice on financial management and benefits issues; and
- Identifying, evaluating, and disseminating good practice "in increasing the number of offenders achieving suitable employment and accommodation after release. (*ibid*: 94)

Again the 'gap' in provision for AUR prisoners was documented, not only in terms of addressing aspects of their behaviour, but wider social 'needs', such as housing and education (though it may be conceded an interrelationship can be present between the two, see Crow, 2006). The Inspectorates suggested the Home Office's review (Halliday, 2001) of the sentencing framework should consider these findings, and the possibility of having a statutory period of supervision for some prisoners in this group. *'The Report of the Review of the Sentencing Framework for England and Wales'* (or the Halliday Report, Halliday 2001), carried this forward in proposing to give courts the option to pass a sentence that comprised of both a period in custody and community supervision. Known as 'custody plus', the measure found its legislative place in the 2003 Criminal Justice Act (CJA) (Home Office, 2003). Paradoxically, the inclination to expand the coverage of statutory post-release supervision is now accompanied with an approach that also underpins, in rhetoric at least, statutory sector 'partnerships' with other agencies.

In some respects Halliday's (2001) recommendations for 'custody plus' continued the focus on specific statutory responsibilities of the services highlighted by HM Inspectorates of Prisons and Probation (2001). In some short sentences "the appropriate prison sentence would be "simple custody", on the grounds that no follow-up action to reduce risks of re-offending would be necessary other than *voluntary* help, for example, to obtain housing and employment" (Halliday, 2001: para 2.35: 9: *emphasis added*). Voluntary forms of assistance then have some amount of value granted to them, but, drawing on Cohen's (1979) analogy, this can be seen amidst continuing 'net widening' and 'mesh thinning' of 'risk' management and surveillance functions for (ex) prisoners.

Despite these findings Probation and Prison Services have shown policy commitment to 'joint-working'. Prison Service Order (PSO) 2300 'Resettlement' (HM Prison Service, 2001) stresses the importance of prisoners being given opportunities to sustain and develop community and family ties throughout their period of time in custody. A main theme of the PSO is guidance on how best to carry out work in 'collaboration' with other agencies, be they from public, private, or voluntary sectors. Specific innovations are detailed, including 'partnerships' with the Probation Service, Learning and Skills Council, Jobcentre Plus, and work with other agencies in delivering services such as specialist accommodation advice and Counselling Assessment Referral Advice and Treatment Services (CARATS) for those with drugs issues. Moreover, attention is directed to the practicalities of 'partnership' work. The Order posits "[w]here there are

partnerships, systems must be in operation to enable communication and consultation between the establishments and the partner to take place; there must be protocols for timely sharing of information” (HM Prison Service, 2001: 3.2)

Another influential report of recent times is *‘Reducing Re-offending by Ex-prisoners’* by the Social Exclusion Unit (2002). Maguire and Raynor (2006) contend its situating in the Office of the Deputy Prime Minister gave its theme and findings added political weight and enabled a ‘cross departmental’ approach. Hence, the report was a smorgasbord of detailed statistical findings pertaining to a range of ‘resettlement’ issues. Having claimed 58 per cent of prisoners released in 1997 were convicted again in two years for another crime, with 36 per cent being given a custodial sentence, the SEU dedicated chapters to each of the nine key factors judged influential in preventing ‘re-offending’. In sum these were:

- Education;
- Employment;
- Drug and alcohol misuse;
- Mental and physical health;
- Attitudes and self-control;
- Institutionalisation and life-skills;
- Housing;
- Financial support and debt; and
- Family networks

One of its key findings was that “[m]any prisoners have experienced a lifetime of social exclusion” (*ibid*: 6). Prisoners and those working with them are often faced with the challenge of addressing a range of issues that starkly compare to the ‘general population’. Amongst a myriad of statistics, the SEU captured “prisoners are **thirteen** times as likely to have been in care as a child, **thirteen** times as likely to be unemployed, **ten** times as likely to have been a major truant, **two and a half times** as likely to have had a family member convicted of a criminal offence, **six** times as likely to have been a young father, and **fifteen** times as likely to be HIV positive” (*ibid*: 6: **emphasis in original**). Like HM Inspectorates of Prisons and Probation, the SEU identified that joint working was required, not only between probation and prisons but with a range of service providers. Having a joint rehabilitation strategy, the Yorkshire and Humberside region was credited. Nationally, however, clarity and continuity was not present in relationships between providers, in terms of responsibility and accountability for outcomes. Procedures were described as not being ‘robust’. There

was insufficient evidence of shared targets or 'up-to-date management information' between agencies. Within establishments, departments and agencies were working insulated from each other. In-particular, the means for inter-departmental communication were largely absent leading to negative 'knock-on' effects, despite the presence of pockets of good working practice.

To enhance 'collaborative' service delivery it was recommended a 'going straight' contract should, preliminarily, be piloted for the 18-20 year old age group. The contract would be constructed by a case manager also responsible for ensuring structured delivery of interventions and measures agreed and set out in the agreement that would be signed by the prisoner. Furthermore, the model forwarded by the SEU contained rewards for an individual's participation along with penalties for their failure to comply with the terms of the contract. The SEU recommended terms also could be made to incorporate reparative measures being made to 'victims' from the prisoner's pay. A dubious element of such 'contractual' agreements is the extent to which punishment for breach of terms applies to all parties. Questions centred around what measures would be taken in the event a case manager or organisation failed to fulfil their proposed role, and what happens if a prisoner does not experience "an integrated approach to rehabilitative programmes and support" (*ibid*: 10). The SEU itself has highlighted the potential of imprisonment to erode 'positive' forms of support that existed before a prisoner's incarceration. Their statistics suggest during imprisonment two-fifths of prisoners lose contact with their families. A third of prisoners lose their home, and two-thirds their employment whilst imprisoned (see also on employment and the Rehabilitation of Offenders Act; Home Office, 2002; Fletcher, 2003).

On the latter point of employment, a multi-methodological study by Fletcher (2003) details the potential barriers that are experienced by 'ex-offenders'. He cites research that shows that the preponderance of equal opportunity policies adopted by employers exclude 'offenders'. Data obtained by Fletcher (2003) revealed of 400 English and Welsh employers surveyed only 11% had equal opportunity policies that included 'offenders' in their documentation. This was despite the majority of them having formal equal opportunity policies. Fletcher (2003) demonstrated employers' perceptions of 'offenders' related in-part to 'offences' and conclusions about suitability for certain roles. For instance, there was a reluctance observed against people who had committed 'property offences' when the employment involved interaction with the general public and money. Generally those convicted of violent or sexual crimes and burglary faced most resistance to being employed. Criminal records were also related to negative conclusions being made about individuals' honesty and trustworthiness.

There was evidence of screening for criminal records by some agencies to 'sift' out applications. Moreover, the means through which recruitment was undertaken disadvantaged 'offenders'. In the case of prisoners this was most prominent in less formal means, such as the use of references/personal recommendations and 'networking' or personally approaching employers. Attitudes held by employers "were found to stem from a mixture of prejudice, experience, folklore and often reflected individual moral codes but were also extremely complex and often contradictory. They were, for example, most concerned about re-offending yet were unwilling to recruit some of those least likely to re-offend" (*ibid*: 18). Perhaps more optimistically, the article concludes, in-part, by stressing evolving policy initiatives within the Prison Service aimed at promoting prisoners prospects. These included: the establishment of a 'Custody to Work' unit to improve the number of prisoners employed on release; the Freshstart initiative with the Department for Work and Pensions with the aim of ensuring jobseeker interviews for those leaving prison; and, finally, in prison establishments, services to be provided by Jobcentre Plus in the areas of employment and benefit advice (for further details, HM Prison Service, 2001).

To return to the SEU, they demonstrated for short term prisoners with no mandatory post-release support, future re-conviction was most likely. In summary, "those serving **short-term sentences** of less than 12 months are more likely to be reconvicted than those serving longer sentences. **61 per cent** of male prisoners serving up to 12 months are reconvicted within 2 years compared to **56 per cent** of those serving between 12 months and 4 years" (*ibid*: 14: **emphasis in original**). Recognising the higher incidence of re-conviction amongst short-term sentenced prisoners, seven 'Pathfinder' projects were piloted and evaluated, with the results being published in 2003 (Lewis *et al*, 2003a). The projects sought to provide voluntary 'effective resettlement work' that addressed re-offending and which would take place in prison and continuing through to post-release, for a maximum of three months in the 'community'. The prisons the projects were based at were: Woodhill/Springhill; Hull; Low Newton; Parc; Winson Green; Lewes; and Wandsworth. The first four of these were led by Probation and the latter three by Voluntary sector providers. Of the seven projects, three drew on a 'Focus on Resettlement' (FOR) programme that included twelve sessions which focussed mainly on "motivational and cognitive behavioural principles" (*ibid*, 2003b: 1), though did also interlink with participants identifying practical pre- and post-release issues, such as accommodation and employment.

Commenting on the projects in general, the authors argued success of the project was attributable to a number of factors. Clear and effective leadership from senior

members of prison service staff in favour of the projects was judged to benefit the 'Pathfinders', and 'resettlement work' in general. Conveying the importance of the work to other members of staff, such as prison officers, assisted getting widespread acceptance of the 'Pathfinders', the members of staff working on the project, and thus resulted in a greater readiness to surmount practical problems. Consequently, these factors prevented the decline of staff motivation who worked on the Pathfinder teams. The majority of prisoners who participated in the pathfinder projects had familiar needs. Examples being: E.T.E; benefits issues; accommodation; and support for completing claims forms. Drugs, alcohol and 'motivational' factors also figured heavily. The authors note that despite being a purportedly 'objective' tool in the assessment of 'offenders' 'needs', the "background or approach" (*ibid*: 37) of the person and/or agency conducting the assessment might have been significant in explaining variations in OASys results. OASys completions also proved to be relatively time consuming. For some service users interventions were required before assessment results were obtained, due to prisoners' transience and the urgent nature of their 'needs'.

Given the range of issues, the evaluation cited 'partnership' arrangements were required between prison and probation services and voluntary sector providers. Despite desirability and suitability of 'partnerships', participants cited 'gaps' in provision. These were particularly prominent in the transition of a service user from custody to community, with long waiting lists for access to accommodation, financial advice, and drug treatment services that tailored up to work undertaken in prisons. Within prisons the report recommended a number of measures to facilitate work undertaken by the Pathfinder teams, and which could be extended to 'resettlement work' more generally. The recruitment of an experienced prison officer into the Pathfinder team at HMP/YOI Hull during the early stages of the projects development was seen to help promote their work and improve access to information about prisoners. Notably, some members of the team voiced the opinion that staff already engaged in provision of 'resettlement' services felt protective towards their work and cautious of releasing contact details of agencies that they had already established links with. Additionally, there was a need for a greater number of staff suitably trained to undertake such work. Interviews with some prisoners also showed a perception of volunteer mentors that differed from staff. Lewis *et al* (2003a) note those who expressed this did so because they felt that as volunteers were not part of the Prison and Probation Services they were able to disclose information with greater ease.

In the context of Halliday's (2001) recommendations for statutory supervision of some short-sentence prisoners, a balance needed to be struck between making supervision

mandatory but not counterproductive, resulting in the re-committal of an individual to prison for a breach of over-restrictive licence conditions. Of the service providers involved in the evaluation “prisoners in projects delivered by probation services and prisoners who completed a motivational programme were the most likely to experience a high continuity of services and to exhibit changes in attitudes (and to a lesser extent problems)” (Lewis *et al*, 2003a: 65). In sum improved ‘partnership’ work was needed, including ‘genuine partnerships’ (*ibid*) between prison, probation, and voluntary sector agencies, as well as with other relevant organisations such as Employment Services and local authorities. Continuity was a key factor in maintaining effective relationships with service users before and after release. This was best supported by the prisoner having contact with the same individual throughout the Pathfinder project.

A recent report into the rehabilitation of prisoners also echoed some of the main findings of the HM Inspectorates joint review, published four years earlier (House of Commons Home Affairs Select Committee, 2005). The House of Commons Home Affairs Select Committee into the Rehabilitation of Prisoners (*ibid*) concluded that “the Prison Services’ efforts to date regarding resettlement of prisoners have been very much *ad hoc*. The extent and nature of assistance provided to prisoners prior to release is uneven across the prison estate, reflecting the priorities of individual prison governors” (*ibid*: 106)

At the beginning of this chapter it was asserted the Select Committee held a myopic definition of ‘resettlement’, and this may partially explain some of their conclusive remarks. Nonetheless, even with a heavy focus placed on employment and accommodation their findings still have gravity. For instance, there was insufficient effort to equip remand and short-term prisoners with skills to gain employment, evidenced as well by findings from the SEU (2002). To amend this a ‘working week’ as close as possible to that outside of prison should be replicated and ‘partnerships’ with employers be created to address skills shortages in the labour market and increase prisoners employability. A local rather than regional model of ‘offender management’ was advocated, along with incorporating ‘resettlement’ of prisoners into the remit of Crime Reduction Partnerships. Areas of concern over these recommendations are operational constraints of prisons to establish a ‘working week’. This is especially so in the context of population management, principally, in the case of busy local jails and movement of prisoners in and out of jails, to and from other establishments and regions. Aside from population issues arising from phenomena like ‘overcrowding’, there are practical issues of security in the movement of different groups of prisoners within an environment.

While some policy initiatives have been targeted specifically at prisoners, summarised earlier notably in the context of employment issues, a number of other recent innovations have sought to 'mainstream' 'resettlement' work with prisoners. The Department for Education and Skills (DfES) (2003) document *'Skills for Life: The National Strategy for Improving Adult Literacy and Numeracy Skills: Focus on Delivery to 2007'* emphasises the role of fulfilling employers' aspirations of labour force skills, and goes on to place prisoners alongside other groups deemed to have skills deficits. Such groups are: the unemployed; 'offenders' under supervision in the community; speakers of other languages; certain employees whose skills need further attention (including young adults); and finally, if not perhaps rather vaguely, 'those in disadvantaged communities'. The strategy set a benchmark for improving the literacy and numeracy skills of 1.5 million adults in England by 2007. Within this figure is the objective of improving the aforementioned skills of 80,000 individuals who are either imprisoned or under a form of community supervision. The report also details work undertaken hitherto its publication. Transition of the responsibility to fund education for prisoners from the Home Office to the DfES Prisoners Learning and Skills Unit in April 2001 (*ibid*; the unit being renamed the Offenders Learning and Skills Unit in 2003, see House of Commons Home Affairs Select Committee, 2005), is given as an example of the Prison Service working in 'partnership' to set joint targets and enhance provision. By 2004 Heads of Learning and Skills (HOLS) were in post in prisons in England and Wales, after being originally introduced into the juvenile estate (see [www.dfes.gov.uk](http://www.dfes.gov.uk), 2006a). DfES (2006) demarcates three core objectives within the remit of all HOLs. These are:

1. To promote the concept of a closed learning environment in custodial establishments;
2. Ensuring that learning and skills are integral to the strategic and operational procedures;
3. "To secure provision which meets the needs of their population through good management of the education contract and through developing effective partnerships with external organisations" (*ibid*)

Whilst these are deemed to be common to HOLs, it became apparent during the research that the responsibilities of these staff were also shaped by factors like prison population characteristics and structures of management that were both pre-existent and changing at sites. To elaborate, some HOLs responsibilities changed during the research with some having regime responsibilities in the beginning, and having these

changed later. Conversely, it became apparent some HOLS went from having no place on senior management teams to having control over regime responsibilities at the close of the project. That said, responsibilities of these staff to locate, co-ordinate, and oversee the contracting of educational service providers in prisons is something reinforced not only in their official job description given by DfES (www.dfes.gov.uk, 2006b), but also in previous releases from the Offenders' Learning and Skills Unit (OLSU), such as *'The Specification for Learning and Skills in HMPS Prisons for England and Wales'* (DfES/OLSU, 2004). Here it should be noted while differences between the roles of public sector HOLS at individual prison establishments have been shown, the private sector prison (HMP/YOI Doncaster) involved in the research had a HOLS whose focus was on learning and skills across prisons managed by Serco Home Affairs. At the time of writing, the contracting of Learning and Skills services within prisons was taking place amidst the context of the developing Offenders Learning and Skills Service (OLASS) initiative. Further details of OLASS, and specifically the contracting of services, occurred in the context of proposed and actual changes to have transpired as a result of Patrick Carter's review of the Correctional Services *'Managing Offenders, Reducing Crime: A New Approach'* (Carter, 2003), and the Government's response *'Reducing Crime –Changing Lives: The Government's plans for transforming the management of offenders'* (Blunkett, 2004).

Carter (2003) identified 'silos' between the Prison and Probation services and this occurs, partly because "[t]he system remains dominated by the need to manage the two services, rather than focussing on the offender and reducing re-offending" (*ibid*: 4). Proposing (again) the 'merging' of the two services, and separation of 'offender management' from interventions, these recommendations were carried into the Government's response (Blunkett, 2004). According to Carter (2003) the separation of the two functions would be supported by the creation of a National Offender Management Service (NOMS). The structure of NOMS, both in the review of the Correctional Services and the Government's response stipulated an individual National Offender Manager should be accountable for reducing re-offending and the punishment of 'offenders', reporting to a Chief Executive of the Service, who, in-turn, would be directly accountable at a ministerial level. The NOM then has the backing of Regional Offender Managers (ROMs) who oversee the contracting of services, put in place via a process of commissioning based on the principles of 'Contestability'. Carter (2003) however, was not the first to have voiced 'Contestability' as a means of commissioning services.

Crawford's (1999) exploration of 'partnerships' and 'community' in the context, primarily, of 'community safety', reveals a decade prior to Carter (2003) a model of 'contestability' had been constructed by Geoff Mulgan in a working paper for a left of centre political think tank. This earlier incarnation bears some striking similarities to that forwarded by Carter (2003). Crawford (1999) shows this version comprises of two elements. The first is a "democratic version of competitive tendering" (Mulgan, 1993; in: Crawford, 1999: 257). Competitive tendering would be overseen by an Appointments Commission, made up of members taken "from national and local government, and other representatives. The Commission would scrutinize and select a contractor from amongst bids put before them" (Crawford, 1999: 257). Here NOMS envisages that bids can be made from agencies from a range of backgrounds, including the public, private, and 'voluntary' sectors. In this sense advocates argue that this differentiates it from 'privatisation' (see on this point also, NACRO, 2004).

Likewise to the Appointments Commissions, ROMs can be seen to mirror such a role in the commissioning of services at a regional level. On the surface both models endorse 'contestability' as a means to enhance 'accountability' and 'legitimacy' by employing competition in tendering. Carter (2003), for instance, asserts that by removing control for the funding of services from the Prison and Probation Services to ROMs, decisions over which interventions are best at reducing re-offending would be founded on 'what works' information as opposed to the two services' discretion. Gaps in continuity of provision between the Prison and Probation Services are supplanted by 'end-to-end management' of 'offenders'. 'Contestability', in both of the forms discussed, incurs the consideration of 'bids' for the provision of services. It is forwarded as a process of competition focussed primarily on *quality* of service, rather than preoccupations with cheapest price. Moreover, it is also congruent with, indeed complementary to, 'partnership' arrangements. To a certain extent both Mulgan and Carter endorse the idea that 'coalition building', to use Mulgan's phrase which is cited by Crawford (1999), can be supported by a competitive framework. The rationale for this is agencies with a common interest in a specific area of work would be able to come together in the creation of a bid.

The two models differ as to how 'boards' are created. In the earlier conceptualization members of the Appointments Commission are drawn from both local and central government and other areas, unlike NOMS where ROMs would have this responsibility. The second element distinguishing the former model is it permits voters to call for a referendum on 'partnerships' they view as not being of a 'desirable' standard. In this sense, NOMS departs from the 'democratic' impulse seen to be at the heart of the

earlier form of 'contestability'. It is debatable whether both models adequately appraise possible 'hurdles' that can be faced in commissioning processes. Carter's vision of 'contestability' has the ability to be applied to geographical areas as a result of ROMs being appointed which, as indicated by Crawford (1999), was necessary for the operation of the earlier model. Even though the appointment of ROMs can be seen to reduce the 'democratic' ethos, regionalisation thus becomes integral to the commissioning design rather than a limitation. Nonetheless, a problem with 'contestability' remains. To quote Crawford (1999) "there is the possibility that the bidding process will not generate options of sufficient quality, or that no suitable alternative to the established crime control where the existence of alternative providers may not be forthcoming" (*ibid*: 258).

The willingness of potential 'partners' to 'join-up' in bidding for services also has the possibility to impact upon scope for competition and amalgamation to coexist. An editorial for *The Probation Journal* by Hindpal Singh Bhui (2004), warns the Probation Service has 'change-weary' staff, who are perhaps feeling 'propelled' by changes proposed by NOMS. He goes on to suggest the Service has a historical challenge of presenting positive examples of multifaceted practice in 'sound bites'. The requirement of potential providers to be competitive, yet collaborative, is rendered problematic as members of staff in 'partner' agencies, such as the prison service, could feel inclined to draw on this weakness to reaffirm their marketability. Here is one of the greatest ironies of 'contestability', the synchronized 'opening-up' yet 'closing-off' of a (quasi) market. Markets are 'opened-up' by facilitating opportunities for public, private and voluntary services to compete, but avenues for competition are 'closed-off' through either one or a combination of the following factors. These are:

- A lack of alternative parties to participate in the process;
- The (un)willingness, for whatever reason(s), to participate; and
- The *capability* of organisations to participate – an issue expanded on in the later section regarding regional literature, policy, and research (see NACRO, 2004; Senior, 2004a).

Senior's (2004b) editorial for the British Journal of Community Justice too raises the issue of how, in times of organisational change, 'mergers' can both be seen by staff and experienced by organisations as 'take-overs' with the balance of change being unequal. This is notable when one organisation, such as the Prison Service, has a workforce considerably greater in staff numbers than the other, such as the National Probation Service. In line with this Singh Bhui (2004) adds "[c]ontestability fails to

understand how complex and often painfully nurtured relationships can all too easily become fractured when partners are encouraged to think of themselves as competitors" (*ibid*: 99; see also the National Association Of Probation Officer's (NAPO) response to NOMS proposals in the House of Commons Home Affairs Select Committee, 2005). Similarly, Crawford's (1999) account highlights the complex nature of some 'partnerships'. They frequently transcend relations with local and central government depicted in contractual terms. The degree to which 'contestability' along with the aims of the Carter report (2003) and the Government's response (Blunkett, 2004) are realised in practice is something yet to be fully revealed. Adding to this condition of ambiguity has been changes in political figureheads and organisational leadership. These being the resignation of Home Secretary David Blunkett in December 2004, along with the move of Martin Narey, from Chief Executive of NOMS in the summer of 2005 to taking up appointment with Barnardos January 2006<sup>8</sup>. This move took place amid rumours which were refuted by Narey that his change of post was largely due to problems in the progress of organisational changes in the, reportedly, £4.5 billion creation of NOMS (O'Hara, 2006). There has also been the 'sacking' of Home Secretary Charles Clarke in May 2006, subsequently replaced by John Reid and more recently, in Gordon Brown's cabinet, Jacqui Smith.

Despite some fluctuation in announcements concerning NOMS proposals, Reid's duration as Home Secretary has overseen the publication of *'Improving Prison and Probation Services: Public Value Partnerships'* (NOMS, 2006). It sets forth existing and future plans for 'contestability' for both the Prison and Probation Services, with significant attention to the supervision of unpaid work in the community. Also apparent in the document is the dialectic of 'contestability'. It is both 'fragmentary' and 'unifying', as is illustrated in proposals for the commissioning of services in the context of a mixed economy of providers, whilst at the same time as attempting to enhance 'responsiveness' and 'continuity' in the delivery of services and development of 'partnerships' (*ibid*). Below are the key features of the Government's proposed plan for 'contestability':

- ***"Challenging underperforming prisons and probation boards to demonstrate how they will improve, with contests held to commission alternative provision if existing providers fail to provide or deliver a satisfactory improvement plan;***

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<sup>8</sup> Narey was replaced with the appointment of Helen Edwards who had initially held the Chief Executive role of NOMS for sometime prior to her permanent appointment

- ***Market testing (when legislation allows) a range of offender services (interventions) across community and custodial settings;***
- ***A major extension of partnership working and sub-contracting by probation boards to enable a wider range of providers to play to their strengths and deliver offender services;***
- ***Competitions to run new business including the building and operation of all new prisons and other accommodation for offenders;***
- ***Pathfinder projects that offer new solutions;***
- ***New competitions for previously competed services, including competitions with new specifications so that they cross custodial and community boundaries to make them more effective” (ibid: 2: emphasis in original)***

The way bids to tenure services are considered has by and large persisted along the integral themes of Carter (2003) and the Government's response (Blunkett, 2004). This can be seen in the final draft of proposals for the way education is to be contracted. As the National Plan for Reducing Re-offending (Home Office, 2004) called for an integrated Learning and Skills service the response was the Offenders Learning and Skills Service (OLASS) draft delivery framework (DfES, 2006) sets out measures intended to 'mainstream' learning opportunities for service users in prison with the Probation Service to gain accreditations comparable to those the general population can access. With this aim a central tenet is pre- and post-custodial continuity in the service users' experience. Regional Partnership Boards are facilitated by the Learning and Skills Council (LSC), to create and maintain this clarity and continuity. In line with 'contestability', bids will be receivable from a range of organisations across different sectors. The timetable for the implementation of these changes stipulates an 'integrated service' will be rolled out across England by August 2006. By April 2006, healthcare, like Learning and Skills, witnessed a shift in budgetary control. Prison healthcare services are now commissioned by regional Primary Care Trusts (PCT's) (see Home Office, 2004).

In between these changes in funding responsibilities, the NOMS vision for 'end-to-end' management was also manifest in the National Action Plan for Reducing Re-offending (Home Office, 2004). This built on the SEU report (2002) and a number of regional resettlement strategies with its 'pathway' approach to the social and individual 'needs' of 'offenders'. The pathways were:

1. Accommodation;

2. E.T.E;
3. Mental and Physical Health;
4. Drugs and Alcohol;
5. Finance, Benefit and Debt;
6. Children and Families of Offenders; and
7. Attitudes, thinking and behaviour

In some respects the Action Plan does address the omissions the SEU exposed with regard to 'partnership' work. Relevant stakeholders/agencies are listed in relation to elements of work in each pathway at national, regional and local levels that are present in table formats that also demarcate 'goals'. For example, accommodation has short-term, medium and long-term targets<sup>9</sup>. Whether these will prove to be 'robust' 'partnership' arrangements is to be seen. The House of Common's Home Affairs Select Committee (2005) welcomed the Action Plan, but emphasised discord at the 'elementary nature' of the majority of action points.

The Action Plan also extended its remit to 'offenders' serving sentences in the 'community' as well as custodial environments, taking forward the reduction of 're-offending' that featured heavily in Carter (2003) and the objectives of NOMS, with its Delivery Plan being published in 2005 (NOMS, 2005a). In addition to the seven pathways of the National Reducing Re-offending Action Plan, the Delivery Plan cited the Home Office target to reduce re-offending by 10% by 2010. It also summarised the Government's engagement in the development of three alliances, essential to the success of the Delivery Plan, and meeting the target to reduce re-offending. In sum, the alliances are:

- **The Corporate Alliance:** This comprises of national, regional, and local businesses. "This will develop a dialogue with businesses at all levels about how correctional services can work with them on employability and training of offenders" (*ibid*: 9). This involves drawing on the expertise these businesses have in promoting opportunities for 'offenders';
- **The Civic Society Alliance:** At a regional and local level attempts will be made to engage local authorities and partners in the issues that face prisoners, and 'offenders' more generally. A specific emphasis is placed on regional and local organisations to take 'ownership' of problems, rather than them being deferred, or projected on to national organisations;

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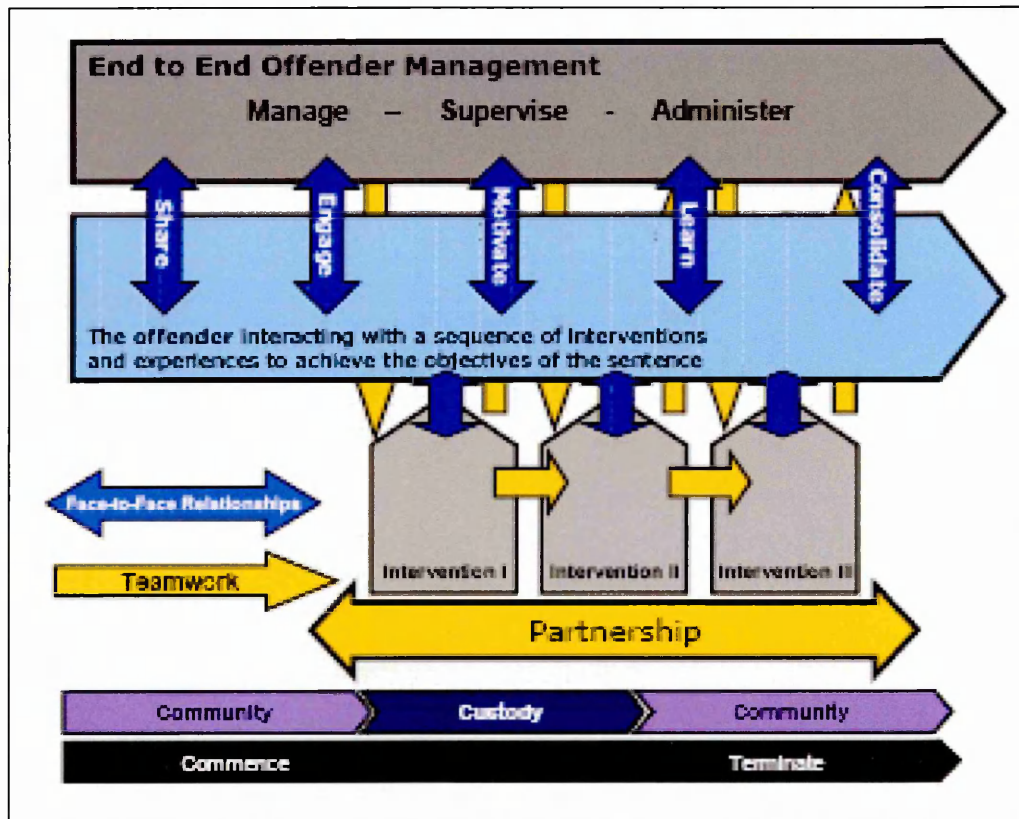
<sup>9</sup> These are, short term: assessing housing needs and increasing the number of 'offenders' being released with a known address; medium term: action taking relating to the provision of housing advice; and finally, a longer term strategic approach aimed at addressing housing problems and homeless for 'offenders'.

- **The Faith and Voluntary Community Sector (VCS) Alliance:** Particular value is placed on faith sector and VCS agencies as bringing 'fresh' ideas to the statutory sector, specialist enterprise that the statutory sector does not, and cannot, provide and as a result are better placed to meet the needs of groups that are not provided for as a result of 'gaps' in the statutory sector services (see *ibid*).

In response to the NOMS proposals and the National Reducing Re-offending Action and Delivery Plans, there has been the testing and implementation of certain models of management structure and staff roles in three prisons on the Isle of Sheppey. The February/March 2006 edition of Prison Service News (HM Prison Service, 2006a) reported that an initial period of deliberation had taken place regarding measures to be adopted to improve standards at HMP's Elmley, Standford Hill, and Swaleside on the Isle of Sheppey. Starting May 2005, the work to address this was conducted by the Sheppey Improvement Team containing members of the Prison Service, the Prison Officers' Association (POA) and other agencies. Proposals were passed by the then Home Secretary Charles Clarke on the 21<sup>st</sup> December 2005, during which he announced the cluster of prisons would have a three year Service Level Agreement (SLA) that would commence from the date of the 1st April 2006. The plans decreed each prison would retain a Governing Governor, but their managerial focus was to be narrowed with them concentrating primarily on operational issues such as prison conditions, decency, and security issues. The 'cluster' of prisons have a Chief Executive whose remit included responsibility for the agreed SLA for the three prisons, overseeing the major strategic and financial aspects of the three establishments. A central group for the cluster deals with service delivery in relation to reducing 're-offending' and Offender Management (see HM Prison Service, 2006a). Hence, whereas the original proposals for NOMS espoused 'contestability', the Isle of Sheppey piloted a model of Offender Management without replicating this model of market testing. It is also relevant prisons were already deemed to be performing satisfactorily and the focus of restructuring was to enhance the improvement of the three prisons, the responsibility of which lay with the public sector.

The logistics of how service provision is to engage with users has sought to be refined through the creation of the National Offender Management Model (NOMM) (see NOMS, 2005b), presented diagrammatically in Figure 1.1:

Figure 1.1: The NOMM (taken from NOMS, 2005b: 12)



It illustrates how 'management' should be conducted and experienced as an 'end-to-end' process, shown by the two arrows at the base of the diagram that run parallel to each other and demarcate an individual's 'journey' through community and custodial aspects of management, reaffirmed by the components of management given in the top arrow marked 'end-to-end offender management'. Interventions are delivered in 'partnership' as they become separated from management. The NOMM stipulates the core elements of process are condensable in the acronym A.S.P.I.R.E, which stands for:

- **A**sses;
- **S**entence **P**lan;
- **I**mplement;
- **R**evue; and
- **E**valuate.

NOMS (2005b) declare the NOMM is based on principles informed by research that are crucial for the process to be a comprehensible experience for service users. These are summarised as the four C's: consistency; continuity; commitment; and consolidation. An action research study of the NOMM pilot in the North West Pathfinder (PA

Consultancy/Mori, 2005) found most prisoners had an understanding of the sentence planning process, but little awareness of the NOMM and what was meant by an 'Offender Manager' (OM) or 'Offender Supervisor' (OS). Similar to research by Lewis *et al* (2003a), the study reinforced the value of relationships with individual staff, in this case probation officers, in supporting continuity of contact with service users. Though teams of OS's facilitated less fragmented sentence planning, a number of barriers were present in implementing the NOMM. OM's had skill deficits including unfamiliarity with prison settings and insufficient experience at chairing meetings. The cumulative effect of these issues diminished the ability of OM's to command their new roles authoritatively. Reacting to the NOMS proposals, NAPO have added the concept of 'offender management' could advance 'joint work' between the Prison and Probation Services, but express the creation NOMS is not essential to achieving closer working relationships.

Whereas the NOMM presupposes dichotomisation of 'management' from 'interventions', in practice this became less simplistic to achieve as the two were still interrelated. Raynor and Maguire (2006) too have commented on the potential problems in attempting to achieve this separation. 'Seamlessness' may be a central tenet of the approach but there are possibilities for the 'offender' not to experience continuity in their 'management'. They state, "[i]f an offender is spending a considerable amount of time with one or more of the intervention providers, a busy offender manager (who may also be the 'supervisor' in name) may begin to leave support and motivation to those providers. At the same time, the interventions team may see their role purely as providing the specialist service, not as a surrogate supervisor" (*ibid*: 31). PA Consultancy Group/Mori (2005), also identified that the 'seamlessness' of sentence was fragmented by the way 'assessment' and 'case management' functions were conducted by staff independent of each other. In addition, it was questionable whether staff, beyond those who were trained to use OASys, saw any great value in the package other than it being an 'administrative tool'. In some areas e-connectivity was not fully operational between prisons and probation and served as another factor that hampered the 'fluidity' of management (see also on the 'slippage' in OASys roll-out, House of Commons Home Affairs Select Committee, 2005). As others have commented, OASys requires further development if it is to become an accessible, 'user-friendly' assessment tool (see Raynor and Maguire, 2006; also *ibid*). The House of Commons Home Affairs Select Committee on the Rehabilitation of Prisoners (2005) recommended OASys, or a similar form of assessment should be developed for short-term and remand prisoners.

Raynor and Maguire (2006) have also commented on the potential for NOMS and the NOMM to fragment service delivery and relationships between providers. Processes of 'manage', 'supervise', and 'administer' that form 'end-to-end offender management' could be interpreted in ways that undermine continuity and consistency, particularly if the three features are undertaken by different individuals. They cite a forthcoming quote from Robinson to illuminate this point; she states "[w]hat works" at the level of aggregate "offender management" does not necessarily work for offenders, or indeed the practitioners responsible for supervising them". (Robinson, forthcoming; in: Raynor and Maguire, 2006: 29). The authors also envisage that in the event 'contestability' results in an increasing amount of organisations providing more services for 'offenders' there is a likelihood that problems in communication and, consequently, the provision that 'offenders' are engaged in, will escalate rather than decline. Problems at present are the ability to share information between agencies as a result of confidentiality protocols and data protection that places an onus on gaining the informed consent of prisoners to share information. Indeed, even though the focus of this literature review has so far concentrated on the services and 'needs' of prisoners, it remains that the 'success' of service not only is dependent on the quality that providers offer, but also how 'resettlement' as a process (see Crow, 2006) nurtures the motivation of service users engaged in such activities (on this see Lewis *et al*, 2003b; Crow, 2006; Maguire and Raynor, 2006).

#### **REGIONAL ADVANCES IN YORKSHIRE AND HUMBERSIDE:**

The Yorkshire and Humberside region is credited as being one of the leading areas in 'resettlement' (see Senior, 2002; SEU, 2002). At the time of the HM Inspectorates of Prisons and Probation's (2001) joint thematic review, HM Prison Service: Yorkshire and Humberside Area Office had an internal 'resettlement' strategy document (HM Prison Service: Yorkshire and Humberside, 2001). It identified the importance of having an evidence base for directing regional strategy in the form of a profile of the area's prison population. 'Resettlement' was conveyed as a process beginning the moment an individual enters prison and continuing through their time in custody and beyond release. Importance was thus placed on induction processes that communicated clearly to prisoners information about 'resettlement'. In the case of transferred prisoners, induction at the receiving prison should continue work of the sending prison. Effective sentence planning too was seen as essential to structuring an individual's 'resettlement', even if this was conducted 'informally' for remand and a number of short-term prisoners. The strategy also looked at areas of work under headings, like employment, education, Offending Behaviour Programmes, housing, pre-release

programmes, and 'partnerships' delivering services associated with the aforementioned areas. For each of the areas, guidance was given on measures to fulfil strategic aims, those responsible for such measures, and how performance would be gauged. For instance, in some cases this would draw on performance against Key Performance Indicators. Examples of 'best practice' were also given for each area, drawing on sites in the region, and included prisons such as HMP/YOI Doncaster, which did not come under the managerial remit of the Area Office.

A number of other practical initiatives have also contributed to facilitating 'partnership' work. One of these is the secondment of a governor grade member of staff to the region's Government Office. The Crime Reduction Directorate of the Government Office is a multi-disciplinary team headed by a Home Office Crime Reduction Director. Its members come from Prison, Probation, and Police Services as well as local authorities and the Department of Health (see Senior, 2003). By 2003 the Prison Service's seconded staff member's role extended to Yorkshire Forward. Yorkshire Forward is the Yorkshire and Humber Regional Development Agency, established in April 1999 and is fundamentally aimed at reviving the economy (*ibid*). Both the Area Office's internal 'resettlement' strategy document (HM Prison Service: Yorkshire and Humberside, 2001) and the Regional Resettlement Strategy (Senior, 2003) stress the role effective 'resettlement' of prisoners has in the regeneration of 'communities'. Moreover, the former of the two has claimed the secondment of a Prison Service employee into the Regional Development Agency has given the Prison Service voice in the region's economic development.

There has been the further secondment of a prison service employee to manage development work in Yorkshire and Humberside with Clinks. Clinks was established in 1998 and is an umbrella organisation that has the aim of supporting and enhancing 'partnerships' between statutory sector organisations and voluntary, community and faith-based agencies (see Senior, 2004a). These agencies are documented in the Clinks 'Working with Prisoners Directory' and can be accessed online at [www.clinks.org](http://www.clinks.org) (2006). From, approximately, the end of 2004, the Yorkshire and Humberside Development Manager has also been supporting the development of Voluntary and Community Sector (VCS) Co-ordinators at each of the region's prisons. To date, this job has been taken up by members of staff working in prisons, whether they are from the Prison or Probation Service, mainly as an addition to existing work loads. In some prisons hours have been 'profiled' for tasks associated with this responsibility. These can include, engaging with VCS organisation, organising events for the VCS and families of prisoners, creating and completing a directory of VCS

involvement in the prison, and also approaching VCS organisations to sign up to 'partnership agreements' with the prison. Such agreements are non-contractual, summarising mutual expectations of the organisation and the prison.

Aside from these areas of progress, Yorkshire and Humberside was one of the first areas to have a Regional Resettlement Strategy, built on consultation with a range of stakeholders from the Prison Service, the Probation Service, youth justice, public, private and voluntary and community sector organisations. The consultation document for the Regional Resettlement Strategy promoted topics for future debate relating to the 'needs' of prisoners being held in the region. It also gave examples of 'best practice', and services made available through 'partnerships' between individual prisons and other agencies. The consultative document was released in June 2002 and fed into '*Pathways to Resettlement: Regional Framework for Yorkshire and the Humber 2003-2006*', finalised a year later (Senior, 2003). It showed in one year approximately 10,000 prisoners are released from the region's prisons, many of which returned to 'communities' in the Yorkshire and Humberside region<sup>10</sup>. The framework drew heavily on the HM Inspectorates of Prisons and Probation review (HM Inspectorates of Prisons and Probation, 2001) and the Social Exclusion Unit's report (SEU, 2002). It claimed "[e]ffective resettlement is central to the economic and social regeneration of communities and the protection of victims. Reducing re-offending is not just a criminal justice issue: it is a health issue, a drug rehabilitation issue, an employment issue and a housing issue" (Senior, 2003: 1). With this in mind, featured within the strategy are eleven 'pathways':

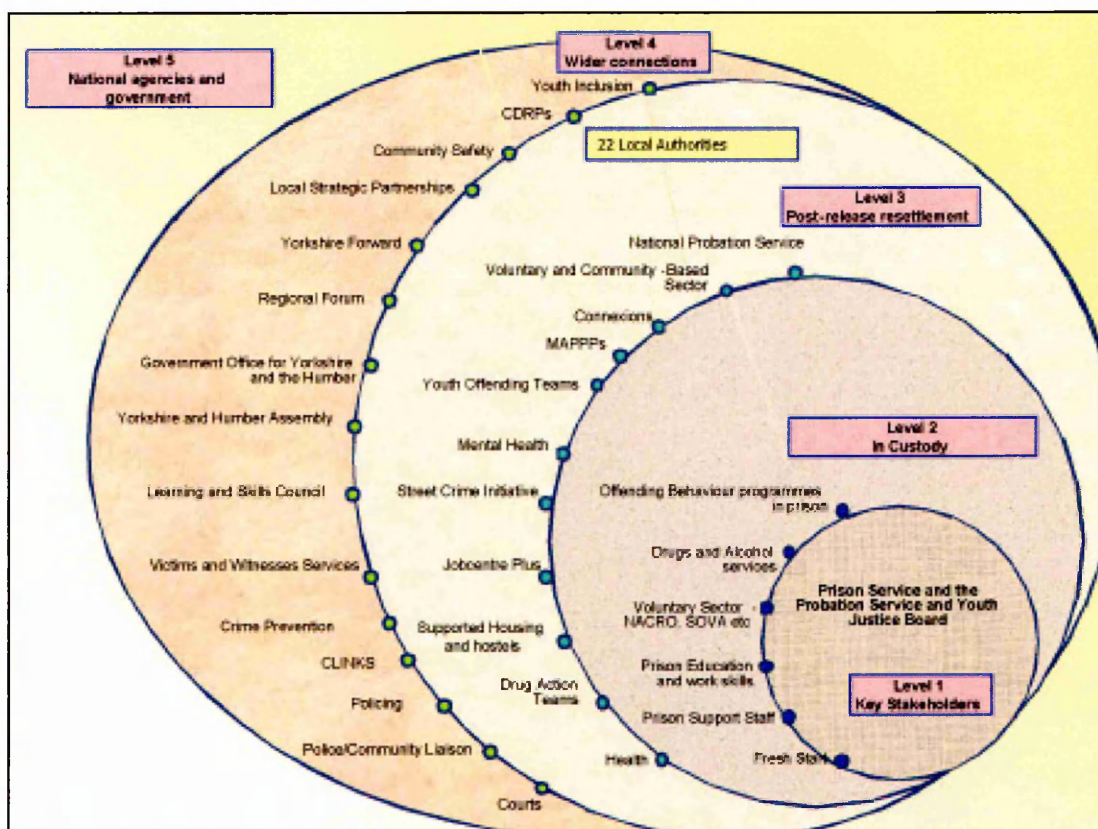
1. Accommodation;
2. Learning and Skills;
3. Employment;
4. Health;
5. Drug and Alcohol Misuse;
6. Financial management;
7. Diversity and Equality;
8. Young Offenders
9. Offending Behaviour;
10. Family and Social Support; and
11. Case Management.

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<sup>10</sup> In 2005 the Yorkshire and Humberside Area discharged 8,638 prisoners. "This has been higher in previous years so probably average out at approx 9,000 [... it is an] estimate that 85-90% settle in the region as [the Area have] to build in that some additional discharges will be in prisons out of the region and return to Yorkshire and Humberside" (pers comm., Area Office, June 13th 2006)

For each of these 'pathways', stages before, during, and after custody were separated into distinct sections. The strategy demarcated what should be done, when and by whom at each part in the service users process. Every 'pathway' defined sources and exercises to evidence the 'pathway', not only in the sense of the suitability of measures advocated by the regional framework, but also in identifying existing 'needs' and services. Key partners for 'pathway' areas were identified clarifying their responsibilities and relationship to the statutory sector. The original Regional Resettlement Strategy showed diagrammatically how the VCS, together with other organisations and agencies were placed in the region (figure 1.2):

**Figure 1.2: Relationships between agencies in the Yorkshire and Humberside Region (taken from Senior, 2003: 14):**



Interrelationships between different pathways were also noted under each heading. Targets for each one were provided as a means of monitoring outcomes and progress of work. An interjection here is given by Crawford (1999) who argues in the setting of managerial reforms organizations differentiate between outcomes and outputs. "‘Outputs’ are service activities whereas ‘outcomes’ are the impacts or consequences (intended or unintended) of these outputs on the wider environment" (*ibid*: 66). One of the proclaimed desirable ‘outcomes’ of enhancing ‘resettlement’ work is the reduction of ‘re-offending’. Here it is questionable as to how readily available evidence is that a

reduction in re-offending has been achieved, and whether 're-offending' alone is suitable for measuring the success of 'resettlement' processes.

Some of these questions can be linked to definitional issues. For instance, a person may re-offend, but not actually be apprehended for their offence. Likewise a person's 'reconviction', which is defined as a subsequent conviction for an offence (Falshaw, Friendship and Bates, 2003), might not reveal the actual extent of 're-offending'. Similarly, it remains whether having ascertained reduced 're-offending' and re-conviction necessarily bring about longer-term changes in individuals' behavioural traits, as denoted by the phrase 'recidivism'.

In light of the National Offender Management Service, the publication of the Reducing Re-offending National Action Plan (Home Office, 2004), and particularly the target of reducing 're-offending' by ten per cent by 2010 (NOMS, 2005a). The ROM has been central to the Regional Reducing Re-offending Action Plan (RRAPs). In Yorkshire and Humberside this has meant the adaptation of the existing Regional Resettlement Strategy to encompass the challenges in reaching this target with 'offenders' per se (see NOMS: Yorkshire and Humberside, 2005). The Plan saw changes to the range of 'pathways'. In all there were nine, as follows:

1. Accommodation;
2. Education, Training and Employment;
3. Mental and Physical Health;
4. Drugs and Alcohol;
5. Finance, Benefit and Debt;
6. Children and Families of Offenders;
7. Attitudes, Thinking and Behaviour;
8. Prolific and Other Priority Offenders; and
9. Voluntary and Community Sector Engagement.

Each of the 'pathways' have a team responsible for delivery. 'Pathway Action Teams' (PAT's) are made up by representatives from fields and "supported by a Regional Reducing Re-offending Team, under the strategic direction of a Regional Reducing Re-offending Board, chaired by the Regional Offender Manager" (NOMS: Yorkshire and Humberside, 2005: 11). This revised document has some significant changes. Pathways for 'diversity', female 'offenders', and case management are no longer set out. The premise, arguably, is these aspects should be present and accounted for throughout the whole document. Interestingly, following the introduction of

'contestability' in correctional services discourse, a 'pathway' has been constructed for VCS engagement. The rationale for this rests on existing strategy and subsequent research (Senior, 2004a) that emphasised diverse contributions the VCS made to assisting prisoners 'resettlement' and reducing re-offending. In addition, the RRAP mentions new funding streams such as 'Change-up' funding, and the £125 million pounds allocated under the 'Futurebuilders'<sup>11</sup> initiative in the Home Office (for further details, Senior, 2004a; NOMS: Yorkshire and Humberside, 2005; [www.futurebuilders-england.org.uk](http://www.futurebuilders-england.org.uk), 2006).

The intention of the pathway to engage VCS activity is not just set against opportunities the sector has to develop, but to support the sector in facing challenges. As the RRAP asserts "the sector faces the end of Single Regeneration Budget funding, and the challenge of embedding developments within sustainable 'mainstream' budgets. Within this environment, the VCS needs the full support of NOMS and other *key* partners to effectively meet the vision of a fully inclusive future" (NOMS: Yorkshire and Humberside, 2005: *emphasis added*). The emphasis placed on part of the above quote signposts a caveat raised during consultations on the RRAP. In spite of the 'inclusiveness' promoted in the Plan, caution was expressed by some that the creation of a pathway for the VCS could imply the sector was not as 'central' to the Plan, and service delivery, as compared to NOMS and the Probation and Prison Services. In the main the consultation did embrace a recently commissioned case study of VCS engagement in the region (Senior, 2004a). The research identified there was no one regional 'knowledge management system' to inform the commissioning of services from the VCS<sup>12</sup>. The study also contended that although good relationships were reported between the Prison Service and the VCS, there were, nonetheless, barriers preventing mutual engagement. Some of these were cultural barriers emanating from, in the case of prisons, historical stereotypes, statutory sector staff referring to VCS members as 'civvies', the VCS being perceived as offering a free service, and the statutory sector maintaining that service's be provided in a way that was more conducive to their style (s) of working. Security issues were also found to interrupt the fluency of some of the VCS organisations work. This took various forms, ranging from prisoners being moved and VCS organisations not being made aware of this, to 'security' being used as a form of control directed at VCS staff. It was asserted that negative, or apathetic attitudes expressed by 'front-line' prison staff were largely

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<sup>11</sup> Created in 2004, Futurebuilders has the aim of improving public services delivered by the VCS and their opportunities for capacity building

<sup>12</sup> Problems with existing 'knowledge management' in the context of Prison Service data on the VCS are expanded on in the methodology section.

attributable to gaps in information about the reasons for the VCS's presence in prisons, and the work they undertook.

Other barriers included: capacity concerns; structural problems (including security and training deficits); difficult funding regimes; and unequal access to bids. The report expressed concern around the prospects for smaller, local agencies in the advent of proclaimed regionalisation and 'contestability'. Decreasing use of smaller agencies could be costly, in terms of the diversity that the VCS offered, and the services available to users. Perhaps most worryingly, if regionalisation was to have these effects, Senior (2004a) argues this could hinder already underrepresented organisations that specialise in addressing the needs of British Minority Ethnic (BME) groups. Nevertheless, having noted diversity the other advantages of the VCS were given. These were:

- The VCS is community based and able to offer services local to the user;
- The VCS is 'client-centred';
- The sector contains a diverse range of organisations that can provide specialist knowledge and provision that 'fills' statutory sector 'gaps';
- It is responsive to a range of policy changes; and
- Can 'mainstream' beyond CJS realms.

Having illustrated and summarised a range of practices, policies, and research accounts in the field(s) of 'resettlement', there remains a necessity to interrogate deeper the theorizing that exists on 'partnerships' and how the term is conceptualized. Some of the aforementioned literature seems to approach the issue of 'partnership' work, albeit with a specific focus on enhancing practice. This and possibly their particular terms of reference have led to a lack of insight into how we might consider, or question the 'purposes' or role(s) they have in the context of wider political and social landscapes. In attempting to move toward such a theory, some relevant accounts can be found in commentary on other areas of criminal justice, governance and managerialism. At the same time, this exploration also attempts to portray the characteristics of these wider landscapes.

## **CHAPTER 2.**

### **THEORISING 'PARTNERSHIPS' WITHIN NEW PUBLIC MANAGERIALISM:**

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"The remaking of the state has been a continuing strand in British politics of the past twenty years. Hardly any institutional arrangement has been left untouched by the waves of reforms, revolutions, and realignments, from the Civil Service to community organisations providing local services" (Clarke and Newman, 1997: 1).

#### **INTRODUCTION:**

This chapter identifies and documents theories that account for policy settings which have served to influence both formulations and conceptualisations of 'partnerships'. It considers debates on characteristics of the changing nature of the 'state', from the 'Keynesian Welfare State' to the more contemporary impact of New Public Managerial reforms and the roles of 'partnerships within these. Due to the absence of prisons their 'partners', and 'resettlement' in existing literature, commentary on a wide range of practices is appraised to discover their suitability for application to the case in hand. They include aspects of criminal justice such as youth and juvenile justice, writings on the 'local governance' of crime and community safety (i.e. Crawford, 1999), along with broader explorations of 'welfare' and 'public' institutions and services. The initial focus though is on explanations of the 'Welfare State' and factors contributing to its emergence.

It has been said that in Britain following the Second World War a consensus existed between the main political parties which supported the main objectives of economic renewal and the development of a Welfare State, even if there was some ideological disparity between the parties as to how this was best achieved (see, for instance, Downes and Morgan, 1997; Clarke and Newman, 1997). The result of this 'Butskellite'<sup>13</sup> (Downes and Morgan, 1997) agreement is often captured by reference to the 'Keynesian' and/or 'Beveridgean Welfare State'. The principles of both of these perspectives, to a point, are analogous, endorsing (nearly) full (male) employment and the provision of rights in accommodation, income, health and education (*ibid*). Downes and Morgan (1997) also add that a 'mixed economy' was accepted by the three political parties, even if the nature and extent of this was nonetheless contested. By the 1970's this 'political settlement' (Clarke and Newman, 1997) experienced mounting challenges

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<sup>13</sup> Downes and Morgan (1997: 88) add that "'Butskellism' was a word coined in the early 1950s to convey the similarity and continuity of economic policy between the outgoing Labour Chancellor of the Exchequer, Hugh Gaitskell, and the new Conservative Chancellor, R. A. Butler"

‘internally’ and ‘externally’, not only in a practical sense, but an ideological one also. The implications of these challenges can be seen against the broad backdrop of the ‘welfare state’ and British society, but also specific realms of Criminal Justice, and strands of convergence between the two.

According to Clarke and Newman (1997: 2) the “political and economic settlement of the post-war welfare was enmeshed with two other settlements – a social settlement and organisational settlement – whose character contributed to the overall shape of the crisis and to the solutions proposed to resolve it. The intersection of problems in all three settlements produced the crisis of the welfare state”. Therefore, the global economic recession of the 1970s and the Iranian oil crisis of 1979 were factors that contributed to a heightening critique of the ‘welfare state’. The provision of ‘full employment’ was premised on a predominantly male workforce and the assumption of nuclear family life (Clarke and Newman, 1997) that even hitherto the 1970s decreasingly captured the nature of social and working life. The conceptualisation of full male employment, notions of (white) ‘Britishness’ and its associations with perceived welfare ‘needs’ served to define the ‘social settlement’ Clarke and Newman (1997) refer to<sup>14</sup>.

Clarke and Newman (1997) add the ‘organisational settlement’ comprised of an interrelationship between bureaucratic administration and professional expertise. The New Right, with its mantra of ‘free market, strong state’ (*ibid*: see also Hall, 1979; 1988) exposed doubts that existed both within and between the professionalism and bureaucracy upon which the welfare state was partially founded. The responsiveness, efficacy, and value neutrality of bureaucratic forms of administration, characterised by routine practices, and the compatibility of this with professionalism’s commitment to expertise as a means of being responsive to the unpredictability of social life may have been in question internally, but the combination of recession and conflicts between professionalism and bureaucratic administration were held up as being symbolic examples of the ‘old’ public administrations’ (*ibid*) weakness in adequately managing (*sic*) the economy and state spending (*ibid*). As Clarke and Newman (1997) observe “the crisis of the ‘external settlements’ – political-economic and social – imploded into the organisational settlement, making it a central site for the playing out of the multiple problems and conflicts” (*ibid*: 12).

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<sup>14</sup> Here there is a connection to Keith’s (1996) theory of ‘racialization,’ which asserts that images attached to the ‘other’ are fluid and transcend mere associations with ‘race’ and ‘nationality’, including traits such as ‘gender’, ‘ethnicity’ and ‘youth’

Setting itself against the idea of the 'old' public administration, the New Right ideology maintained liberalisation of 'the market' would lead to positive 'trickle down' effects. Economic prosperity would filter through to wider society, improving 'social policy' issues, such as (un)employment. According to Clarke and Newman (1997) the New Right was able to construct a framework in which a particular picture of the 'welfare state' could be drawn. Stuart Hall's (1988) concept of 'regressive modernisation' illustrates how Thatcherite appropriations and adaptations of New Right ideology were able to formulate policy narratives about British society and the 'welfare state' that were both backward looking and 'modernising'. By drawing on the imagery of a past golden age of 'traditions' and pastoral 'community' (see Cohen, 1979; 1989, and also on interpretations of 'community', Crawford, 1999; 2001) and 'family' relations, such perspectives sought to ground in individuals' consciousness that such forms of interaction promoted stability, and moreover, responsibility. Alongside this the New Right advocated 'forward-looking' economic reforms – a form of modernisation that pointed to the supposed 'failings' of welfare provision, and the inability of the economy to sustain it.

Ironically, as Clarke and Newman (1997) show, from the 1970's corporativistic forms of business management were already been considered as a style of administering welfare, but this, and the incomplete manifestation of the New Right in Conservative Government's from 1979 onwards, and strands of 'regressive modernisation' in Labour party policies were not wholly culpable for the expanding critique on the settlements that had informed the construction of the post-Second World War Keynesian Welfare State (KWS). It is also because of internal conflicts between bureaucratic administration and professionalism and the changing social and political landscape that a critique could have been formed. Some of the 'failings' of the 'welfare state' were also brought about by the appeal of the principles that originally motivated it. For instance, as female participation in employment expanded in the light of changes in the labour market away from a 'proletarian traditionalist' worker role to mechanised forms of factory production and the development of tertiary sector opportunities, peoples' expectations relating to 'welfare provision' and the role of the state increased, along with the projection that the state alone could no longer meet the diverse welfare 'needs' of the population. Summarised, this latter analysis is in accord with what Crawford (1999) terms 'state overload' thesis. This thesis argues the state and related agencies such as the Police, the Probation Service and the Prison Service can no longer fulfil the expectations placed on it. The answers to this problem are seen in a reduced role of 'the state' via marketisation and 'partnership' arrangements. Such assumptions have therefore facilitated attempts by New Right, Thatcherite, and indeed 'Third Way' (see

Giddens, 1998; Crawford, 2001), advocates to legitimise critiques of state provided welfare. In some respects NPM, or at least elements of it, have taken a hybrid form in the Third Way (see Giddens, 1998; also: Newman, Raine and Skelcher, 2001; Newman and McKee, 2005; Newman, 2007). Comprising of aspects of neo-liberalism and social democracy, the 'Third Way' also reconfigures the aims of these perspectives. Hence, unlike social democracy a concern is now with social exclusion, more so than taking on questions of equality. 'Modernisation' under 'Third Way' inspired Labour Governments has, according to Newman (2007), maintained the NPM emphasis on organisations being 'business-like'. However, unlike NPM 'public' managers (see *ibid*) are required to go beyond business to become what Newman (2007) calls 'social entrepreneurs'. The 'social' (*ibid*) becomes increasingly important. This is perhaps most notable in the utilisation, and for that matter construction, of 'communities' in New Labour policy discourse (for more on this debate see Crawford, 2001; and also: Young, 2001). As Newman (2007) observes the 'social', be this in the guise of 'communities' or not, is both the location of, and solution to, social problems. In these 'sites' – be they defined geographically, culturally or otherwise – not only are individuals attached through 'rights and responsibilities' (on this Third Way/New Labour mantra see Giddens, 1998), they are also to be skilled to compete on 'global', or at least trans-national, economic scales (see Newman, 2002; Newman, Raine and Skelcher, 2001; Newman and McKee, 2005).

The key characteristics of 'modernisation' are likewise the vehicles for its 'progression'. 'Networks', 'partnerships', 'public participation', and 'democratic renewal' are all implicated (Newman, 2002; Newman, Raine and Skelcher, 2001)<sup>15</sup>. As Newman (2007) states, "[t]he modernization of welfare states involves a shift of powers from state to market, but also a shift of responsibility from public to personal domains with the increasing emphasis on informal care and self governance" (*ibid*, 2007: 27). Further to this, Crawford (2001) has documented how 'partnerships' in 'Third Way' ideology represent an alternative to the alliance of the 'state' with the bi-partisan, post-Second World War agreements and the New Right with the 'free-market'. If "it is a third way in the sense that it is an attempt to transcend [...] old-style social democracy" (Giddens, 1998: 26), then 'partnerships' between the 'state', private sector business and 'communities' (*sic*) are instrumental in bridging these 'old' ideological divides.

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<sup>15</sup> Pers comm. (Paul Senior, Chris Crowther-Dowey). Senior, Crowther-Dowey and Long have written about modernisation in the context of criminal justice specifically. See Senior, P., Crowther-Dowey, C. and Long, M. (2007 (forthcoming)). *Understanding Modernisation and Criminal Justice* Maidenhead: Open University Press

Meritocracy here means equal access to opportunities rather than equal outcomes for all. Such rights are underpinned, according to Giddens (1998) by individuals recognising their responsibilities. For instance, concerns about crime are valid and 'communities' and individuals have a right to be protected from such events, yet they also have a responsibility to be active in crime prevention.

The forms of 'regressive modernisation' of these political paradigms infer that such provision and the ethos of 'public service' that motivated them, are outdated in meeting the demands placed upon it. Thus, the New Right, Thatcherism, and more recently the Third Way, not only contested the Keynesian inspired welfare state, there were changes in discourse used by its supporters and practitioners that also created 'internal' challenges. Akin to Foucauldian understandings, power not only has the capability to act upon or against individuals in the form of repression, but also can be internalised, or transferred through individuals and be considered productive. Clarke and Newman's (1997) commentary on 'consumerism' can be used as an example. Having mentioned that members of the public came to expect more from welfare provision, the discourse of 'consumerism' gained popularity. "In sum, consumerism – despite reservations about applying the idea of the 'consumer' to social welfare – connected with a range of concerns within the welfare state about ways in which users deserved better than what they received" (*ibid*: 111). In this way then characteristics of the 'old', even if they were somewhat reconfigured, have had a continued influence in 'New Public Managerialism' (NPM).

The defining traits of NPM are summarised by Clarke and Newman, who draw on Dunleavy and Hood (1994; in: Clarke and Newman, 1997). These are:

- "Reworking budgets to be transparent in accounting terms, with costs attributed to outputs not inputs, and outputs measured by quantitative performance indicators.
- Disaggregating separable functions into quasi-contractual or quasi-market forms particularly by introducing purchaser/provider distinctions, replacing previously unified functional planning-and-provision structures.
- Opening up provider roles to competition between agencies or public agencies, firms and not for profit bodies.
- Deconcentrating provider roles on the minimum feasible sized agency, allowing users more scope to 'exit' from one provider to another, rather than relying on 'voice' options to influence how public service provision affects them" (Dunleavy and Hood, 1994; in: Clarke and Newman, 1997: 21; see also Crawford, 2001: McLaughlin, Muncie and Hughes, 2001).

'Consumerism' and the concern for financial efficiency are therefore prioritised, but justification for this is concealed within rhetoric that claims to be meeting the expanding and increasingly diverse demands and 'needs' of the public (*ibid*; also Liebling, 2004). Within these concerns, the tools of achieving diversity of welfare provision, along with facilitating access to it, rested in the market, including, for instance, market testing, competitive tender and 'privatisation'. Ensuring 'appropriate' levels of welfare provision is increasingly characterized as an organisational managerial issue relating also to staff members, particularly those who occupy senior positions (Clarke and Newman, 1997). A simplistic, but nonetheless useful distinction is between the experts of professions at the time of the 'old administration', juxtaposed with the entrepreneurial managers aligned with NPM (*ibid*) – but this is not to say the two cannot be reciprocally influential. Although the 1970s is given as the period in which these changes began to take place, specific forms of managerial reforms, such as the private sector built and managed prison establishments, began to reach the Prison Service, and more generally the criminal justice system at a later stage (see Crawford, 1999; 2001; Liebling, 2004), even if there were already pressures on them to become more 'businesslike' by the 1980s (Garland, 2001).

#### **A CRIMINAL JUSTICE SYSTEM MANAGERIALISED?**

The broad changes, and challenges, to the welfare state and wider society had repercussions for an already changing criminal justice system. As is portrayed in David Garland's (2001) analysis, prior to the mid-1970's the agencies of the criminal justice system were informed by, and supported, a 'penal-welfare' consensus. 'Penal-welfarism', according to Garland (2001), has two definable moments. The first is the development of penal institutions, such as the prison, over 150 years ago. These institutions were accompanied by, in a mutually complimentary fashion, liberal principles that regulated and enlightened their ideologies and practices. By the twentieth century, these underpinned a "modernist superstructure", of ideological and practical 'expertise' and their 'correctionalist' vocabulary like 'rehabilitation', and paradigms of criminological research that interrelated with them. The focus being on aetiological accounts of 'criminal' behaviour and the interventions that most effectively dealt with it. The mid-1970s, however, witnessed a shift from 'penal-welfarism' that can be seen in the wider context of the changes in the welfare state to which attention was previously drawn. Criticisms that were applied to the welfare state were also present in its criminal justice institutions. It was not only the subject matter of state provision that mirrored the critiques of broader social and political realms; it was also the form and

fashion some of these took. Assertions that state-led expertise was insufficient in tackling 'law and order' - which in themselves were separate entities that were co-terminously grouped together as though they were inextricably linked (Downes and Morgan, 1997) - were also accompanied by a number of research publications and criminological accounts that alleged 'Nothing Works' in the case of interventions identifying and addressing aetiological aspects of 'crime'.

'Nothing Works' originally was applied to Robert Martinson's meta-analysis of experimental and quasi-experimental data, the findings of which were published in 1974 and reprinted in 1975 (see, Martinson, 1975; Pawson and Tilley, 1997). Pawson and Tilley (1997) remark Martinson never actually used the phrase 'Nothing Works' in concluding his article to describe the perceived (in)abilities of 'rehabilitation' programmes. Instead it came to have a somewhat cynical application that rapidly permeated commentary beyond the parameters of prison-based programmes from the mid 1970's to the 1980's. It gained widespread application in capturing broader criminal and social justice initiatives, including probation, sentencing, and job creation programmes (Garland, 2001). As later research would reveal, a more refined position was captured in the summary 'certain things, with certain people, did work in certain situations' (Noaks and Wincup, 2004). It is not that these were attacks purely on penal-welfarism from 'without'. Akin to the 'welfare state' tensions had existed 'within' and date back to its origins. Examples of concerns over the effectiveness of provisions and ideologies that were associated with such perspectives can be seen with reference to 'rehabilitation'. Pat Carlen (1994) explains many critiques of the 'general rehabilitative ideal' failed to foresee they would become, willingly or unwillingly, embroiled in a wider, far reaching, attack on forms of welfare provision *per se*.

General public confidence in the expertise of welfare and criminal justice professions was deemed to be waning (Garland, 2001). By 1979 onwards political party manifestos featured greater space granted to 'law and order' issues, a phrase into which had within it the installation of 'crime' (Downes and Morgan, 1997). It was not only practices, but theories associated with 'penal-welfarism' also came under attack, particularly the reductionist, causal, nature of positivist accounts of 'criminality'. As Garland (2001) notes 'crime' was seen as rising, even in the events where statistical data suggest otherwise. Indeed, one possible question might surround whether or not the 'public' view the data as not being valid in such times, whereas in others it may appear to facilitate 'common sense' beliefs. In this context there is the observation that "[c]riminological theory has adapted in interesting ways to the structural conditions of late modernity – conditions in which high crime rates are a normal social fact and

the limited effectiveness of criminal justice is widely acknowledged. The most fundamental aspect of this development has been the shift in the discipline's focus away from theories of social deprivation (or relative deprivation) toward explanations couched in terms of social control and its deficits" (Garland, 1999: 353). 'Control' has become a central element in contemporary theories even though on the surface they offer very different narratives (*ibid*). Where one theory may depict crime as a 'risk' to be endured and defended against on a daily basis and the other plays to (in)famous images of the 'criminal other', in Garland's (1999) terms the 'catastrophic', the solutions of both retract to a requirement for more control, albeit in different modes (*ibid*: also 2001).

While the above analysis by Garland represents something of a general story, and may only be relevant to areas of criminal justice and policies at particular times (Liebling, 2004), appraisal needs to be given to the attributes of the approach which would come to dominate. The conditions that enabled and are still used to justify these reconfigurations and 'new' strategies (*ibid*), are those of 'late modernity'. These include, according to Garland (2001), structural changes in the economy, social and political changes, and responses to these. Such issues were touched upon earlier in relation to NPM. Namely changes such as those in 'family' life, the economy and employment, and global forms of communication. If the disapproval of aspects of NPM led to its critiques being externally allied with the 'old' administration, supporters of 'penal-welfarism' too would be castigated as being 'out of touch' (Garland, 2001), even if a number of the discourses, terms, and institutions associated with this perspective would, like those of the KWS, live on, reconstituted (Clarke and Newman, 1997; Garland, 2001).

The 'shift' was to a system where 'penal-welfarism' would be over-laid with NPM. The 'new' is characterised by genres of 'risk management' (Liebling, 2004) and concerns surrounding fiscal efficiency. Diminished public confidence in expertise has promoted a requirement for policy initiatives to be openly legitimised – in rhetoric at least. To reaffirm, the themes of 'penal-welfarism' have not simply been negated. The use of imprisonment, and for that matter other sanctions, have come to be used with an increasingly 'punitive' zeal, and the emphasis on the desire to 'rehabilitate' has moved from provider to recipient. The prisoner is now responsible for taking up such opportunities, where, and if, they are available (Garland, 2001). Managerial concerns are to be found in the 'resettlement' literature too. Hence, altruistic sentiments may exist in some of the initiatives, for example, improving (ex) prisoners accommodation status, mental health, and so on, but central also are concerns with preventing 're-

offending' and reducing 'risk'. The Social Exclusion Unit's (2002) report, for instance, also contains a kind of 'cost-benefits' analysis of 'effective resettlement' and reducing 're-offending'. It reports that "[t]he financial cost of re-offending by ex-prisoners, calculated from the overall costs of crime, is staggeringly and widely felt. In terms of the cost to the criminal justice system dealing with the consequences of crime, recorded crime alone committed by ex-prisoners comes to at least **£11 billion** per year" (*ibid*: 5: **emphasis in original**). Nevertheless, it is important to recognize that the 'wants' and 'costs' of prisoners have been considered as an economy in themselves (Christie, 1993)

The infusion of managerial initiatives into the CJS did not occur smoothly. Within the context of NPM the inclusion of the possibilities for the piloting of privately built and managed prisons can be seen to have a meaning that extended far beyond claims surrounding a desire to 'drive up' efficiency and the enhancement of prison performance. Liebling (2004) states "[t]he privatization of prisons, from 1992 onwards, took place within this context of impatience with the slow pace of public sector reform, continuing resistance by powerful unions (particularly the Prison Officers' Association, despite Fresh Start), and a need to overcome the problems of legitimacy identified by Woolf in his 1990 Report. The turn away from a private sector Chief Executive in 1995 by no means represented a move away from the new managerialist practices of competition and privatization" (*ibid*: 28-9). Congruently, unlike in the U.S.A, 'privatisation' in the United Kingdom carried a particular symbolic value for Conservative Government under Thatcher. This was, namely, the ability to appear 'radical' not only as a government but an individual leader also (Jones and Newburn, 2002).

As Liebling (2006) demonstrates, the reasons for privatisation also existed in very distinctive settings in the history of prisons. Tenets of these were overcrowding in prisons, serious prison disturbances, staff discord and 'ineffective management' (*ibid*). 'Privatisation' has not been the panacea to all of these problems even if it can be seen as contributing to motivating managerial reform in public sector prisons. Carter's (2003) justification for 'contestability' is seemingly premised on some of the grounds the 'privatisation' of prisons was, that is 'contestability' would almost have the automatic effect of 'driving-up' the performance of all providers with probation being the likely, but not exclusive, target. Doubts are expressed as to whether the binary of 'competition' and 'joining-up' work is currently feasible, as Carter (2003) suggested. Apprehensions revolve around the willingness and standing of the Probation Service to compete, and whether the staff morale is capable of withstanding such a process

(Liebling, 2006). Moreover, Liebling (2006) adds the Probation Service would be better placed for such reform if it was to first undergo a period of 'stability' overseen by strong leadership. In the event of NOMS and 'contestability' the autonomy and identity of VCS organisations is also brought into question. Liebling (2006) states "[i]t is more likely that the voluntary sector will have a role to play in probation contestability – so that a three-way competition (with new partnerships emerging) is more likely to evolve than the two-way competition that so far characterises competition to run prisons. Again, this is likely to pose certain threats to voluntary sector values (such as protecting the interests of disadvantaged groups and limiting the role of coercive strategies in crime control [...])" (*ibid*: 74)

'Privatisation' was not only associated with NPM reforms in the Criminal Justice System. Other key phrases in the NMP lexicon are 'Public/Private alliance' (or Public/Private Partnerships (see *ippr*, 2001)) 'multi-agency', 'inter-agency', 'partnerships', 'joining-up', 'devolution', 'decentralisation', and latterly with the Third Way inspired thought of New Labour, is 'communitarianism' (see, *ibid*; Clarke and Newman, 1997; Crawford, 1999; 2001; Garland, 2001; Thompson, 2003). These very different processes frequently are referred to as though they are homogenous entities (Clarke and Newman, 1997). As Crawford (1999) has illustrated, little devotion is granted to defining what 'partnerships' actually mean and the variety of arrangements that this phrase can possibly encompass. Hopefully not declining into tautology, it is worth revisiting that the bulk of this literature review has sought to forward the argument that the Prison Service has a long history of working with other organisations – arrangements that, possibly, could contemporarily fall under the terminology of 'partnerships'. Noticing that theorising on 'partnerships' in the area of prisoner 'resettlement' is limited, with this in mind the review appraises existing literature from criminal and youth justice fields on 'partnerships' and associated terms such as 'joined-up' work. These theories are utilised to try and enhance theoretical understanding about NPM and Garland's (2001) accounts of the shift from 'penal-welfarism'.

Despite evidence of a history of working arrangements with organisations in prisons, 'partnerships', 'multi-agency', and 'inter-agency' models of work from the 1980's onwards are held up as some of the earliest examples of managerial reforms to reach criminal justice (Burnett and Appleton, 2004). Sampson, Stubbs, Smith, Pearson and Blagg (1988) initially outline two perspectives on 'multi-agency' work. These are labelled as the 'benevolent' and 'conspiratorial' approaches. The former interprets 'multi-agency' arrangements as an unproblematic 'good thing', and works on the premise there is a readily known and agreed upon problem 'multi-agency' collaboration

is addressing. The latter can be seen in a broader framework of theories, one being Cohen's (1979), which draws on the work of Foucault (1977). Foucault (1977) centred on the emergence of institutions, such as the prison, the asylum, and the hospital and their disciplinary discourses – collectively termed the 'carceral archipelago' - in the eighteenth century. Advocates of 'conspiratorial' theories adopt Foucauldian insights to explain 'partnership' work as moving beyond institutions. Now the 'carceral' are no longer seen as islands with their disciplinarian discourses as discipline has permeated the physical boundaries of their walls (Cohen, 1979; 1989). Agencies, and for that matter wider 'communities', are seen as being 'co-opted' (Sampson *et al*, 1988) into, and inculcated with, the aims and objectives of 'dominant' state institutions – such as the police (*ibid*).

Sampson *et al*'s (1988) study of local 'multi-agency' crime prevention in neighbourhoods in London and a Lancashire town finds both approaches insufficient in relation to their findings. They add that the 'conspiratorial' approach is reductionistic in the way it comprehends the coercive direction of state engagement with local agencies and that 'benevolent' views are too simplistic. They point out conflict between agencies is not an inherently 'bad thing', just as harmony between agencies is not necessarily a 'good thing'. Going further they suggest that conflict between agencies may help to clarify the organisational aims and result in a more open dialogue between providers and enhances the service 'clients' receive. Notwithstanding this, different staff members at different levels were found to exhibit diverse opinions and understandings of 'multi-agency' arrangements, according to their own status and experiences during their work. Variations in 'confidentiality' agreements from agencies to agencies were seen as one way information sharing could be controlled.

Elements of Garland's (2001) work can also be seen in an earlier account of 'juvenile justice' by Pratt (1989). Pratt (1989) claims after the Second World War efforts were made, much like in other social policy areas, to 'reconstruct' juvenile justice. Like Garland (2001) he identifies the 1960s and 1970s as a period in which 'welfare', with its phrases of 'needs', 'treatment' and 'rehabilitation', came to feature heavily in, and supplant, existing paradigms. Pratt (1989) documents the importance of the 1970's as a period in which welfare initiatives became challenged. He cites initiatives such as treatment came to be seen as in-humane or in-effective in the prevention of 'recidivism' and/or the control of individuals. The validity of the expert came to be criticised. From these starting points, he contends that the 'justice model' gained increasing dominance, with its emphasis on legal due process and parsimonious forms of retribution. In practice, though, this latter model has not been brought into fruition and

because of this a third model, corporatism, is forwarded. Accordingly, “[t]his sociological concept refers to the tendencies to be found in advanced welfare societies whereby the capacity for conflict and disruption is reduced by a means of the centralization of policy, increased government intervention, and the co-operation of various professional and interest groups into a collective whole with homogenous aims and objectives” (*ibid*: 245)

While having its origins in the 19<sup>th</sup> century, corporatism is forwarded as being a more appropriate model for understanding ‘juvenile justice’ in the light of the changes in the ‘welfare state’, such as the perceived requirement for efficient services in the context of ‘needs’ expansion, for example, not only during periods of high unemployment but also the greater requirement of education as a consequence of having a ‘knowledge-based economy’ (*ibid*: also Clarke and Newman, 1997; Thompson, 2003). In order to address issues of efficiency and increased demand, ‘inter-agency’ arrangements are integral (Pratt, 1989). With corporatism, administrative decision-making contrasts with the due process of the ‘justice model’ and the range of interventions moves beyond custodial and care programmes, incorporating diversionary forms of resolution. Although, the existence of ‘juvenile justice specialists’ may seem to run contrary with the emphasis on managerial decisions advocated in NPM, it remains that ‘key’ decisions are seen to reside at an administrative level.

Having outlined these existing perspectives, the terms ‘multi-agency’ and ‘inter-agency’ deserve more definition. Adam Crawford (2001) see such terms as often used interchangeably, even though they represent very different relations. Crawford (1999) states “[i]t is useful to make a distinction between two different ‘ideal types’ of partnerships. Rather like the distinction between ‘multi-disciplinary’ and ‘interdisciplinary’ studies, we can distinguish between, on the one hand, ‘*multi-agency*’ relations which merely involve the coming together of a variety of agencies in relation to a given problem, and, on the other hand, ‘*inter-agency*’ relations, which entail some degree of fusion and melding of relations between agencies” (Crawford, 1999: 119: *emphasis in original*). Moreover, these ‘ideal types’ are perhaps better viewed as an ideological axis, with very few ‘partnership’ arrangements taking either of these exact forms in practice (*ibid*). This being the case, theories such as Pratt’s (1989) which point to the ‘inter-agency’ ‘partnerships’ of corporatism as being a means of efficiently addressing centrally defined policy goals are somewhat myopic when trying to comprehend the complex and conflicting nature of such relations (Crawford, 1999; Burnett and Appleton, 2004). Beneath the ‘common-sense’ appeal of ‘partnerships’, and taken for granted assumptions that gaps in services are being filled by such

arrangements, agencies and individuals may not be coordinated in a way that ensures consistency and continuity in service delivery, nor recognises and/or consensually agrees to what the aims of such arrangements are (see, Crawford, 1999: 2001; Burnett and Appleton, 2004).

Notwithstanding points of departure present between these earlier accounts, a number of key issues arise. Summarily, the literature shows both theories and practices began to 'feel' the emergence of managerial reforms, which included 'partnerships'. While this may be so, 'partnership' arrangements in the area of prisoner 'resettlement' have been relatively overlooked in constructing a theoretical account, even though there is a long history of work capable as qualifying under the name of 'partnerships'. By returning to the writings of those such as Clarke and Newman (1997), and Garland (2001), other conceptualisations of the, perhaps wider, role of 'partnerships' in the light of NPM reforms can be sought. As NPM reforms have, apparently at least, extended and expanded both within and beyond the concept of the KWS, the role of 'partnerships' has been seen as contributing to the blurring of boundaries that previously existed (Crawford, 1999; 2001; Matthews and Pitts, 2001). This is most evident in the notions of 'public' and 'private' spheres. Crawford (1999) has commented the appeal of 'partnerships' in-part emanates from, and feeds into, this blurring, as organisations, agencies, and 'consumers', become increasingly 'interdependent' (*ibid*: 235) on each other. As NPM endorses such arrangements, Clarke and Newman (1997) have sought to capture the nature of these relations. Their concept of dispersal "signals such processes as the effect of a strategic centre. The state delegates – through a variety of means – its authority to subaltern organisations that thus are empowered to *act on its behalf*" (*ibid*: 25). A similarity exists here, arguably with conspiratorial modes of thought; though the authors do go on to say the 'state' has not had complete success in projecting responsibilities for organisations away from the central state to the organisation itself. Clarke and Newman (1997) argued this has been the case most notably with the NHS and the Prison Service.

In the case of the CJS, David Garland (2001) has depicted 'partnerships' as being instrumental in *responsibilization strategies* adopted by the 'state' and 'state' agencies. These strategies indicate attempts to govern 'beyond the state'. Institutions which formed the foundations of the 'penal-welfare model' over 150 years ago therefore utilise non-state agencies to meet their aims of crime control. The private sector, the VCS, and 'communities' all have a potential role to play. On this issue, Crawford (1999; 2001) has added criminal justice agencies have increased their dependency on the growing phenomena of volunteer work. Whereas with neo-liberal conservatives

such work was seen to be suffocated by excesses of the welfare state, the 'Third Way' and New Labour sought to direct criticism towards the 'free market' as undermining, or not sufficiently appraising, volunteer work (*ibid*). In line with *responsibilization* the "intended result is an enhanced network of more or less directed, more or less informal crime control, complementing and extending the 'formal' controls of the criminal justice state. Instead of imagining they can monopolize crime control, or exercising their sovereign powers in complete disregard of the power of the other actors, state agencies now adopt a strategic relation to other forces of social control. They seek to build broader alliances, enlist the 'governmental' powers of private actors, and shaping them to the ends of crime control" (Garland, 2001: 124).

Different theoretical explanations of the role of NPM, the 'state', and 'partnership' work are present, but if the assumption that the state has increasingly drawn upon agencies not traditionally interpreted as being under their remit or control questions arise that if this is the case, how, or indeed has, the 'state' maintained control over these arrangements. Also, in the event 'control' is seen to be present what 'forms' do these take?

#### **FORMS OF REGULATION AND ACCOUNTABILITY:**

##### **THE 'LONG ARM' OF THE 'STATE'?**

As NPM reforms from approximately the 1980s onwards have had a widespread influence across a range of organisations, and for that matter their service users or 'consumers' (*sic*), conceptualisations of the 'state' and its role in 'welfare' provision particularly have been the subject of debate. The relationship between the 'state' and other providers in the wake of NPM and successive government's adoptions and variants of it have led some to draw the conclusion that this is symbolic of the 'state' being 'hollowed out' ( see Clarke and Newman, 1997; and also Crawford, 1999; 2001). The relationship between 'central state' and such organisations has also been captured in terms such as 'governing at a distance' (Crawford, 1999: Clarke and Newman, 1997). The term 'governing at a distance' is probably a more relevant and accurate portrayal of 'state' interaction with a range of agencies as 'hollowing out' inadequately evaluates the way central control is seen to have extended. As 'direct' involvement of the 'central state' and, moreover, 'the public sector', in the provision of 'welfare' services has seen to decline, with private sector, VCS, and wider community involvement increasing, it is at the same time suggested central government has utilised regulation and forms of monitoring to scrutinise and sustain control of these providers.

As Crawford (2001) explains “[c]ontracts, performance indicators, audits and inspections are some of the practical tools used to deliver this relationship of ‘governing at a distance’. This ‘revolution’ asserts a form of control through the setting of norms and the corrections of deviations from them” (*ibid*: 63). On this point, in the main such tools seem to promote the use of quantifiable data. Part of the premise for these types of indicators and means of monitoring services is that they will enhance ‘transparency’ and ‘accountability’. Their use constitutes a trend established in Conservative governments prior to New Labour’s 1997 election victory, but one that nonetheless lives on until present day (Rouse, 2001). In addition, the setting of targets based on outcomes to which the effectiveness of an organisation is monitored is also characteristic of New Labour’s approach to managerialism (*ibid*). Rouse (2001) has claimed that the government is seeking to make targets fulfil the S.M.A.R.T criteria. This acronym stands for targets that are Specific, Measurable, Achievable, Relevant and Time-bound (*ibid*).

On top of the use of standards audits in prisons from 1995, the introduction of Key Performance Indicators (KPI’s) in 1992 is notable in the emergence of NPM in criminal justice settings (Liebling, 2004). In sum, KPI’s provide central ‘guidance’ on the expected ‘outcome’ of a particular strand or area of work in the prison service. Prior to the NOMS they were jointly agreed between the Home Office and the Director General of the Prison Service (see Solomon, 2004), but since the creation of NOMS the Prison Service targets have been amalgamated into a wider process of agreeing targets between the Chief Executive of NOMS and ministers, though the Director General still has some degree of ‘consultative input’ (see, for instance, [www.hmprisonservice.gov.uk](http://www.hmprisonservice.gov.uk), 2006b, also [www.hmprisonservice.gov.uk/assets/documents/10000AOBNOMStargets2005-6.doc](http://www.hmprisonservice.gov.uk/assets/documents/10000AOBNOMStargets2005-6.doc), 2006c). To an extent the KPI’s are mirrored by the more ‘locally’ set Key Performance Targets (KPT’s) that apply to individual prisons, but as Enver Solomon (2004) points out, the full range of targets do not apply to all prisons. Liebling (2004) has defined two main themes that have accompanied KPI’s. Firstly is what the writer refers to as the creation and stability of “long term penal-strategies” (*ibid*: 57). Here there is an emphasis on (quantitative) measurable targets but also a relationship to the second theme, which is the transition in styles of organisational management away from the, albeit partly stereotypic view, of the ‘old’ means of administration, seen as static, inflexible and unresponsive to social and economic change. This contrasts with the flexibility and efficacy that, justifiably or unjustifiably, has come to be aligned to NPM forms of organisational management.

Without understating that KPI's and KPT's have influenced and been part of a greater process of change in the style of management within the Prison Service, it is debateable the extent to which these can be interpreted as a centrifugal form of control. For instance, from the end of 2004 the KPI for 'purposeful activity' was discontinued. The KPI was that, on average, prisoners should be engaged in 24 hours of 'purposeful activity' a week. Writing in 2004, Solomon (2004) points out that in the past nine years the Prison Service had only achieved this once. What is more, the pretext for this decision was that the KPI did not effectively measure the quality and form of work which was intended to 'reduce re-offending'. It might be possible to view this example of a prison establishment's inability to fulfil centrally defined targets as contributing to the shaping of central policy and methods of monitoring, thus undermining ideas of performance targets as being a 'central state' 'out' style of 'control'.

Crawford (2001) has claimed as 'partnerships' are formed and experience greater longevity they become more independent, resisting central 'control'. Ultimately, though, it is nonetheless acknowledged that the role of contracting for services partly negates this independence. This can be seen in the ability of the Prison Service to promote the bidding of services such as housing, employment and drugs services provision in prisons and the potential role of ROMS in commissioning services at a regional level and sub-contracting at a local. Yet on the other hand phenomena such as the deletion and remoulding of such targets may be given as illustrations of the 'state' maintaining control. In other words, the 'state' still defines the objectives and norms which a wider range of organisations must adhere to. In some senses these contrasts should not render each approach exclusive. Advocating one of these explanations would be reductionistic. Both, for instance highlight the way in which 'control' can be negotiated, mediated, and maintained at different 'levels'. A consideration of both perspectives would have the likely effect of producing a better comprehension of the role of monitoring at the levels of the 'state', organisations, their staff members and service users. Not only would the 'disadvantages' of such monitoring come in focus, but the 'advantages' should also. On this latter point, Liebling (2004) has cited research which revealed that prison staff felt KPI's and KPT's have brought added clarity to the management of prisons, having a positive impact upon the 'quality' of life prisoners' experience.

Critiques of KPI's, KPT's, and other similar forms of performance monitoring insist that KPI's and KPT's are more concerned with what is quantifiable. Such inflexibility overlooks areas of service provision and the quality of service delivery, experienced by both staff and recipients. Likewise, this incorporates both positive and negative

experiences (Solomon, 2004; see also Liebling, 2004). As Solomon (2004) states “[i]t is possible that a prison could meet its KPIs and still not be treating prisoners humanely or constructively” (*ibid*: 4: *emphasis in original*). There are also questions around how KPI’s and KPT’s are met by prisons, and how their terms, such as ‘purposeful activity’ are defined ‘on the ground’, and between staff members and prisoners (*ibid*). Interestingly, whereas the National Reducing Re-offending Delivery Plan (NOMS, 2005a) states the target for reducing re-offending is 10% for 2010 that was set in 2004, the targets agreed between the Chief Executive of NOMS and Home Office ministers focuses rather on the numbers of prisoners completing activities, such as drugs programmes, accommodation gained on release, and basic skills ([http://www.hmprisonservice.gov.uk/assets/documents/10000AOBN\\_OMStarget\\_s2005-6.doc](http://www.hmprisonservice.gov.uk/assets/documents/10000AOBN_OMStarget_s2005-6.doc), 2006c; also Liebling, 2004). ‘Resettlement outcomes’ are also detailed within the objectives for reducing ‘re-offending’. This target is depicted by the aim of 38,000 prisoners having a job, training, or education ‘outcome’ on release (*ibid*). This adds to the observation made at the beginning of this review that there are varying ‘official’ visions of ‘resettlement’, with some being more encompassing than others, like this target, which is narrower.

In the Prison Service, ‘partner’ organisations may have their own, intra-organisational targets that have to be met alongside fulfilling those of the Prison Service, be they mutually reaffirming or dissimilar. For Crawford (1999) managerialism “thus produces the seeds and extends the impact of new conflicts. It’s fixation upon a result-orientation undermines and marginalizes the need to address the nature and quality of conflict negotiation and the maintenance of trust relations over time” (*ibid*: 145-6). As ‘partnerships’, potentially, blur demarcations between ‘public’ and ‘private’ spheres monitoring performance in a unitary fashion will not suffice. If diversity and complex relations are invoked through ‘partnership’ work, then, as Crawford (1999) contends, a range of methods for ascertaining accountability and monitoring are required if their regulation is to be anything remotely near to being ‘open’ and ‘democratic’. Efforts are already present in attempting to create an alternative vision of ‘performance’ that shows an awareness of the limitation of quantitative KPI’s and KPT’s. Liebling’s (2004) *‘Prisons and their Moral Performance: A Study of Values, Quality, and Prison Life’* goes some way to amend the (over) reliance on quantitative data by using qualitative interview and focus group data to identify themes of ‘prison life,’ which in-turn provides an alternative guiding criteria as to how prisons perform. The strength of such a perspective is that rather than setting what is to be measured centrally, categories are able to emerge from a range of perspectives from prisoners to governor and manager grade staff members and beyond.

## PART ONE SUMMARY:

'Partnerships' and 'resettlement', taken together or as single entities, have 'histories' that are far more protracted than their contemporary labels. The main thrust of this review has not been to completely undermine the relevance of these terms or the research and policy materials which bears forms of association with this. It is apparent that across recent literature and policy there is some heterogeneity across interpretations of the term 'resettlement'. That noted, having illustrated the early practical forms of work undertaken with prisoners both before and following their release, during the late 1980s onwards when research studies and commentary reported on 'partnership' work in the light of the emergence of managerial reforms, prisoners 'through' and 'after' care remained comparatively untouched – particularly in relation to the construction of a theoretical account. In short, the argument is not that NPM, and its identifiable processes and characteristics failed to have any impact on working practices in these areas.

Through sketching out existing theories that account for 'partnerships' and NPM the objective has been to seek out elements that could be insightful when applied to the case in hand. What 'partnerships' in 'resettlement' do have in common with other areas of service provision is the vagueness of the party political language that refers to these approaches. Acknowledging 'partnerships' have the potential to include a diverse range of organisations, service users, and ideologies, raises the complex issue of how to achieve effective 'co-ordination' of service delivery (see Crawford, 2001). This is something which is relatively missing at 'central' government level. As Crawford (2001) explains, "[l]ittle concern is given to the problematic task of managing such networks, particularly in the light of the reality that conflicts are overlain by very different power relations and access to resources (both human and material). It would appear that there is little consideration as to what partnerships, as a 'Third Way' between the state and the market actually entail" (*ibid*: 61: on this point also: Tomlinson, 2005)

Drawing on existing theories surrounding NPM and 'partnerships', it shows the relationship between the 'state' and organisations is not merely one of the former exerting control over the latter, or vice versa. This study identifies that the implications of NPM for 'partnerships' in the context of prisons are overlooked, and addresses this anomaly by critiquing the conceptualisation of 'partnerships' based on the practices and interactions within and between organisations, and the influence of the macro

politics of organisational change, most prominently displayed in the governments evolving plans for NOMS. Following those like Clarke and Newman (1997) it is forwarded that traits of 'managerialism' are inculcated within a range of organisations, though there may be variations in the extent and forms these take. It would seem also that these organisations are not external or peripheral to the shaping of central policy decisions and frameworks of accountability. A theory of 'partnership' work needs to take account of the variety of relations that the term can facilitate and analyses not just the role of the state and central policy decision making but a wider range of dynamics within and between organisations, staff members, and their service users (see also Tomlinson, 2005). This is particularly the case in times of purported and actual organisational changes, which have been, and may be, incurred through the incarnation of NOMS. Such consideration may open up avenues of inquiry in which 'tension' and 'conflict' can be appraised as possible symptoms of 'effective' working relationships and open dialogues (see Crawford, 1999) whereby 'resolution' and 'understanding' can prosper. The literature that has been drawn on here has diverse settings as their focus. Whilst findings from these can inform this research, a prominent 'gap' exists. There has thus far been insufficient attention given to prisons and their 'partners' within the contexts of NPM, 'governance' and centrally led managerial reforms. Whilst this applies to prisons in general, it resonates specifically to the study of 'resettlement'.

**PART TWO:**  
**RESEARCH STRATEGY, METHODS AND**  
**PARTICIPANTS.**

## **CHAPTER 3.**

### **METHODOLOGY:**

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#### **INTRODUCTION:**

This part of the thesis details methodological decisions involved throughout the research. In doing so it starts by drawing on existing literature to determine a definition and framework of 'action research' for the case in hand, along with an appraisal of commentary surrounding the historical emergence of action research. This then leads on to an account of epistemological issues and how action research, the particular methods of text-response surveying, and moreover focus groups, semi-structured interviews, 'solicited' prisoners' diaries, and participant observation are complementary to both the research strategy and the Hallam Studentship. The epistemological considerations also juxtapose the development of a 'grounded theory' approach within this study, investigating tensions and alliances between this and action research. I go on to present the various manners in which 'researchers' who advocate such approaches both purposefully convey their role(s) and directly and indirectly appropriate perceived roles from those who they interact with. I then describe the participants, and the specific methodologies used. The penultimate part interrogates ethical issues encountered. Included is a debate on Research Ethic Committee approval for research projects involving 'vulnerable' participants. I write with reflexivity throughout the discussion not only to 'ground' the debate within my specific experiences of research practice but to also expose the ways personal values and role(s) influence the research venture and vice versa, while at the same time criticising assumptions that have derived from methodological decision making, and indeed, non-decision making.

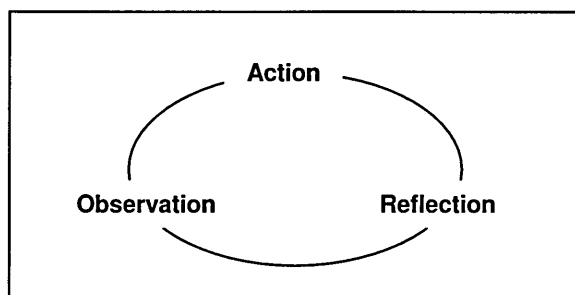
#### **WHAT IS ACTION RESEARCH?**

As McCutcheon and Jung (1990) and Meyer (2000) note, defining action research is a seemingly problematic exercise. A partial explanation for this is the associations it has with other phrases, most notably since the 1940s (Huxham and Vangen, 2003). Here Huxham and Vangen (2003) cite action inquiry, action sciences (also Freidman, 2001) and action learning, a list by no means exclusive. It is possible to add to these at least a further four adaptations, namely collaborative action research (McElroy, 1990), participatory action research (see, for example Dick, 1993; Fals-Borda, 2001; and on focus groups in participatory action research: Fong Chui, 2003), community action research (Senge and Scharmer, 2001), and grounded feminist action research

(Maguire, 2001). Associated with this terminological variation is the acknowledgement that processes involved in such research enterprise may be vast and differ according to the nature of the focus or foci of the research (Huxham and Vangen, 2003). Despite the ambiguities, an appropriate understanding of action research is one comprehending it as a research strategy, rather than a prescribed method, or collective of methods (i.e. Meyer, 2000; also Lewin, 1946; McCutcheon and Jung, 1990). With this in mind, a number of commentators offer some insight into what might be viewed as the guiding principles of such a strategy by stating a definition of action research which views it as “a participatory, democratic process concerned with developing practical knowing in the pursuit of worthwhile purposes, grounded in a participatory worldview which we believe is emerging at this historical moment. It seeks to bring together action and reflection, theory and practice, in participation with others, in the pursuit of practical solutions to issues of pressing concern to people, and more generally the flourishing of individual persons and their communities.” (Reason and Bradbury, 2001: 1; see also Brydon-Miller, Greenwood and Maguire, 2003; Chandler and Torbert, 2003)

When considering the role of theory and practice in action research a degree of uncertainty is present in differentiating it from other approaches. Mathiesen’s (1974) work on penal abolition and reform initially advances that it might be possible to conceive of all research as being action research. This assumption rests on the premise that all research influences the context under focus, and data arising from this focus is indicative of a response to the aforementioned influence(s). Ultimately though he acknowledges a principal characteristic of action research is the importance of “*the feed-back process from practical/political activity, through a systematic gathering of information, back to the practical/political activity*” (*ibid*: 30; emphasis in original). With this and the aforementioned definition in mind, Dick (1993) and others refer to the cyclical nature of action research, highlighting ‘elements’ of observation, action, and reflection (see also, Heron and Reason, 2001; Senge and Scharmer, 2001; Noaks and Wincup, 2004). This is depicted in figure 3.1:

**Figure 3.1: Illustration of an action research cycle (adapted from Dick, 1993)**



The action research cycle described thus far is however quite formal. It is important to recognize factors such as the context to which the research is applied, variations/discoveries in the research as it progresses, and the proposed aims and outcomes of the research may influence the 'structure' of the cycle. In practice an action research study may involve multiple 'informal' cycles that do not have a specific order to, or demarcation of, elements of observation, action, and reflection. In a similar vein to Lewin (1946) along with Huxham and Vangen (2003) the designing of an action research study may also be incorporated into a cyclical process such as that outlined. Such cyclical processes enable appraisal both of 'local' (participants) and 'professional' 'knowledge' (Greenwood and Levin, 1998) through a 'collaborative' or 'cogenerative' approach. According to Greenwood and Levin this is characterised primarily by the coming together of 'trained professional researchers' and 'knowledgeable local stakeholders' in defining areas of concern and evaluating interventions addressing these. Although at this juncture it is worth noting that in some circumstances the 'researcher' may have been a stakeholder some time before the incarnation of the research (see McElroy, 1990). On both the points raised regarding research design and 'co-generative inquiry', the formulation of the Hallam Studentship emanated from preceding 'stakeholder' consultation on the region's resettlement strategy, *'Pathways to Resettlement: Regional Framework for Yorkshire & the Humber 2003-2006'* (Senior, 2003). The research proposal existed before 'my self', 'the student', came to be a 'stakeholder' in the research, in the contractual sense at least. Indeed, as shown in the later section on the role(s) of the researcher, the state of being a 'stakeholder' may be fluid, varying across relationships in context, with staff members, and the existence of compatible, reciprocal interests, and, indeed, personalities.

Research 'cycles' and their elements, 'formal' or 'informal', are, theoretically, conceived of as being constant. As an analytical 'tool' different participants may 'join' the research at different stages or elements of a cycle. From this further cycles of investigation emanate, therefore the conceptualization of a single 'complete' cycle is inappropriate, particularly when practical factors of this study are considered. These aspects include negotiating physical access to prison sites, staff members, and prisoners, along with participants' willingness to disclose information/data and how these have served to both brake and fragment 'formally' defined research cycles. This can be in the senses of slowing progress of the research, and disintegration of a cycle, or certain elements of it. Other issues that can have a hindering effect include differential priorities and interests in the research area, which applies to prisoners, staff members, and my self. Also influential is how the role of the 'researcher', was viewed and promoted, or not, between staff members and prisoners and whether or not the

research was viewed as being relevant to those approached for participation. These are matters noted throughout the fieldwork occurring variously between staff, and at times, sites.

Some of these instances arose during the first year of the project where a formal research contribution was agreed it was an update of the annex for an internal resettlement strategy document. It involved collection of data from all prisons in the region detailing traits such as staff names in managerial and/or governor grade positions, population figures and intake area characteristics, 'in-house' employment levels, offending behaviour programmes (OBP), service providers in prisons for Employment, Training, and Education (ETE), along with education course coverage and 'other inputs' into the prison, namely voluntary sector and community organisations (HM Prison Service: Yorkshire and Humberside, 2001). When attempting to collect data from some of the prisons involved, either by email returns or occasional visits, the structured questionnaire was often redirected to staff due to movements in and out of posts, or the questionnaire being directed from staff such as Heads of Resettlement to staff in departments relating to specific aspects of the questionnaire, such as physical education. This, matched with some returns being slower than others, made the collection of data a more prolonged exercise than first envisaged. However, perhaps equally, if not more pertinent, was my preoccupation with return of data *per se*, and my inadequacy to identify, in a timely fashion, that hurdles of data collection were integral to the action research contribution for the Prison Service Area Office. By not being aptly reflective during the research contribution, there was a failure in not recognising that aforementioned problems were in actuality linked to an area of organisational concern, namely management and communication of data, as highlighted by others (see specifically Senior, 2004b; but also, Modernising Government Secretariat, 1999; HM Treasury, 2002; Raynor and Maguire, 2006). Therefore, further to issues listed that effect action research are the (in)experience and (in)abilities of the 'researcher' and how they link to perceptions of their role(s). These will be interrogated in more detail following an exploration of some historical aspects of action research.

#### **HISTORICAL ASPECTS OF ACTION RESEARCH:**

Similar to definition, a degree of ambiguity arises when attempting to identify the origins of action research. As Reason and Bradbury (2001) show, the avenues through which the principles of action research can be traced are multiple. For instance, some comment they lay in the nineteenth century Science in Education movement (Swearer Centre for Public Service, 2000), others, such as Pasmore (2001) refer to two figures

working independently of each other, namely John Collier and Kurt Lewin, in locating action research's terminological emergence, though the latter of the two has arguably received the most attention (Lewin, 1946; Reason and Bradbury, 2001). Lewin's (1946) formulation of action research consists of several different 'stages'. In brief, the initial stage is planning, subsequent to which is the execution of the plan. Next is a 'fact-finding' element, which possesses four key traits, these being:

1. evaluation of the action(s) undertaken;
2. the enabling of opportunities for learning to take place,
3. forward planning of the next step; and lastly
4. providing of foundations from which modification of the overall project can take place

This is followed by another stage that is a "circle of planning, executing, and reconnaissance or fact-finding for the purpose of evaluating the results of the second step for preparing the rational basis for planning the third step, and for perhaps modifying again the overall plan" (*ibid*: 206), which underpins the depiction of action research given earlier in this section. Taken together with his field theory (see Pasmore, 2001) that forwarded an explanation of behaviour that took into account the role of environmental factors as well as individual personality, Lewin's action research rivalled dominant Freudian psychoanalysis. By the 1970s, apart from the earlier influences of social psychology, phenomenology, and Marxism, action research had become more receptive to a wider range of perspectives (Fals-Borda, 2001). Some examples include critical theories (*ibid*), social constructionism (*ibid*; Lincoln, 2001) and feminist accounts drawing on Foucault and Derrida (Lennie, Hatcher, and Morgan, 2003; also on feminism(s) and action research: Maguire, 2001).

Therefore, action research, in its various incarnations, contains contradictions and challenges in the pursuit of a better framework for gaining 'verstehen' from data (on this debate see Reason and Bradbury, 2001); arguably a similarity exists here with positivism. There has been much debate on the nature of positivistic theory following Popper's (1934) assertion that its 'development' takes place in an evolutionary manner through a process of hypothetico-deductivism and falsification, Khun (1962) and others such as Lakatos (1970) and Feyerabend (1975) sought to highlight both the contradictory and revolutionary influences upon a given 'paradigm' (Khun, 1962). Although, it might be said that for Khun (1962) this entails a distinct supplanting of one 'positivist' paradigm by another, whereas action research perspectives co-exist and do

not take primacy over each other. Accordingly, contradictions can be found between variations but this is not in the sense of a definitive 'shift'.

Despite not having a uni-linear development, it is nonetheless worthwhile to follow other advocates of action research in attempting to identify common factors for its emergence. Lincoln (2001), following Greenwood and Levin (1998), refers to the perceived need for a critique of existing social science including those who explicitly reject positivist approaches, but do so whilst retaining their central tenets. On the other hand is the critique of certain 'poststructuralist' accounts, specifically their decline into the nihilism of cultural relativism through making the paradoxical conclusion that due to the perceivably individualistic nature of 'knowledge' it is not possible to sustain meta-theories (*ibid*). Relating to this point, Greenwood and Levin (1998), in their chapter "*Reconstructing the Relationships between Universities and Society through Action Research*", emphasise the inadequacies of 'academic social science' by referring to the history of the university. They show universities have thirteenth century monastic origins, emerging from the Church, predominantly concerned with the "advanced training" (*ibid*: 134) of the clergy and argue state involvement expanded this pedagogical function to institutions operating in areas such as medical, legal and engineering professions associated with it. Furthermore, they posit that present universities are based on a model articulated by Wilhelm von Humboldt, which sought to integrate the practice of teaching with research activity in a faculty structure. As a result, "Humboldt's university curriculum included history, philosophy, classical languages, and political economy, crossing boundaries that were generally not bridgeable in the earlier universities [and] freedom of thought and inquiry were the central imperatives in university life" (*ibid*: 134). It is through (pseudo) autonomous systems of peer review that academic research activity has become self referential in nature and detached from the social contexts which it purportedly sought to impact upon.

Furthermore, Greenwood and Levin (1998) contend as of late universities have experienced a growth in bureaucratic and administrative procedures which has distanced research activity from 'clients' and their issues. On these points it is argued 'social science' has been, and remains, unsuccessful in the addressing and alleviating of 'social problems' such as racism, poverty, educational issues, environmental issues (i.e. Lincoln, 2001), heterosexism, and homophobia, an argument which was succinctly forwarded by Kurt Lewin in his 1946 article "*Action Research and Minority Problems*" when he declared "[r]esearch that produces nothing but books will not suffice" (*ibid*: 202-3). Contrary to the summary of Greenwood and Levin's (1998) commentary on the

development of the contemporary university, is the role of universities which were formerly polytechnics. Such institutions, Sheffield Hallam University being one, have backgrounds in vocational training and 'applied' research that are central tenets of their present day organisational ethos.

The 'self-referential' nature of social science has been highlighted, but in contrast sources of funding still have a role in shaping such research activity, whether this stems from government, private and VC sectors, or other sources (Greenwood and Levin, 1998). This connects to Lincoln's (2001) identification of a further justification for the emergence of action research. Even when social research has impacted on areas, such as the problems mentioned previously, the processes by which this has been achieved have not enabled inclusive participation by all 'stakeholders' (*ibid*). However, the origins of this research project can be seen as emanating from a policy background concerned primarily with resettlement practice. It is 'real world' research in the sense that the proposal and its aims were created through consultation between the Area Manager of HM Prison Service, Yorkshire and Humberside and the consultant for the regional resettlement strategy (see Senior, 2003).

Though action research presupposes an 'inclusive' and 'democratic' approach, Gaventa and Cornwall (2001) warn the "illusion of inclusion means not only that what emerges is treated as if it represents what 'the people' really want, but also that it gains a moral authority that becomes hard to challenge or question" (*ibid*: 75). Lincoln and Denzin (2003) propose action research, alongside cultural, feminist, clinical and, constructionist studies and queer and race theory are united by the belief that if research is to support the 'emancipation' of 'oppressed' groups then it must do so by turning, primarily, to accounts given by members of these groups. Yet this does not credit the various applications of action and 'participatory' forms of research. As has been observed, 'participatory' forms of research, and the discourses associated with them, have popularity that is now exceeding the parameters of 'minority' groups (Gaventa and Cornwall, 2001; for an example see, PA Consultancy Group/Mori, 2005). Gaventa and Cornwall (2001) go further claiming that throughout the 1990's onwards action research has gone beyond 'the local', expanding to regional, national and global levels. Continuing this theme, those drawing on Foucauldian conceptualisations of discourse (see Foucault, 1977; Gordon, 1980; Hall, 1997) have demonstrated the problematic nature of 'empowerment discourses' (Lennie *et al*, 2003). Where discourse supports the 'empowerment' of certain groups, or individuals, it may do so at the expense of omitting others, reaffirming 'power' relationships. Likewise this can be applied also to 'emancipation' and associated phrases such as 'liberation'. The

emergence of action research has also taken place alongside a growing recognition of the limitations of existing methodological and ideological perspectives.

### **THE ORIGINS AND LIMITATIONS OF KNOWLEDGE: EPISTEMOLOGICAL CONSIDERATIONS OF ACTION RESEARCH**

“The last three decades witnessed a deliberate transition in the way many intellectuals have seen the relation between theory and practice. The well-known academic insistence on value-neutrality and aloofness in investigation, the incidence of problems in real life, plus the overwhelming recurrence of structural crises almost everywhere, made it compulsory to move on and take a more definite personal stand regarding the evolution of societies [...w]e started to appreciate that science is socially constructed, therefore that it is subject to reinterpretation, revision and enrichment” (Fals-Borda, 2001: 27-28)

Apart from providing a partial summary for some of the observations that have been made so far, the above quote also acts as a signpost to deeper epistemological considerations. Before attempting to address these it is perhaps of value to recognise, albeit in a cursory fashion, the problematic nature of ‘knowledge’. For Senge and Scharmer (2001), ‘knowledge’ is not a ‘thing’, or ‘things’, and in this respect it is distinct from data, information, and the way in which they are managed. In an effort to appraise existing forms of knowledge and create new ones, action research can be seen to challenge the principles of a number of positivistic ideologies. It is important to note that like some social constructionist perspectives this is not equivalent to a complete dismissal of positivism(s) and associated methodologies (Lincoln, 2001). The principles of ‘value-neutrality’ and ‘aloofness’ given in the quote by Fals-Borda (2001) can be seen to contrast the ‘participatory’ and ‘democratic’ impulse of some action research projects. On these latter issues Huxham and Vangen (2003) assert that they do not always apply to the initial design stage of the research.

It may well be valid to state that action research embraces ‘subjectivity’, and points to the socially constructed nature of (social) science but between its benefactors there seems to be disparity in the extent to which positivist concepts are either accepted, reconfigured, or rebutted. For Brydon-Miller *et al* (2003) action research opposes the concepts they associate with positivistic views of knowledge. ‘Objectivity’ and ‘value-freedom’ are rejected because they are perceived to be politically and socially disengaged. On the latter point of ‘value-freedom’ this is arguably an accurate assertion, however, for others this is not the case for the former. Utilizing a

phenomenology, Ladkin (2005) postulates “[o]bjectivity is understood as a way of knowing which is not specifically located, and in this way can see the entirety of any situation” (*ibid*: 110). Objectivity and subjectivity are two sides of the same coin in the sense that to appreciate our subjective experience we must attempt to analyse it from a distance, or objectively. Similarly practising both personal and epistemological reflexivity, the former a critique of the role personal values play in shaping research and vice versa, the latter a critique of the assumptions arising from the research methodology, should not serve as a licence for self indulgence (*ibid*; Willig, 2001; also Liebling, 1999; Noaks and Wincup, 2004). Park (2001) also sees value in the characteristics associated with the ‘classical natural sciences’ and calls for participatory forms of research to emulate these. His use of ‘objectivity’ “is simply a convenient, short-hand way of referring to a kind of knowledge that produces technically useful results by following certain methodological procedures” (*ibid*: 82).

Again this shows the diversity of action research, and how, like Denzin’s notion of ‘data triangulation’ (see Jupp, 1989; also Denzin, 2003), it values various forms of data in the investigation of multi-faceted phenomena. Thus, it can be seen to transcend ideological and methodological parameters, even if these are exaggerated or to some extent illusory. As Eikeland (2001) concurs, the development of action research, in its varying forms, is not diametrically opposed and detached from ‘traditional Western thought’. Eikeland draws on the hidden curriculum debate regarding schooling. He asserts there is a tension to be found in schooling between the ‘hidden curriculum’ and the ‘open curriculum’. The ‘hidden curriculum’ refers to how things are structured and practised. The ‘open curriculum’ refers to the promulgation of practice in the classroom setting, also represented in official curriculum policy. While, it might be disputed that there may be convergence between these forms of curriculum, Eikeland contends there is a definitive tension to be found between the two which can be applied to ‘traditional’ Western modes of thought. Drawing on the ancient philosophy of Plato, Socrates and Aristotle, concepts such as ‘theory’, ‘experience’, ‘reason’ and ‘method’ (for more see Eikeland, 2001), were situated in contexts where “*practical* concepts of knowledge were taken as self-evident, but also underemphasized, starting points for thinking” (*ibid*: 145: *emphasis in original*). These underemphasized starting points, and their practical nature, exist in western social science, sub-consciously and intentionally unexposed by its followers.

The above discussion has demonstrated various adaptations, and adoptions, of concepts (perceivably) central to ‘traditional social sciences’, notably positivistic perspectives, by action researchers and associated approaches. It has hopefully

highlighted that between these accounts there are points of departure. Nevertheless there are commonalities in approaches which are distinct from positivistic inquiries. Whereas both Park (2001) and Ladkin (2005) see value in the concept of 'objectivity', 'subjectivity' is also retained as one cannot be experienced without the other. Similar to a number of social constructionist accounts, action research seeks to achieve 'verstehen' or understanding and action by facilitating subjectivity (Lincoln, 2001) and rejects the natural sciences' bifurcation of 'researcher' and 'researched' (Fals-Borda, 2001).

Social constructionism(s) and action research emphasize the manner in which reality or realities are constructed between 'stakeholders', and the positioning of the 'researcher' within this process. Though as Lincoln (2001) notes, action research has as its primary aim the motivation of people towards the reconstruction of a reality, whereas identifying and awareness-raising of socially constructed 'realities' is foremost for social constructionists. Further, action research avoids declines into nihilism found in postmodernist cultural relativism, as understanding of humans is promoted by addressing issues of common concern through action, rather than individualistic 'truths'. It critiques such accounts as they overemphasise the role of text, narrative and discourse and pay insufficient attention to 'social change'. 'Meanings' are checked through engaging participants in the iterative nature of action research as shown in the work of Lewin (1946) and Dick (1993). For Dick (1993) "[a]ction research values responsiveness over replicability, because otherwise it is very difficult to achieve action as part of the research" (*ibid*<sup>16</sup>). Thus, Greenwood and Levin (1998) suggest reliability is seen not in terms of the replication of procedures and results, but rather the extent to which 'stakeholders' are prepared to draw on the research to influence their practice.

Nonetheless, a further difficulty with action research is in generalising from findings, particularly so when making claims about 'external validity' (see Dick, 1993), which is defined as the capability to generalise beyond the setting of the research (Cook and Campbell, 1979; Jupp, 1989). Existing within external validity are 'population' and 'ecological' validity. The former refers to the ability to generalise findings across different populations, the latter to different contexts (Jupp, 1989). However, following Yin (2003) 'analytic generalisations' can be made from action research when findings of a study are compared against pre-existing theory.

Other categories of validity connected with positivism(s) seem not to be compatible with action research. These include face validity, in which the investigation appears to

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<sup>16</sup> Internet source

test what it purports to, construct validity, involving establishing that the enquiry measures what it intends to and not some other variable. In addition, content validity, concerns the representativeness of tests in relation to the subject area, concurrent validity, the ability to validate a test against an existing measure or measures, and predictive validity, which concerns the capability of a test to “predict or forecast later performance on some other criterion” (Cardwell, 1996: 241; also on validity, Yin, 2003). The predominant reason for the incompatibility of action research with these conceptualisations of validity is due to its ‘participatory’, ‘democratic’, ‘responsive’ and ‘evolutionary’ nature in particular environments (see, Reason and Bradbury, 2001). As was mentioned earlier, the proposal for the Hallam Studentship was drawn up in a pre-existing consultative environment, but still enabled scope for the research venture to change according to personal input, frames of reference, and changes effecting national and regional policy.

Lather (1993) observes that in the light of various modes of qualitative inquiry there have been numerous attempts to resolve the ‘problem of validity’, but these have been partial, an assertion Lather applies to her own earlier concept, ‘catalytic validity’ (*ibid*; Kincheloe and McLaren, 2003). However, ‘catalytic validity’ is particularly relevant to action research as this relates to the extent that research programmes motivate participants “to understand the world and the way it is shaped in order for them to transform it” (*ibid*: 462). Consequently it is more effective than other strategies as its ‘democratic impulse’ engages ‘participants’ in judgements of validity (see, for instance, Brydon-Miller *et al*, 2003). As was shown earlier, the extent to which all ‘participants’ can be included in these judgements is questionable.

Feedback may be difficult to obtain from certain people like prisoners and staff members, due to issues of access, such as gaining and maintaining physical access, and ‘participants’ themselves acting as ‘informal gatekeepers’ in their (non) disclosure of information (Jupp, 1989; King, 2000; Noaks and Wincup, 2004). Between groups and individuals ‘power’, ‘authority’ and ‘status’ may also militate against ‘full’ inclusiveness, most prominently but not exclusively, in the case of prisoners. Although insights exist into researchers’ experiences of their vocation in prison settings (i.e. Liebling, 1999), there are very few accounts of those of the participants, specifically prisoners (Bosworth, Campbell, Demby, Ferranti and Santos, 2005; also O’Keeffe, 2003). Even where there are attempts to capture and report the ‘voices’ of prisoners through correspondence such as letters, academic guidelines constrain the reporting and *re-presenting* of this information in journals and elsewhere (*ibid*). As a result data perhaps more accurately reflects limited expressions of experience, rather than the

nature of experiencing itself (Blain, 1998; Silverman, 2001; Denzin, 2003). Even within an iterative process it is not possible to ascertain how these expressions are 'inwardly digested' (Liebling, 2001) at an individual level.

### **DATA ANALYSIS:**

"What most differentiates grounded theory from much other research is that it is explicitly emergent. It does not test a hypothesis. It sets out to find what theory accounts for the research situation as it is. In this respect it is like action research: the aim is to understand the research situation. The aim as Glaser in particular states it, is to discover the theory implicit in the data" (Dick, 2005: internet source)

Earlier I sought to make a preliminary, albeit tentative, attempt to 'flag-up' the divergence between accounts of those who proclaim themselves as advocating and constructing 'grounded theory'. Whilst, similarly, the method of data analysis in this research claims to be 'grounded theory', this in itself is a term, and approach, requiring greater exploration. As others have commented (Willig, 2001), 'grounded theory' is most commonly associated with Barney G. Glaser and Anslem Strauss. Its origins emanate from the publication of their book *'The Discovery of Grounded Theory: strategies for qualitative research'* (Glaser and Strauss, 1967). Yet some years after the two authors were in conflict as to what constituted 'grounded theory'. The debate is shown most clearly between the *'Basics of Qualitative Research: Techniques and Procedures for Developing Grounded Theory'* (Strauss and Corbin, 1998)<sup>17</sup> and Glaser's (1992) rejoinder to its first edition, *'Basics of Grounded Theory: Emergence vs Forcing'*. In the latter of these Glaser (1992) argues Strauss and Corbin (1998) decline into assumptions and 'rules' which are most akin to research practices that pursue verification and hypotheses testing, rather than the emergent and generative principles that are at the heart of his grounded theory. He contends Strauss and Corbin's approach preconceives how data collection and analysis should be undertaken and paradoxically, how relationships should emerge. Hence, for instance, in relation to the coding of data Strauss and Corbin (1998) state a concept as "a labelled thing is something that can be located, placed in a class of similar objects or *classified*. Anything under a given classification has one or more "recognizable" (actually defined) properties (characteristics) such as size, shape, colour, mass [...]" (*ibid*: 103: *emphasis in original*).

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<sup>17</sup> Date given for the second edition

Not denying that as an 'analyst' undertakes coding similarities may emerge across a range of respondents' accounts, the above quote seemingly places emphasis on the researcher to 'locate' these, rather than allowing for their emergence – a perspective perhaps more in synch with Glaser (1992). It is questionable the degree to which the above view accommodates for a variation in properties within a given classification, and/or category. Further, for Glaser (1992) the research statement and purpose should not define a problem to be studied, it should enable and facilitate the possibilities for research problems to emerge. Before citing elements of grounded theory that are seen as more or less present across perspectives, one of the most notable contested aspects of the theory as detailed by Strauss and Corbin (1998) is introduced, namely axial coding. Axial coding is, in some senses, a (purported) response to, or a 'progression' from, open coding. If open coding is considered as a being denoted by the labelling of categories and properties as they arise from the data, axial coding comprises a part of the analysis during which these categories, sub-categories and properties are interlinked or related to (re-) unify the data to form explanatory, theoretical accounts. Strauss and Corbin (1998) identify four prominent procedures in this process, they are:

1. "Laying out the properties of a category and their dimensions" (*ibid*: 126) – something which they suggest happens while open coding;
2. The second task is "[i]dentifying the variety of conditions, actions/interactions, and consequences associated with a phenomenon" (*ibid*: 126)
3. "Relating a category to its subcategories through statements denoting how they are related to each other" (*ibid*: 126); and
4. The fourth element involves the analyst actively scrutinising the data for traits that thread the categories together.

Although the authors recognise that these elements are not strictly ordered, Glaser (1992) claims axial coding is unnecessary and counterproductive to grounded theory. "The grounded theorist simply codes for categories and properties and lets whatever theoretical codes emerge where they may. To use this model out of hand will merely give the appearance of making the analyst think systematically about the data and relate them in complex ways" (*ibid*: 63). Glaser's (1992) critique essentially argues Strauss and Corbin's (1992) approach initially follows faith in emergence, which he considers the true impulse of grounded theory, but this is then sacrificed more and more as the researchers favour "asking preconceived, substantive questions" (*ibid*: 4). As a result one of the key strengths of grounded theory is lost, that is the ability to

capture 'realities' as expressed in the data. The research venture is therefore eschewed toward the values, preconditions, and prejudices imported on it by the researcher and/or analyst, such as looking for 'change' or 'processes' in the data (see Willig, 2001). Consequently, any theorising that occurs becomes ever more 'distanced' from the concerns and expressed experiences of those who participated in the research and since the researcher forces the data, the sample is also forced. This is one reason why Glaser (1992) saw it fitting to rename Strauss and Corbin's perspective as "full conceptual description" (Glaser, 1992: 124).

This debate presents something of a quandary for sketching out some generic principles of a grounded theory. Fortunately, Willig (2001) has recognised the debate, and deciphers traits of grounded theory that are found across accounts. These are summarised as:

- **Categories:** categories are labels for phenomena that emerge from data. The scope of these can vary from 'literal' in vivo codes as they appear in the data, such as terms used by respondents cited in transcripts. In this sense they can represent substantive phenomena, describing (*ibid*) particular things. As analysis is continued the potential for categories to move beyond description is enhanced. According to Glaser and Strauss (1967), and Willig (2001), the category should fulfil two criteria. First is the ability to become *analytic*, have an interpretive rather than purely descriptive 'power' at the same time as balancing this with the second aspect termed *sensitizing* (Glaser and Strauss, 1967). This is the ability to maintain a "meaningful" (*ibid*) picture of the individual's experience.
- **Coding:** In simple terms, Willig (2001: 34) refers to this as the "process by which categories are identified". However, as both Willig notes and I have sought to illustrate in the discussion of axial coding, the decision of how coding is undertaken and an analyst's awareness of links between categories is facilitated differs depending which perspective of grounded theory is advocated;
- **Constant Comparative Analysis:** In coding for emerging categories the variation within a category is discovered (or not) through the comparison of its properties;
- **Negative Case Analysis:** Acknowledging phenomena that do not currently 'fit' the developing theory or its categories. To paraphrase Glaser (1992), the theory is not static, but due to its emergent nature may be subject to constant review and adaptation(s);

- **Theoretical sensitivity:** The ability of the researcher to engage with the data, formulating theory as it emerges from the data (i.e. Glaser and Strauss, 1967). Adding to this, Willig (2001) refers to the abilities of the researcher to ask questions about the data, but not to pre-emptively infer relationships independently of the data (see Glaser, 1992). In short, “[t]heoretical sensitivity refers to the researcher’s knowledge, understanding, and skill, which foster his [or her] generation of categories and properties and increase his ability to relate them to hypotheses, according to emergent theoretical codes<sup>18</sup>” (*ibid*: 27);
- **Theoretical sampling;**
- **Theoretical saturation:** The (idealistic) goal of sampling and interviewing until no new findings emerge from the data; and
- **Memo-writing.**

Willig (2001) stipulates the extent these foundations of grounded theory are actualised in research practice is somewhat dependant upon whether one is following a *full* or *abbreviated* version of grounded theory. The former of the two is characterised by preliminary data collection which undergoes some open coding into categories during which possible relationships are suggested and observed. In essence this enables ongoing focussing of the data in subsequent collection and analysis. Willig (2001) goes on to discuss the *abbreviated* version, but adds it should never be the first choice of researchers; the *full* version should take precedence. However resource and time constraints are factors that reportedly mitigate the ability of researchers to pursue this version. Unlike *full* grounded theory, the *abbreviated* works with a final set of data only. Here the analysis is somewhat retrospective, utilising data collected and subjecting it to coding and constant comparative analysis for emergent categories and theory (*ibid*).

In prior paragraphs some of the contrasting debates around grounded theory have been sketched out alongside the highlighting of some of its key characteristics. Taking this on board there will from this point be a consideration of the possible benefits and limitations of trying to incorporate grounded theory data analysis into an action research project.

Bob Dick (2005), drawing primarily on Glaser’s (1992) model, has juxtaposed grounded theory with an action research framework. Seeing both grounded theory and action

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<sup>18</sup> For Glaser (1992: 27) “[t]heoretical codes are the conceptual models of relationship that are discovered to relate substantive codes to each theoretically”. Furthermore, “[s]ubstantive codes are the conceptual meanings given by generating categories and their properties, which conceptually sum up the patterns found in the substantive incidents in the field” (*ibid*: 27).

research as founded on principles of emergence and discovery, the two are endorsed as being logically and mutually compatible. This is illustrated when Dick (2005) concurs that “[a]s with grounded theory the explanations emerge gradually from the data as the study proceeds. All interviews begin open-ended. In the later interviews there are more probe questions. And more of those probes are specific. The theory emerges from the data, from the informants. In the early stages it consists primarily of themes. These become more elaborated as the study develops” (*ibid*). In the context of this study the synthesis of approaches Dick (2005) expounds is, in practice, a more problematic balancing act. It is *precisely* because action research and grounded theory have similarities that problems may arise. For instance, during this research there was indecision as to what method of data analysis would be the most comprehensible to audiences, participants, and the Prison Service Area Office, with data collection nonetheless being undertaken. Even though informal observation of emergent categories and probable relationships took place, this was not realised as ‘doing grounded theory’ until literature on this subject was accessed. Likewise memo-writing/journal entries were recorded, but not explicitly attributed to specific theoretical or methodological underpinnings to data analysis. So the project may not formally be conceptualised as adhering to the *full* version of grounded theory, but like wise also does not fall into the *abbreviated* definition. It is also of importance to affirm, like its exponents, be they, for example, Glaser and Strauss (1967), Strauss and Corbin (1998), or Glaser (1992), that undertaking grounded theory does not equate with elementary strands they portray (even though Glaser’s (1992) critique of Strauss and Corbin implies that their model does to some extent).

This said there are some areas in which action research has compatibility with grounded theory. According to Dick (2005) “Glaser suggests two main criteria for judging the adequacy of the emerging theory: that it fits the situation; and that it helps the people in the situation to make sense of their experience and to manage the situation better” (*ibid*). Despite disagreements that exist between Glaser (1992) and Strauss and Corbin (1998) these texts, along with Glaser and Strauss (1967) have the latter as an intention at least. For example, Strauss and Corbin claim that grounded theories “because they are drawn from data, are likely to offer insight, enhance understanding and provide a meaningful guide to action” (*ibid*: 12). Even though in previous paragraphs a caveat to such assumptions was illuminated, it is possible to make such distinctions about the principles of action research and grounded theory. Dick (2005) goes on to add that he has often used arguments akin to Glaser’s criteria as a justification for action research. It is fair also to assert that the cyclical processes which characterise action research are not alien to grounded theorists, particularly

Glaser (1992). Emergence of categories and their relationships throughout data collection and focussing on specific issues and transpiring problems too can take place in action research, as was pointed out earlier in data collection for the update of an Area Office internal strategy document (HM Prison Service: Yorkshire and Humberside, 2004).

If grounded theories and action research are emergent, and as in this project there is a reliance on primary qualitative data, then the place of literature is comparable (Dick, 2005). Literature does not form the basis for theory generation nor take precedence over the data, most notably if one adheres to Glaser's (1992) principles. For Glaser, literature should not lead to the forcing of data, since "it is hard enough to generate one's own concepts, without the added burden of contending with the "rich" derailments provided by the related literature in the form of conscious or unrecognized assumptions of what ought to be found in the data" (*ibid*: 31). There are also requirements upon PhD researchers to demonstrate an awareness and understanding of 'relevant' literature relating to the area under study. However, as Glaser (1992) further observes, grounded theorist's use of data should direct their reading to subject matters.

Action research projects offer flexibility in accounting for the interpretation of data at the same time as paying credence to participants' accounts. For this reason, in the context of qualitative inquiry participants' accounts offer a valid source of data collection and theory building even if these are mediated by 'socio-historic', 'socio-economic', institutional, 'status', 'political', 'gendered', 'cultural' factors and other variables. Appraising the socially constructed nature of participants' expressions does not undermine the comprehensibility of these, as presented theory for audiences. Where diverse groups contribute, such as prisoners and managerial/governor grade staff, the range of accounts represented through theoretical sampling reinforces the abilities of emerging theory to account for these possible variations. As Glaser (1992) proposes "[t]he theory itself should not be written in stone or as a "pet", it should be readily modifiable when new data present variations in emergent properties and categories. The theory is neither verified nor thrown out, it is modified to accommodate by integration the new concepts" (*ibid*: 15). Attention to rigour characterises action research and grounded theory. If findings are to be presented back to various groups of participants there is an onus on the 'researcher' to consider the means most appropriate in enabling them to understand the theory. But to repeat, the degree to which various groups are involved in an action research cycle and for what duration can differ.

Glaser and Strauss (1967) make a distinction between substantive and formal grounded theory. They claim the first of these deals primarily with empirical areas of sociological inquiry. In data collection and analysis emphasis is on the specific milieu and area(s) being observed rather than is the case with the second, where importance is placed on the contribution of these particular settings for the development of conceptual areas of sociological inquiry. Though these are presented as specific entities they nonetheless pose issues for the theorising of 'partnerships'. Returning back to the literature review, it has been shown 'partnership', as a term, carries connotations of how people perhaps should work and interact in practical settings. Yet it has received a great deal of attention as a 'concept', ranging from 'benevolent' explanations that un-problematically affirm 'partnerships' as a 'good' thing to 'conspiratorial' theories that adopt and adapt Foucauldian insights to interpret 'partnerships' as an extension of state 'discipline'. Theorising on 'partnerships', then, is seemingly difficult to locate as 'substantive' or 'formal'. Perhaps consolation can be found in the writings of Glaser and Strauss (1967). They state "[G]rounded formal theory is more trustworthy for consultations because both laymen and sociologists can readily see how its predictions and explanations fit the realities of the situation. This is strategically important. While in research, predicting and explaining have few real risks (the researcher merely modifies the theory according to his findings), a layman does not trust a prediction of what will happen in his situation unless he readily sees how it applies. Similarly, he will not accept a theoretical explanation unless he can readily see how it explains his situation, and gives him a sound basis for corrections and future predictions. Grounded formal theory, like substantive theory, earns the trust of laymen and sociologists alike. Both consultant and consultee must have this trust in order to work together" (*ibid*: 98)

'Grounded theories', akin to 'action research', have capabilities for the feedback to participants who figure in substantive areas of inquiry. This relates to the 'cyclical' nature of action research where the concept of theoretical saturation in grounded theory can also be incorporated. Although theoretical saturation is rarely achieved in practice, in the context of action research it offers a potential guide for researchers who are conscious of the cyclical processes they are engaged in during their research. Action research and grounded theory may follow similar lines of methodological inquiry (Dick, 2005). In a qualitative research project using interviews this involves moving from open, unstructured or semi-structured agendas to more focussed, but nevertheless open-ended, questioning that becomes more concerned with emerging areas of interest. As data relating to these areas of interest becomes increasingly exhausted through subjecting aspects of the inquiry to observation, action, and

reflection talked of earlier, the attention of the 'researcher' can be placed elsewhere. This is similar to the (idealistic) decision to cease data collection as a result of theoretical saturation. Of course, as others have shown, the decision to cease data collection, and the achievement of at least some theoretical saturation is influenced by time and resource issues (for example, Glaser and Strauss, 1967; Willig, 2001). In addition is the willingness of people targeted during theoretical sampling to participate.

It is important to note grounded theory need not have a definitive, impenetrable structure. Offering some additional words, Glaser and Strauss (1967) comment that "[g]rounded theory, it should be mentioned, may take different forms. And although we consider the *process* of generating theory as related to its subsequent use and effectiveness, the *form* in which theory is presented can be independent of this process by which it was generated. Grounded theory can be presented either as a well-codified set of propositions or in a running theoretical discussion, using conceptual categories as their properties" (*ibid*: 31). Willig's (2001) 'mapping' of the central traits of 'grounded theories', illuminates debates around axial coding, and grounded theory in general.

On the issue of axial coding, although this research aligns more closely to Glaser's (1992) belief in the emergence of theory from the data obtained; this is done so within limitations. Whereas Glaser (1992) conceives of this debate as emergence vs. forcing, it is contended, by drawing on the experience of undertaking 'action research' particularly as a 'novice' or comparatively inexperienced 'researcher', that these are seemingly 'absolute' values that offer no 'middle ground'. Contrary, and perceivably paradoxically to Glaser's (1992) argument, it is contended where action research initially defines formal goals, such as research contributions to co-sponsors, the emergence of findings can nonetheless take place. As 'formal' research cycles are defined in 'action research', its iterative, and in some instances, informal nature can contribute to discovery so long as the research areas and cycles are not the subject of constraining definition (see *ibid*). Hence, conceptually, emergence and forcing are akin to substantive theory and formal theory and 'full' and 'abbreviated' versions of grounded theory. They should be appreciated as a spectrum along which a 'researcher' and project are located, as opposed to predetermined, fixed standpoints. The role of literature, as I have also discussed, mirrors these responsive and dynamic characteristics.

The model of grounded theory used in analysis can be seen as developing alongside the formally defined cycles of the research sketched out earlier on in the chapter. Although somewhat retrospective, the informal observations of the first research

contribution, which was a mapping exercise of resettlement activity in the regions prisons, supported the emergence of findings in the cursory analysis of a number of interview transcripts, which, in-turn, enlightened an understanding of the former. These were then presented to the groups of participants and interested parties, such as the VCS co-ordinators in the region's prisons and the governing governors of the public sector prisons and fed into the repeat interviews with HOLS and resettlement/offender management leads at the individual prisons.

Although, a caveat of action research and grounded theory is their similarities can lead to disjuncture between the two perspectives, both, nonetheless, are able to compliment each other. The iterative and emergent nature of grounded theory and the focussing of data collection through theoretical sampling in the *full* version that follows Glaser (1992), and for that matter the concept of constant comparative analysis in the *abbreviated* version, is similar, and has the potential to support, discovery and feedback of findings from data to participants and organisations/'communities' to which they belong. Doing so, they allow researchers not only to focus their attention on incidents, participants, or phenomena. Implications of the research for the area(s) being studied and the 'situatedness' of their 'roles' within these 'practical' and 'epistemological' settings can be examined.

#### **THE ROLE(S) OF THE 'RESEARCHER' IN ACTION RESEARCH:**

Lincoln (2001) and Ladkin (2005) cite a number of action researchers engage in 'critical subjectivity', whereby the 'researcher' acknowledges the 'frames of reference' (*ibid*) they bring to enquiries. Examples include 'gazes' that are (in)formed by 'gender', 'age', 'ethnicity', 'political', and 'cultural' attributes of a 'researcher'. In the same way, undertaking personal and epistemological reflexivity enables researchers to document their roles in research settings and how this has implications for personal and methodological conditions, and vice versa (Willig, 2001; Noaks and Wincup, 2004; for a more detailed account of various 'maps' of reflexivity see Finlay, 2002). I adopt a reflexive approach to examine the perceptions of my role(s) in the research, but before going into further depth more general foundations for the ensuing debate are laid.

According to Huxham and Vangen (2003) action researchers "might be seen (and labelled) as, for example, consultant, facilitator, advisor or expert" (*ibid*: 394). Further possible additions to these can include 'co-researcher' (Kemmis, 2001), practitioner, 'collaborator', 'stakeholder' and 'student', the last of these being particularly relevant to the case in hand (on the role of the researcher in various paradigmatic approaches to

research design see Creswell, 2003). All of these point towards the (supposed) relationships between all involved in the research, including the 'researcher'. In an account of Participatory Action Research Fals-Borda (2001) suggests that the positivist subject/object dichotomy between the 'researcher' and 'researched' is inappropriate when extended beyond 'natural sciences'. He posits "[w]ithout denying immanent dissimilarities in social structures, it seemed counterproductive for our work to regard the researcher and researched, the 'experts' and the 'clients' or 'targets' as two discrete, discordant or antagonistic poles" (*ibid*: 30). An 'empathetic' subject/subject relationship is proposed. Although differences in social structures are accepted can this assertion be applied to all in prisons research?

In the often cited, and still debated, article '*Whose Side Are We On?*' (Becker, 1967; also Liebling, 2001; Noaks and Wincup, 2004; Bosworth *et al*, 2005), Howard Becker argues that contrary to the positivist conception of researchers as objective beings, they do take sides. He adds researchers are subject to a 'hierarchy of credibility' whereby 'higher social groups' (*ibid*) frame and define 'reality', and distinguishes between 'superordinate' and 'subordinate' parties. The former are characterised by their support for 'official morality', whereas the latter commonly violate it. As a consequence of this inequality researchers are more inclined to be sympathetic to 'subordinate' parties, and for this reason leave themselves exposed to charges of bias. However, drawing on experience of research in prisons, Liebling (2001) opposes such an argument. Undertaking such research can be an 'emotionally turbulent' experience (*ibid*; and specifically, 1999) but researchers are able to express sympathy at the same time as taking more than one 'side' seriously. Although doing so can be "a precarious business with a high emotional price to pay" (*ibid*, 2001: 473) the result can be enhanced data collection due to researchers exhibiting their engagement and interest with participants and the research topic. Notwithstanding these differences, Becker and Liebling accept subjectivity in the role of the researcher, yet there is the dilemma of how subjective engagement in the research process(es) and with various groups and individuals is interpreted by those people, and in-turn reflected on by the researcher. Returning to the action research phrases named such as 'collaborator', 'facilitator', or 'expert', it appears problems arise in maintaining subject/subject equilibrium and broader egalitarianism found in action research rhetoric between participants. Whilst Noaks and Wincup (2004) argue that 'impression management' might be adopted, such as changing style of dress, hair, and language they go on to declare that this is partially regulated by 'gender', 'age' and 'ethnic origin'. Indeed, I became aware of my ability, and inability, to conduct 'impression management' relatively early in the research project, reinforced by experiences during fieldwork visits to prison sites. The

journal extract below is taken from a trip to meet with some prisoner participants on a house-block in a modern, purpose built, category C prison:

I made my way from the gate to a house-block which I had visited previously. On entering the house-block a few prisoners were to my left. I over-heard a comment, 'I thought he was one of the inmates', made my way up the stairs, being cleaned, where I was also met with a comment from quite a broadly built inmate, who was roughly middle-aged, 'I think you're lost son', or words to that effect were said, to which both myself, and the principal officer accompanying me, smiled. I was led to a corner interview room where I awaited the participants (Diary Entry, Tuesday 15<sup>th</sup> March, 2005)

I was aware having short hair and being casually dressed could have led to the prisoners thinking I was an inmate, something which could have been changed. I was also aware that being 'young' also impacted upon how both staff and prisoners (accurately) perceived me as inexperienced. Furthermore, King (2000) has pointed to the symbolic role of keys. Apart from relating to issues of physical access, the possession of keys may lead to prisoners classifying researchers with staff, having control over their movement. As shown in the above quote the absence of keys, along with a lack of HM Prison Service identification badges, reaffirmed a dependence on staff for access and corroborated with observations concerning inexperience and staff 'membership'. To achieve, and sustain, 'collaboration' is problematic, even where a subject/subject continuum is proposed. Interpretations of the 'researcher's' role by 'participants' and the 'researcher' may be affected by temporality, vary between groups and individuals, be dependent on judgements of the relevance and applicability of the research to their given contexts, and relationships which arise from these interactions.

The research had been born out of a consultative background (Senior, 2003), and whilst this informed practice in the region's prisons it is debatable whether all staff, particularly those based at prisons, viewed their day to day practices as being connected to, even incorporated in, such strategy. On this point, is the question of whether understandings of 'resettlement' led some to associate the role of strategy, research, and 'researcher', as extraneous to their working practices. As the project focussed on four prisons there was some doubt as to whether the comparatively limited time I spent at prison sites contributed to staff equating my role with that of an 'outsider', or 'student', in contrast to prison service employee. The below diary entry taken following a focus group with prison officers at a split-site prison serves to illustrate my perceptions.

[While a Senior Officer and I waited] two staff entered the room, one sitting down, in recollection mentioning he had been seeing a 'civvy', from my memory being a bit apologetic due to my presence. As the rest of the members entered the room, they sat and I distributed some consent forms. [...]

Before starting the tape, I felt I had made all staff aware of the tape, indeed some commenting on arriving in the room that the tape wasn't on yet is it, despite this and the consent forms, after the first few respondents giving their names I heard one officer stating 'what's that', then objecting to the recording [...] [I then] moved to state that I wasn't after people's heads, and that like with research I had done with prisoners and governors the ethical approval would mean that 'I would be asking searching questions' if the research resulted in harm being caused. Admittedly this was partially forwarded due to the fact I had driven quite a distance to be at the prison, and I also cited that the tape recording would allow me to capture more data and my interest was in them being able to forward their views to an inexperienced [...] individual who would benefit from their input. (Diary Entry, Thursday 15<sup>th</sup> December, 2005)

Research diary extracts show an awareness of conscious attempts to 'adapt' the role of the 'researcher' to specifically inferred settings and attitudes, albeit to various degrees of 'success'. For instance, in the face of an officer initially not wanting to be tape recorded, I attempted to appeal to all for continuation, both by positioning myself closer to the prison service, as someone who could discuss their concerns at a senior level, and also as a student unfamiliar with their day to day prison experiences and keen to learn from their practical knowledge. On a similar theme, at Leeds, a local public sector prison, an officer mentioned that when I was asking to interview prisoners who had taken part in a drug focussed offending behaviour programme, the prospective participants had expressed concern as to what I was going to ask, and reasons for doing so. This was not uniformly reported across all sites. Indeed, on such meetings often it was possible to place greater emphasis on the associations the research had with academia as a means of attempting to engage participants, and to try and allay their reservations that the research would be used against them in some way.

In the majority of the fieldwork in which prisoners collaborated, members of staff were drawn on to identify participants. At one of the local category B prisons a uniformed female staff member who was involved on the participants Prisoners Addressing Substance Related Offending course (or P-ASRO) was present at the interview and her

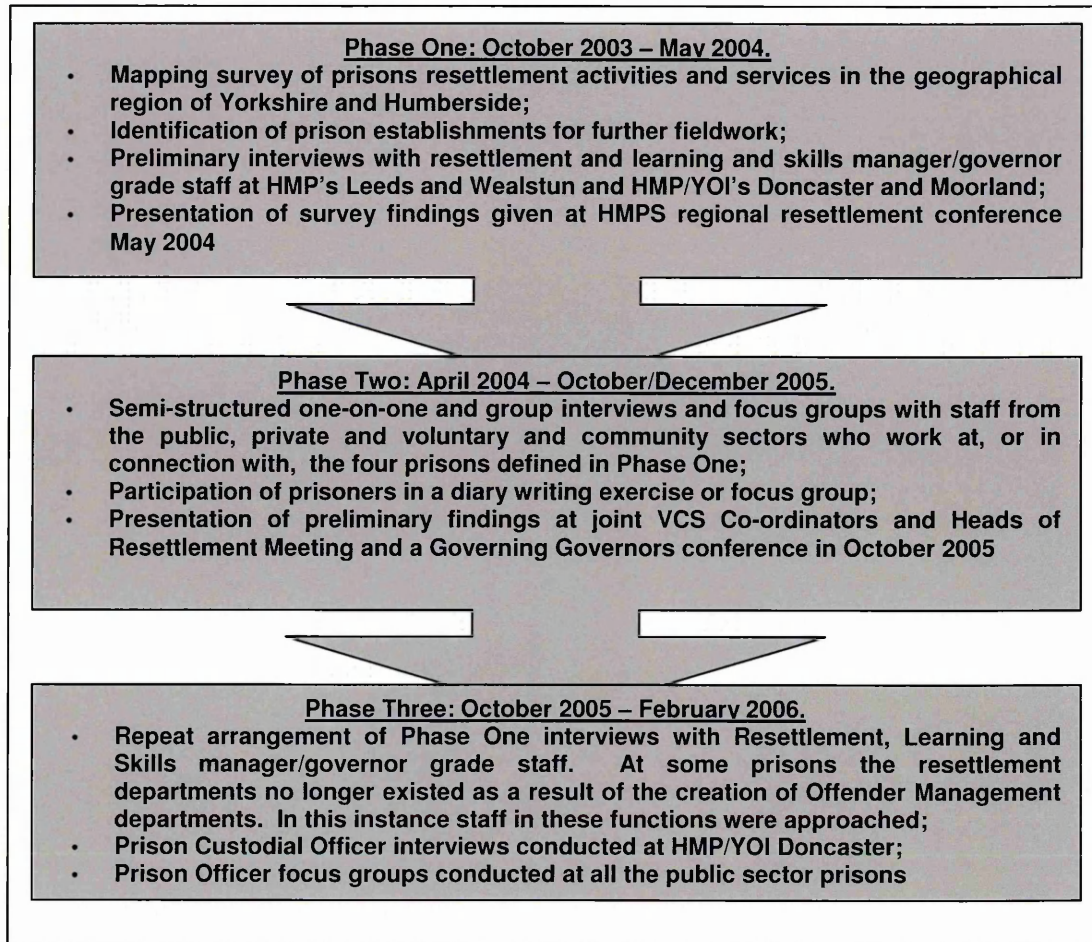
participation seemingly aided the facilitation of a supportive context for data collection to take place. On the one hand my role of a 'researcher' was intentionally projected as having a stronger allegiance to the 'world(s)' of academia, than of the prison service. Yet on the other my perceptions of how participants viewed each other were possibly prejudiced, contrasting with the interaction between the female officer and prisoners. In former sections it has been acknowledged that action research and its horizons of application have broadened, notably in some projects to a global or trans-national level and across various types of organizations. Therefore, to some degree the dichotomy between 'real world(s)' practice and academia is a probable exaggeration, though a perception that remains for some. This was also a view partially held by myself when first negotiating access into the 'field(s)' and trying to gain familiarity with aspects of the prison service, which contributed to my tentative approach.

Thus the implications of the role of the 'researcher' extrapolated so far had a bearing on the facilitation of research, the interpretation of the 'researcher's' credibility by participants, and feedback from the selected sites. I will now turn to expand on the specific methods used, the sites they were used at, and the sample (participants) involved, and the justifications for all of these.

#### **METHODS:**

Having talked of the 'strategic' interpretation of Action Research and linking this to the case in hand, a more explicit description of the project structure and the methods used is nonetheless required. A qualitative approach was advocated to gain insight into meanings expressed by participants in relation to aspects of 'resettlement' provision and the terminology associated with such provision, and 'partnership' work. The fieldwork is depicted in three 'strategically' definable phases. For each part is an accompanying description of each phase (Figure 3.2).

**Figure 3.2: Timeline of Research Fieldwork**



Phase One:

Phase one of the data collection and fieldwork took place between October 2003 and May 2004, with some elements of interviewing overlapping with the second phase of the project. The first year of the project involved, apart from a literature review, a 'mapping survey' exercise, which was carried out predominantly via emailing 'resettlement' staff leads. However, the exercise inadvertently comprised of these staff members contacting other departments, and in some cases a 'backwards and forwards' negotiation between the supervising member of staff who at the time was a governor grade support staff to the Area Manager, along with contacts to staff in areas relating to the questionnaire, such as physical education instructional staff and heads of education departments. Although two visits were made to two different prisons the result was that the questionnaire was either incomplete, or was left with managerial/governor grade members of staff in a 'resettlement' function, which was then completed through a process of email communication.

Originally, the survey was intended to perform two key purposes. One was to update the annex section of an internal Prison Service resettlement strategy document for the

region, entitled 'Yorkshire and Humberside Prisons Resettlement Strategy: *Releasing Potential*' (2001). The annex was a compilation of data on particular aspects of the fourteen prisons in the geographical region of Yorkshire and Humberside, along with a specific focus on resettlement activities and providers. It is important to note that a distinction is made here between the geographical area of Yorkshire and Humberside and the managerial region of public sector prisons. Apart from the prisons coming under the remit of the Area Manager, at the time of data collection, two female prisons, two high security prisons, two private sector prisons and one juvenile establishment were also approached and returned data (for a completed copy of the updated annex refer to appendix A, and for a copy of the questionnaire appendix B). By the end of surveying for the update of the annex in April 2004, the juvenile and female establishments had become a regional managerial responsibility. The questionnaire obtained basic, closed, textual responses via a structured format (see, for instance, Fowler, 2002) on the following areas:

- Name, address, and category of prison (or prison sites for split-site establishments);
- Prison population figures for Certified Normal Accommodation and Operational Capacity;
- Summary data on prison population traits deemed relevant by respondents, including regions of intake, age, offence, reception criteria;
- Number of prisoners unemployed (figures for 'in-house' employment as opposed to prisoners registering unemployed on reception into the prison);
- Areas of employment available within the prison (also including voluntary and working out placements in the community);
- ETE service delivery;
- Offending Behaviour Programmes (both accredited and non-accredited);
- Educational qualifications and courses;
- Vocational qualifications and courses;
- Other inputs into the prison, such as 'voluntary' and 'community' groups; and
- Staff names for Head of Department/senior roles

Data would not only serve to inform an updating of the whole resettlement strategy, but would also be part of the literature review process and focus down on a smaller number of prisons for further qualitative inquiry, due to preliminary descriptive accounts of 'partnership' work and resettlement activity. Even though this exercise facilitated the identification of four prisons where more detailed, qualitative inquiry took place, this was secondary to the negotiation of the prison sites with the supervising member of

staff for the Prison Service and the Area Office towards latter stages of data collection. A recent study carried out in the region raised awareness of problems with such data (Senior, 2004*b*). Most significantly, there were multiple forms of data in the region for similar 'topic' areas that often presented confusing, if not conflicting, accounts of voluntary and community sector activity. Relating to this point, there also were not substantial means of managing such data. Finally, data represented a useful, but static, 'snapshot' likely to undergo frequent changes. Additionally the research structure changed to accommodate proposals for the National Offender Management Service (NOMS). The timescale for a total updating of the prison' regional resettlement strategy was adjusted to respond to changes arising from these proposals, with further updates made by others after the surveying. At the time of writing, the strategy annex including subsequent updates, is being used in the creation of Service Level Agreements (SLA's) between Area Management of the Yorkshire and Humberside region and the Regional Offender Manager.

A small group of early semi-structured interviews with members of staff in resettlement and learning and skills functions also highlighted the above issues. These interviews took place in the first 'phase' of the fieldwork at the four male prisons which were identified. Details of each prison are given below:

**HMP/YOI Doncaster:**

A local, modern, purpose-built category B establishment, formerly a category A (high security), opened in 1994. Doncaster is managed in the private sector by Premier Prisons Limited, which has recently changed company name to Serco Home Affairs plc. The prison holds adults and young 'offenders' mainly from the South Yorkshire area and young 'offenders' from West Yorkshire. As of 19<sup>th</sup> August 2005 the prison had an operational capacity of 1120, (see <http://www.hmprisonservice.gov.uk/prisoninformation/locateaprisson>, 2006*d*; also [www.hmpdoncaster.com](http://www.hmpdoncaster.com); HM Prison Service: Yorkshire and Humberside Regional Resettlement Strategy Annex Update, 2004).

#### HMP/YOI Moorland:

A 'split-site' prison located eight miles from Doncaster and is managed in the public sector. It comprises of both a purpose built Category C training prison with an operational capacity of 791 as of the 15<sup>th</sup> August 2005 (<http://www.hmprisonservice.gov.uk/prisoninformation/locateaprison>, 2006d). The population consists of a half and half split of adults and young 'offenders'. At the time of surveying it held fifty prisoners on a life sentence tariff, with eleven Young Offenders on 'restricted status'. Formerly a borstal, the open, Category D, site is roughly three to four miles north of the closed site and as of the 27<sup>th</sup> February 2004 it had an operational capacity of 260. At the time of data collection for the update of the annex, two hundred adults and sixty young 'offenders' were residing at the establishment (HM Prison Service: Yorkshire and Humberside Regional Resettlement Strategy Annex Update, 2004). Moorland receives transferred prisoners from HMP/YOI Doncaster, and at the time of the survey and completion of all fieldwork the two sites were referred to as Moorland Closed and Moorland Open (as is also the case for their positioning on the locate a prison section of the HM Prison Service website, [www.hmprisonservice.gov.uk](http://www.hmprisonservice.gov.uk), 2006b).

#### HMP Leeds:

A Victorian prison built in 1847. As of the 27<sup>th</sup> February 2004 the prison had an operational capacity of 1254. It is managed in the public sector and is a local, category B jail. The majority of prisoners are local to the Leeds area.

#### HMP Wealstun:

A 'split-site' prison, with both sites directly adjacent to each other. After being used for military purposes the sites separately were formerly known as HM Prison's Rudgate and Thorp Arch (<http://www.hmprisonservice.gov.uk/prisoninformation/locateaprison>, 2006d). According to the prison service website "the amalgamation of [the] two neighbouring establishment's was a historic development for the Prison Service, and had the effect of creating a category C (closed) side and a category D (open) side within one establishment" (*ibid*). Its intake is local, regional, and also from the North East (HM Prison Service: Yorkshire and Humberside Regional Resettlement Strategy Annex Update, 2004). At the time of survey the prison had an operational capacity of 647, since then this has increased to 907, as of the 19<sup>th</sup> August 2005, mainly as a result of building work being undertaken on the prison, including residential areas. The prison receives some prisoners transferred from HMP Leeds, and is also managed in the public sector.

The justifications for the selection can be seen in the context of the similarities and differences sites have with each other. The prisons selected, for descriptive ease, can be seen as two pairs with the local category B prisons, viewed as 'feeder' establishments, being matched to training establishments. HMP/YOI Doncaster transferred prisoners to HMP/YOI Moorland, and HMP Leeds to HMP Wealstun. In addition, the sites offered characteristics which enabled some degree of comparison for similarities and differences. These included, for example, the build and management

of a prison and the population it held, specifically in relation to whether they held young offenders or not. The prisons facilitated not only an insight into interaction with statutory and other agencies (such as private, 'voluntary' and 'community' organisations) did, or did not take place, but how the degree to which prisons worked, or did not work, together, providing examples of 'best practice' found across establishments. The inclusion of the private sector prison, Doncaster, was intended to promote such facilitation further, made increasingly relevant by NOMS. The details of such establishments arguably influence the findings. For instance the 'needs' of non-juvenile males not serving a sentence for a 'sexual' offence may differ from prisons such as HMP/YOI Hull which has a stronger OBP focus on the Sex Offenders Treatment Programme. Likewise possible differences may be found in the 'needs' of service users in female establishments.

From this point, governor grade and/or managerial level staff members in Resettlement and Learning and Skills functions were approached and took part in a tape-recorded semi structured interview (see appendix C, for a copy of the interview prompts sheet). In one of these cases three staff members were interviewed together. Phase one was punctuated by a presentation of 'findings' at a regional resettlement conference, involving members of staff primarily from prison and probation services, which led into phase two of the fieldwork.

#### Phase Two:

April 2004 and October/December 2005. Staff from public, private, and VC sector organisations were interviewed, identified through discussions with the supervisor for the project at the Prison Service and 'snowballing' via staff members' recommendations or prior interview discussions (more detail of which will be given later). Interviews were either semi-structured with individuals, or focus groups (see Kitzinger, 1994; Willig, 2001; Fong Chiu, 2003; Noaks and Wincup, 2004). The same set of prompts was used as for the 'resettlement' and learning and skills figures to investigate the participants' definitions and attitudes towards 'partnership work' and 'resettlement' practices. Also during this time a small group of prisoners at each prison site, including at split-site prisons residents of open and closed environments, were asked to take part in writing a diary of their 'resettlement' experiences which was also accompanied by informal meetings with myself. Two presentations took place in October. First at a joint area Voluntary Sector Co-ordinators and Head of Resettlement meeting, and second at a Governing Governors conference. The presentation involved an informal interim observation of themes emerging in the interview data and as with preceding phase, aspects of the second phase fed into the next, final phase.

### Phase Three:

Late October 2005 through to March 2006 involved repeating the first set of interviews with learning and skills and 'resettlement' figures. However, by this time HMP Leeds and HMP/YOI Moorland no longer had the title of Head of Resettlement, due to the function been changed to Offender Management. At these sites respectively the governor grades heading up the department were approached. Three focus groups, each with between four to six prison officers were held at HMP Wealstun, HMP Leeds, and HMP/YOI Moorland (closed site). In two of these groups the prisons VCS co-ordinator also attended. Also present at one was the Yorkshire and Humberside Development Manager for Clinks/HM Prison Service Yorkshire and Humberside. At HMP/YOI Doncaster, reportedly because of staffing levels, individual interviews with three Prison Custody Officers took place instead of a focus group. Utilising the same prompt sheet, some questions and areas which were probed differed from the first phase in order to interrogate possible changes in attitudes expressed by staff around organisational practice, 'resettlement', and 'partnership work', brought about by the research, the National Offender Management Service, and/or changes that occurred at a site level for alternative reasons. During the final stages of data collection analysis started to take place using the N-VIVO-2 software package. This consisted of 'open' coding of data into themes and categories and looking for emerging interrelationships between these. The main reason software was employed was due to its ability to efficiently organise large quantities of data (for a more detailed debate on its application, see Bringer, Johnstone, and Brackenridge, 2004).

### **THE QUALITATIVE DATA: PARTICIPANTS AND METHODOLOGIES.**

In total there were forty nine 'units' of qualitative data, consisting of a combination of forty six tape recorded interviews and focus groups with members of the Prison Service, the probation service, public sector organisations, the private sector and voluntary and community organisations. The tape recorded data was transcribed into 'flat' transcripts, edited on presentation to aid comprehension and take account for anonymity (i.e. Silverman, 2001). The remaining three 'units' of data consisted of groups of prisoner diary entries at the prisons HMP/YOI Doncaster, HMP/YOI Moorland and HMP Wealstun. The term 'unit' is used as the diary entries, when taken together at each site, were around the same length as an interview transcript. Even though there were variations in the interviews, they tended to last under the duration of an hour, but the focus groups and some interviews did last up to two hours.

### Participants/Sampling Procedure:

The sampling procedure was a 'theoretical sample' (e.g. Glaser and Strauss, 1967; Glaser, 1992; Strauss and Corbin, 1998). Strauss and Corbin (1998) define theoretical sampling as "[s]ampling on the basis of emerging concepts, with the aim being to explore the dimensional range or varied conditions along which the properties of concepts vary" (*ibid*: 73). In addition a concept is characterised as "a **labelled phenomenon**. It is an abstract representation of an event, object, or action/interaction that a researcher identifies as being significant in the data. The purpose behind naming phenomena is to enable researchers to group similar events, happenings, and objects under a common heading or classification" (*ibid*: 103: **emphasis in original**). Here exists some discord between accounts of grounded theory, both on the nature of grounded theory and theoretical sampling, and how these interact and affect each other. Glaser (1992) asserts that underpinning grounded theory is a trust that categories, links between categories, and theory 'emerge' from data. He contends Strauss and Corbin's approach undermines theoretical sampling. Their commitment to moving from open to axial coding to establish links between categories, results, in Glaser's (1992) terms, in the forcing of the data to fit inappropriate pre-existing frameworks. Within the parameters of this thesis and the project theme, there are similarities with snowballing and opportunistic procedures, notably in relation to approaching participants. This included negotiating access to staff and prisoners through recommendations of those who had already participated in, or were supervising, the research and tied into the 'collaborative' ethos of the action research. On isolated occasions some staff members were approached on account of them being in the establishment at the same time as myself, though they still fulfilled the requirements of theoretical sampling, as given in the definition beforehand. A combination of the time scale of the project, physical access, dependency on other staff members to arrange access to, for example, prisoners, along with 'saturation' being informally observed in existing data obtained, drew fieldwork to a conclusion. A total of 78 people participated in the research, with eleven of these being prisoners completing diaries.

### Interviews and Focus Groups:

As Kitzinger (1994) notes, many researchers and academics proclaim the use of 'focus group discussion' but there is often no definition of the term and data collected reveals little in the way of group conversation. A starting place for distinguishing between such methodology and semi-structured interviewing is given by Fong Chiu (2003) who states "[f]ocus groups are, in general, defined as group discussions organized to explore a set of specific issues or to confirm a hypothesis" (*ibid*: 170). While there may be

similarities with certain group interviews which are semi or unstructured in nature and involve more than the researcher and another person engaged in discussion, Kitzinger (1994) argues it is the explicit facilitation of group interaction in generating data which demarcates focus groups from other modes of inquiry. In my experience of participating in focus groups with prison officers there were both elements of structured one to one talk and group interaction. Discussion would start in quite an ordered fashion with participants stating information such as their names, ages, length of service and job role. When everyone in the group became more familiar with the tape recorder, and questions became more responsive to evolving discussion, this in-turn created opportunities for a conversational setting. As is shown the excerpt from a diary entry below, some participants concerns needed addressing before such activity would take place. This next entry was made after a trip to a prison where one officer initially refused to have the session tape recorded:

I had been apprehensive as to how the focus group would go, how the officers would view me given the past experiences, nonetheless as staff entered the room they were quite relaxed and did not seem too concerned – apart from perhaps one, but this was more to do with the extent of ‘suitable’ information she could provide me with, and noted on the information I had sent that she was not familiar with either Clinks<sup>19</sup>, [nor] strategy sides of resettlement. I reassured the group by saying that I’d prefer if they just ‘ran’ with an open discussion – and I could then tailor their conversations to my research. The group was mainly made up of female staff members (barring one male officer who had replaced another member of staff). (Diary Entry, Tuesday 28<sup>th</sup> February, 2006)

Fong Chui (2003) claims that in addition to ‘orthodox’(*ibid*) methods like surveys, questionnaires, and one-on-one interviewing, focus groups have been used by action researchers as a means of promoting awareness raising and ‘enlightenment’. Whereas this portrays such methodology in a similar ‘participatory’ light to a number of action research perspectives, there was, to return to the role(s) of the ‘researcher’, concerns around how I related to participants, and vice versa. Hence, taking all accounts seriously does not mean this is without tensions (Liebling, 2001). In the very first stages of the research, there was an induction visit to a vulnerable prisoners unit at a Category A prison with relatively newly recruited Area Office staff. The visit ‘flagged up’ some initial dilemmas that would remain, albeit in diverse forms, throughout the duration of the project. Most notable was the pre-conceptualization of the way in which

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<sup>19</sup> An umbrella organisation that facilitates ‘partnerships’ between prisons and the VCS

I would interact with, and consider, participants. The entry was written after registering the study within the university:

After submitting the RF1<sup>20</sup> and meeting the new area manager on the 1<sup>st</sup> April I am still left wondering where I'll be located in this research project (not only in the sense of the prisons I'd be working at). Visiting Full Sutton (a high security prison), during my induction back in November 2003 the issues I had remained: namely, where I would 'fit' in this project. Walking into the office area at Full Sutton was a display case positioned on the wall, in which a selection of 'home-made' weaponry, and drug taking implements [...] was situated. It became clear from subsequent conversations that professionalism involved not allowing friendship to develop between inmates and staff. I did not find any problem with this; rather I found it understandable that greater stability could be sustained through a "staff" / prisoner divide.

In short, the main issue for me was how would I (re) present a group (inmates) whom I was advised I could not befriend, and yet (re) present staff and others, for whom this advice did not apply? By working as an 'action researcher' would I realise when, or if, I had gone native, and when I had kept a degree of 'distance' from those who were involved in research? (Diary Entry, April 15<sup>th</sup>, 2004)

Concerns such as 'membership' and the 're-presentation' of individuals, and groups of individuals, were not as clearly divided between groups as was initially preconceived, particularly staff/prisoner divides. This was reaffirmed as prisoners were asked to participate in the research, not only in an interview at one of the local prisons, but also in writing a diary.

#### The Prisoner Diary Method:

Diaries, along with letters (see Plumber, 2000) have until relatively recent times remained comparatively overlooked in sociological and psychological research as a credible alternative to other methods, such as participant observation (Zimmerman and Wieder, 1977) and interviewing (on 'depth' interviewing Jones, 1985). Conversely, the diary has been used "widely to gather information on health-related behaviours [...] health problems [...] substance use [...] alcohol-related problems [...] sexual behaviour [...] mood states [...] dietary intake [...] interactions between clients and health service providers [...] and medical adherence" (Stopka, Springer, Khoshnood, Shaw, and

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<sup>20</sup> An RF1 is the form used to register PhD applications at Sheffield Hallam University

Singer, 2004: 74). Diaries have also been utilised in feminist research approaches. Both Jones (2000) and Bagnoli (2004) draw a distinction between 'solicited' and 'unsolicited' diaries. The former are 'commissioned' or (partially) structured by a researcher and focus on specific variables such as "time, events, persona, and units of interest" (Jones, 2000: 558). In contrast, the latter refers to what Jones (2000) defines as a "personal document written without overt financial or other inducements, that attempts to construct a picture of the actor's perception of social reality with regard to events or constructions of events" (*ibid*: 558). Within this bifurcation exists various forms of diaries, ranging from 'intimate journals', to memoirs and logs (see Elliot, 1997; Bagnoli, 2004). According to Plumber (2000) there are three formats of diary research. Firstly, the researcher may simply ask participants to keep a diary. This is an approach closely akin to that of maintaining a 'log' or 'budget' record. Secondly is the detailed day diary. The third format, which is of most interest for purposes of this study, is the 'diary: diary-interview method' (Zimmerman and Wieder, 1977).

Zimmerman and Wieder (1977) first devised the 'diary: diary-interview' method to investigate Californian 'counter-culture'. Arguing participant observation was the most informative method for ethnographers they conceded that in certain contexts issues of access, resource and observer effects would not permit the use of such a technique. As an alternative they combined a diary that was kept in the style of a log by participants with a detailed interview based on its contents. This coupling is similar to the 'life history' but differs in that it is intended the diarist surrogates the role of the researcher as observer. In addition, Zimmerman and Wieder (1977) identified two ways in which participants functioned, these being in the manner of a naïve *performer* and a reflective *informant*. They state "[a]s performer, the native presumably moves through his or her normal activities "as if" the observer were not present which is to say "naturally" [...]. In general, informants, reflect on their own and other's performances, specify their purpose, enunciate standards of conduct, allocate praise and blame in terms of such standards, as well as acting as critics of the ethnographer's attempt to formulate witnessed and recounted events" (*ibid*: 484). As outlined by Zimmerman and Wieder (1977) the 'diary: diary-interview' method comprised of four distinguishable aspects. Firstly, the completion of the diary was on request of the researcher, making them 'solicited' diaries. Secondly, the 'focus' of the diary entries was partially guided by a set of general instructions forwarded to participants. Thirdly, diary writing was restricted to a period of a week, and fourthly, the diaries provided a basis for a future depth interview with the diarist.

An adapted framework was created as a means of attempting to gain insight into activities and services prisoners experienced. The decision to employ such a method was motivated, in-part, by a desire to obtain 'proxy' access to aspects of prison life not directly observable by the 'researcher'. By employing a diary over several weeks it was also hoped that 'temporal' aspects could be captured which might not have occurred in a one off interview situation. These included things such as changing expressions of participants' attitudes to varying conditions of resettlement provision and broader aspects of imprisonment, along with any processes prisoners experienced. In the setting of this research foremost emphasis was placed on facilitating diary writing, whereas Zimmerman and Wieder (1977) suggested part of their decision to use diary methodology was due to them lacking knowledge about participants and their social milieu and therefore not knowing what questions to ask and in what ways in an interview scenario. In this respect the 'diary: diary-interview' method supported the interview.

The diary method was aimed to complement the broader strategy of action research. The combination of writing and informal meetings enabled participants and 'researcher' to collaborate on what areas could be inquired into to greater depth. Consequently, data collection processes can be interpreted as cyclical. Data collection and return develops with interrogation of emergent issues. Diarists were also encouraged, through temporary ownership of their diary, and the meetings, to reflect on previous entries, their experiences of writing a diary, and to document any changes that occurred. A study on intravenous drug users by Stopka *et al* (2004) suggested some of their participants who documented injecting events later became 'self aware' of 'problematic' aspects of their behaviour, but it remains unclear whether such awareness of prisoners' behaviour and 'resettlement' issues were raised through participating. A small proportion of prisoners talked of the diary being helpful, or reported of the diary having a cathartic effect. In particular, one participant who referred to himself as an "inactive heroin addict", expressed the following opinions towards writing. In the context of trying to remain drug free:

Some days are easier than others but none the less still a battle, and one I'm determined to win.

Sitting here now writing about my day feels strange. Now the day is over and I'm looking back on it things seem more easier, and clearer, but I know tomorrow it will all start again. (Prisoner Diary Entry HMP Wealsun, 12<sup>th</sup> November, 2004)

The same individual then went on in a later entry to reflect on how it felt to be writing a diary:

Discussion about diary exercise this morning, still feels strange writing to myself, but I suppose it beats talking to myself (Prisoner Diary Entry HMP Wealstun, 29<sup>th</sup> November, 2004)

Summarised below is the framework for the collection and return, involved in the methodology. The framework is structured around the meetings held with participants:

*Meeting One:*

Participants are introduced to the diary method and project theme. The meeting also serves to familiarise participants and 'researcher' with each other and define ethical issues or any concerns. Participants are thanked for their interest. Prospective diarists are given a folder containing the following materials:

- An information sheet about the project and the reason for them being approached to participate in the project;
- A consent form;
- A sheet of diary guidelines to structure the diary entries (see appendix D);
- An A5 'diary' book;
- Five sheets of A4 lined paper; and
- Two pens

*Meeting Two:*

Takes place two weeks after the first, during which any concerns participants have are attempted to be addressed. Diaries in some instances are taken away for around two weeks, during which the diaries are read by the 'researcher' to be returned, possibly with further guidelines, to probe issues of interest which may or may not be cited in the entries given.

*Meeting Three:*

Diaries returned to participants for a further two weeks of writing.

*Meeting Four:*

Data collected and participants thanked for their contribution. This meeting also was informal and used to answer questions from the participants and enable 'closure' of the project. At two of the prisons in the study a payment was made to participants, one of these was resourced by the prison. The payment was £2.50. An offer of a payment to the third prison was made through staff members but failed to transpire.

After all the meetings and for that matter visits to interview staff and prisoners I also kept diary entries of observations.

The method was originally piloted at a Victorian local prison not selected for the bulk of the fieldworks focus. The format outlined serves as foundational framework as meetings were not as formally defined in practice. The language of the guidelines was consulted on with some prisoners via staff at the private sector prison by email, though it was still doubtful all participants had comprehension of the guidelines language, such as 'resettlement' (an issue in itself). Duration of the research varied, at HMP/YOI Moorland two of the three participants recruited agreed to take part for a period of more than four months, the third prisoner being transferred in the meantime. In this time the diaries were not always taken away, nor were further guidelines deemed necessary. The main reason for identifying a time period was to provide participants with a negotiable frame for writing, and to meet the requirements of internal ethical approval for the research by the University school's research ethics committee.

Further grounds for holding informal meetings with participants was due to the observation reported by others that such methodology is hindered by the issues of high drop out effects and poor recruitment (Willig, 2001). This probably contributes to its under-use. Zimmerman and Wieder's (1977) study recognized three factors that motivated participants to complete diaries. These were the relationship between 'researcher' and diarist, the use of an informal meeting in the primary stages of diary writing, which would address any concerns the participants had, and finally, the making of a small payment to participants for completing a diary. Although a small payment was made to some participants, not all were made aware of this intention at the beginning stages of the diary process. Despite taking up the idea of holding informal meetings, recruitment and retention was still problematic. At all sites where prisoners wrote diaries the 'drop-out' effect was experienced. This was due to phenomena like prisoners being released, transferred, or simply not wanting to write a diary. The House of Commons Home Affairs Select Committee report into the Rehabilitation of Prisoners (House of Commons Home Affairs Select Committee, 2005) also

experienced problems of poor recruitment and the drop-out effect. In an effort to try and compare Prison Service statistics with prisoners' engagement in 'purposeful activity' the committee "wrote directly to 1,036 selected prisoners in six establishments (HMP's Brookhill, Elmley, Springhill, Swaleside and Wolds and HMYOI Aylesbury)" (*ibid*: 19). The response rate for the sample was 31%, with some of the diaries being returned by the prison because prisoners had been transferred or released.

As Willig (2001) notes, agreeing to write a diary requires a level of commitment from participants which exceeds other methods, such as interviewing, as it can be more time consuming and disruptive to a persons daily routine. Furthermore, participants may attach a sense of ownership to their diaries, even though they have to be returned to the researcher. These are all issues that may have influenced failure to recruit and retain prisoners at both Leeds prison and Moorland Open. For instance, prisoners were approached at Leeds on reception wing and all 'dropped out'. Despite meeting with prisoners on several occasions at Moorland Open the same occurred. This can be linked to their willingness to 'commit' to writing entries. However it can also relate to them being preoccupied with other activities or thoughts, such as gaining employment, or release. For instance, the prisoner who was quoted above decided that in the latter stages of writing he would not continue any more:

Well I finally got my parole answer today and surprise surprise it was a knock back, well I'll close this diary now as I am very pissed off (Prisoner Diary, HMP Wealstun, 14<sup>th</sup> February 2005)

Aside from the practical difficulties highlighted, 'documentary sources', and the nature of the data that emanates from them, has also come under scrutiny. Noaks and Wincup (2004) cite four criteria for assessing such sources. "*Authenticity* refers to the researcher's reflexive judgement that the documents that are unearthed are attributable to the organization or individual to whom they are ascribed" (*ibid*: 117: *emphasis in original*). *Credibility* is the label applied to the degree to which documentary evidence, in the researcher's judgement, is accurate and genuine. "*Representativeness* refers to the extent to which the materials can be said to be 'typical' of other material. However, as May [...] points out 'typicality' will not always be of concern to the qualitative researcher and the atypical documentary source should not be overlooked" (*ibid*: 117: *emphasis in original*). *Meaning* is the last criteria, and is connected to "the clarity and compensability of a document to the analyst" (May, 2001; in: Noaks and Wincup, 2004: 117). According to Zimmerman and Wieder (1977) the credibility of diary methodology is potentially problematic as "there is the ever-nagging possibility that some diaries

would in whole or large part be fabrications" (*ibid*: 488). In this circumstance the interview therefore operates to ascertain further information, but also to check for internal reliability in the participants accounts.

Conversely, it is possible to argue interviewing can produce fabricated accounts and that interviews, 'documentary evidence' and participant observation, at best, contain a degree of selective re-presenting by participant and 'researcher'. There were also questions around the external validity of the data collected. The option of a tape recorded focus group or interview existed for those who did not want to write diaries, as used at HMP Leeds where recruitment failed. At all sites staff members identified participants and these tended to be viewed in a favourable light. In the public sector prisons several 'Listeners' took part<sup>21</sup>. Indeed, at one prison the Principal Officer who identified the prisoners selected three graduates of the P-ASRO OBP to approach, and during casual conversations the Principal Officer referred to them as 'good' prisoners. Subsequently, the ability to generalise from the diary data collected presents challenges when attempting to fulfil claims to external validity, specifically ecological validity and population validity. These are the ability to generalise findings to other contexts and populations respectively (Jupp, 1989). Having recognised this, such data is useful in generalising findings to a wider theory, or to use Yin's (2003) phrase, satisfying 'analytical generalization'.

One reason for individuals being approached was due to their previous reputations for being 'motivated'. These qualities may have assisted informal access to information through prisoners volunteering accounts of their experiences in diary entries and informal conversations. This may have impacted on the external validity of the data, but as shown by others, such effects need not be viewed negatively. Noaks and Wincup (2004) illuminate the circumstances of Allison Liebling in negotiating physical access to prison establishments to research suicide and self-harm with the Home Office and the Prison Service. It is reported the researcher was directed to specific establishments that did not contain young offenders on remand who were more likely to commit acts of suicide and self harm. As Noaks and Wincup (2004) demonstrate "while this resulted 'in a possible bias towards the smooth end of the young offender spectrum' ([Liebling] 1992: 123), it allowed her to question why suicide and self-harm are widespread even amongst sentenced young offenders in relatively smooth-running institutions?" (Noaks and Wincup, 2004: 60). Drawing on the ethos of this quote, the question may be reconstituted and applied to this research. Namely, if well motivated or 'good' prisoners experienced potential barriers to 'effective resettlement' what

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<sup>21</sup> A Listener is a prisoner who has received training and certification from the Samaritans to act as 'counsellor' for other inmates

ramifications would this have for those who are less 'motivated', or have more varied and/or considerable needs?

As the sample was somewhat 'opportunistic' it became apparent that all prisoners who completed entries were serving sentences longer than twelve months, and had the ability to read or write. This was a point of concern given that the Social Exclusion Unit Report '*Reducing Re-offending by Ex-prisoners*' (Social Exclusion Unit, 2002) documented adult prisoners serving under twelve months and those remanded into custody often exhibit the most salient and wide ranging needs, but receive no statutory post-release supervision. The report's findings also revealed "many prisoners' basic skills are very poor. **80 per cent** have the writing skills, **65 per cent** the numeracy skills and **50 per cent** the reading skills at or below the level of an 11-year-old child" (*ibid*: 6: **emphasis in original**; see also the Department for Education and Skills, 2003). Notwithstanding such challenges, the future possibilities for diary research should not be ruled out. Zimmerman and Wieder (1977) "envision modifications in the procedure which would make it more useful to investigations with different aims, including the uses of sophisticated sampling techniques in the selection of diarists, more structured instructions to diarists, standardized questions to be administered during the diary interview and so on" (*ibid*: 293-4). Willig (2001) suggests that for participants who have difficulty in reading and writing the use of audio and video tape recorders might be used as a substitute to written forms of documentary evidence. In addition, a study on young people's identities utilised a multi-methodological approach where participants were able to submit photographs as part of the data (Bagnoli, 2004). In the case of prisons research the use of such equipment would be limited as a consequence of security concerns, although some of the closed prisons did have video equipment used in the P-ASRO programme.

### **ETHICAL ISSUES:**

Given there is, at least, a 'participatory' guise applied to action research by some if its 'advocates' consideration now needs to be paid to the manner in which ethical issues are conceived of within the action research approach of this study. It has been argued ethical conventions specified by Research Ethics Committee's (REC's) intersect with the idea of an object/subject separation between 'researcher' and 'participant(s)' which is more in synergy with 'scientific/positivistic approaches' (see Truman, 2003). According to Coomber (2002) "[t]he structure and origin of much that makes up university REC's approach to research ethics is historically rooted in the invasive research of medics and others who do research 'on' subjects perhaps involving them in

surgical procedures, drug trials or experiments that may be a physical or psychological danger to them. Abuses by a minority of researchers led to the development of procedures that sought to mitigate against such abuses" (*ibid*: para 1.1). Noaks and Wincup (2004) show the Data Protection Act 1998 and the Human Rights Act 2004 has placed the rights of participants on a statutory agenda. Research malpractice and the possible legal implications of this for organizations, other researchers and academic disciplines, also figures in university schools and the British Society of Criminology research ethics, along with maintaining 'good reputations' (see respectively, Sheffield Hallam University Faculty of Development and Society, <http://students.shu.ac.uk/rightsrules/resethics1.html>, 2006; [www.britsoccrim.org/ethical.htm](http://www.britsoccrim.org/ethical.htm), 2006). Although such conventions report being guidelines rather than fixed rules to which researchers must adhere, it is the case that gaining ethical approval from REC's invites those who are conducting the research to envisage potential areas for concern that consequently portrays ethical considerations, along with research ventures *per se*, as 'static' and foreseeable entities (see for instance, Irvine, 1998; Coomber, 2002; Ezzy, 2002; Truman, 2003; Christians, 2003). During the fieldwork it felt as if balancing acts had to be negated. I became aware that when asking prisoners to write diaries, being 'friendly' towards them would, hopefully, enhance their commitment and motivation. At the same time as trying to show empathetic interest in aspects of their (sometime 'personal') lives I felt unable to extend this to 'friendship'. Hence, when asked by one person at a closed prison if I wanted to give them my email address for future contact, I instead gave them a website address where they could place a message on a virtual public notice board. Aside from issues of time and commitment, there too was uncertainty around what constituted correct practice in the context of security. For this reason a degree of caution also underpinned my decision making.

Brymer's (1998) ethnographic study of 'gangs' illustrates the evolutionary nature of qualitative inquiry and 'field(s)' of study specifically. Having a preconceived and apparently accepted idea of what characterized a 'gang', it nonetheless took Brymer (1998) approximately two years before encountering both the behaviour and the 'field' scenario of a 'gang', according to such definitions. Through engagement with individuals and groups concerned with such purported activity, and wider social settings in which it took place, the ethnographer became aware of the diverse meanings attached to what constituted a 'gang'. Undertaking qualitative and participatory inquiry especially might lead 'researchers' to uncover ethical considerations not initially anticipated. As a 'novice' entering prison environments the diversity encountered during the research was unforeseen. Some Prison Officers were

very proactive, enthusiastic about the research and welcomed being listened too. Conversely, others were initially reluctant to engage in the research, suspicious of my reasons for tape-recording conversations and fearful of exposé, journalistic style reports. Such instances further reinforced that for all the rhetoric and efforts surrounding being an 'action researcher', for some participants and for a variety of reasons, I was 'independent' from the Prison Service. For some this manifested itself in suspicion, yet it was interpreted as being positive in the case of a number of prisoners<sup>22</sup>.

The ethical considerations that guided this research were akin to those Christians (2003) reports as being embedded across a number of REC's. Christians (2003) classifies these as informed consent, deception avoidance, accuracy and privacy and confidentiality. The proposal for the research had been constructed through consultation between the academic supervisor for the research project and the Yorkshire and Humberside Prison Service Area Manager at the time, changes to the research were invoked by my input, for example, the use of a diary method in addition to the methods already selected. These became implicated in attempts to gain ethical approval from the university faculty's REC, although the research, its aims, and methodologies to be utilised were known to Prison Service staff at an area management level, including a Principal Area Psychologist. Following Leslie Irvine (1998) credence is given to the importance of gaining approval for research. Irvine (1998) also emphasises the capability of REC's and Institutional Review Boards (IRB's) to 'shape' research projects. Appraising the developmental nature of ethical issues, Irvine (1998) nevertheless conceded "I wanted to respect the rules that would enable me to do my research. I filled out the necessary forms and obtained the necessary signatures" (*ibid*: 176). Significance of ethical issues was heightened by the University's REC requirement of researchers to foresee such challenges, in line with the principles cited by Christians (2003).

Ascertaining written informed consent from prisoners involved moving beyond merely issuing a consent form and information sheet for them to sign. As noted in the previous commentary in this chapter regarding the recruitment of participants to take part in a diary writing exercise, very many prisoners have poor literacy and numeracy skills. Although those who participated in both the interview and diary writing were able to read the information sheet and consent form, verbal explanations of the project, its aims, and funding sources were given. All participants were told they could withdraw

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<sup>22</sup> In the same way that one participant informally commented on engagement with VCS staff as being 'human' interaction.

from the study at any time they wished to do so, without having to explain why<sup>23</sup>. Doing so acknowledged Coomber's (2002) assertion that for some groups, like 'criminal populations', giving written consent is symbolic of a contractually binding agreement. Though not apparent in this study, asking for a signature may be seen as tantamount to a 'confessional' statement and an acceptance of culpability for certain behaviour (*ibid*). That said, at one of the local prisons a group of graduates from an OBP course were curious as to why I had approached them. They were not initially aware that I had had positive encounters with graduates of the same course at another prison and had already tried to recruit prisoners to write diaries.

Irvine (1998) shows informed consent is negotiated and re-negotiated throughout the duration of a research project. It also "in principle, suggests that a researcher knows what he or she is looking for. Moreover, it assumes that he or she is looking for the same from each person. In the context of fieldwork, this kind of prescience seems absurd" (*ibid*: 176). Not going to the extent of arguing informed consent was absurd, I nonetheless became aware of the problems of 'monitoring' and maintaining it throughout data collection. An instance of this was on a visit to one of the split-site prisons to introduce the diary methodology to a group of prisoners. On staff's request a letter of invitation to participate had also been emailed so possible participants were not entering the meeting without having some prior idea of what the project was about. All of them signed the forms and appeared to be aware of the project, its aims, and the task of writing a diary. One prisoner who was rather talkative even mentioned he had started writing before we had all met, but the return meeting was a different story. The probation staff member who was assisting my access into the prison told me he had torn his diary up. At the time I wondered whether, as Willig (2001) points out, the participant may have become 'emotionally sensitized' as a result of writing his diary. I recorded the response of the staff member to this inquiry in a fieldwork diary, along with the efforts to create an avenue for resolution to take place:

A number of issues came to mind, somebody (bodies) might have heard of his writing and viewed it negatively. After discussing further with the probation contact I was told that the diary may have been symptomatic of the individual's concerns/stress in other aspects of life. Thus, I decided that rather than suggest I meet the individual there and then, that if he could be given an opportunity to choose to speak with me I would then oblige on the following visit, if this was what he wanted. (Diary Entry, Tuesday 14<sup>th</sup> December, 2004)

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<sup>23</sup> Please refer to appendix E for a copy of the consent form, information sheet, and ethical pro forma

The ability of diary methodology, and for that matter the 'researcher', to be responsive to such dilemmas did not have the immediacy of interview methodology. Conversely, however, a 'one off' interview may not uncover such challenges as a result of the relationships being comparatively shorter term. The above event could not of been predicted even in the light of REC ethical approval, but the bureaucracy implicated in such procedures did reaffirm the observation made by others that prisoners are potentially 'vulnerable' individuals (i.e. Creswell, 2003; O'Keeffe, 2003; <http://students.shu.ac.uk/rightsrules/resethics1.html>, 2006), but such assumptions are problematic.

Truman (2003) offers a caveat based on the premise that REC approval for research progression can run counter to the 'participatory' and 'democratic' nature of some investigations, adding "[r]esearchers working within qualitative and / or participatory research paradigms are often acutely aware of ethical dilemmas contained within the process of conducting research with vulnerable groups, but try to address such dilemmas within an emergent process consistent with conducting democratic research" (*ibid*: para 1.1). The responsibility of seeking REC authorization, perceivably, rests on the shoulders of individual 'researchers' and is, to some point at least, antithetical to the 'inclusive' and 'co-generative' impulse of a number of action research projects, and particularly the subject/subject synthesis of 'researcher' and 'participants' as advocated by Fals-Borda (2001). That said such approval is required to gain access to certain populations through formal gatekeepers. Using experiences from a project on community mental health service user participation, Truman (2003) also highlights how interpretations of codes of conduct countervail against the values they seek to instil in research practice. Paternalistic interpretations of 'vulnerability' by 'researcher(s)' and REC's can rule out individuals' participation which nonetheless would promote beneficence for themselves and others (for illustrations, see *ibid*). The experience of conducting research with prisoners also sensitized me to the requirement to facilitate dialogue which is not regulated by preconceived ideas of 'vulnerability' whilst also trying to ensure non malfeasance.

Informed consent may act to limit deception, but there were conversations with staff and prisoners where it was questionable whether there was a clearly definable line between what was 'on' and 'off the record'. Moments such as conversations after tape recorded interviews and 'informal' meetings with prisoners were prime examples. At these meetings some prisoners would talk openly about issues such as former relationships, including sexual relationships. I also had the impression some staff would also talk off tape about issues in a more 'fluent' nature. I became aware not

only of the more 'structured' nature of the interviews, but also of the subjectivity involved in deciding what 'fits' the 'public' and 'private' criteria Noaks and Wincup (2004) bring to light. Although several participants were told of the diary I kept following visits, doubt surrounded whether they were aware that this could possibly involve them. All participants were told the information would be confidential and they would remain anonymous. Confidentiality, privacy, and anonymity were still of concern. 'Chats' with staff on the way to meetings and waiting to see prisoners sometimes involved talk about the participants. These conversations not only raised questions of what I could disclose, but also some staff revealed information about the participants that they themselves had not told me about. These included knowledge of prisoners' decisions to apply for re-categorisation to some open prisons and not others.

Prison sites have been named in this thesis, but measures have been taken to remove identifying features of prisoners, staff members and others. 'Others' include people who were mentioned in the research by participants, including family members, friends, and other staff members. Though it did not arise, prisoners were told that information they provided which could (in)advertently lead to 'victims/survivors' being revealed would not be disclosed. As part of informed consent, information given by anybody indicating that harm could be done to themselves or others, or posed security issues, could have breached agreements of confidentiality and anonymity. A trade off was had between naming prison sites and not directly identifying what Heads of Learning and Skills, Resettlement and Offender Management divulged in interviews. Thus, these staff members are referred to merely in terms of governor or management positions, rather than specific posts. As King (2000) suggests, the guaranteeing of anonymity and confidentiality of prisoners, prison sites and staff members can be problematic, although there are certain measures of resolution available. These comprise of not disclosing the names of persons, staff positions, and prison establishments, and what's more can include the decision not to publish results. The decision to give details on the prisons was motivated by a desire to appraise the importance context might have had in the perceptions and practices of 'partnership work' at each establishment. On the other hand, there was some apprehension the research could probably uncover information that had the potential to negatively impact on pre-existing 'partnership work', and subsequently service users.

On these latter issues, action research may be a more suitable means of ensuring 'ethical' practice in a research setting as a consequence of fulfilling commitments to 'participatory' and 'democratic' ideals. Integrating the aforementioned issues of informed consent, deception avoidance, confidentiality and privacy into the iteration(s)

of action research also promotes accuracy of information through reflection when compared to other 'modes' of inquiry. The effectiveness of such an approach, however, does relate to the amount of opportunity which is present for action research to take place (see, for instance, earlier commentary regarding the varying perceptions of the researcher's role(s), and action research). Carole Truman's (2003) interaction with 'vulnerable' people revealed "the views of research participants added considerably to the efficacy of the research and also provided a means for addressing ethical issues from the perspective of those who are participants within the research process" (*ibid*: para 3.26). Ethical considerations, then, reach into all aspects of research, namely, design, access, data collection, analysis, writing-up, and the decision to publish. They interlink as well to the significance of leaving the site(s) 'clean' (King, 2000) to promote the prospects of others who wish to undertake research activities in the same settings (*ibid*; Noaks and Wincup, 2004).

#### **CHAPTER SUMMARY:**

The discussion has explored the tensions and contradictions manifest in identifying and adopting Grounded Theory within an Action Research framework. It is contended the iteration which characterises the Action Research perspective of this study incorporates analyses of the role of the 'researcher' and ethical issues. By writing in a reflexive manner I have sought not to retreat from the research, but illustrate ways in which the 'role(s)' of the researcher, perceived and/or experienced, have influenced, and are influenced, by the venture. As Strauss and Corbin (1998) have documented, being able to 'bracket' beliefs and values in the duration and writing-up of a study is easier said than done in the realities of research practice. Such attempts have not being taken up here, the preference is on attempting to show and account for the role(s) of personal and cultural beliefs/insights in methodological decisions and the analysis of data, and recognizing the limiting and advancing possibilities they have for the awareness of 'the researcher' in the writing-up and presentation of 'discoveries' to different audiences.

## **CHAPTER 4.**

### **PERCEPTUAL UNDERSTANDING:**

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#### **INTRODUCTION:**

At its heart 'Perceptual Understanding' distinguishes the ways in which individuals 'frame' 'resettlement' and 'partnerships'. This effort is justified by initially drawing reference to the variations in individuals' definitions of 'resettlement' that emerged. 'Department Insulation' and 'Organisational Divergence', and later, 'Department Unification' and 'Organisational Convergence' both incorporate working practices and roles, historical and 'cultural' traits, and questions surrounding ownership for national and regional strategic developments, amongst other factors, in explaining how organisations, their members, and to a lesser degree their clients, disassociate and associate themselves with 'partnership' arrangements and 'resettlement' (Chapter 6 on 'Service Provision' takes a more detailed consideration of prisoners views) . Using the term 'Convergence' does not imply abandoning 'diversity', rather it points to 'diversity' being accepted, unlike divergence where working practices, cultures and historical influences manifest an impression of incompatibility. Organisations can simultaneously sense 'unification' and 'convergence' on the one hand, and 'divergence' and 'insulation' on the other. Where 'Perceptual Understanding' draws on the roles of individuals, organisations, national and regional policy and strategic visions, difficulties in establishing a harmonious definition of 'resettlement' are uncovered. Hence, behind 'official' messages of 'partnerships' and 'resettlement', more complex, sometimes intra-organisational, scenarios are present.

#### **'Resettlement':**

During the collection and analysis of interview and focus group data, along with recorded observations at the four prisons, variations occurred in how participants defined 'resettlement'. Three sub-categories emerged within the 'resettlement' category. Participants' discussions and writings featured references to 'resettlement' that tended to take the following forms:

- **'Resettlement' as a holistic process;**
- **'Resettlement' as disjointed;**
- **Critical awareness of 'resettlement'.**

It is significant that when participants were trying to articulate what 'resettlement' meant to them explanations drew on related phrases, such as 'reintegration' or 'rehabilitation'. This is exemplified in the following quote from a manager of a VCS organisation working in the field of restorative justice:

"What does resettlement mean, I suppose it's interchangeable with a lot of other terms, resettlement, rehabilitation, preventing of re-offending, it's reintegration of a prisoner back into his or her community with the minimum of risk the better hope for a reduction if not a ceasing of re-offending, it involves statutory services, it involves voluntary services"

Such terms may have similarities with each other, but as shown in Chapter One, 'resettlement's' historical foundations are quite distinct. Despite the acritical way some participants used these associated terms, the recognition of 'resettlement' as a process nonetheless figured across a range of accounts.

### **'Resettlement' as a 'holistic process':**

Staff from a range of service backgrounds, along with some prisoners indicated their understanding of 'resettlement' related to a process which began from the moment a person enters custody, through to, and beyond, their release into the 'community'. In some cases this extended to incorporate the period from arrest. The term holistic is used as staff referred to service users potentially engaging with a diverse range of providers to meet individual 'needs'. This can be seen as congruent with the SEU's report (2002), the Regional Resettlement Strategy (Senior, 2003) and the later Regional Reducing Re-offending Action Plan (NOMS: Yorkshire and Humberside, 2005). A senior management grade commented in the first phase of interviewing:

"It [resettlement] involves basically addressing prisoners' need in terms of their resettlement. We work towards, if you look at the social exclusion report, any issues that a prisoner might have in terms of accommodation, employment, addressing offending behaviour, drugs, a whole number of complex issues that a prisoner may have one or all of, we set about managing a programme to address those needs of the prisoners and reduce the risk, it's about public protection really and reducing risk so we reduce reoffending"  
(Manager/Governor Grade, HMP/YOI Moorland)

Whilst the statutory duties of protecting the public and reducing the 'risk' of 're-offending' are key objectives seemingly used to frame individual's conceptualisations of 'resettlement', the multi-faceted nature of prisoners' 'needs' remains. At HMP/YOI Doncaster one manager grade staff member from the Community Re-entry Team expanded such a vision:

"It's very important for prisoners to have that leg up to start with to get their phone card, to get their toiletries, to get their cigarettes. It's a form of anger management and suicide prevention so it's somehow we can interact with them, engage them in that, engage them in checking their status in terms of housing if they've got accommodation to register it, that they're in prison that they've change of circumstances, so they're not taken off a housing list. Equally important if they're engaged in training or employment in a short term sentence to engage with us, act as mediators to contact the employer, to look at can we keep this job open, cause some of them you know are serving very short sentences and most employers now are quite realistic in terms of severity [...] of offence they look upon it's merits so it's about identifying their need immediately as soon as they come to prison. Which are about health, housing, money, employment, training, drugs, alcohol, you know, you're running out of fingers"

Interpretations of a 'holistic process' were found across staff grades and sectors. A number of service providers' views on what 'resettlement' meant to them were mirrored in their diaries. Below is an extract from a diary of a prisoner on his ninth prison sentence, serving 8 years:

"Re-settlement to me is the preparation and the transition of an inmate to being released back into the community" (Adult prisoner, HMP/YOI Moorland Closed)

This was echoed in the writings of another adult prisoner who was serving his eleventh custodial sentence of four years:

"To me resettlement means: being given the opportunities to prepare yourself for release" (Adult prisoner, HMP/YOI Moorland Closed)

As fieldwork progressed, anticipation of changes as a result of NOMS became evident in the public sector. With changes of post title and responsibilities for some of the Heads of Resettlement, conceptualizations of 'resettlement' reflected these contexts.

At the time of the second phase of interviewing, Offender Management and Risk and Offender Management Heads at some of the public sector prisons viewed this change as complementing the 'end-to-end' vision of NOMS offender management (Carter, 2003; Blunkett, 2004; NOMS, 2005b) and the promotion of 'resettlement' as a 'seamless' process:

"I think it [the change of department and career title to Risk and Offender Management] was about taking together, or bringing back together two sides of the coin which was the regimes side, which is education, training, workshops, bringing all that together with the resettlement and having a joint approach [...] so when you get a prisoner through the door you can assess his needs, direct him appropriately into education or employment and training to prepare him for release" (Prison Service Manager, OM department, HMP Leeds)

A manager in the OM and Risk department at HMP/YOI Moorland described their change of role and responsibilities. It differs from that of HMP Leeds. At the time of phase one interviewing with the Heads of Resettlement and the Head of Learning and Skills at this local jail, the latter role carried regime responsibilities. This changed by the time of the second round of interviews, with senior management responsibilities for regimes being moved to the Head of OM. Conversely, to a degree the reversal of this had taken place at HMP/YOI Moorland:

"the regimes bit was mainly to do with the workshops, the kitchens, the farms and gardens, which now has all transferred to the head of learning and skills, and I'm sort of looking at the [...] all the sentence planning stuff, all the resettlement issues, public protection issues, psychology, offending behaviour programmes, all that sort of bag of stuff" (Prison Service Manager/Governor Grade, HMP/YOI Moorland)

Aside from showing changes in managerial and departmental responsibilities taking place as the data collection developed, the quote also shows how dialogue around 'resettlement' contained contradictions. On the one hand 'resettlement' was a process engaging a range of individuals and agencies. Yet on the other, it was attributed to specific things, such as a department within the prison, a stage in a person's sentence, or a particular prison programme. This was more prominent in some accounts than others.

## **‘Resettlement’ as disjointed:**

There were interpretations of ‘resettlement’ similar to the Regional Resettlement Strategy, appreciating, for example diverse ‘needs’ of prisoners prior to, during and after imprisonment, but it became evident that the ‘strategic message’ was not held by all. It would appear there was a lack of consistency between the definition of ‘resettlement’ at a regional and national level, and sites and individuals. This was most notable during early stages of data collection. The differences partly explain the contradictory way in which ‘resettlement’ was presented as both a process and a specific ‘part’ of prison life, sentence, and/or programme.

“in my view resettlement starts the minute you come into prison, if you look at prison twenty years [ago] completely different places to what they were then, prisons was you came into prison and the only services you got was the statutory agencies that helped you find a house and so forth, you come into prison now and it’s your god given right to get a house, it’s your god given right to get services for your drugs (help) services, get your health care sorted, get your chiropody done, get your teeth done and so forth, I’m not knocking any of that, but these are services that we’ve introduced as part of a resettlement process on resettling you as an offender rather than ( ) as a prisoner, so I think you look at it on the basis that these are services that are new then the core work of prison hasn’t got anything to do with that” (Manager Grade Staff Member, Yorkshire and Humberside: Prison Service Area Office)

Whilst ‘resettlement’ then is viewed as a process, it is on the periphery of the ‘core business’ of prison. One manager from a Voluntary and Community Sector organisation working in the field of CARATS at HMP/YOI Moorland related this to the manner in which ‘resettlement’, in their opinion, had developed in the prison service:

“what’s happened over the last few years is that different bits of resettlement have been tacked on and tacked on and tacked on and its actually become a massive part of the prison service agenda now and quite rightly, but I don’t think it’s resourced properly yet”

The separation of ‘resettlement’ from other functions within a prison was evident in a focus group discussion with some prison officers at HMP/YOI Moorland Closed:

“Prison Officer: my job just basically means looking after them during their period of incarceration, resettlement issues is waving goodbye to them at the door basically

HB: yeah, sure

Senior Officer: I don't think there's scope for us to do much for resettlement to be honest I think programmes do their little bit and obviously other departments but I'm just speaking for myself on wing and on landings you haven't got the time to really get into resettlement with them”

Not only did these kinds of understandings of ‘resettlement’ militate against scope for officers and other staff to see their day-to-day working practices as conducive to, and part of, wider strategic aims, they linked to ideas that ‘resettlement’ was more closely aligned to specific departments or sites. As the same Senior Officer at Moorland Closed commented:

“they put these courses in place for them to reduce er their risk basically, now we've got our resettlement side, open side”

Even at HMP/YOI Doncaster, with their team taking the name ‘community re-entry’ instead of ‘resettlement’, one of the Prison Custody Officers remarked:

“in all honesty I don't know a lot about resettlement but I always believed they came down here [to the CRT] if they've been locked up and they've got a flat or an house and that needs either keys handed back in or rent to be kept being paid for a few more weeks [...] but I didn't know a lot about it until the [...] eight or nine months ago I think we we're all sent a d v d from serco and it showed you know, job club”

‘Resettlement’ was seen as the central to the CRT's work, though as the PCO mentions, measures had been, and were continuing to be, taken to raise awareness of such issues with staff primarily based in residential areas. Perhaps the most notable example where ‘resettlement’ had come to be associated with particular parts of a prison and its programmes was at HMP Wealstun. At the early stages of data collection a programme was based at the category D (open) side of the prison. The programme involved prisoners working voluntarily on placements with charities for a period of twenty days. From this point they could then go on to take up paid

employment. Despite the purported advantages of both the closed and open site being adjacent to each other, making resource savings at the same time as ensuring continuity of service delivery, the programmes title failed to support strategic views of 'resettlement'. A focus group at HMP Wealstun made up of prison officers who were involved in a range of practices from sentence planning to residential, wing-based work illustrates this. Officers were recruited both from the open and closed side of the prison:

"Prison Officer: well regarding c wing, I mean we don't do like resettlement, because usually it's an induction wing where they come in from another branch or from the courts to ourselves, therefore that's the starting point of their sentence, so we don't really deal with a lot of resettlement"

'Resettlement' is seen as coming to the fore during the latter stages of a person's sentence, arguably fragmented from prisoners induction procedures. Another residential officer with many years service, based on the closed side, expressed his desire to remain unattached to 'resettlement work'; even though it is likely that his interaction with residents had involved some engagement with such work - such as mental health as highlighted in 'resettlement' pathways – in ensuring 'safe' and 'secure' custody:

"Prison Officer: never had anything to do with it [resettlement], don't know what it is, I know what it means, but I don't know what it is

HB: sure, sure

Prison Officer: cause I've never been involved with it and I don't want to be

HB: sure and why do you not feel you want to be involved with that?

Prison Officer: just not my scene"

Later on in the focus group the specific issue of the programme arose, as an officer commented:

"you don't get the resettlement, there's no resettlement closed side, it's only on this side when they're in their last twelve months of their sentence they can apply"

A Senior Officer later paid recognition to 'resettlement' as 'starting from day one', seen as endorsed by management, particularly following the appointment of a new Governing Governor. Approximately half way through the PhD fieldwork, it became apparent that views expressed by the officers along the previous theme were also found in prisoners. Ambiguities between strategic interpretations and those at prison and individual levels had implications for service users' perceptions of 'resettlement':

"Resettlement re-integrating into society following a period of imprisonment. The name for the scheme which allows inmates to gain work experience or full time paid employment whilst in prison" (Prisoner diary entry, Cat d site, HMP Wealstun)

Though the prisoner at the open site had an awareness of 'resettlement' that extended beyond the scheme, one of those approached on the closed site, who was serving a sentence of seven years, added:

"Resettlement is a scheme which is based on the Cat D side of my prison.

It is where prisoners that are close to the end of their sentence can have a full time job and work outside of the prison whilst still doing their sentence. People can receive a full time wage whilst still in prison so they have enough money for themselves to start a new life when they get out.

It is also a chance for the prisoners to get used to the outside world again because it might be hard for some prisoners to go straight out with no help so it will give them a fresh taste of a full time job and a bit of freedom again.

I think there is more home visits on resettlement as well which also give the prisoner more freedom" (Prisoner diary, Cat C site, HMP Wealstun)

Another prisoner serving his first prison sentence of 4 years, who was at the closed site exhibited a similar perception of the attachment that the term 'resettlement' had to the programme:

"I've just been knocked back on my Cat D. I wasn't very happy with it but understand the reasons they gave me. I thought and still think that I am eligible for it and have been told by my personal officer and the S.O. that knocked me back that I have to do the Assertive & Decision making course and get

assessed for Calm. My parole is in Jan next year so I hope I can get those over with so I can get on resettlement before I get out. I am up again in May” (Prisoner diary entry, HMP Weastun Closed)

The scheme itself did not go un-criticised. It was viewed as not focussing sufficiently on prisoner’s individual ‘needs’. A VCS manager working in the field of E.T.E. highlighted that due to lack of officers on the gatehouse and prison rules, prisoners could not occupy shift work positions. This was regardless of them being viewed as suitable for the majority of prisoners who were deemed potential candidates for these ‘semi’ or ‘unskilled’ forms of employment:

“Now if we were looking at making it fully geared up towards resettlement we would be looking at the needs of the prisoners and how to address those needs, and then making at where possible, and obviously with security and, and those issues in mind, the prison fits within those needs rather than the other way round”

The programme itself was not considered holistic and person-centred, but the fragmentary nature of ‘resettlement’ as in accounts of prisoners did not apply only to HMP Wealstun<sup>24</sup>. A focus group at HMP Leeds involved a small number of prisoners and a uniformed staff member. Here ‘resettlement’ was aligned with particular parts of prisoners’ sentences and services that might be engaged with:

HB: “sure, but what do you think resettlement means to you?”

Prisoner: “send em back into the outside”

HB: “sure”

Prisoner: “back into the society in what you live in, workwise”

In the same focus group other prisoners who participated conveyed that resettlement meant:

Prisoner 1: “getting set up to get back into the community”

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<sup>24</sup> . Towards the second half of data collection, October 2005, it was discovered that the name for the programme was changed to ‘community re-integration’

HB: "yeah ha ha"

Prisoner 1: "hopefully keep you away from like crimes"

HB: "right and er what do you think?"

Prisoner 2: "resettlement comes in your sentence at the last six month, you know like sorting out your housing"

HB: "sure"

Prisoner 2: "things like that, if you can do something like pasro then that's like resettlement"

'Resettlement' was both a name attached to a specific part of imprisonment, sentence, or set of services, yet on the other hand was a process, involving programmes such as P-ASRO. The key point is mixed messages about 'resettlement' exist – be these within prison sites, between members of staff, and service users. One VCS manager explained how they felt that the manner in which 'resettlement' was monitored conflicted with the ability to comprehend it as process, along with ownership for outcomes between partners:

"in some ways resettlement is in a no win situation, because everybody who's has a role in the resettlement process will want to use good figures to justify what their input has been so if you take reduction in re-offending say as the yardstick by which resettlement is judged, or good resettlement is judged, somebody comes out of a prison and they've completed a couple of years after release without re-offending, somebody will say well while they was inside we put him through e t s, enhanced thinking skills, that must have made it" (VCS manager, restorative justice)

These two sub-categories encompass the ways many respondents constructed their accounts. As illustrated, either of these perceptions did not necessarily contribute to the exclusion of the other. It is plausible that whilst certain publications such as the Regional Resettlement Strategy (Senior, 2003) and the joint thematic report by HM Inspectorates of Prisons and Probation (2001) are complementary clarity of these definitions became clouded, informed by the idiosyncrasies of prison sites and individuals' understanding. Although, in a focus group at HMP Leeds, prison officers

reported that they felt NOMS had created more 'drive' for 'resettlement' issues, an interview with a manager from the recently named Offender Management department revealed distinctions between 'resettlement' and 'regime' issues remained. This is interesting given that regimes were strategically conducive to 'resettlement'. The two elements were not necessarily in conflict, but the separateness did relate to the accountability and monitoring of distinct strands of performance:

"within our offender management function we still are conscious that we have a resettlement and a regimes side, and we're conscious of that, there's a lot of crossover between them, but they are quite distinct in their outputs" (management grade staff member, Offender Management department, HMP Leeds)

When employed to describe a process with outcomes (HM Inspectorates of Prisons and Probation), the term 'resettlement' became increasingly problematic. It was not possible to ascertain a common definition or understanding of a range of 'partners' *"to describe the totality of work with prisoners, their families and significant others in partnership with statutory and voluntary organisations"* (HM Inspectorates of Prisons and Probation, 2001).

### **Critical Awareness of 'Resettlement':**

This final sub-category was made up from a comparatively reduced amount of data. Critiques of 'resettlement' terminology generally occupied managerial positions, either in the statutory services or the VCS. These criticisms centred on the connotation of a prior 'settled' condition existing before individuals' incarceration:

"resettlement's quite a strange term really because you know most of these people that come into prison have never been settled in the first place and I don't think it's within that term, but that's the one we're landed with" (Manager Grade, CRT, HMP/YOI Doncaster)

Furthermore one manager/governor grade staff member at HMP Leeds commented on a legislative and organisational unease they felt existed. There was seen to be a void between the terms conceptual overtones and the acceptance or inculcation of these in working practices:

Manager: “the other thing is how much faith have we got in resettlement if we had such faith would we not be employing prisoners ourselves”

HB: “sure, and why do you feel that, why do you feel there’s a barrier”

Manager: “legislative currently and difficulty with the concept of resettlement, but it’s not such a good model is it to present to the outside world”

### **Summary:**

Data indicates many of those involved in the research anticipated that prior to the release of a prisoner it was likely some degree of preparation would need to take place within a prison setting. Nevertheless, individuals expressed disparate meanings of ‘resettlement’. As argued later, the absence of the terms clarity has implications for the potential of aspects of work in prisons to be considered as central to ‘resettlement’. Failure to address this definitional issue does little to challenge the idea that the term refers to activity at the periphery of a prison’s work. If ‘resettlement’ provides the unifying process and/or outcomes for ‘partnerships’, then lack of an agreed upon and clearly conveyed definition fails to promote the joint work envisaged at a strategic level within and across individual prison sites.

### **Departmental Insulation:**

The category ‘Departmental Insulation’ is an *in vivo* code originating from focus group discussions with prison officers at HMP Leeds and HMP/YOI Moorland. It applies to all of the prisons in the study. Without using the phrase ‘insular’, interviewees revealed issues that existed within the category. ‘Department Insulation’ refers to factors that contribute to ‘divisions’ between prison departments, and staff grades. The category is divided further to illustrate the specific characteristics of insulation, these being:

- **Strategic insularity;**
- **Departmental boundaries.**

Together, taken broadly, they embody implications for ‘partnership’ work. They draw attention to existing and potential discrepancies within individual prisons. Forms of this insulation vary, but include resistance to strategic developments, stereotypical perceptions of other departments and grades of staff/volunteers - such as rehabilitative work being labelled ‘care-bearish’ by some staff as was referenced by at least two

participants - through to a lack of knowledge of strategic issues, despite a desire to know more.

### **Strategic insularity:**

'Strategic insularity' is multi-faceted in nature. It ranges from feelings of a lack of 'stake' in strategic developments by parts of an organisation or agency, through to individual personnel. It takes in unawareness of strategic developments in the fields that organisations and participants work in. It also describes a purported incompatibility and/or detachment of strategy from 'day-to-day' practices, and vice versa. The latter of these points appeared across discussions with prison officers:

Senior Officer: "a lot of staff do feel that, you know, they're interested and motivated in their area of responsibility, but, you know, they can see this thing as not [...] impacting on their day to day duties as such you know"

HB: "sure, sure"

Senior Officer: "this noms and roms and money and budgets, you know, it's all up there with the governors as such, you know but they have been trying to increase the awareness of noms, the action plan was launched the other day"  
(Senior Officer, HMP Wealstun)

A manager at HM Prison Service Area Office also commented on NOMS developments, where public sector prisons had changed, or were in the process of changing, the structure and name of some of their departments. Thus the working practices of some unformed team members were not seen as contributing to strategies or the strategy not contributing their working practices.

"I think prisons know there's a change, but I'm not sure if you went to ask sentence planning staff that they would be able to tell you why there's a change and what the change is all about [...] they might know that they're not called a sentence planning officer anymore and their head of resettlement has now changed their title to be in some prisons they're calling themselves offender risk managers and so they know there's been a change, but then you say so [...] why have people's job titles changed and I'm not so sure they'd be able to articulate that, they might just say don't know, it just has" (Management staff grade, Area Office)

Although these disparities were often expressed as a dichotomy between strategy and 'working practices', suggesting a division between officers/uniformed staff and senior management/governor grade staff, there was evidence to suggest that this extended to managerial practices. The following quote perhaps clarifies this. One of the final interviews was with a manager at HMP Wealstun. As has been covered in Chapter One, it was at a time in public sector prisons when HOLS were preparing for the implementation of services under the OLASS initiative. The interviewee expressed similar disparity to that of the differential 'ownership' of strategy described between officers and governor/managerial staff grades. This time, the deficiency in understanding was on the part of the LSC, and their purported failure in granting prisons sufficient 'stake' in the strategy, despite desire for more involvement:

Manager: "there's a lot of problems, a lot of practical issues [with olass] that I don't think, and I'll say it, I don't think people who sit in offices in London and wherever, actually understand, they see that if you give all of the whole budget to this new service and this new service is serviced by the LSC [Learning and Skills Council], that we'll get the quality and co-ordination and all the rest of it, you won't you know they're looking at a strategic level, I'm looking at it very practically [...] the LSC haven't even had the courtesy to come to this prison, even though they were invited to work [...] with us" (Manager, HMP Wealstun)

Questions regarding the LSC's ability to comprehend the 'everyday practicalities' of working within a prison setting were not exclusive to the interview with this particular manager. There were examples found at all of the prisons of at least some form of 'Strategic Insularity'. This was noted in the particular case of the relatively recent recruitment of HOLS, both in the public and sectors. As a senior member of the managerial team commented in response to the following question:

HB: "sure, do you think that for example the, the other managers, for example in community re-entry, but other departments, understand his [the HOLS] job role?"

Senior manager: "probably not as well as I understand it because I know that he's got different pressures than just being based at one particular prison and he's got to look at each education department of the three or four contracts"

This quote also gives insight into contexts that accommodate various forms of 'Strategic Insularity'. It is closely aligned to the second of the sub-categories,

'Departmental Boundaries'. Understanding the manner in which departments and their staff work, or more accurately, account for each others work, exposes some of the dilemmas in attempting to 'realise' strategic enterprises against diverse contexts of individual prisons.

### **Departmental Boundaries:**

'Strategic Insularity' and 'Departmental Boundaries' make problematic the delivery of services as detailed in publications such as the Regional Resettlement Strategy (Senior, 2003), the Nation Action Plan for Reducing Re-offending (Home Office, 2004), the Carter Report (Carter, 2003) and Government's response (Blunkett, 2004), along with others such as the Regional Reducing Re-offending Action Plan (NOMS: Yorkshire and Humberside, 2005). Both share in common the micro politics of individuals and departments that complicate strategic messages within and between individual prisons.

'Departmental Boundaries', like 'Strategic Insularity', has a number of complexions. The data points to instances where there was a lack of mutual understanding between departments and functions within prisons as to each others role(s), and also to reported divisions between staff and management that were attributed to pressures of their day-to-day practices being unacknowledged by each other. There was evidence that views of staff and department roles were based upon stereotypical and/or historically rooted beliefs. For example, one individual manager commented on operations and residence, noting that they traditionally saw themselves being the 'bread and butter' of prisons. Somewhat conversely, there were significant examples of staff noting their desire to know more about other departments and staff roles, but this was moderated by work pressures, such as time. For one principal officer at HMP Leeds the insularity of prison departments related to the 'ownership' of responsibilities by staff members:

"your getting on one of my favourite subjects here and I know other establishments are like this, we're so insular at this establishment it's untrue at times and [officers first name] is right, you know, and you'd think you work for hmp c wing or hmp resettlement not hmp Leeds, and it's not changed and it's not getting any better, unfortunately"

The same officer then went on to define what it meant to be 'insular':

“being insular, you know, that’s my job, that’s mine and I do that bit of work, and I do this bit of work and I do that bit without the two and two meeting”

At split-site prisons similar matters were documented. At HMP/YOI Moorland this extended to the open and closed site, and was arguably embedded in the history of the sites being two separate prisons. As a managerial member of staff commented:

“for us here it seems as though we’ve got two completely different, we’ve got a closed prison, and the open prison” (Manager, HMP/YOI Moorland)

He went on to observe:

“I think historically some people were very precious, the open site started to lose its identity as an individual prison and sometimes it’s seen as the poor relation in terms of funding, and it’s got a totally different role”

At HMP/YOI Moorland Closed, the implications of these boundaries were cited as hindering the ‘seamlessness’ of a prisoner’s sentence. As one officer explained:

“to get a guy from point a to point b, you have to transverse through this minefield of different areas and some people will be looking at this and you’ll need their help with that, and then you’ll have to, you’ll buffet against something else and because of the way [...] their department looks at things, they’re looking at different areas so you can’t tie the two together” (Prison Officer, HMP/YOI Moorland Closed)

Repercussions of at least some of the following matters were evident in a focus group discussion at HMP Leeds. These included: intra-departmental bureaucratic responsibilities; a sense of incompatibility of working practices and core concerns pertaining to different departments; limited time scales reducing the opportunities to gain knowledge on these issues; and in some cases, reports of attitudes amongst staff grounded in stereotypical and historical beliefs. The group involved prisoners and a uniformed staff member. All were involved in the P-ASRO course:

Officer: “there are two disciplinary staff currently, and that’s the only staff we have, in a lot of establishments it’s done by psychology as well, so we don’t have psychology anymore”

Prisoner: “apart, apart from yourself a lot of the staff wouldn’t be interested in taking a course would they, it’s like you say most jobs that a lot of the staff [...] are less willing in the job”

Approaches to working practices could also inspire division. At HMP/YOI Doncaster, for instance, a Prison Custody Officer (PCO) used the following analogy:

“but there’s a lot of people within this prison and probably other prisons what work in an office tucked right at end of building, you know in a little safety zone that never see, you know, what it’s really like, what really goes on”

Aside from variations between departments, within departments similar themes were identified. Interviews with uniformed staff, many of whom were based in residential areas, portrayed a managerial/‘grass roots’ divide. At HMP Wealstun one officer talked of this in relation to limited knowledge of the working practices and pressures of being a prison officer:

Prison Officer: “they [managers/governors] should come and see for their selves, and justify what they’re doing [...] so therefore if you need more man power they can be there to help out [...] it’s no good passing a whole load of stuff on to us as officers and expect us to do it if we haven’t got no time, because in this game everything is time consuming”

Liebling (2004) has documented how the responsibilities of governors have changed in the light of NPM, becoming more complex, whereas importance still resonates in factors such as attachment and commitment to the environment and staff members by those under their leadership (*sic*). “Change is necessary, and now inevitable, but whereas senior managers largely understand and have access to the bigger picture, prison staff often do not. They fill in the gaps with guesswork, anxiety, and cynicism” (Liebling 1997: 382). Across prison sites there were tensions between managerial styles. At HMP Leeds, for example, a predecessor to the male Governing Governor who was in post at the time of the study was talked of favourably for her ‘proactive’ people skills. Her ‘go ahead girl’ style, as one officer remarked, and presence on wings was juxtaposed to ‘managerial’, less visual styles of ‘governing’. Congruently at HMP/YOI Doncaster one of the managers from the CRT added:

“I think it’s also down to, to personalities of people who, who are delivering a service, because even when you’re the head of learning and skills or head of an

education department, you still need to have some information on how to deliver a scheme. So sometimes, what happens is people are quite far removed, so they sit in an office from the, the workers and therefore having a poor knowledge of what their subordinates are doing”

### **Summary:**

The subcategories that form ‘Departmental Insulation’ present challenges to ‘partnerships’ and existing theoretical accounts. They show how staff members, departments, working styles, and practices add to the complexities of attempting to work with ‘partner’ agencies. Strategic aims, such as pathways that detail key stakeholders in certain aspects of provision, potentially underplay this heterogeneity. Micro politics within prisons highlight how such ‘strategic messages’ come to be seen as, and made, separate from working practices and (mis) interpreted differentially when attempts are made to apply them to practical settings. They also may be characterised by people and departments who actively ‘boundary’ themselves from other agencies and ‘resettlement’ work.

### **Organisational Divergence:**

‘Organisational Divergence’ is a broad category. It captures the variety of ways in which participants indicate differences within and between organisations. For instance, diversity might be seen as a positive trait giving ‘added value’ to service provision. Conversely, divergence may be illustrated by staff perceptions of organisations, or specific parts of an organisation, as incompatible with others.

Concern here is with explaining how specific issues come to be interpreted as uncomplimentary or a hindrance to existing and proposed strategy through to day-to-day practices of staff and volunteers. It also may be the case there is little mutual awareness within and between organisations, that, in-turn, perpetuates divisions. Greater detail about what forms ‘Organisational Divergence’ is provided by describing each of the subcategories. Cumulatively these make ‘Organisational Divergence’:

- **Strategic Level Divergence;**
- **Awareness Issues;**
- **Organisational Ethos; and**
- **Heterogeneous Practices.**

Within each of the subcategories exists a variety of practices, but they unite around the key issue or concern denoted by the title of the sub-category in question.

### **Strategic Level Divergence:**

Although the region is a pioneer in developing a Regional Resettlement Strategy (Senior, 2003; see also Social Exclusion Unit, 2002), a number of issues arose relating to organisations involvement, or lack thereof, in 'resettlement' strategy. Despite existing strategy was intended to direct 'resettlement' processes by clarifying key stakeholder agencies in each 'resettlement pathway', some fragmentation appeared in the manner in which departments and organisations were 'guided' by existing strategic pathways:

"one of the problems is that we still have a clear idea in our head that if you've got a drugs issue, then you go down a dip road, if you've got a mental health issue then you go down a mental health road, [...] and we still don't get the idea that actually if we just combined all those other services together then they may have a better chance of resettling people" (Manager, HMPS Area Office)

This fragmentation also related to ownership of the 'resettlement' strategy by organisations and their members. An interview with a manager from NOMS in the Yorkshire and Humberside Area, highlighted a desire for local authorities to take on the 'offender agenda' more. This would be brought about, in the manager's words, as a result of not seeing it as 'something that's completely separate'. Accountability for this did not rest completely with the local authorities though. NOMS was seen to act separately in taking up the aforementioned agenda. Not only did the 'absence' of potential 'partners' lead them to not be at the 'strategic table', their absence also was attributed to changing contexts that led to their exclusion. At HMP/YOI Doncaster, one managerial staff member interviewed in the earlier stages of the research, during the initial development of NOMS proposals observed:

"we've always got this conflict, public and private, [...] one minute we're in and one minute we're out, you just sometimes have this vision you're not sure when you're in and when you're out, bit like the okey-cokey" (Manager, Community Re-entry Team, HMP/YOI Doncaster)

'Inclusion' and 'exclusion' were apparently influenced by the ability of the private sector to be accommodated at a strategic level, influenced by national and regional politics. A

similar issue at HMP/YOI Doncaster arose later in the research when OLASS proposals were culminating. Prior to the interview, all HOLS, with members of the Probation Service, from prisons in the Yorkshire and Humberside region had worked to create a protocol for the transfer of individual prisoners learning plans, in electronic and manual formats. A manager at HMP/YOI Moorland talked of how the decision to include members of private sector prisons was viewed cautiously by other managerial staff members in the region who were not HOLS:

Manager: “we had an area heads of learning and skills [...] monthly meeting at which the Wolds and Doncaster, the two private prisons in our area, Yorkshire and Humberside [...] were not involved at all and that was quite political”

HB: “[...] sorry, how do you mean by political [...]?”

Manager: “it’s political in that we were actually advised to keep them out of the loop [...] because I think obviously [...] they could be seen as a threat, that we were discussing things that, perhaps, although they weren’t, could be seen as commercially confidential [...] and it wasn’t the case at all, trying [to] develop an individual learning plan for prisoners so that it was transparent, it could move from one prison to another but we were excluding two of the prisons”

Similarly, there were also issues of ‘ownership’ or ‘stake’ in strategic development. As the quote above shows, private sector exclusion was also accompanied by the public sector having a degree of control over ‘inclusion’. This was the case at least with the HOLS, and to a certain extent other strategic areas. This included the uncertainties of a manager from HMP/YOI Doncaster’s over the nature of their involvement, or not, in NOMS proposals. Some staff interviewed also talked of how the VCS had not gained the recognition it deserved. The sectors’ organisations were seen as not promoting themselves adequately, as well as being neglected by its partners.

Neglect also featured in VCS member’s interviews. One commented that at HMP Wealstun they felt uninvolved in the planning and building of new residential areas, noting specifically the location of interview rooms in less visible places. Also an issue with the contract agreement arose with one organisation:

“our current contract was due to finish at the end of march, last week I had to tell my staff they were being made redundant because they’ve [the prison service] not made a decision on the tender and then they came back and give

us a three month extension until we've sorted out what we're doing with the tender, but we've had this same situation for the last eighteen months" (VCS Manager, HMP Wealstun)

Apart from divergence between public, private, VC and faith sectors, this could be applied to prison establishments. Whilst it is perhaps not surprising prison establishments and sites strategise and operate differently according to their role, and factors such as security concerns, a limited number of staff noted such strategising tended to be autonomous of regional drives. Clarity of regional strategy seemed to be 'lost' with certain staff members. One cluster manager working in the field of CARATS expressed they felt the range of service provision seemed 'thrown in a bit ad hoc'. This manager, as well as others, called for greater structure of process, summed up in references to the 'guiding' of 'resettlement' processes. Differences occurred between prisons in the public sector, such as variations in whether HOLS had senior management status and accountability for regimes in the prison – at HMP/YOI Doncaster the difference with the public sector was more pronounced with their HOLS covering the remit of all Serco Home Affairs prisons. One manager based within the Community Re-Entry Team described how prisons tended to focus on 'internal' strategic aims:

"I think historically that all prisons operated fairly autonomously, they have their own regimes, their own way of doing things and they never seem to cross"

There was also some variations in departmental structure in the advent of NOMS and public sector prisons creating OM/Risk and OM Departments. For a number of prisons this included the prior 'resettlement' function, yet for others it did not. Moreover, at HMP/YOI Doncaster decisions on restructuring were to be made, even though some public sector prisons had, at least preliminarily, attempted OM branding exercises. Judgement remains open as to whether or not this was detrimental or advantageous to public or private sectors and their 'partners'. What this perhaps does draw attention to is the fashion in which prisons, particularly between private and public sectors were making apparently independent decisions about function and management structure.

### **Awareness Issues:**

The independence of decision and non-decision making was not only observed between prisons. It existed within prisons, their departments, and between agencies. This interrelated with 'Awareness Issues'. Broadly speaking, 'Awareness Issues'

primarily concerns the degrees to which organisations, staff members and individuals expressed (mis) understandings about aspects of another's work. There was evidence to suggest that amongst staff employed in prisons there was a need for awareness raising of mutual roles and responsibilities. As one officer commented in a focus group at HMP/YOI Moorland Closed:

Officer: "when we had our chief inspectors visit they come to the conclusion that our officers didn't know what we did and we are officers"

HB: "sure"

Officer: "in sentence planning [...] they [residential officers] didn't know how to access something that we'd done when in fact the whole prison has access to a report that I've done [...] that speaks volumes doesn't it"

This linked to 'Department Insulation', but it was also the case that members from different organisations who worked in close proximity to each other had experiences similar to those detailed above. At HMP/YOI Doncaster, for instance, one of the PCO's reported whilst they had a probation function on their house block they were not entirely sure of its purpose. Strategic clarity and comprehension of organizational roles and approaches to work may have been present, but discrepancies concerned the extent to which this was mirrored by individuals within organisations. It became evident that certain members of staff at all prisons talked of these 'Awareness Issues' being present at both an organisational level and that of individual members. VCS organisations frequently figured. This included the highlighting, by prison staff, of the importance of the VCS having a suitable understanding of procedural issues in prisons, such as their awareness of security matters, to statutory and VCS organisations having an adequate understanding of each others roles and functions. Furthermore, problems in mutual awareness extended to interpretations of staff roles. In a focus group at HMP Wealstun one officer explained with regards to the VCS:

"I can't tell you what I think about those people that come in because I don't think, they cause some uproar with the prisoners and for us it's not worth the hassle, sometimes and I've seen it on a civilian members of staff side, which I was before and now in uniform it's even worse because they don't realise our day to day job, they think we stop everything for them and it doesn't happen"

Slightly later on in the focus group the same member of staff responded when the issue of mutual understanding was probed:

HB: “do you think they [the VCS] actually add anything to your job?”

Officer: “yeah, fire, stress, don’t need it, don’t want it, sorry but that’s true”

The lack of understanding and appreciation for individuals and organisations roles did not purely emanate from officers comments. Hence, more extreme examples described discord and reticence towards engagement with other staff and organisations. Although HMP/YOI Doncaster had in place a structured induction process for VCS members and volunteers working in the prison this also applied to PCO’s interviewed. Though the PCO’s did not display reticence, there were still issues around understanding other departments and agencies functions. As the research drew to a close the Yorkshire and Humberside Development Manager at Clinks and the Prison Service Area Office, along with prisons voluntary sector co-ordinators, were developing a more structured format of induction that would be used in public sector prisons. Its absence was cited by staff members across the prisons in this study:

“I used to do a course with young lifers and they would have sessions with different groups within the prison and one of them was the in-reach team, so they’re actually having a training session with in-reach where they are told what in-reach do, but it’s a shame that the officers don’t have a training session with in-reach, with carats, with sova” (Senior Officer, HMP/YOI Moorland)

Ideas participants expressed to foster understanding ranged from a more structured induction process, secondments, staff ‘shadowing’ existing workers to gain an appreciation of their responsibilities, along with ‘grassroots’ as well as managerial meetings and forums. Members of staff from the probation service and voluntary and community sector agencies also emphasised a lack of mutual awareness between staff. Greater involvement of prison officers in the induction process on the closed side of HMP Wealstun was advocated by one probation officer:

“the prison officer drops them in the room and disappears [...] yeah and you know just that simple little thing of having officers as part of what we’re doing which, you know, would be a step forward”

We have, then, issues around the awareness and understanding of each others roles at an individual level. Although this part of the discussion on 'Awareness Issues' has so far highlighted quotes mainly from those not occupying senior management positions, similar themes were found in references to organisational problems. Undoubtedly, there was some degree of cross over with individual explanations:

"generalising on behalf of my advisors who have all had different experiences, some of them have had, you know, very good sort of inductions, others have had very bitty things and I think what's missing is the bit that goes with it, is you do this because, you find this out by, this is the person you contact to do this [...] this is gonna happen on this day, this is what we'll do [...] that sort of structural understanding that an agency who doesn't work in prison everyday, who's role isn't an officers role, won't have that understanding of how it actually works, how it all works, how it all fits together"

(VCS Manager, Housing Advice)

The practicalities of working in a prison environment, such as security issues, handling keys, and what might be termed the 'do's' and 'don'ts' in relation to these and health and safety were not the only areas judged to need awareness raising. VCS member's in-particular referred to feeling the Prison Service failed to fully appreciate their contributions. For instance, at an interview with a small group of staff at HMP Wealstun, two employees from two different Voluntary and Community Sector agencies, one being in the field of housing the other E.T.E advice, drew on their own experiences:

"it's just a matter of us wanting prisons to actually realise the value of you know other people [...] from outside agencies, what we can contribute and what we do"

(VCS advisor/staff member)

The second employee who was managing a project in the prison stressed their concerns in the context of contractual issues:

"they don't consider us when they're doing various things and I personally feel that it's very short sighted, that the prison service are paying for our contract, paying for my staff and paying for our services but yet the first thing that happens is if they've got a solicitor coming in to interview a prisoner they'll say

that we can't have an office that they've allocated to us to interview in. So I've got a member of staff that can't work"

Staff reported imbalances in awareness. An example of this was at HMP/YOI Doncaster. At an Area level the public sector prisons in Yorkshire and Humberside had commenced a 'generic' contract with a major VCS organisation in the field of housing advice that would see advice workers located in prisons across the region. Apparently following suit, Doncaster too commenced an agreement that saw an employee based within their prison. Between individuals there was reported to be relatively 'good' informal relationships with staff talking positively of the worker's personality. As will be discussed later on, problems arose which were seen to be linked to what might be termed the meso politics of the organisations. On the one hand staff members at HMP/YOI Doncaster talked of how prisoners referred to the organisation were sometimes returned to their 'in-house' team. Indeed it might be inferred that some in the prison questioned whether the organisation was therefore being flexible enough in how it engaged with prisoners, and for that matter the prison. Interestingly, a number of the organisations members located at other prisons were approached for an interview, and when asked why they thought Doncaster had discontinued its contract one case worker at another prison commented:

"I mean we did have a [VCS organisations name] case worker at Doncaster prison until March and was withdrawn from the prison because they have something there called the bridge project [...] and they deal with housing issues, they felt that they didn't need to have both"

It appears the contract at HMP/YOI Doncaster, and for that matter at other prisons, needed time where prisons and VCS organisations could clarify roles. Also there was a wider issue which a range of participants commented on. This was the degree to which prisons, organisations, and members were aware of existing provision and service providers. It was not known by some individuals, such as those belonging to agencies that worked across several prisons or were not 'attached' to a specific prison, whether prisons had a 'resettlement' department, what other VCS organisations worked at particular prisons, and the range of qualifications and service provision a prison offered. It is doubtful whether they were aware of, or if there existed, any formal procedures for finding out such information, although the appointment of VCS co-ordinators has gone some way to address this.

## **Organisational Ethos:**

Staff and prisoners described how agencies and organisations are distinguishable from each other. 'Organisational Ethos', primarily indicates distinctions which relate to the belief that organisations, agencies, and sectors are definable by issues of 'organisational character' and historical/'cultural' accounts of difference. Here attitudes or approaches to specific issues, whether these be security issues, securing funding, or attitudes to 'client's' all served as reference points.

The aim is not to imply that difference is necessarily a 'bad' thing nor homogeneity is intrinsically devoid of problems. The focus of 'Organisational Ethos' is upon the ways individuals comprehend and identify agencies in a manner that is specific to an organisation. Concern goes beyond interactions between individuals, yet is also distinct from the macro-politics of central government. Even with agencies accountable to central government in a variety of forms, significance was placed at an organisational level. This shows that although various organisations are reported to be working 'in partnership', perceptions of 'Organisational Ethos' pose challenges to these relationships.

From this point, the analysis will focus on different sectors by referring to their 'label' for convenience. Hence, the 'public', 'private' and 'voluntary and community' sectors will be considered. Indeed, the 'title' itself may have some relationship to the way people consider them. The purpose of this section is not to undertake an analysis of the semantics behind such labels but an attempt will be made, notably in the case of the VCS, to demonstrate how the title of a sector can relate to inferences being made about how 'beliefs' and 'values' are seen to inform practice and the manner in which funding is secured. As will become apparent, it was not uncommon also for accounts to juxtapose and contrast organisations to each other. In this sense, rather than attempting to select an individual organisation, the data drawn on will highlight further the comparative nature of participant's responses.

Public sector organisations were talked of as being not as 'flexible' as the VCS and private sector. Not only was this in terms of practices and relationships to 'partner' agencies, but also in the way(s) funding was procured. For instance, substantial case loads and population pressures for probation and prisons were seen to limit time to work with clients. Likewise, as one member of the faith sector noted, the 'needs' of prisoners, particularly those released, require 'out of hours' provision the statutory services could not offer. There were similarities to the private and public sector, when

grouped under the umbrella term of the 'statutory sector'. However, despite managers in public sector prisons proclaiming to be 'businesslike' in monitoring and procuring services, entrepreneurialism appeared to relate to the private sector specifically:

"I've worked in probably ten different prisons in Yorkshire and Humberside and one of the key reasons why I wanted to work here was because these are completely different [...] others, I'm not you know demeaning them at all because there's probably a lot of passion and commitment by the staff that work there, but obviously they're restricted in the ways they can deliver. They don't seem to be able to provide the same service and it's just like I say the generic content, this is what we have to deliver and this is what we're going to deliver" (Manager, Community Re-entry Team, HMP/YOI Doncaster)

According to several other interviewees at Doncaster the prison's infrastructure supported entrepreneurialism. The ability to be proactive in procuring funding enabled a number of posts to be created within the prison, adding to the CRT's provision. There were also cultural differences in the ways the private sector establishment operated. As a VCS co-ordinating figure not employed by HMP/YOI Doncaster cited:

"we've got a lot to learn from private jails [...] they're forward thinking and they have ex-offenders working there and they've got a different culture, it's a welcoming environment stuff like that, pleasant surroundings aren't they" (VCS co-ordinator, HM Prison Service: Yorkshire and Humberside)

Employees from Doncaster, and public sector prisons also, reported on the private sectors flexible approach to practical issues. For instance, Doncaster had an established a programme of induction for volunteers and staff, lessons of which were being taken on board by other prisons in developing an induction package which would include, amongst other things, security issues:

Governor grade: "maybe it's because we've been a bit suspicious of outsiders coming in or a public sector view of security of a prison might be different [...] to a private sector [...] I don't mean that necessarily in a disparaging sense but where we'd got quite, maybe, entrenched views, somebody who's in the private sector might have a bit more creative view on how we can get over some of the security issues"

HB: "sure"

Governor grade: “in the same way as a prison custody officer in a private prison will look after more prisoners on a day to day basis than an officer in a public sector prison”

(Manager, HMP Leeds)

The private sector itself featured in some of the staffs ‘entrenched views’. ‘Contestability’ related quite strongly to ‘threats’ of privatisation for some staff, particularly prison officers, as is elaborated on in greater detail in later sections. The entrepreneurial ethos of the private sector was related, by one PCO, to an emphasis on financial issues. This accounted for staff movement from the prison to public sector establishments and differences in wage structure between the two sectors. Broadly speaking though the flexibility of the private and VC sectors tended to contrast with the bureaucracy of public sector organisations. As one probation officer at HMP Leeds put it, when talking of VCS organisations:

Probation Officer: “the prison service does work very, very, very slowly [...] small agencies are fast and lean aren’t they, so they want to come in, do a job, and get out again [...] and they can’t understand what the prison service is about quite often”

Respondents from the VCS saw their sector as being not as hampered by bureaucracy. As a result, VCS organisations were frequently depicted as ‘client-centred’ and ‘responsive’. For one individual working for a VCS organisation in the area of prison visits at HMP Leeds, their flexibility enhanced the potential to work in ‘partnership’ with the prison. The contrast was between the VCS and the public sector in general:

“there’s a lot less bureaucracy [...] all those levels of bureaucracy which takes time, where a small voluntary organisation can do something really, really flexible, quite quickly because it’d take the public sector organisation maybe six months or a year to decide on something where it might take a voluntary organisation a month or whatever”

Bureaucracy was judged by one VCS manager to cloud the potential for all agencies to work towards ‘resettlement’ and reducing ‘re-offending’ as common goals. Although the flexibility and responsiveness of the VCS to these potential problems has been noted, it became evident during the research that connotations were drawn from the

title of the sector. Confusion existed particularly around what the term Voluntary and Community Sector meant. It was not uncommon for a significant amount of participants, particularly in the prison service, to equate the sector's title with ideas of a service being delivered for free. Even where this was not the case, the services were seen as being provided 'cheaply'. That said, it might be valid to consider the VCS as able to bring added expertise into the prison service inexpensively when compared to the alternative of finding resources to train their own individuals.

The responsiveness and 'client-centred' nature of the sector can be interpreted as a positive stereotype. Yet there was evidence some staff perceived the VCS as altruistic, voiced in negative terms, such as 'care bears', 'civvies', and 'do-gooders', as a number of staff responded when asked how they felt the VCS was thought of by a range of colleagues. This perhaps also related to, as one VCS member at HMP Wealstun argued, the conceptualisation of prisoners as 'undeserving' recipients of service provision. One VCS project manager depicted an axis of stereotypes:

"at the two extremes you've got the dinosaurs [from the prison service] and the totally naïve people from the voluntary sector, I think there's a lot of need for more training, more joint events, a more welcoming aspect from some prisons, from some individual staff, but a better understanding from the voluntary sector staff as to what prisons are about, what their priorities are"

Although there were instances where certain parts of individual prisons, such as the chaplaincy at HMP Leeds, had been heavily involved in the creation of 'partnerships' involving local communities as stakeholders in projects – such as the 'jigsaw' project which offered services to prisoners, prison visitors, staff and the wider 'community' – problems of understanding and appraising 'Organisational Ethos' also extended to public sector 'partner' organisations. These consisted specifically of conflicting 'cultures' and dialogues having their meaning skewed or 'lost in institutional translation'. A person employed within the area of learning and skills noted one challenge was moving from a culture of 'bums on seats' the prison service had about education and training places, to that of 'appropriate bums on seats'. Other learning and skills figures felt the LSC had insufficient understanding of how 'prisons work'. Similarly, several respondents commented on historical/cultural clashes between 'outside' or 'community-based' probation and the prison service. One of the most recent examples of conflicts and barriers to 'partnership' work was found in the change of healthcare budgetary responsibilities to PCT's. In one of the final interviews a manager/governor grade explained language had different meanings for each institution:

“one of the problems you get is sort of cultural differences if you like, I mean certainly for things like the NHS, we know we’re all together PCT’s and partnership working, but the PCT’s work very, very differently to the prison service and it does cause conflict in meetings, because prison people are there saying things from a prisons perspective and the NHS people are interpreting those same words from the NHS perspective and you end up both talking what we think is the same conversation but both understanding it completely differently” (manager/governor grade staff member, HMP/YOI Moorland)

It is clear then, at least, that when articulating ‘Organisational Ethos’, the terms and labels that were drawn on, even if these were stereotypes, somewhat simplified complex forms of interaction and opinions of individuals within organisations. As the above quote aptly illustrates, issues of ‘cultural’ difference may be embroiled in misinterpretation. Moreover the ‘ethos’ of an organisation connects, to a variable extent, with the practice of its employees. As the next sub-category details, a diverse range of practices were cited in the data. Again this in itself presented more areas of contestation for conceptualizing ‘partnerships’, be this summarised in attitudes to ‘clients’, (in) flexibility, bureaucracy, or approaches to the contracting of services, and the way that the core values of certain organisations or sectors are perceived by certain staff members and service users.

### **Heterogeneous Practices:**

Heterogeneous practices have the ability to be amplified by their attachments to an agency’s ‘Organisational Ethos’. A salient example here would be associations made between VCS organisations and the belief they are altruistically ‘client-centred’. Nonetheless, the remit extends to incorporate differences in practices present within organisations; such as between prison establishments and staff roles. Through illustrating differences the objective is to highlight potential issues that influence the manifestations, or not, of ‘partnerships’ in a range of practical settings. This is not to assume strategy is segregated from day to day practices as contributions from ‘local’ projects can influence strategic decision making. At the crux of this sub-category are issues of co-ordination and compatibility across the range of aforementioned issues. Descriptions of these phenomena start first with the Prison Service, its staff roles, and departmental characteristics moving to differences between organisations. As with the other themes identified, implicit within the following accounts are links to ‘Departmental Insulation’ and ‘Strategic Insularity’, to name just two.

Throughout the research a number of variations in staff roles were observed. Aside from demarcations of governing, dissimilarity in managerial responsibilities existed amongst staff that had the same career title but were located at different establishments. As OLASS proposals began to impact upon individual prisons in terms of policy rhetoric, service provision, and providers witnessing fluctuating but nevertheless significant influences of NOMS. HOLS in at least two of the prisons in the study experienced changes in managerial responsibilities. Notwithstanding the private sector prison in the study which had one HOLS who covered the whole organisation; in each of the public sector prisons there was variation to be found between and within first and last phases of interviewing. HMP Leeds had a HOLS who oversaw responsibility for regimes, but by final interviewing these responsibilities had moved to the Head of the recently created Offender Management department. In contrast, at one of the public sector split-site prisons a reversal of this model had taken place. A Risk and Offender Management function had been created but the HOLS now had senior management responsibility, adding gravity to decision-making, which the individual explained:

“our roles are all different some are not functional heads, which is a shame because I think you need that voice on the senior management team to make it happen, you need that influence”

The manager went onto elaborate this in the setting of being able to effect practice:

“I’m not into this but you need the power with the budget control and things, you also need the line management structure to make it happen, for instance we have an annual staff development report [...] we all have to do an annual self assessment report and if I wanted the instructors to do that I would have to go via another functional head to go across, down, but now I can say I want that to happen”

Like ‘Departmental Insulation’, the above quote emphasises the difficulties in attempts at cross-departmental working within prisons. ‘Partnerships’ with other organisations have complications which arise not merely at inter-organisational levels, but also intra-organisationally. The extent to which practices differed between prisons was also commented on by a VCS member in relation to visits procedures, for example, relating to acceptable identification. Further to the differences between prisons in the public sector, accounts made comparative distinctions about the private sector prison in this

study. These incorporated styles of interaction between staff and prisoners, with P.C.O's and prisoners having more 'informal' relationships than public sector uniformed staff. Lower staffing levels in areas of residence and the use of a number of prisoners in the private sector to act as 'buddies' working alongside staff were other juxtapositions. In a group interview with some prisoners at HMP Leeds, one indicated a similar system operated at another private sector prison where he had been held. He regarded it positively, citing the visibility that buddies added to 'resettlement' work:

Prisoner: "another thing they had there was the resettlement team"

HB: "yeah, yeah"

Prisoner: "if you needed to see them about anything you just saw an inmate, [...] he did all the running about for the staff who were in the resettlement team and he'd like take you over to the thing and whatever you needed sorting out you could sit there with them while they made the phone call and like that, so you felt more reassured that it was actually being done"

There were suggestions the private sector prison had taken on the 'resettlement mantle' more so than a number of their public sector counterparts. Though, as referenced elsewhere in this research, there still were mixed interpretations of 'resettlement' and doubts as to whether staff across prisons working in residential areas/wings with prisoners had an understanding of 'resettlement' congruent with those working in other departments. There were, however, practices at HMP/YOI Doncaster bearing an alignment to their 'flexible' and 'entrepreneurial' facets of 'Organisational Ethos'. They had in place induction processes for volunteer and partner agencies commencing work in the prison. As one of the VCS co-ordinators at the prison commented, juxtaposing their establishment with others:

"I think we work a lot better than a lot of the other prisons, because we don't make ours come through the prison visits system [...] we've found that the more we've assisted them i.e. by providing the telephones they can get things done quicker, they've got the fax, they've also got private confidential rooms that they can do interviews in"

Problems still arose that were not dissimilar to those found at other prisons. As was discussed, a VCS organisation that was contracted into Doncaster to provide housing services seemed to be incompatible with existing provision, the agency having criteria

for accepting clients which was more restrictive than staff employed by the prison anticipated. As the same staff member above elaborated:

“the buddies will express exactly what [the housing organisation] provided, but it didn’t seem to happen like that, we would refer the clients to [the organisation] but it’s as if they pick and choose who they wanted to see”

In comparison to the public sector prisons, Doncaster did not report as heavily the logistical/security issues found at other prisons. This is attributable to the CRT having procedures and telephone contact with staff on house blocks and the concentration of partner agencies in one part of the prison, separate from these areas. VCS and ‘partner’ agencies, unless located in residential areas like some probation officers, had relatively limited contact with such areas. It was debatable as to what extent staff in house blocks had an insight into the ‘partnership’ work of the prison and whether all non-residential staff members and ‘partner’ agencies understood the practical difficulties in locating and sending prisoners to departments, and a P.C.O’s duties and work pressures. There was at least one public sector prison that had a similar central ‘resettlement’ point for VCS and statutory sector members. This was in an open prison where movement of staff and prisoners was more easily facilitated. Even in these lower category prisons there was evidence of the working practices of some groups of individuals being in tension with those of others in the prison service. As one managerial grade staff member at Area Office explained:

“I suppose I’m talking proper practicalities here of you have to get them into the prison, it’s more difficult, it’s more important to integrate them fully into what’s going on, you have to physically find them some keys from somewhere, there’s all the little practicalities. I suppose that they [officers] say that’s more of a hassle whereas if it was members from their own team there wouldn’t be that added hassle but I think they can see that they bring an element into the work that just wasn’t there before”

This hassle, however, could be seen by some as the practices of the VCS not fitting with those of the prison. For instance, one officer cited an incident that happened at the gate house of one prison where an individual from an organisation arrived and asked for keys. The officer did not recognise the individual who had to wait for some time and was seen as being demanding. Alternatively it was reported prison service staff had the potential to be obstructive and inflexible towards staff members from ‘partner’ agencies, in-particular those from VCS agencies, whereas at the other

extreme prison service staff, notably uniformed grades, saw a lack of consideration for their concerns surrounding issues such as security and health and safety responsibilities. In the same focus group one officer helped encapsulate this:

“they’ve [VCS] got this attitude, I’m not saying everybody, I’m only saying with some [...] that oh this is the problem, they’ve called us in, we’re the experts, they don’t understand the importance of keys, locking doors, unlocking cells, sitting in cells, none of this”

Relationships between certain departments in prisons, and other organisations, as one member of a chaplaincy team put, could be aided by a ‘natural alliance’ of practices to one and other. He elaborated by drawing on his own experiences of an induction wing at HMP Leeds:

“you see probation are not involved in any of that [emergency work on induction], that’s the bit I suppose we don’t have any natural alliance with on these levels [...] you see we would see people just coming back in and we would see people who were actually happy to be back in [prison] because it was so wretched for them outside and that was the trigger for the community chaplaincy”

Ideas of ‘natural alliances’ therefore depict some form of common ground that unites departments and agencies. Development of working relationships and procedures governing these can take time for parties to adjust to. The transference of budgetary control of healthcare activities in public sector prisons to PCT’s was one area where a managerial/governor staff member was aware of, and understood, the reasons for procedural change, but nonetheless found it uncomfortable at times. In this final phase interview at HMP Leeds the individual recalled an occasion when they were duty governor. On this occasion a police officer entered the establishment as a prisoner on a serious charge. Known by a number of the prisoners meant he was vulnerable, reinforced by his disbelief at being imprisoned. Before the change to P.C.T’s, the staff member noted how this individual would probably have been placed in the hospital section of the prison with others who were unable to harm him, as opposed to being put in segregation for his own safety. Yet, since the P.C.T controlled healthcare staff resources a number of negotiations took place and as he did not qualify as a patient access was refused:

"I can't touch those individuals [healthcare staff] because they're not my staff, I mean we're not paying for them anymore so it's perfectly legitimate, but it's just that uncomfortableness of, you know, it feels difficult and that's just me getting used to the function"

### **Summary:**

'Organisational Divergence' has numerous complexions, which at times present themselves singularly, but are more commonly found to co-exist. The lack of stake in and possible exclusion from strategy potential 'partners' experience has the ability to impact upon raising mutual awareness of agencies, their members roles, and dissimilar practices to unite under a 'resettlement' umbrella. Running throughout 'Organisational Divergence' and its subcategories are the barriers which lead to disjointed service provision. Hence, even where positive interpersonal relationships exist across agencies and sectors, factors, like the ability of agencies to be able to have sufficient stake in strategy, sufficient knowledge of existing provision, and how agencies come to fit, or not, within these contexts, the potential for 'partnership' work becomes more restricted and relationships disjointed. More than this are the ways in which strategy, 'Organisational Ethos', and practices are perceived as incompatible with, or insurmountable problems to, working in 'partnership'. However, as becomes clearer in subsequent sections, forms of difference, be these cultural, practice-based, or strategic, can be, and, for that matter have been, sustainable and beneficial to 'partnerships' and 'resettlement' provision.

### **Departmental Unification:**

'Departmental Unification' is exemplified by visions of practice and strategy that cut across departments and stereotypical boundaries to 'resettlement'. A 'whole prison approach' to 'resettlement' can be seen to engage security aspects of a prison and vice versa. Examples of 'Departmental Unification' include staff being given opportunities to experience a range of different functions to enhance their understanding of a range of prison areas and activities, their ability to work alongside members of other organisations, and prison staff having a role in the community (such as prison chaplains being a port of call for prisoners and families wishing to rebuild relationships). At HMP/YOI Doncaster the problems associated with 'Departmental Insulation' were starting to be identified and acted upon:

"the gulf or gaps in peoples information in relation to the CRT have narrowed a lot to what it used to be, people are understanding that again it's a function, it's

promoting everything that resettlement do, CRT do throughout the prison, one of the things we've done recently, we started in September, the CRT staff now go on to each wing throughout the prison on a weekly basis and have surgeries on the wing [...] they're linking in and doing some work with officers on the wings as well"

(Senior Manager, HMP/YOI Doncaster)

It is also relevant the senior manager at HMP/YOI Doncaster had had a range of experiences in a number of other departments within the prison, including managing accommodation, and holding operational managerial responsibilities in the past. He also noted having an awareness of areas, such as education, which required greater attention and were perhaps not as high on predecessors' agendas. Clear leadership of the prison was described by other staff, with directors seen as 'signed-up' to, and at the forefront of, promoting 'resettlement'. Similarly, the recently appointed Governing Governor at one of the split-site prisons was viewed by one officer as being 'pro-resettlement', in terms of raising staff awareness of its 'process' nature.

Notions of a 'whole prison', or at the very least, a cross-departmental approach to 'resettlement' provision were supported by departments and their staff engaging in a process (even if this was not seen as being wholly conducive with the 'resettlement' label). Reducing the risk of 're-offending', public protection, and harm reduction were some of the objectives that interrelated departments and staff to each other. At HMP Leeds, for example, a chaplaincy team member talked of a moment in the prison's past, during which there had been a higher incidence of suicide and self-harm. They recalled how the chaplaincy team were instrumental in acknowledging and responding to this issue, and how this gained the respect of colleagues working in different functions within the prison.

At HMP/YOI Doncaster the chaplaincy team had a lead role in bereavement care for prisoners and a staff care team. One staff member had a 'lifer' officer role and involvement in the team heading up a charity with community links, which dealt with aspects of 'emergency' provision and incorporated prisoners and ex-prisoners. The charity also employed a small number of ex-prisoners on an agricultural project providing fresh vegetables for the prison. Practices of certain departments being viewed as effective and contributing to the work of others, such as the work done on prisoner induction in preventing self-harm and suicide at HMP Leeds, reflected the ability of departments to work together in delivering services. In 'Departmental Insulation' the phrase 'natural alliances' was given by one member of a chaplaincy

team to summarise how different departments and their staff are united by mutual concern for a specific area or areas of work. The idea of 'natural alliances' connotes both inclusive and exclusive relationships. Nonetheless, work of these 'alliances' can captivate awareness and support from other departments:

"we would be people who take the whole person, not just the bit that turns on to religion on a Friday and the mosque or church on a Sunday, that we will actually take all of those people, I think the work we've done for the care and self harming gave us a lot of credibility with staff"

(Chaplaincy Team member, HMP Leeds)

Arrangements at prisons, like those where prison officers and probation staff worked together in areas such as sentence planning promoted sentence planning exercises and assessments amongst uniformed staff more generally. Though as 'Organisational Divergence', 'Department Insulation' and 'Awareness Issues' indicate this was highly desirable in theory, but less achievable in practice. Nevertheless, there were examples where staff felt that the presence of uniformed staff helped promote their department within the prison. A HOLS at one split-site prison dealing with adult prisoners expressed how they felt this overcame some of the departmental boundaries:

"I'm really lucky in that I've got a new principal officer working with me now and so that link into the uniformed grade has been absolutely vital, whenever you're non-uniform as opposed to uniformed you've got a problem, now they can see that we're working together, I think that brings around a sea change"

### **Summary:**

There were, then, conscious strategic approaches to 'Departmental Unification' where there was a 'need' for more action. At the private sector prison there was recognition that work of the CRT needed more promotion by them conducting house block based surgeries. The success of engaging departments with one another was dependent on 'informal' relationships and how practices were approached as being conducive with the work of other departments, identified in the self-harm prevention work undertaken at HMP Leeds. It is clear Governing Governor and senior managerial support for 'resettlement' and closer departmental work was an important element, but not the only part, of 'Departmental Unification'. As the example of HMP Leeds highlights, staff appreciation of working practices associated with other departments and how they contributed to their responsibilities, and the broader prison, were crucial factors. This appreciation could be enhanced by practices such as shadowing, co-sharing of

workloads between staff and the inclusion of non-uniformed and uniformed grades within departments, like learning and skills.

### **Organisational Convergence:**

'Organisational Convergence' contrasts with 'Organisational Divergence' in that its sub-categories represent examples, abilities, and potential for organisations to work together. Furthermore, these highlight ways in which problems associated with 'Organisational Divergence' – perceived 'cultural'/ethos dissimilarities between agencies, heterogeneous practices as incompatible, disparities in strategic ownership and so on – have been overcome and/or avoided. As will be seen, although 'Convergence' and 'Divergence' seem to exist on a spectrum, they possess traits that identify each other in their own rights. In short, Organisational Convergence comprises of five sub-categories. They are:

- **Shared Goals;**
- **Reducing Silos;**
- **Strategic Inclusiveness;**
- **Embracing Diversity; and**
- **Added Value**

#### **Shared Goals:**

Ideas of 'joint targets', a 'common aim' or 'good' and a 'shared vision' all qualify under the sub-category of 'shared goals'. Organisations and departments are viewed as having the ability to define and establish objectives. These objectives were commonly cited in references to reducing 're-offending', reducing the risk of 're-offending' and the 'resettlement' of prisoners. It is worth documenting the latter often overlapped with the former. Effective or successful 'resettlement' equated, partially at least, to reductions in the risk of 're-offending'. A manager from HM Prison Service Area Office cited the idea of having a shared goal in the context of a prisoner's process:

"it has every advantage for the client, you can have a shared goal of where this person needs to go, the services they need, you can all now link in together know where you're actually going with this person [...] you know we could do an enormous amount of drugs work with someone, but if they leave prison with nowhere to live then ultimately it might be absolutely meaningless, so it's linking in all those services"

A shared goal therefore has the capability of emanating from 'partnerships' themselves. However, a Governor Grade at Leeds emphasised that accountability and ownership for targets and the way in which organisations, departments, and individuals contributed to the achievement of 'Shared Goals:

"it's not just about owning joint aims, but it's recognising where your responsibility lies within joint aims, as an operational governor"

Targets and goals could not only evolve from attempts to work in 'partnership', but they also could have a motivational effect. Establishing targets or overarching goals, such as a reduction in 're-offending' or viewing 'resettlement' as a process or 'package' provided a reference point or framework which individuals, prisons and organisations could contribute to, and establish working relationships and protocols. In one of the first phase interviews a Head of Resettlement stated how they felt protocols had been developed between agencies in the prison and the community and both had an interest in the 'resettlement' of prisoners. Hence, all had 'stake' in a client's 'outcome', which in-turn contributed to the robustness of protocols, even in the event of changes in central government agendas.

Perhaps what this short examination of 'Shared Goals' does hint at is the value an agreed definition of 'resettlement' has for the integration and engagement of 'partner' agencies, and clarification of their responsibilities.

### **Reducing Silos:**

"The system is dominated by the two services [prison and probation]. Attempts are made to work across the silos [...]. However, the services remain largely detached from one another and the structure of the system encourages concentration on the day-to-day operation of the services. A more strategic approach to the end-to-end management of offenders across their sentence is needed." (Carter, 2003: 23)

Hopefully the content of these chapters has provided more insight into the detailed problems and occurrences of fragmentation than Carter's (2003) review of the correctional services did. Here greater attention has been on factors within the two services, exemplified in categories such as 'Departmental Insulation', and latter explorations into the nature of communication between prisons and agencies. 'Silos'

as given in the quote taken from Carter (2003) holds some validity in the depiction of detached services, but falls short in detailing the forms this detachment might take. Some of these have been dealt with, and are yet to be accounted for as well, but the pressing task is to account for ways agencies, even beyond probation and prison services, have come to reduce silos in their work.

Firstly is what might be loosely referred to as mainstreaming. The employment of HOLS and the recognition that the LSC had some form of presence in prisoners learning, albeit sometimes fluctuating, was observed by a number of respondents. The LSC and OLASS proposals more specifically, were viewed by one manager from the prison service Area Office as an expansion of departmental parameters from education to forms of training which would focus on prisoners' employability. Similarly the manager turned to talk of how the change of budgetary accountability and responsibility for healthcare in public sector prisons had moved to the geographically relevant PCT individual establishments were placed in. Although it would take staff time to become more akin to the development of these arrangements, there were noteworthy examples of how this was advantageous to practitioners and healthcare professionals, not to mention prisoners:

"they can't see the bigger picture yet cause they're still at the point of trying to sort out the practical logistics of it, and some of the healthcare staff that I've spoken to have said that it immediately puts them into a bigger pot of people for their training so they're suddenly connected to the outside world"

(Manager Grade staff member, HM Prison Service Area Office)

Implicitly the two cases above lead us to the second, interrelated, means of 'Reducing Silos' in the 'end-to-end' 'management' of prisoners. This is through the development of provision that spans custodial and community settings. There were links between workers in the CRT at Doncaster and staff at HMP/YOI Moorland Open which assisted occasions where prisoners were transferred and wanting to follow further education opportunities at the open prison. For prisoners on release, the parameters of the prison gate often regulated budgetary expenditure, but it is possible to see how links with the community, both from within prisons and through agencies, such as those from the VCS, have provided forms of support for these individuals. For instance, in describing the position of a charity which had its origins in the Chaplaincy at HMP/YOI Doncaster, one of the team members interviewed felt there were gaps the larger statutory agencies were unable to fill, unlike small faith and VCS agencies. A manager based in the OM department at HMP Leeds reaffirmed this:

“if we want to be successful in reducing re-offending we need to ensure that we address prisoners needs, we can do so much, but all we can do is operate within four walls, we have very little influence over what happens on the outside, so by partnership working and working together we put things in place, not only for inside the four walls, but when they get outside”

Working in ‘partnership’ with prison, but still having a position in the local ‘communities’ surrounding the establishment, had certain advantages according to a member of a VCS organisation in prison visits at a ‘community’ facility located close to the perimeter of HMP Leeds. The project had the ability to access the prison comparatively quickly at the same time as maintaining links with external agencies. Thus it was a beneficial source to the establishment itself in terms of locating networks of potential ‘partners’. The centre also held sessions in which families were able to meet with prison staff, including the Governing Governor to ask questions and discuss issues affecting such things as visits procedures. Other examples of custodial/community links included the South Yorkshire Reducing Re-offending Partnership, involving statutory and VCS organisations based in custodial and ‘community’ environments. The use of mentors at HMP/YOI Doncaster, the input of DIP, and the West Yorkshire Community Chaplaincy all provided a resource where prisoners could be met on release and taken to accommodation and/or given advice post-release. Several also talked of VCS coordinators’ ability to provide a link for, and raise the awareness of, various agencies working within given prisons.

### **Strategic Inclusiveness:**

It has been argued in the category ‘Department Insulation’ that there were some staff and departments who expressed a lack of awareness of strategy, and its influences strategy had on their practices. Some even appeared to disassociate strategy from their practices, notably ‘ownership’ rested with managers as opposed to uniformed officers. ‘Strategic Inclusiveness’ shows organisations and individuals felt involvement in strategic decision making, contrasting with ‘Departmental Insulation’ individuals had a sense of ownership and ‘voice’. The focus is not merely on the regional level, but also between prisons, across sectors, and within individual establishments.

At an Area level Prison Service figures recognised a ‘partnership’ extended beyond contractual agreements, even though as one manager stated this required ongoing attention and appreciation:

“it’s interesting that there’s much more to partnership working than the contractual side of things isn’t there really and so I think that’s still in the process of being explored for want of a better word [...] I still get the feeling very often with statutory organisations that they class a partnership as being whoever wins the tender for the contract and I think we’re still at the earlier stages in that of exploring what a full partnership means in terms of not one partner being in charge of the other partner”

(Manager Grade staff member, HM Prison Service Area Office)

This appreciation of ‘partnership’ arrangements that goes beyond sheer contractual arrangements may have needed adopting on a wider scale in the statutory sector, but it was clear one housing organisation who had won the contract to deliver advice in all of the public sector prisons under the Area Manager’s remit was aware of this approach to ‘partnerships’:

“our area contractor is really supportive and does very much listen to, you know, the issues that we have in providing a service under a contract on a day to day basis, so it’s really good to have that understanding and it feels like a partnership”

(Managerial staff member, VCS Housing Advice organisation)

It was also apparent that although issues such as ‘commerce in confidence’ impacted upon the perceived ability to share information and practice with certain groups and agencies, like the private sector prison, Doncaster were nonetheless involved in meetings that had a high level of public sector prison engagement, or were initiated by the public sector. VCS co-ordinators attended Area VCS co-ordinators meetings, as did staff from two high security prisons in the region. HOLS had also managed to engage the private sector HOLS, despite early concerns relating to commercially confident information being exchanged. In the context of the Regional Reducing Re-offending Plan (NOMS: Yorkshire and Humberside, 2005) pathways which supplemented those laid out in the Pathways to Resettlement strategy (Senior, 2003) are headed by Pathway Action Teams (or PAT’s) which draw on ‘multi-agency’ involvement.

At individual prisons there were agreements between establishments and a number of their ‘partners’. Towards conclusion of the fieldwork VCS co-ordinators were instrumental in establishing ‘partnership agreements’ which detailed and attempted to

clarify the services provided by VCS organisations working in prisons, and likewise, ways in which prisons would assist this provision (e.g. access issues)<sup>25</sup>. Protocols also existed between CARATS providers and other departments within prisons, as was commented on in interviews with two CARATS managers, though the efficacy and detail of these was unclear from the interview data obtained.

At HMP Leeds the prison visits centre, as was shown earlier, had developed a role as a facility for prison officers and the wider local surrounding communities. An interviewee based here felt that due to them belonging to a VCS organisation they were simultaneously attached to, but independent of, the prison. An advantage of this was the ability of the service to hold forums with staff from the organisation and the prison who attended, listening and responding to concerns of families and visitors. Thus, there was some degree of direct accountability for decisions and all parties could engage in dialogue regarding, amongst other things, procedural aspects that governed prison visits.

### **Embracing Diversity: Working Roles:**

'Heterogeneous Practices', different organisational concerns, roles, and values were, in cases, equated to incompatibility. In extreme cases this took forms of resistance and conflict between parties, but this was only part of the story. Prison staff of uniformed and non-uniformed grades and those from other agencies also expressed their abilities and desire to embrace a range of working styles and practices. What might be termed 'mutual understanding' was beneficial in assisting organisations, departments and individuals to collaborate with each other. Being aware of and relating to the pressures on staff, such as prison officers and P.C.O's workloads in residential areas, the caseloads of probation officers, and time pressures impacting upon the a variety of staff were significant points that arose from discussions with uniformed staff. Indeed, two P.C.O's at the private sector prison had positive regard for staff members from departments such as the CRT, and Probation, who were proactive in their willingness to come on to residential areas at 'busy' times. One of the officers cited that through them 'doing time' in such areas they were able to appreciate the pressures of their work. By interacting with prisoners they contributed to alleviating their workload by not asking PCO's to search and send prisoners to other parts of the prison. This pointed to another aspect that promoted embracing diverse working roles, namely education.

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<sup>25</sup> These are not, it should be noted, legally binding contracts

Albeit the above instances are informal means of educating staff about each others work and pressures, there were explicit references to education as a means of raising awareness between organisations and their members. Establishing induction processes for agencies and staff newly entering prison environments were more formal ways of giving people an insight into prison regimes and functions along with specific concerns such as health and safety and security. At HMP/YOI Doncaster in particular, there were induction processes that allowed VCS and statutory sector agencies to present their intended role(s) within the prison to both staff and a number of prisoner 'buddies'. This is not to say the private sector was on its own. At the local public sector jail in this project, officers in the resettlement department, latterly OM, had initially received training from a large voluntary sector organisation. The head of the department had since commissioned a housing organisation to deliver further training for uniformed staff; enhancing their understanding of housing 'need' issues and engaging them in staff development.

Familiarity with agencies and the co-location of uniformed staff members with those from VCS organisations and the probation service in functions such as a sentence planning and OM aided relationship building and 'understanding' between those who had a stake in such processes. VCS employees contracted to deliver services in prisons, housing advice being prominent, were often referred to as 'part of the team' by managerial staff members and had acceptance from Prison Officers. It remains debatable whether the same status was carried by, and afforded to, those who provided services that did not follow more 'conventional' working hours and/or had less physical attachment to prison sites. At the adult split-site prison this had been granted some recognition, with an individual being granted keys to gain access to the prison at night. While it was against the principles of another organisation to possess keys, this at least demonstrates some flexibility prisons have adopted in their approach to VCS members. One VCS co-ordinator, who also fulfilled a uniformed role, expressed how flexibility and responsiveness were appreciated by VCS organisations:

"I've done review meetings recently with all my groups [...] to identify any problems they're having in their areas, any concerns, and then I try to sort them out as soon as I can which is a good way of working with them, and you know if they come to you and they've got a problem and say this isn't working or that's not working, the quicker you can sort it out it gives them more faith in the prison service"

Prisons, therefore, had the aptitude to be responsive, not constrained by the image of a 'heavy bureaucracy' governed by rigid procedures. Essentially, there was scope for staff to innovate and the Prison Service more generally to engage in, and promote, open dialogue with its 'partners'. Bearing this in mind and returning to the idea of 'Organisational Ethos', in which the focus was on the so-called cultural aspects of organisations or questions of organisational character, values, and beliefs, attention can be drawn to changes in these areas that redress and prevent divergence. One senior probation officer asserted that despite experiencing 'cultural resistance' between the Prison and Probation Services this had "narrowed in recent years" with members of staff having a greater understanding of individual expertise and organisational role(s). Resource constraints were, nevertheless, a factor viewed to be hindering the increased willingness to work collaboratively. The use of secondments arguably served as a valuable opportunity for further decreasing this resistance and raising awareness of staff expertise. As shown subsequently, 'partnership' arrangements also had a contribution to make in 'adding value' to organisations through capacity building and the sharing of expertise amongst their employees. One Prison Service manager had viewed their time seconded to a hostel containing probation staff as extremely insightful into the work of these individuals in the areas of risk assessment and linking with 'community' based providers for 'offenders' recreational and educational activities. He embedded this opportunity within the wider 'culture' of the prison service. The below quote also serves to summarise the majority of issues written about in this section:

"I think it's welcoming agencies in, it's actually, you know, giving them the freedom to operate within the parameters we set as secure [...] but actually linking with them, so opening our eyes and saying okay what do we need to do, how do we do it, how well your own staff will be trained up, allowing our staff to work alongside these people to gain skills and gain knowledge and accept that we haven't got all the answers, and I think, you know, if I take my own experience allowing staff such as myself to go and work outside the prison in different areas to gain an insight into different ways of working, to gain an insight into the other side of the coin which is life outside of a prison. I think that's what we've done, we've opened our eyes which is a big thing for the prison service"

This indicated that regardless of the long history of prisons working in 'partnership' with other agencies there was a sense of a comparatively recent history of cultural change in prisons. Not only could this be found in discussions with managerial staff at the

prisons, but also a number of uniformed prison officers in a focus group at the public sector local jail:

Principal Officer: “yes going back a few years there were the attitudes”

Prison Officer 1: “I think the culture’s going”

Principal Officer: “well they’re taking our jobs, call it what you want, but we’re now a multidiscipline agency and we work all over the jail with different types of agencies and I think that attitude, it might not have gone then but I think that attitude”

Prison Officer 1: “it’s not completely gone but”

Prison Officer 2: “the majority of it’s gone”

Prisons alone were not wholly accountable for these feelings of cultural change as ‘partner’ organisations had potential for broadening networks of providers. An example of this was the Jigsaw project at HMP Leeds, where a range of services, ranging from after school activities for children from the local community, salsa classes, healthy eating events, to the presence of the Citizen’s Advice Bureau and counsellors within the centre highlighted that the remit of their work extended beyond visitors to the local community and staff and volunteers working in the prison. It was also noted in the first phase of interviewing that organisations, such as VCS agencies, frequently demonstrated a willingness to work beyond the parameters of contractual arrangements, often creating links with others within prisons as to consider how their services could work more effectively and co-operatively to enhance the experience of service users.

What is at the crux of Embracing Diversity: Working Roles and, importantly, how can practice be informed by the findings presented here? Primarily the debate recognises that even during times of anticipated and ‘real’ organisational change individual prisons, and the Prison Service as such, can promote flexible and responsive ways of engaging with ‘partner’ agencies. Not only is this recognised in ideas of creating a ‘welcoming’ atmosphere and granting agency members access to prisons, via supplying keys, but also secondment opportunities for staff to work out of prison environments with ‘partners’ such as the Probation Service. It appeared that underpinning the prospects for a variety of working practices and roles to come

together were joint foci on common goals, interests, or processes, like organisations and departments in first night centre at the local jail, to a desire to reduce 're-offending' or 'resettle' prisoners. With this, individuals in the Prison Service were enthusiastic and optimistic at prospects of working with other agencies.

'Education' had a key role to play in applying such desire to practical settings, be it in formal inductions into the prison environment or a by-product of staff collaborating with each other and informally observing each others activities. It was also the case that respondents identified potential advantages of 'partnership' work which went beyond driving up the quality and variety of services for prisoners. In this respect, and implicit within talk of 'cultural' change, there was a sense of 'added value' to be gained from engaging with other agencies, and for that matter, other agencies engaging with prisons.

### **Added Value:**

Many variations were suggested for the ways in which 'partnerships' were seen to contribute to existing services and providers themselves. 'Added Value' constitutes a term for a collective of properties that all point to the enhancement of 'Service Provision'. Whilst concerned with financial and cost savings, the sub-category has a broader remit with consideration being given to other 'benefits' that emerged from interviews and focus groups. Summarily, these incorporated explanations of the 'up-skilling' staff members through engaging them with other organisations, attracting funding through pooling expertise and other resources, the 'plugging' of gaps deemed to exist in current provision, and the ability of pre-existing 'partners' to broaden the horizons of 'partnership' work by widening access to networks of potential 'partners'. Dimensions of these properties can now be explored in greater detail taking financial and cost saving issues to start with.

Respondents, a number markedly from the 'statutory' sector, disclosed 'partnership' arrangements could be advantageous to the organisation they belonged as a result of organisations supplying expertise at a reasonably low cost, or in the case of some charitable and volunteer organisations, for free. As was described earlier, assertions which corresponded to this were sometimes related to a misconception that the title 'Voluntary and Community Sector' equated with ideas of minimal cost. Nonetheless it was not entirely invalid to recognise that by engaging with VCS providers, and the Probation Service cost savings could be made by getting readily 'skilled' organisations, individuals, and volunteers to provide services.

“it [partnership work] will offer up more resources to be made available to help prisoners which has got to be good because no one organisation has got an endless pot of money to do it. It will bring in expertise from other areas when you need it”

(Manager, HMP/YOI Doncaster)

Apart from one agency reducing costs, such as the private sector or prisons from the public sector, ‘partnerships’ can promote the amalgamation of resources to address an issue of common concern. What is more ‘partnerships’ were reported as instrumental in providing a means of gaining funding from central governmental sources to provide activities:

“two members of staff here tomorrow are going to an event facilitated really by a company called learning pays, and they get government funding for holding events for statutory and voluntary agencies, and prison service to come together to network amongst each other.”

(Manager, Community Re-entry Team, HMP/YOI Doncaster)

Individuals argued these practices increased attention to prisoners and the broader ‘offender agenda’. Contributing to this was the secondment of a Prison Service manager grade staff member from the Prison’s Area Officer to the Regional Development Agency and Government Office. A Governor Grade staff member at one of the split-site prisons regarded this as a significant advance in promoting the social needs of prisoners at a high level in the context of regional economic development.

The Prison Service itself provided a source of funding for agencies who had won tenders for areas of work within prisons. Housing advice and CARATS were two examples. Bringing in ‘expertise’ and ‘specialist services’ frequently accompanied the potential financial benefits and cost savings, as depicted above. ‘Value’ was to be found in working with providers such as Probation and VCS agencies. These arrangements were crucial for addressing supposed ‘gaps’ within Prisons for addressing the ‘needs’ of service users, as Prisons themselves could not offer the range of services alone. At the private sector prison, small VCS agencies were utilized not only because of the expertise of their members, but also due to them being ‘locally’ based in areas which a high incidence of the intake came from. Correspondingly, engaging with ‘expert’ and ‘specialist’ providers offered opportunities for prison’s to ‘up-skill’ work force members. As some of the previous discussion in this chapter has

revealed, housing advice providers working with prison establishments gave officers greater insight into the 'needs' and assessment of prisoners. Work with Probation sensitised prison officers and governor grade/managerial staff to work undertaken in risk assessment and management. Likewise, scope existed for the VCS and Probation to gain more understanding of 'resettlement' work undertaken by prisons, not to mention the 'challenges' and complexities of working in these establishments.

#### **CHAPTER SUMMARY:**

'Perceptual Understanding' identifies and depicts how individuals' understandings are 'framed' within, and through, interactions at a variety of 'levels'. The manners in which 'resettlement' and 'partnerships' are interpreted can be influenced by individuals, staff grades and sub-groups, departments, organisations, and macro/central politics. Hence, responsibility and accountability for 'resettlement' becomes viewed differentially between members, departments, and service users. At the same time potential exists for 'resettlement' to become a unifying objective through 'strong' leadership and an open dialogue that fosters greater development of a commonly accepted, or aimed for, definition. As we have seen, even with constraining factors like 'Departmental Insulation', central and 'local' forms of bureaucracy which hinder cross-departmental work, and perceived incompatibility between 'Organisational Ethos' and working practices, there are modes of innovation amongst individuals, agencies, prisons and their departments. Recognition also exists at HM Prison Service Area level that 'partnerships' are irreducible to mere mechanics of contractual agreements. Amongst a number of factors, where 'partnerships' have succeeded in bringing diverse practices together, there would appear to be mutual understanding of 'Organisational Ethos', the capability to be flexible, and a recognised 'stake' in 'resettlement'.

Crucially, 'fragmentation', 'differentiation' and 'silos', and conversely, 'convergence', 'unification' and mutual awareness of practices and 'Organisational Ethos' and culture, are issues that are not only inter-agency in nature. In short, importance is placed upon 'Perceptual Understanding' within individual agencies and the potential positive and negative impacts this can have on the prospects for working in 'partnership' with other organisations. 'Perceptual Understanding', however, is not autonomous. It overlaps and interacts with other themes. For instance, where the 'journey' of a service user is supported by 'Seamlessness' in forms of communication between sites and agencies, it is contended this reinforces the principle of 'resettlement' as an individualised process. Likewise, fragmented forms of communication do little to challenge ideas

which place responsibility for 'resettlement' with certain individuals and organisations or see it as a specific place in a prison, department, and/or stage of a prisoner's sentence.

## **CHAPTER 5.**

### **DATA MANAGEMENT:**

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#### **INTRODUCTION:**

Elsewhere in this thesis attention has been placed on 'Data Management' issues. In the earlier discussions on NOMS national and regional concerns were highlighted by reference to publications such as those by the Modernising Government Secretariat (1999), HM Treasury (2002), Senior (2004*b*), and Raynor and Maguire (2006). Briefly, these included the ability to electronically manage and communicate data (Modernising Government Secretariat, 1999) and the absence nationally (HM Treasury, 2002) and regionally (Senior, 2004*b*) of comparable and timely information on VCS organisations. Similar issues regarding the continuity, consistency, and accessibility of OASys have also been identified by Raynor and Maguire (2006). Findings discussed here are also supported by the experiences of collecting data in the early stages of the research to update HM Prison Service: Yorkshire and Humberside's (2001) internal resettlement strategy.

As fieldwork progressed, issues emerged in relation to 'Data Management' not constrained to the updating exercise. They extended to the updating of the Clinks 'Working with Prisoners Directory', which documents information on VCS organisations who undertake work in prisons, through to commentary on the personal officer scheme at HMP/YOI Moorland, and OASys. Due to the range of the accounts, the following sub-categories emerged. The 'majority' of data was to be found in the first two. They represent broad factors occurring across fields of 'Data Management':

- **Storage Format Problems;**
- **Procedural Anomalies;**
- **Responsive Management.**

#### **Storage format problems:**

It is creditable that the Yorkshire and Humberside region has attempted, and continues to attempt, to establish means for collecting, storing, and transferring data. However, the experience of undertaking 'mapping' for the internal prison resettlement strategy annex and the subsequent interviewing of staff members revealed problems with the means of storing collected data. The first of these was the lack of an adequate,

centralised point where data can be stored and accessed electronically. One Senior Probation Officer in the study commented that to have access to all the electronic systems he was entitled to would require using four computer systems.

Access to computer systems was also an issue, particularly for prison officers based on house blocks. Similarly a VCS manager at HMP Wealstun highlighted that security issues also regulated the extent to which data was accessible and transferable as they were not permitted to use floppy disks at both closed and open sites. For the updating of the annex data was inputted into a word file format that imitated those of previous exercises. For one participant these un-unified forms of storage related not only to prisoners, but 'offenders' more generally:

"what we've worked with over a number of years is trying to pull together paper based systems or different electronic systems that have got, you know, some information, there's masses of information out there about offenders, but we can't collate it all and you think ultimately, whenever, if we could have some sort of system that would bring all that together, then that would be the ideal, because as long as we can't provide thorough evidence there's always gonna be people out there who wanna trash the evidence that we're giving them"  
(Manager, NOMS)

Scoping work by Senior (2004*b*), and the mapping exercise undertaken for this project support the observations of the NOMS manager. For the research contribution to the prison service various forms of data were drawn on. A notable example included the data for a section entitled 'other inputs'. Despite staff in the prisons completing the questionnaire, the use of the Clinks 'Working With Prisoners' directory (see [www.clinks.org](http://www.clinks.org), 2006) revealed, in some instances, more VCS groups working in prisons than had been initially exhibited. The exercise also pointed to terminological ambiguities between data and, consequently, the difficulty in establishing a 'best fit' for the purpose in hand.

Aside from this incompatibility of systems, some of the means of storing data, eventually for transfer to other organisations or prison sites, were absent. During the study it was noticed that the appointment of the Heads of Learning and Skills at the public sector prisons in the study, and that of the Head of Learning and Skills for Premier Serco prisons who was based at HMP/YOI Doncaster raised awareness of the omission of E.T.E. data from OASys. Indeed as the study progressed HOLS figures

had worked on a solution to this issue. Nonetheless in the research it was well documented that:

“the oasis system is incapable of holding all of the educational data, so an individual learning plan, for example, would not be a feature of that system and therefore it’s not much use to a colleague in another prison in education accepting a student because they don’t know where they left off” (Manager, HMP Leeds)

The fieldwork also took place at a time when OASys was being rolled out within the region. This, in itself, was behind schedule, but more importantly seemed to lack uniformity between prisons, and continuity with probation, before prisons and probation had established e-connectivity, as a phase 1 interview illustrated:

“we know the technology’s out there but it seems an awful long time coming to us, and when they do give us some ( ) which is OASys they don’t give the probation the same package, so consequently OASys is completed in the community with probation they print off a hard copy they send it to us and then they have to re-input it all, where as if the two systems, I know there are plans for them to talk to each other, but you’d thought that they had been developed as one” (Manager, HMP/YOI Moorland)

Approximately half way through the fieldwork stages at the prisons, an interview with a senior manager at HMP/YOI Doncaster echoed the perceived lack of continuity in OASys between prison sites, and moreover, the public and private sector:

“all the public sector prisons have OASys for the past six or seven months we’ve been in negotiation with our particular management that manages the contract in our sector, which is o c p, office of contracted prisons if they’ve got funds for us to implement OASys”

In the context of NOMS and ‘contestability’ the senior manager from HMP/YOI Doncaster went on to emphasise concern about discrepancies in data management systems between sectors and the implications this could have in the event of ‘contestability’:

“it’s really the issue about contestability for us to be on a level playing field we all need to have the same systems to transfer data, information about particular

offenders back and forth, as it stand now we don't have that facility" (Senior Manager HMP/YOI Doncaster)

These issues in the storage of data were interrelated to the next sub-category by one of the managers at HM Prison Service Area Office: Yorkshire and Humberside. The inadequacies of systems were also accompanied by 'Procedural Anomalies':

"data management, because we haven't actually got the systems that manage our data we do very in the air sort of snap shot things, what happens is pilots sometimes happen in places because there's a willingness rather than there's a need and so I'd quite like to see someway down the future and OASys will help us with that as well to see that we do things because we've seen we know that there's a need for it"

The scoping exercise by Senior (2004b) for NOMS and the mapping exercise for the internal resettlement strategy of HM Prison Service: Yorkshire and Humberside (2001) share the finding that means of storing data, and procedures for data collection create 'static' 'snap-shots' of 'fluid' and fast changing environments. On this sub-category it is nevertheless worth offering a final observation. Data obtained does have the advantage of serving as an initial reference point for further inquiries. One VCS manager working in the CARATS field suggested that a directory of GP's involved in a shared care scheme held at Area Office was a 'live document'. However, they went on to add that although contact details provided in the directory may have been out of date it was often the case that the person who ended up being contacted was able to signpost them on to more accurate information.

### **Procedural Anomalies:**

The label 'Procedural Anomalies' arose from the presence of a number of issues in various interview transcripts. The final quote of the previous sub-category can be seen to illustrate how the sub-categories relate to each other. For instance, the lack of suitable systems leads to the procedural anomaly of undertaking 'in the air snapshots'. 'Procedural Anomalies' not only denotes 'gaps' in data collection procedures and systems for certain groups of prisoners. It also refers to ineffective procedural guidelines which, hypothetically, should inform data collection and/or transfer. Firstly, attention is drawn to 'gaps' in procedures. Despite OASys having potential benefits there were limitations:

“there’s still question marks over prisoners who won’t have an OASys report and it seems that, that you know ultimately, [...] well there’s question marks over short sentenced prisoners” (Manager, NOMS)

Further on in the conversation, the potential knock-on effects of this were forwarded:

Manager “anyway the court, so they don’t have a full assessment done and so you know they, there’ll still be offenders, you know, in the end who possibly won’t have oasys [...]

HB: sure, what do you think the impact of that is on, on the individual?

Manager, NOMS: well on the individual offender they won’t have a thorough assessment of needs done, which [...] could effect the likelihood of them re-offending couldn’t it”

Fieldwork also uncovered that where prisoners were intended to be subject to OASys assessments at a local prison, a number of participants suggested these were being opened up at category C and D establishments. At HMP Wealstun this was brought up in one of the first set of interviews:

“sentence planning was introduced back in ninety-two (something) like that ninety or ninety-two and we still have prisoners on transfer to us now from the local where there’s no sentence planning being done on them, you get them transferred when their h d c date was yesterday” (Governor Grade, HMP Wealstun)

Contradictions existed within and between prisons on the nature of OASys transfers. In a focus group held at HMP Leeds one officer working in OM who conducted OASys assessments conveyed the work was continued at receiving prisons. Conversely, a number of respondents at HMP Wealstun noted they opened up new OASys assessments on individuals transferred to them from local prisons. In a final phase interview at HMP/YOI Moorland it was added that the systems for OASys exercises were incompatible. So while the procedural guidelines stipulated lower category sites should review OASys plans, and were allocated resources accordingly, expenditure was being used on opening-up assessments. There were cases where there was disparity between the OASys practices of the prisons and the guidelines informing them. This may be partially attributed to the developing nature of the system. In an

interview approximately halfway through the fieldwork one staff member at Wealstun remarked there was not enough fully trained staff to use the system. Like OASys, in other areas there was evidence to suggest procedures informing data collection did not equate to the practical experiences of staff.

The documentation of the VCS by (relatively) newly appointed VCS co-ordinators at each of the public sector prisons, and the existence of a community liaison manager, who subsequently left HMP/YOI Doncaster with his work load being taken on by two other staff members, underscored additional issues with data collection processes. Particular measures were being taken to amend 'gaps' at a regional and national level. This included establishing 'partnership agreements' with VCS organisations working in prisons to ascertain factors such as the nature of work each organisation would be involved in, staff membership, and access to the prison. One of those carrying out the VCS Co-ordinator role at HMP/YOI Doncaster asserted:

"I realised that there was lots of issues that we haven't dealt with. You know we had no protocol written"

Whereas the VCS Co-ordinator's role at all sites was a 'bolt-on' to individuals existing career, at HMP/YOI Doncaster the regular updating of the VCS directory was seen as integral to the other job role of the individual interviewed. At public sector prisons though, co-ordinators uniformly emphasised 'time management' issues in balancing one job role – be it that of uniformed officer or governor – against the other. Time pressures, such as a lack of profiled hours, were arguably compounded by the way(s) in which the exercise of data collection was perceived as feeding into a 'static' finished article, rather than a constant process:

"you get a nice document all printed up thinking right this is okay, right we can publish this now, and then somebody else says well that person's not working here now, that groups changed their name, somebody else has taken over that company you know, your forever going back to the drawing board aren't you"  
(VCS co-ordinator, Split-Site Prison)

As fieldwork drew to a close a number of public sector prisons in the study (and for that matter elsewhere in the region) were profiling hours for the VCS co-ordinator role. The Yorkshire and Humberside Development Manager for Clinks and HM Prison Service: Yorkshire and Humberside was instrumental in facilitating this role in a regional context, through, for example, holding monthly meetings and monitoring the

compilation of the 'Working with Prisoners' directories. It remains to be seen whether the hours allocated for VCS co-ordinators at individual prisons will be 'fixed' in practice and/or adequate for the duties. Nonetheless, in other areas of work there were significant discrepancies between how procedures *should* be undertaken and the experiences of staff. An example of this was portrayed at a prison officer focus group at HMP/YOI Moorland when the personal officer scheme was brought up:

Prison Officer 1: "as long as an inmate knows who their personal officer is, we have met all the criteria that's needed, it's lip service to a very important issue, it was important enough to fetch it in and say that there's a need for it but it isn't important enough to carry it out to it's full potential"

Prison Officer 2: "well for example I was on nights and I was told you haven't done you're weekly officer review so I said how can I do that when I'm on nights, well just write in, I said I'm sorry but I'm not gonna write something in when I haven't spoken to him, unless you expect me to go and bang at the door at eleven o'clock at night"

Slightly later on in the conversation the two officers went into greater detail of an example as to how the requirements for personal officer data entry had been met:

Prison Officer 2: "came back on nights that's what had happened cause I had done night's rest, night's rest, so four weeks there was no, but when I come back there was four weeks of personal officer stamps stamped in [...] my files"

Prison Officer 1: "it's again, it has the potential to be a fantastic thing, to achieve fantastic things, but we're not doing it properly"

Some scepticism was present in a number of staff members as to how NOMS, and technological innovations such as C-NOMIS, could resolve the problems cited above. This was often rooted in examples of previous and current I.T. systems introduced amid (purported) panacea style rhetoric regarding the cumbersome use of paper-based filing. However, in the final phase of interviewing one managerial staff member at HMP Leeds emphasised the possibilities of NOMS to reinforce the importance of improving data storage and transfer arrangements:

"it's about locating them with the right group, so if it's dyslexia it's identifying a particular group that can work with that individual to satisfy that particular need.

So that's the first thing, it's the directory of voluntary services and where they're located and all of the contacts stuff, of which, in part most of that's around, but I think that's the starting point that with noms particularly, that that's gonna be a bit more structured and a bit more available".

The final quote illustrates there was awareness of both 'Data Storage' problems and 'Procedural Anomalies'. Not only this, it also signifies how crucial these issues are in light of developments being brought about by NOMS. For these reasons, the quote also serves as a link to the next sub-category.

### **Responsive Management:**

Having noted the problems that came to be encompassed within 'Storage Format Problems' and 'Procedural Anomalies', a more limited, albeit significant, amount of interview data revealed that there was recognition of these concerns. Cited here are strategic and practical efforts to resolve concerns highlighted in the previous discussion. Not all of these were regional in origin or boundaries. The issues with OASys and the means of storing and transferring educational data arguably took their place in a national setting. Staff working at, or in conjunction with, the four prisons were often attempting to find 'regional' and 'local' solutions to national pressures, with limited resources.

It is because of these factors, perhaps, that a number of the responses to these issues contained somewhat paradoxical characteristics. Returning to the example of the storage and transfer of E.T.E. data goes some way to add weight to this assertion. At the time of the final interviews, October 2005 through to February/March 2006, prisons in the Yorkshire and Humberside region, including the two private sector prisons, had come together to establish a means of storing and transferring E.T.E. data which was not accommodated by OASys:

"in Yorkshire and Humber we're the only area that's transferring educational data by electronic means, [...] but it has meant that the heads of learning and skills have had to come together, along with probation colleagues [to] create the spreadsheet and send it by email" (Manager, HMP Leeds)

Aside from electronic storage of data, a 'hard' copy would be placed in the vehicle escorting a transferred prisoner, so staff had this to hand on their arrival at the receiving prison. On the one hand, efforts addressed 'Data Storage' problems and

'Procedural Anomalies' associated with them, going a considerable way to alleviate the phenomenon of 'death by assessment' staff spoke of, whereby prisoners would repeat assessments due to lack of information on work they had done at sending prisons. On the other hand, the response indicates a continuing theme of 'Storage Format Problems', such as the absence of a centralised source of information. That said, a number of Information Advice and Guidance (IAG) workers had been employed in the public sector prisons to enhance E.T.E, and 'resettlement' provision from the moment of prisoner induction. At HMP Leeds the same manager explained how the prison was now accredited to national, external standards:

"Manager: "IAG staff are now matrix accredited, so our processes have been checked externally and found to be worthy of that standard [...] the philosophy being that how can I know what kind of programmes within the jail I need, unless I know actually what the needs are of the individuals that are coming in"

Again, notwithstanding difficulties in trying to maintain timely and accurate data on the VCS, the appointment of VCS co-ordinators at individual prisons presented opportunities not only to have an approachable individual for VCS members, but also somebody who could update information on VCS organisations, in-turn feeding into a centralised 'Working with Prisoners' directory at Clinks and the NOMS Voluntary Sector and Assisted Prison Visits Unit. Although the data captured is still a static picture of fluid/fast changing settings, this was not wholly unnoticed in the public sector:

"well it will be fast changing cause obviously organisations and one person will leave and another one will come but once I've got the directory up and running everybody'll get a copy but I'll also be ensuring that when these people come on board or people leave, that they inform me so I can add them to the directory [...] and it'll be my job to make sure that the directory [is] kept up to date" (VCS Co-ord, HMP Leeds)

To reiterate, at HMP/YOI Doncaster the role of VCS co-ordinator was viewed as complementary to the occupation of the person interviewed. Updating the directory took place on a monthly basis and this was also viewed as informing the induction of VCS staff and volunteers into a prison environment. Updates were done either through direct contact with the agency or department within the prison that had most contact with agencies and work that they were undertaking. The information included the name of the person and agency, address, those who they were going to work with, the

service they would provide, and who they would report to. As the co-ordinator explained:

“it’s quite easy because I just check every month, see if there’s any new ones come through and they’re quite aware that they need to let people know [...] they need to let me know if there are any new volunteers coming through because they must have some valid training”

Apart from the regional responses, there was also action at individual prisons, as was the case with sentence plan and OASys backlogs at category C prisons. In one of the first interviews in 2004, at HMP Wealstun a Governor-grade staff member recalled positive feedback from a HM Chief Inspectorate of Prisons Report on the ability of the prison to speedily ascertain and act upon prisoners with a lack of sentence planning on induction. This ability was also underpinned with cautious anticipation regarding the development of OASys:

“if that’s [sentence plan issues] indicative of the systems that’s been in place for twelve thirteen years you could very well conclude from this what’s gonna be the same, the same implications for OASys”

Improvements brought about by ‘Responsive Management’ in the face of national and regional pressures, like the lack of appropriate accommodation for E.T.E. data on OASys, were conversely accompanied by a continuum of the problems that they set out to reduce. The creation and establishment of an electronically transferable spreadsheet on prisoner E.T.E data via email undoubtedly was a positive contribution to improving storage and data transfer procedures. Yet there is still a requirement for comprehensive, centralised, and accessible databases that appeared to be associated with a deficiency at a national level. Whilst the training prisons ability to respond rapidly and efficiently to the absence of prisoners’ sentence plan/OASys information on arrival from local prisons was duly noted in interviews, it remained debatable whether the core of this problem was being tackled at a national, regional, and prison level (such as local jails). On the documenting of VCS organisations and activities, however, there were encouraging signs that the ‘live’ nature of the document was being appraised at individual prisons, Prison Service Area Office, and Clinks.

'Data management' has highlighted the absence of a comprehensive means of storing, and for that matter, retrieving up-to-date data. Adequate means of storing, and transferring data need to be backed up further by attention to robust procedures that guide data collection, storage and transfer. It is clear that at a regional level, and with a number of individuals, there is suitable recognition of this, also endorsed by the influence of recent publications (i.e. Senior, 2004*b*) in the Regional Reducing Re-Offending Action Plan (NOMS: Yorkshire and Humberside, 2005). Nevertheless, these considerations hold certain implications at a strategic and practical level, specifically in the advent of NOMS. One case in point is the ability to offer interventions and services to prisoners founded on a reliable and valid evidence base of their 'needs' which leads to another point – how the commissioning of services in the event of 'contestability' can be targeted according to the requirements of prison populations and current 'gaps' in provision (see also *ibid*; Senior, 2004*b*). Aside from profiling prisoner populations within the region, is establishing the pre-existing services on offer within prisons and current 'partner' agencies, be they public, private, voluntary, community or faith sector in origin. Granted OASys and C-NOMIS are still developing entities, it is anticipated that by continuing to address 'Data Storage' and 'Procedural Anomalies' then the aspiration of 'end-to-end management' (Carter, 2003; Blunkett, 2004; NOMS, 2005*b*) would stand a more significant chance of being fulfilled.

The observations on this category also permeate into theoretical considerations of 'partnership' working. Decision-making and actions by the region, individual prisons, various agencies, and individuals can be examples of central state entering into forms of relationships with other agencies that permeate beyond criminal justice agencies 'formal' social control to a number of 'informal' forms like theories such as Garland's (2001) account of 'responsibilization strategies' suggest. Here the forms of centrally defined accountability and monitoring that were pointed to in Chapter 2 come to regulate the range of agencies and actors that are engaged in both 'formal' and 'informal' modes of social control (see Clarke and Newman, 1997; Crawford, 2001).

Whereas it may be asserted that forms of 'Responsive Management' are inculcated in these central forms of definitions, it is also possible to show that they, in-turn, inform policy at a regional and national level. Examples here are the creation of a form of data transfer in the region by HOLS from the public and private sectors, the raising of awareness for more robust data collection regarding the VCS as informed by Senior (2004*b*) and recognised in the Regional Reducing Re-offending Action Plan (NOMS:

Yorkshire and Humberside, 2005). These interplays between central, regional and individual (micro) level politics may be seen by some to support arguments that the state is 'governing at a distance'. Though this explanation does not appraise enough the extent and range of influences that impact on centrally defined policy. The innovative abilities found at a regional level, between prisons, and within individuals indicates that amid 'centrally' defined goals and national issues, such as resource pressures and procedural guidelines, there is not necessarily a one directional relationship between 'the state' and organizations. This is something worth bearing in mind as the next chapter gives greater consideration to forms of 'Communication'.

## **CHAPTER 6.**

### **COMMUNICATION:**

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#### **INTRODUCTION:**

'Communication', as referenced by participants, and for that matter policy publications, has the ability to have wide-ranging application. Ambiguity surrounds what it actually 'means' in practical settings. On the one hand 'Communication' was talked of around the themes of what might be termed 'formal' arrangements, such as OASys/sentence planning issues, protocols, and systems for transferring information. In this sense, there was considerable overlap with data management issues that are written about in Chapter Five, but 'informal' 'Communication' also regularly arose in discussions. Agencies were sharing information where no protocols or prison service or agency guidelines were apparent, familiarity with other staff and agencies to aid 'formal' communication, and forms of 'networking' was present between agencies and staff though it was not necessarily defined as such.

This chapter includes references to 'formal' and 'informal' forms of 'Communication'. In the first part discrepancies in 'Communication' are explored that uncover areas where improvements in practice may be made. The latter part of the chapter highlights instances of 'best practice' within and across the prisons where prisoner engagement with services and different prisons is supported by a 'Seamless' approach.

#### **Fragmented Communication:**

There were various examples of fragmentation found at different 'levels'. These make up the sub-categories of this section, which in sum are:

- **Fragmented Departments;**
- **Fragmented Prisons; and**
- **Fragmented Agencies**

Where fragmentation occurred in one this potentially had 'knock-on' effects for others, as is shown subsequently with reference to the absence, and quality of residential staff's commentary in wing reports and OASys files.

## **Fragmented Departments:**

In 'Departmental Insulation' the manners in which boundaries existed between departments within prisons, and (perceived) isolation from, and lack of ownership of, strategy, were explored. 'Fragmented Departments' continues this exercise by revealing the forms of fragmented 'Communication' which participants felt existed not only between departments within prisons, but also within departments, between staff members and grades. In essence, the implicit argument is that 'Departmental Insulation' and 'Fragmented Departments' have a strong tendency to interconnect with each other.

The findings suggest departments within prisons have developed forms of documenting their engagement with prisoners, but the extent to which these records fed into accessible sources for all was variable, if not nonexistent. This presented specific issues in the context of a prisoner's 'journey' through departments, and the degree to which there was staff awareness of the nature of, and reasons for, services engaging with particular cases. Although it has to be said that informal forms of 'Communication', such as discussions between staff members, partially served to redress this, it is doubtful they brought consistency to the idea of a prisoners 'journey' through the system(s), or 'resettlement' as a process. Signs of improvement in 'Communication' were evident, but remained somewhat marred by the limited capabilities of systems, as shown in the earlier chapter, 'Data Management'. As a chaplaincy team member from HMP Leeds observed, certificates were now given to validate that a prisoner had attended and participated in a course or events on alcohol issues, whereas this was not as commonplace approximately four years ago. Conversely, when asked if such work fed into sentence planning/OASys the staff member replied:

Chaplaincy Member: "sometimes, not well enough, I have to hold both hands up in the air and say no [...] we're not good enough at that, I suppose what we need is the OASys programme to be able to do that from the office and come down on the paper stuff going around the system"

Even where paper records were intended to be completed by unformed staff on the wings and forwarded to officers dealing with OASys, it was, again, questionable if residential staff realised or placed importance on such files. Completions of wing reports were also reported to mirror the 'style' of the author. This was not limited to wing reports. A CARATS VCS manager recognised how files they received from other

prisons, i.e. in the event of a prisoners transfer to them, were of assorted quality. For given workers some entries even read as 'notes-to-self'. Similarly an officer working in the OM department at Leeds exemplified recording in the setting of wing reports:

"I mean I get to read a lot of these wing history sheets doing the oasys and it's really hit and miss, some officers have done reams of it, a lot them have fuck all on, next bit there won't be owt for three or four months maybe"

In one part then, these issues related strongly to 'Data Management' systems, but this had significant impact on department's abilities to communicate information to each other about prisoners, and the activities and services they provided. The fieldwork was done at a time during which the roll out of OASys was in its earlier stages. Concerns were:

- a) Staff in general (i.e. wing-based prison officers) were not trained enough to use OASys, nor had sufficient awareness of it's purpose;
- b) Even if prison officers were trained for both reasons of security and resources they were not able to access computers on wings or house blocks – demand outstrips supply; and
- c) There were question marks of OASys's ability to store 'adequate' amounts of information if all departments used it.

'Departmental Insulation' and 'Fragmented Communication' were seen to reinforce each other at the detriment of effective case management and attending to prisoners 'needs'.

"lack of sharing of information, and a lack of this time to take enough emotional [time] to look at an individual's needs as opposed to the departments needs or the prisons needs"

(Prison Officer, HMP/YOI Moorland)

Staff at both split-site prisons pointed to continuity between category C and D parts of the prison. For instance, one officer at Moorland commented it felt as if the two sites were run as different establishments and for one VCS manager, despite holding managerial meetings where the promotion of 'resettlement' across different parts of a prison was discussed, they still queried whether this vision had reached uniformed staff and prisoners in 'layman's' terms. Within and across departments there were ambiguities in 'informal' 'Communication'. The relationship with 'Departmental

Insulation' is exemplified in the remarks of a Senior Officer and Prison Officer from HMP Wealstun:

Senior Officer: "I think we tend to find the prison, most people will agree, is the fact that people are aware of what's happening in their area of responsibility as [officers name] he works on b wing, he has a job to do and he does that job outside the remit, [...] what else is going on in the whole prison sometimes there's quite a lack of communication [...]"

Officer: "though that don't mean, every job in the prison is important, every single one"

Within and across departments inconsistencies and 'gaps' occurred, but given these existed within individual prisons what were the ramifications, if any, for 'Communication' between prisons.

### **Fragmented Prisons:**

Although the private sector will be included in this sub-category the main content emanates around 'Communication' issues between public sector prisons. The majority of the data regarding 'Communication' between private sector and public sector prisons form part of the next sub-category, 'Fragmented Agencies'. The main reasons are that the prisons come under the remit of Area Management and the prisons have access to the prison service intranet. At the core of 'Fragmented Prisons' rests questions of continuity during the transfer of a prisoner between establishments. Again OASys figured heavily. It was not unique to find that throughout the period in which data was collected the transfer of prisoners from locals to split-site prisons posed a number of issues to 'seamless' 'Communication'. Again this related somewhat to the limitations of OASys in terms of the amount of data that could be inputted. It was not only that prisoners had been transferred to lower category establishments without initial OASys assessments being undertaken, but there seemed to be mixed awareness of these factors and how they effected other prisons by staff. Rather, at least reports from certain staff gave this impression:

VCS Co-ord: "is it still not that going on then where you transfer people to Cat C trainers who haven't had their initial OASys?"

Prison Officer: "no, no"

VCS Co-ord: "it's just that we get told by Cat C trainers"

Prison Officer: "I don't think so"

VCS Co-ord: "no"

Prison Officer: "I think they're actually on hold until they've had their OASys done"

Also in the same focus group with prison officers at HMP Leeds:

HB: "do you get good feedback would you say from wealstun, about how?"

Prison Officer: "no you don't get feedback and nobody says this is very good"

At HMP Wealstun staff emphasized the backlog of OASys assessments they were opening afresh, despite resources being allocated for reviews only. There was uncertainty in some of those who undertook OASys responsibilities, particularly in Local jails, as to how their completions were received at other prisons. 'Population Pressures' also featured in hindering the ability of prisons to communicate more effectively and, conversely, deficiencies in 'Communication' exacerbated these pressures:

"until we've got the prison population at a level where we can pick and choose and we've better communication between the prisons we're never gonna get anything like that [resettlement as a process], you know you transfer prisoners halfway through a course, not because you want to, but because you need the bed and they're a category d prisoner and you can't hold them any longer so they have to go and you know that you've wasted six weeks of their time and the staff's time"

(Governor Grade staff member, HMP/YOI Moorland, Phase 2)

It is highly probable 'informal' 'Communication', sentence plan/OASys information and feedback would benefit from more 'robust' procedures and protocols, including, for instance, greater collation of information being undertaken and transferred (possibly) by local prisons on adult AUR prisoners. Although as one CARATS VCS manager suggested, formal protocols should not be too restrictive and burdensome.

Furthermore, between departments, prisons, and agencies 'informal' links aided 'Communication' of information not only within the context of protocols and procedures, such as care plans and OASys assessments, but also in exchanging feedback which was not covered by such arrangements.

### **Fragmented Agencies:**

'Communication' deficits between agencies often mirrored and coincided with the fragmentation between prison departments and individual prisons. Whereas the Regional Resettlement Strategy (Senior, 2003) created clarity in terms of aligning service providers and agencies with certain 'pathways' of 'need', such as mental health, drugs, accommodation etc. there was evidence agencies within and across strategic pathways could communicate more effectively:

"[prisons] might have a resettlement department, but then we have carats and then you have all these people that may work in the same department but work for different agencies and don't necessarily speak to each other, and don't have case conferences about someone before they're being released"

(Managerial Grade Staff Member, Prison Service Area Office)

As with prisons and their departments, the ability to store, transfer, and access data and the absence of a common electronic system was an issue that applied to agencies. The private sector prison was in negotiation with the Office of Contracted Prison's regarding the allocation of resources to implement OASys, whereas public sector prisons had already commenced use of the tool – even though its roll-out was slower than anticipated and variable between establishments. Similar to the public sector prisons, there appeared to be no 'formal' route of feedback for staff with regards to prisoners transferred from the local private sector prison to the relatively nearby split-site prison. Lack of access to the prison service intranet, even if this was more limited to private sector staff than those belonging to the public sector, was another example of fragmentation. To paraphrase one HOLS, the private sector was 'out of the loop completely'. Yet this was not entirely the case. A manager from the CRT at the HMP/YOI Doncaster highlighted potential ramifications of 'poor' 'Communication':

"you do not always pass on or share information appropriately, there's some good practices, there's some bad practices, there's some inexistent practice, but what we're finding is we are compounding a vulnerability and anger by making a lad go through unnecessary assessment time and time again whether

it be about his health, his basic skills, his mental health, whatever it be. When you ask a person in that vulnerable state the same questions over and over again within a period of three months they get angry”

The development of C-NOMIS, akin to OASys, was viewed as having the potential to create more comprehensive forms of data sharing within and between agencies, consequently enhancing continuity for individual service users. However, this potential was tentatively conveyed. Participants’ reservations centred on past and current experiences of I.T. systems and how ‘past promises’ of a panacea to cumbersome paper chases, at best, were partially realised in practice. For instance, because of its sub-regional focus limitations, the Case Recording And Management System (CRAMS) used by ‘field’ probation officers was seen by one VCS Co-ord as not complementary to the movement of prisoners within the region as a whole, and the activities and services they may become involved with while in custody. A Prison Officer who undertook work with OASys noted in a focus group they only became aware of their e-connectivity with probation when it appeared on their computer system and a line manager asked if it had been received. Aside from the importance of ‘informal’ alongside ‘formal’ ‘Communication’, this perhaps indicated a need for more clarity about what ‘e-connectivity’ meant for the practices of probation and prison staff, in terms of responsibilities within prison and the community.

Within prisons there were questions as to how effectively the presence of VCS organisations was promoted. For those not working attached to specific prisons, such as a DIP worker who was interviewed, there was a reliance on informal links or service users themselves to find out information about services and agencies. Other staff who worked with prisons, but were not co-located at establishments, were often unsure of whether sites had a ‘resettlement’ department, function, or person to contact for such information. The development of the role of a VCS coordinator went some way to address this ‘gap’, even if this relatively new ‘bolt on’ to existing roles required greater promotion within and beyond the parameters of each prison. Towards latter stages of fieldwork it appeared to be the case that such awareness-raising was taking greater prominence, with hours being ‘profiled’ in a number of prisons. As the fieldwork ended it remained inconclusive as to whether these hours would be ‘actualised’, or sufficient for the task.

Additionally, where there was awareness of agencies working in prisons there were examples where ‘client confidentiality’ was seen to hinder exchange of information. A CARATS manager from a VCS organisation described how getting a client to sign their

own disclaimer for information sharing did not necessarily allay such problems when seeking information from community agencies which clients had been referred to. The idiosyncrasies of certain forms of bureaucracy between agencies meant whilst a client had signed one disclaimer, information sharing was only permitted in the event of them signing the receiving agencies disclaimer.

Focus groups with Prison Officers also revealed areas where there were gaps in 'formal' and 'informal' 'Communication'. At HMP/YOI Moorland staff discussed how they felt how 'Communication' with a mental health service provider should be improved. Although staff respected the importance of client confidentiality they pointed to a number of occasions when they felt some prison officers should have been made aware of certain issues. The most notable of these was when a life sentence prisoner was being held at the closed site:

"we actually found out quite by accident after we had unlocked him for his medication, cause he was on medication a lot [...] and he was a very strange person, in for murder, attempted a couple of murders [...], one ongoing, and they did a psychiatric report on him that said at the same time, at that particular point in time he was in the same frame of mind as he was when he committed his offence, but people forgot to point out that that was murder and we were working with him and nobody notified the staff"

(Prison Officer, HMP/YOI Moorland)

Staff in the focus group elaborated further:

Senior Officer: "I were his lifer officer then and I didn't know that"

[...]

Prison Officer: "but we unlocked him that night for his medication and we were damn lucky that night, because again medical in confidence, really, I suppose not to go into the nitty gritty, but just to pass that information on about his dangerous state of mind at the time for people who are opening the door and saying good morning to him on a daily basis"

Aside from this particular case, a number of officers and staff from VCS organisations remarked even where VCS members were present on residential areas it was not uncommon for there to be little, if no, interaction between the two. VCS staff and

officers, according to one VCS Co-ordinator, were reticent in either introducing each other or asking about their job roles. This arguably was both reinforced by, and fuelled, 'Organisational Divergence'. Fragmentation between agencies incorporated both individuals and the organisations they worked for. During a phase one interview a manager depicted how 'Data Management' was infused within these phenomena and the cumulative potential effect these had on 'Service Provision'. The following quote also serves to exemplify the majority of concerns in this sub-category:

"I think the biggest one [factor hindering service delivery] is definitely the communication and transferring data between different organisations, we haven't got the ability to transfer data of any quality at all quickly and I think that is one of the issues in terms of resettlement of prisoners is that once a prisoner leaves an establishment if he's not engaged within the first forty eight hours the chances are he's gonna re-offend and I think if we can't transfer that data, you know we're really struggling we can't transfer data between prisons, so transferring it between community and voluntary sector organisations, probation we haven't got the infrastructure in place" (Manager, Split Site Prison)

### **Seamless Communication?**

Having sought to identify the fragmented nature of communication and how it presents itself, this chapter has so far only hinted at the existence of responses to some of the national, regional, and local 'Communication' problems and practices that participants regarded as being positive. As with fragmentation these instances were present within prisons and between establishments and agencies. Hence 'Seamless Communication' can be broken down into the following:

- **Cross-departmental work;**
- **Prisons;**
- **Agencies**

Even though in some circumstances participants may not have related efforts at 'seamless' or improved 'Communication' to 'resettlement' as a 'Holistic Process', there was a broad sense that the positive practices were underpinned by a desire to achieve greater continuity and a sense of process.

## Cross-departmental work:

Notwithstanding the fragmentation that is described within and between prison departments, there were often simultaneous examples where 'Communication' was more 'effective' and improvements were being made. Although the willingness of individual CRT staff on house blocks at HMP/YOI Doncaster could be seen to promote 'informal' 'Communication' between PCO's and the department, it was also the case the prison recognised the requirement to promote the work of the CRT in residential areas. In latter stages of the fieldwork the potential to hold 'surgeries' on house blocks was being investigated. Aside from overcoming 'Departmental Insulation', the potential benefit of the surgery was to create greater visibility of PCO and CRT members to aid 'informal' 'Communication'.

Interviews with a small number of PCO's indicated they knew at least one person in the department to contact if a prisoner required assistance. They would subsequently handle the issue, or refer it on to the relevant person or agency. Recruitment of prisoner 'buddies' to the CRT, and their location in the department's offices was also regarded as assisting 'Communication' of services to prisoners and, furthermore, prisoners communicating their 'needs' to the department, along with helping to complete documents, such as housing forms. 'Buddies' were an 'added service', included in presentations made by service providers new to the prison as well as being approachable to residents who had any other concerns, such as familiarity with the environment or emotional issues. Communicating 'resettlement' services to prisoners was further reinforced by application procedures, but the use of in-cell television in-particular<sup>26</sup>. However, in public sector prisons there was still evidence that 'graduates' of courses, such as P-ASRO, and Samaritans trained Listeners provided accessible, informal, and useful points of contact for prisoners and staff alike:

"if somebody does a qualification they could actually help you, I mean I think I've done well on the wing, get my points across from the officers from the prisoners, and it does work"

(Listener, HMP Leeds)

The presence of staff from 'resettlement' teams and agencies on induction wings/first night centres within prisons not only promoted various services. It also contributed to the profile of individuals within departments and provided opportunities for 'informal' 'Communication' between officers working in different functions. As was shown earlier

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<sup>26</sup> Aspects of the CRT work would be advertised on in-cell tv, giving details of services on offer

in the context of the chaplaincy at HMP Leeds, work on self-harm, suicide prevention, and addressing other 'needs' of prisoners in reception nurtured what was referred to as 'natural alliances' between staff from different departments.

Earlier it was explained how understandings of 'resettlement' by some staff members and prisoners were framed with references to departments within prisons, parts of prisons and prisoners sentences, and specific activities. However, there were signs that 'end-to-end' continuity was continuing to be established within prisons. At split-site prisons functional heads had cross-site responsibilities. In principle this was seen to support continuity between sites. Likewise, interchange of staff between sites was also given by one HOLS as promoting communication and understanding across sites. By the time of the final phase of interviewing there had been measures to improve Information, Advice, and Guidance (IAG) within public sector prisons in the study:

"this is pre noms, but we've concentrated on improving information, advice and guidance in the prison so much that I made the decision that we would seek matrix accreditation which is a national accreditation for information, advice and guidance. We've achieved that, in fact twice, our job clubs its information points were the first to get matrix and our induction I A G staff are now matrix accredited, so our processes have been checked externally and found to be worthy of that standard"

At both of the split-site prisons there had been developments with the recruitment of IAG workers. These assessed prisoners 'needs' and were embedded in various activities, transcending stereotypes of 'traditional' and 'formal' education.

### **Prisons:**

Apart from national, regional, and local attempts at improving technological innovations and 'formal' data storage and transfer<sup>27</sup>, it is clear these initiatives only went part of the way in addressing the importance of 'formal' procedures. The development of a HOLS regional group with 'external' probation staff and the private sector prisons, and the inclusion of private sector and high security prisons in VCS Co-ordinators meetings are examples where face to face interaction provided further support and amended 'formal'

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<sup>27</sup> Such as with OASys e-connectivity, the improvisation of a spreadsheet to store and transfer educational data between prisons and probation in the region in response to the shortcomings of OASys, and the role of Voluntary and Community Sector Co-ordinators in updating the directory of VCS service engagement in prisons.

'Communication'. The development of protocol and means for transferring educational data was viewed as a positive improvement:

"working extremely well, the education department will get the information on transfer, prior to transfer they'll create the database and put it all the assessment and marks and so forth and that will go electronically as the man goes, also as they go off in the van there is one property container sealed with all of their educational materials for that particular prison [...] so the educational materials, portfolios and so forth arrive along with the van. Clear benefits are that they don't have to reassess there's not this repetitious reassessment"

(Manager, HMP Leeds)

The need for a regional forum was not purely directed from Area Office. In the next sub-category it will be highlighted that there was a need for engaging private sector prisons in the region, the drive for which emanated from public sector staff active in the forum. One of the HOLS in the study explained how the desire to include HOLS figures from the private sector prisons was met with, at best, tentative enthusiasm at an Area level. There were fundamental concerns surrounding whether or not 'commercially confident' information would be elicited from these meetings. Nevertheless, the eventual inclusion of the private sector was viewed as essential to the enhancing continuity of data and services received by learners. What is more the forum not only appeared to facilitate the development of data storage and transfer protocols, but it also served to raise awareness around the particular inadequacies of OASys for holding sufficient learning and skills information, and the ways this impacted on service users and particular prisons. Regional 'improvements' to storage of data therefore only went some way to address 'Communication' between prisons.

Forums emphasise the validity of human interaction in supporting and refining 'formal' aspects of 'Communication'. It was not uncommon for staff to talk of 'informal' links with other prisons, such as knowing individuals. VCS CARATS service providers had in place protocols for sending 'hard' copies of a prisoner's assessments and/or files onto establishments where individuals had been transferred. However, in the event there were no available files the organisation would phone the sending prison to double check whether assessments had been already done to avoid reassessment.

Regardless of the criticisms, the introduction of OASys was met with a degree of optimism. This often took the form of anticipated improvements that would be brought through having a common, joint, assessment tool and e-connectivity:

“it all comes straight on a computer now doesn’t it so they do the initial assessment OASys, it’s opened up at Leeds, you know, so when he comes here and then all the staff will have access to all the inmates OASys and everything and you’ll be able to log onto lids and put a comment in there, something happens on the wing or does something they can put it straight in there, so I mean that side of things will become a lot better” (Senior Officer, HMP Wealstun)

It is doubtful OASys had gained widespread use or indeed clarity and popularity in prisons. In departments where OASys assessments were opened and conducted by staff at the public sector local prison, OASys was deemed to be effectively transferring data. Although, it is arguably the case, as is pointed out elsewhere in this thesis, that at least some form of feedback would have underpinned the process. Whilst training was given on how to operate the software and complete assessments, with the help of computerised guidance, the ‘informal’ ‘Communication’ that forums, such as the VCS and HOLS meetings enabled, could have been drawn on to promote and refine the use of the software in its roll out stages. It would appear that forms of ‘Communication’ not limited to reliance on ‘technical’ tools are important in addressing and challenging phenomena such as ‘Departmental Insulation’ and aspects of ‘Organisational Divergence’, as well as creating dialogue between departments and prisons around ‘resettlement’. These findings extend, and are integral to, characteristics of ‘seamlessness’ between agencies.

### **Agencies:**

Co-location of services and agencies in prisons was viewed as advantageous to ‘Communication’ and instrumental in challenging aspects of ‘Organisational Divergence’, such as cultural issues. At several prisons housing advisors from a VCS organisation were regarded as being ‘like one of the team’, regularly discussing issues with the Heads of Resettlement/Offender Management departments. Although HMP/YOI Moorland Open had an area of the prison dedicated as a ‘resettlement’ department, HMP/YOI Doncaster’s CRT was referred to by staff members from all sectors as being a model of co-location. The modern build of the prison enabled office spaces to be constructed whereby seconded probation, Job Centre Plus staff, prison employees who provide E.T.E and accommodation advice, and prison buddies could work in close proximity to each other. Furthermore, the CRT suite also had a number

of interview rooms with cctv cameras in which 'visiting' staff and volunteers could meet prisoners.

Having designated space where visiting members of staff and volunteers could work in the presence of employees from the prison also meant they were able to find out information on services the prison offered and the agencies they worked with. However, as has been indicated elsewhere in this study, co-location by itself can actually be exclusionary. As staff at Doncaster acknowledged, having services in close proximity to each other required exploring ways in which their work could be publicised throughout the prison to challenge and avoid the creation and amplification of 'Department Insulation' and 'Organisational Divergence' with staff not based in the CRT. Not only this, but while the ability to offer office space to staff who were not located within prisons on a full-time basis was viewed favourably by staff at Doncaster, co-location illustrates ways 'partnerships' are both inclusive and exclusive. The idea of VCS staff who work more 'conventional' hours within prisons been treated as 'part of the team' likewise would appear to raise questions around how those providing services in less conventional and reduced hours are viewed within prisons and whether they too were 'team members'.

Co-location within parts of individual prisons or not, an emphasis emanated from the fieldwork on the importance of developing relationships and 'informal' forms of 'Communication' between prison's employees and members of other agencies. Aside from supporting, and indeed at times questioning, 'formal' protocols and technological means of communicating, interaction with agencies also produced opportunities to communicate more effectively beyond prison walls. Seconded, 'internal' probation staff served as important 'brokers' for contact to community based probation officers:

HB: "how would you describe communication with [...] so-called external probation staff?"

Manager: "I think our relationships are pretty good but that's because I've got a bloody good probation team inside here [the prison], so they've worked hard to build those relationships"

The value of seconded probation in linking to 'external' probation was also mirrored in the private sector. This included the ability to gain information on prisoner's suitability for receiving certain services. A member of staff in accommodation advice voiced the importance of a probation officer based in the CRT when trying to find out if 'external'

probation officers had information on whether a particular case was suitable for housing, whether they had any 'risk' factors that needed accounting for, and/or if a hostel place was been sought for an individual. The prison's membership to the SOVA managed South Yorkshire Reducing Re-offending Partnership, which included the sub-region's Probation Service and other organisations, was seen as also strengthening links to the Probation Service in the area. Similarly, a small number of participants also highlighted the role mandatory 'multi-agency' meetings, such as those under Multi-Agency Public Protection Arrangement, had. It was also the case that where OASys technology was installed at HMP Leeds, and initial assessments had been conducted, the information systems were perceived as transferring data for reviews at HMP Wealstun.

Though these positive observations tended to relate only to those who had awareness or working familiarity with OASys, it was felt that e-connectivity with Probation had started to improve communication 'gaps' between custody and community. Perhaps more significantly, immediate work with probation staff had, in areas such as sentence planning/OASys, sensitised them to risk assessment skills of Probation Officers and Probation Service Officers. Such arrangements also exposed Probation Service employees to the role(s) of prison officers and the complexities of working in a custodial environment, including, as we shall see, 'Population Pressures' and security issues. Crucially, these joint working arrangements overcame fundamental barriers belonging to 'formal' technological modes of communication. As a Prison Officer at HMP Leeds explained:

"we can have access to the probation database, you wouldn't believe what's on that database about inmates, there's reams of it and it's really crucial stuff and unless you ask to look at it you'll never get a chance because you need their password"

Again, 'Responsive Management' to limitations of 'Data Management' by HOLS and Probation Service staff, and private sector and High Security Estate membership to the VCS Co-ordinator meetings also validated human interaction as a means of promoting 'Organisational Convergence' and development of regional, sub-regional and local (prison) responses to national, centralised pressures and anomalies. In the relatively early stages of the HOLS subgroup the tentative approach Area Office figures had to inviting the Private Sector that was reported by one HOLS was apparently redressed by internal pressure, citing continuity of service user assessments and provision. Groups such as the HOLS forum and VCS co-ordinators went some way to reconcile

elements of cultural resistance to the Private Sector founded, in-part, on 'commerce in confidence', by appealing to issues of continuity and service user experience. Protocols for referrals between VCS organisations and prison departments were also evident which also related to 'informal' communication and a willingness to refer clients on from one service to another.

### **CHAPTER SUMMARY:**

In making a distinction between 'formal' and 'informal' forms of 'Communication' it is forwarded that 'Fragmentation' and 'Seamlessness' can, and do, coexist simultaneously. The HOLS and probation group highlights the importance of human interaction in raising awareness of the limitations of formal protocols and data storage of OASys for the transfer of educational data between prisons and community-based probation, as does the practice of staff at HMP/YOI Doncaster phoning staff who they were familiar with at HMP/YOI Moorland to exchange information and gain insight on transferred prisoners. In contrast, where OASys was seen to be improving the transfer of assessment information there was a 'need' for more 'face-to-face', 'informal' 'Communication' to aid understanding of e-connectivity for staff conducting assessments, and, on top of this, the system's purpose across prison departments. Due to this variable nature it is difficult to conclude with certainty that there was uniformity in 'Communication' even where protocols and systems would suggest this is the case.

Systems such as OASys, the documenting of VCS activities, and protocols for informing referral processes between agencies, only go so far in attempts to drive continuity. Elsewhere in this chapter and the study there have been references to the probabilities of challenging 'cultural resistance', as found in 'Organisational Divergence' and 'Departmental Insulation', being heightened by 'Communication'. 'Informal' 'Communication', and for that matter the arrangements which enable it – like the HOLS/Probation sub-group, secondments, agencies sharing responsibilities like OASys assessment, and opportunities for networking – hold an essential role. Not only do they encourage dialogue for identifying and responding to sometimes national discrepancies in information systems, but there is also the potential for generating debate and action which is instrumental in changing protracted cultural resistance to 'resettlement' and 'partnership' approaches. The consequences of such positive change may be seen in the greater promotion of 'resettlement' as a 'holistic process' engaging whole prisons, a range of agencies and clients, improving continuity across service providers.

## **CHAPTER 7.**

### **SERVICE PROVISION:**

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#### **INTRODUCTION:**

This chapter builds on the last three by investigating deeper topics arising from participants' experiences of service delivery. It starts by looking at 'Duplication', and how this resonates in service users' and providers' interpretations of the 'quality' of provision. From here attention moves to 'Organisational Pressures' and defining and describing 'Population Pressures', 'Staff Resources' and 'Funding Issues'. In claiming 'Duplication' and a range of 'Organisational Pressures' commonly co-exist, data submitted by prisoners come to be the primary sources informing of insight into aspects of support and interventions that are, on the surface, counter-productive to 'resettlement'. However, 'Enhancements' have been achieved. Work with 'partners' in circumstances has created more 'engaging' services that innovate in the face of resource issues and other 'Organisational Pressures'. Indeed there are cases where projects have evolved and adapted beyond the expectations of those involved in their delivery.

Rather than being disjointed variables, 'Enhancements' should be contextualised within the same landscape of 'Duplication', 'Organisational Pressures', and 'Disengaged Experiences', for these can be motivational factors that benefit service provision.

#### **Duplication:**

"[we] can only scratch the surface, we can put extra resources into that area, offending behaviour, drugs. We can actually concentrate the resources where it's needed if we cut down on duplication and the only way we can cut down on duplication is by having better communication systems that can transfer data quickly"

(Manager, Phase one interview, Split-site Prison)

What were the implications of the discrepancies that the previous two chapters have signalled to for 'Service Provision'? A comparatively limited amount of data indicated 'Perceptual Understanding', 'Communication', and 'Data Management' were intertwined with the various complexions of 'Duplication' examined in this chapter. The phenomena of 'death by assessment' and associated terms such as 'death by basic

skills test' and being 'C.V.ed to death' was closely related to 'gaps' in communication by respondents. Not being able to access a 'core' document or file on prisoners had the potential for assessments, such as basic skills tests, to be repeated throughout a service user's transition between prisons and from agencies to agencies. There was some evidence that before the group of HOLS and Probation figures had implemented measures to resolve the data storage and 'Communication' anomalies, it was not unique for prisoners to repeat qualifications and activities. Indeed, at one of the split-site prisons a prisoner in the closed part of the establishment commented on how he had done a generic preparation for work course twice, firstly at the local sending prison, and then at the receiving category C site. Although the individual did not seem aggrieved by this, such needless expenditure of resources fails to challenge and progress prisoners through their sentence. In worst case scenarios 'Duplication' compounded service user's anxieties and frustrations:

"very often prisoners who lead erratic lives outside, they don't want assessing, assessing, assessing, they don't want to go here there and everywhere, they want to go to a one-stop shop"

(Managerial staff member, HMP/YOI Doncaster)

'Multi-agency' and 'partnership' arrangements without adequate means of 'Data Management' and 'Communication' could exacerbate 'Duplication'. Improvements were been made in 'Communication' between parts of prisons and agencies, such as a split-site prison department delivering the P-ASRO and CARATS VCS agencies, but there apparently were instances of prisoners being approached by CARATS and stating they did not have drug use issues, whereas OASys information contrasted with this. Prisoners were once again approached when the information had been identified. Returning to the decision taken at HMP/YOI Doncaster to enter a contractual agreement with a VCS accommodation advice provider adds to this statement.

Though the public sector Prison Service Area Office had a contract with the same provider that covered prisons in the Area which came under their remit, the private sector prison appeared to experience difficulties in their engagement with the agency, and vice versa. Employees within the prison recalled prisoners were referred to the organisation only to be referred back to provision the prison already had in place, implying 'Communication' issues and 'Organisational Divergence'. As detailed in Chapter 4 ('Perceptual Understanding'), incompatibilities were forwarded in VCS and prison staff members' accounts. Hence, it was not uncommon to hear staff describing the organisation did not seem to 'fit' with provision that was already being offered and

vice versa. As aforementioned, not only was there thought to be duplication in the services on offer, the attempted 'partnership' with the agency also led to 'Duplication' of referrals and work.

With the Reducing Re-offending Action Plan (NOMS: Yorkshire and Humberside, 2005) and ROM seeking a 'step-change' of VCS involvement in the region's prisons and probation the above experience warns that increases in the number of 'partnerships' can create a more complex and confusing landscape for staff members and service users. Although improvements in the documenting of VCS Directories have come about as a result of the recruitment of VCS Coordinators in prisons, there remained evidence of 'Duplication' here. Prisons, such as Doncaster, initially reported having a Clinks directory and one for the prison. It was also the case that there was increasing weight been given to having a centralised regional 'Data Management' for documenting VCS activities in prisons and probation (see Senior, 2004a). Directories themselves were also feeding into different exercises, such as the update of the annex of internal prison strategies, which were not strictly identical in purpose.

### **Organisational Pressures:**

Factors impacted upon the ability of prisons to deliver 'resettlement' services and create and sustain 'partnership' arrangements. Primarily the focus is on how these pressures hold influence on organisations, be they private, public, or VC sector. These pressures are listed below:

- **Population Pressures;**
- **Staff Resources; and**
- **Funding Issues**

### **Population Pressures:**

"the current overcrowding crisis in prisons, and I call it an overcrowding crisis, is serious, its effecting our delivery, current figures around seventy six thousand are astronomically high and our prison system was not built to cope with those sorts of numbers"

(Manager, Phase One interview, HMP Leeds)

Occasionally, and before the Government's 'refusal' of Carter's (2003) vision of numbers in custody not exceeding 80,000 by 2009, the term 'crisis' was used. Use of it

was sporadic, but throughout the research interviewees conveyed concern with 'Population Pressures'. In the context of this thesis these go beyond prison numbers and 'overcrowding'. Local prisons were more susceptible to experiencing 'overcrowding' or associated pressures arising from it at other jails, namely in the form of 'overcrowding drafts' (numbers of prisoners sent from other regions/prisons to ones in Yorkshire and Humberside). Although, it is questionable whether staff's use of the term was congruent with an official definition<sup>28</sup>, prison numbers per se were a source of concern in the context of being able to promote activities in prison:

"if I add up all of the education places and all of the work places in this prison it equates to sixty two per cent of the population, well it's a ridiculously low number, to have three to four hundred in the cells or on the wing doing nothing. We've an operational capacity of twelve hundred and fifty four but our c.n.a. which is the baseline is seven hundred and some, so that's where the overcrowding equals provision so what we're doing is to try and offer part time education, training, which has difficulties because of movement and recruitment and movement of prisoners because everything you do in prison has a knock on effect" (Manager, HMP Leeds)

Whereas 'overcrowding' and population figures were not as prominent in the interviews at HMP/YOI Doncaster, informal conversations did reveal the prison had received some overcrowding drafts from outside familiar catchments, which impeded the process nature of 'resettlement', given that overwhelming bulk of the prison's intake was local or sub-regional and a number of the 'partner' agencies working with the prison reflected this. Wealstun had an intake that extended beyond the region to include individuals from other places in England, such as the North-East/Tyneside. This matched with the prison being located in an affluent, semi-rural, part of Yorkshire and Humberside was viewed by a number of interviewees as counteracting attempts to increase 'partner' agency and VCS activity within the prison and meeting prisoners 'needs'. Demographics of a prisons population(s) too proved to be a factor in developing 'partnerships' with agencies, including, as shown in the above quote, the logistics of moving prisoners.

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<sup>28</sup> "For the purposes of its overcrowding KPI, the Prison Service defines overcrowding as the percentage of prisoners who are held two to a cell. It does not include prisoners held three to a double cell or in overcrowded dormitories. It also does not measure those held in cells of less than minimum size. The Prison Service has recognised these shortcomings and modified the KPI so that in the future it will measure overcrowding in all forms of accommodation which will provide a more accurate measurement" (Solomon, 2004: 12)

Characteristics of a prison's population posed a number of difficulties for 'Service Provision', notable examples being where regimes and activities were in discord to the 'needs' of prisoners. Although some longer-term prisoners who were interviewed at HMP Leeds viewed involvement in P-ASRO as being a positive influence on enabling them to challenge drug misuse and addiction, a number of staff commented the turnover of prisoners meant they were not at the prison long enough to participate in the programme. Indeed, the programme was subsequently replaced with the Safer Custody Detox Short Duration Programme (SDP). Even where P-ASRO, in principle, should have been more suitable for clients at training prisons, staff still questioned whether the programme was intensive enough for the prisoners. At HMP/YOI Moorland this included a high incidence of opiate drug users. At the beginning of the fieldwork a manager at HMP Leeds also described how surrounding areas once had a number of psychiatric institutions. The closure of these in the last fifteen years now meant that a number of individuals who would have received in and out patient services were part of the prisons population. Officers at HMP Wealstun too commented on what they felt was a changing criteria of inmates, on the Cat D side especially. Accordingly, inmates tended to be opiate users and younger having had experience of the youth justice system, and were also less docile, unlike the 'old' style Cat D prisoner who was seen as a 'white collar', 'non-career criminal'. In contrast to the Cat B prisons in the study, during the fieldwork there were some reports that the open side of the prison was not managing to keep up a role of prisoners. Furthermore, costing exercises had been undertaken to see if it was feasible to erect a fence around the Cat D side, creating a 'relaxed' Category C environment.

As was commented on in a focus group with prison officers at Leeds, medication and factors such as those mentioned in the above paragraph along with the criteria of a prisoner, such as whether they were suitable for a category C one or four establishment or were convicted but awaiting future court appearances, impacted upon the scope for continuity in services and sentence progression. Officers approached at HMP/YOI Moorland queried why Prolific and Other Priority Offenders (PPO's) appeared to receive interventions sooner than non-PPO, ACR prisoners, and whether resources be better aimed at interventions for first time 'offenders' to prevent 're-offending'.

On the theme of waiting lists for interventions, officers at establishments, Split-sites specifically, described waiting lists for courses, like Enhanced Thinking Skills (ETS), and how the targets set on prisoner's sentence plan/OASys assessments were not

accounting for this. Officers at HMP Wealstun felt this led to more confrontation with prisoners and frustration at inmates not being able to progress:

Senior Officer: “on the closed side of the jail the biggest gripe, which has been for quite a while is the fact that the inmates go on the sentence planning board, get set all these wonderful targets to complete, but we can’t get them on the courses”

Prison Officer: “then they can’t get across here and they can’t progress through [to the Cat D side]”

The time available to work with prisoners did not just equate to those prisoners serving sentence of 12 months and over, or were in local and training prisons long enough to undertake OASys assessments. Aside from the obvious issues of extremely limited time to acknowledge remand and short sentence prisoners ‘needs’, a phase two interview at one of the split-site establishments indicated this extended to the introduction of Indeterminate Public Protection (IPP) sentences:

“we had an IPP sentence that we had to treat as a life sentence prisoner coming in with a tariff of only six months [...] you can’t possibly do the work that you need to do with a prisoner in six months, he then goes to an oral hearing, they say you’ve not addressed anything, he say’s well it’s not my fault but then he gets another three years because he’s not done any of the work he’s been told to do and it’s because he’s only been here two weeks and we haven’t had time to do it so then you end up prioritising people like that because they need it for their oral hearing or because they’re a priority prolific offender so it’s almost like prisoners who haven’t got a tick in one of the boxes are almost getting forgotten now”

(Manager, HMP/YOI Moorland)

Population pressures therefore were not only characterised by ‘overcrowding’. Waiting lists, the ‘needs’ and criteria of prisoners, and the logistics of engaging prisoners in ‘resettlement’ activities, whilst appraising security, pointed to potential demands on ‘Staff Resources’.

## Staff Resources:

The depiction of prisoners 'needs' as multi-faceted and intertwined often came with a recognition of the limitations of 'Staff Resources' in providing an individualised, 'client-centred', holistic service. Although, 'continuity', 'end-to-end management', and 'seamlessness' between custodial and community settings were principles that attracted substantial support. Prison resources not going 'beyond the gate' posed a potential barrier for such continuity, and occasionally staff members debated whether there were sufficient resources in VCS and community-based agencies to meet released prisoners levels of 'need'. Whereas Doncaster had staff members who would aid released prisoners in settling into accommodation in the community and had worked with a group of mentors, participants still expressed views doubting whether there were enough resources:

"the main support worker here is in contact with some [external agencies] but he is supposed to take the lads coming on as they're going out, but he's struggling referring them on because he doesn't feel that they're providing the support they might meet with the lad one day a week or something and it's just not enough"

(Accommodation worker, HMP/YOI Doncaster)

Within prisons a common subject was time to undertake tasks. Prison officers at HMP/YOI Moorland saw great scope in the personal officer scheme, yet felt officers did not have enough time for it to fulfil its potential. One female officer went on to comment on meeting prisoners 'needs':

"we can't gear up to individual needs and I think for us to be truly successful at everything we set ourselves we have to be more geared up to the individual, cause each individual's needs are different with regard to resettlement issues, all the offending issues and these kind of things we can't do that, we just physically can't give enough time, man hours to actually support them like they need"

The officer also went on to talk of the lack of time to relate on an emotional level with prisoners. Probation caseloads for community based officers, and an emphasis on meeting the targeted, statutory responsibilities of the Probation Service as a whole, were perceived as operating against this holistic ideal. Likewise, a VCS manager working in the field of CARATS suggested that over time, as the client base of drug

dependent and drug using prisoners increased, provision had not expanded to mirror this. Processing bureaucracy, not excluding inmate assessments that were being introduced, was regarded as a strain on resources. Hence, time to complete tasks often interlinked to 'Population Pressures', 'Data Management' and 'Communication' issues and the financial limitations of agencies and organisations.

The development of the VCS Co-ordinators role in prisons as a 'bolt on' to the responsibilities of an existing employee initially led to tasks such as the updating of the VCS directories and networking with organisations taking some time to arrange. Due to the Community Liaison Manager leaving the private sector prison, the sharing of the co-ordinator's role between two staff was embraced as supporting the pre-existing role of one of the staff members interviewed. For staff working in other areas of the prison such, as residence and sentence planning, there was an absence of time to network with agencies working in and with the prison, even where desire to existed. Similar to the VCS co-ordinators in public sector prisons, a manager at HMP Leeds described the local implications of the Prison Service's policy of staff movement for OASys targets:

"one of the difficulties we have in the prison service is we move people around the jail so that everybody gets a fair share of the residential duties, which is fine in principal, but it's my job to educate the rest of the establishment so in actual fact I've invested an awful lot of training in these people and you can't move them around every two years because if you do it's gonna cost us a fortune and they won't have an opportunity to consolidate, but I'm not entirely against it, I don't want to make them specialists because I actually think it's important to get them onto the wings because again that will support the offender management model when they become offender supervisors"

(Manager, HMP Leeds)

Managers in public sector prisons were also witnessing changes in terms of 'mainstreaming'. Initiatives in Learning and Skills in the forms of HOLS and OLASS, along with the Primary Care Trusts (PCT's) management of healthcare budgets, proved challenging. Staff could foresee the benefits of being part of provision in the community, such as those working in prisons having access to NHS training events, but in the shorter-term flexibility of staffing was reduced. An OM Head described an occasion when they were Duty Governor. A police officer entered the prison after being convicted. As he was known by many of the prisoners, the manager cited how before the P.C.T.'s budgetary control the individual would have the power to place the prisoner in the healthcare area with incapacitated prisoners, as opposed to

segregation, whereas due to the new arrangements this had to be negotiated. Staff in healthcare could not be placed on other duties in this prison whereas hitherto this was the case. Despite the fact the manager could empathise with the reasons for this, it was taking time to come to terms with the agreement. Likewise, a HOLS expressed trepidation as to the ramifications OLASS might have on their current flexibility with budgets:

“what’s gonna happen in August is I’m gonna have production workshops delivering qualifications, instructional officers in there on one set of terms and contracts, I’m gonna have instructional officers or whatever they’re gonna be called in training workshops under a different contract and so people who’ve always worked together ran covered for each other, again they’re taking that flexibility”

Accessibility to, and flexibility of, funding therefore linked to staff resources and the services an organisation could provide. An employee from a VCS organisation working at a centre that dealt with, amongst other things, prison visits, highlighted that publishing and promoting services for non-English speaking minority ethnic groups was financially intensive.

### **Funding Issues:**

Funding availability mediated the extent to which idealistic visions of ‘resettlement’ services could be realised. Where this was present, the overlapping of funding with one or a range of other aspects, such as ‘Population Pressures’, security concerns, ‘Staff Resources’, ‘Communication’ etc., was commonplace. Hence, the private sector’s negotiations with the Office of Contracted Prisons for funding for OASys resulted in the prison not using the system when the nearby split-site prison had OASys in place, though it is duly noted that the roll-out of OASys was behind time in public sector prisons also. Several HOLS also referred to the constraints of prison environments for creating more vocational qualifications. The changing of production workshops from, for example, textiles to ones providing qualification opportunities more in line with both national and regional labour markets, was viewed as ‘capital intensive’, requiring in some cases consultancy on the feasibility of suggested change. On education, it was interesting that at the split-site prison which only contained adults more than one respondent felt the prison had been somewhat on the receiving end of less preferential treatment compared to the split-site prison containing Y.O.’s, and other

category C training establishments. This was judged mainly to stem from 'politics' at an Area management level.

Where funding for a service had been granted, such as in the contracting of VCS led services by the Prison Service, these agreements themselves were not absolved of problems. It is documented elsewhere in this study that short-term contracts and the use of reviews in longer-term contracts impacts upon the recruitment and retention of staff. The knock on effects are increased resource expenditure in the training of staff, and a possible decline in attracting skilled people because of fears or inferences of instable, short term employment. There was presence of an effective and open dialogue between contractors and agencies, but one VCS manger working in E.T.E advice drew parallels between the funding allocated for use only within prisons, staff resources ending 'at the prison gate', and how their service was measured:

"just a silly thing as regards the k p t, we can only claim we've achieved an outcome for someone if we've got something fixed up for when he's released. We might send him out with half a dozen interviews and he might subsequently get a job from that, but because he's left prison without a job he goes out saying he's unemployed"

As one VCS employee remarked, 'gaps' in funding applied to specific groups of prisoners. In the context of his observations, and conducive to the findings of the Social Exclusion Report (2002) and the rationale for 'pathfinder' projects (see Lewis et al, 2003a), AUR prisoners were deemed not to receive as much attention as other prisoners, specifically those subject to statutory support and supervision by the Probation Service. Where services were dependent on funding streams, concerns emanated from what would happen if, and when, a stream effectively 'dried up'. At the public sector local jail a Prison Service governor grade/manager pointed out that the job club in the prison had been funded through the European Social Fund and had been a valuable service. However, as this funding came to an end alternative means of continuing the service had to be found that eventually rested with the prison:

"a number of bids were put forward to sustain it but I think it's perhaps indicative of where funding streams are been targeted right now, that offenders, still on the list, have dropped down a notch or two, they're not the main priority that they were two or three years ago"

Gaining funding was not just reliant on locating and addressing funding streams, but also about the extent to which 'resettlement' and more broadly, the 'offender agenda', could be promoted beyond those already working in prisons and with prisoners.

### **Summary:**

'Organisational Pressures' of 'Prison Populations', 'Staff Resources' and 'Funding Issues' often presented barriers to ensuring continuity in service users' experiences of 'resettlement' as a process. 'Organisational Pressures' highlights that despite 'overcrowding' being a factor, 'Population Pressures' are more diverse in nature, and interact with other limitations of particular prison sites, such as security and transfer criteria. Where one pressure was 'felt', this had potential 'knock-on' effects for another. For instance, in the face of 'Population Pressures', 'Staff Resources' are also, commonly, of concern. What is more, for AUR and remand prisoners not subject to statutory supervision by the Probation Service there was seen to be a significant interrelationship with decreasing access to funding.

Individually and collectively 'Organisational Pressures' have the potential to further hinder 'continuity' within, and between, agencies as well as negating an 'end-to-end' conceptualisation of 'resettlement', impacting upon the experiences of service users.

### **Disengaged Experiences:**

'Disengaged Experiences' relies, probably more than any other section, on perceptions forwarded by service users/prisoners. As such it includes aspects of prison life respondents did not necessarily equate to 'resettlement'. Aside from emphasising perceived hindrances to an 'end-to-end' vision of 'resettlement', 'Disengaged Experiences' also accounts for the capability of imprisonment to affect the sometimes pre-existing conditions of prisoners, like community and family relationships. Three definable sub-categories emanated from the data:

- **Disenfranchisement in Process;**
- **Interaction Issues; and**
- **Community and Family Ties**

## Disenfranchisement in Process:

At the centre of 'Disenfranchisement in Process' are questions of stake and the extent to which prisoners have a sense of ownership of procedures and activities in prison. By drawing on a range of cases prisoners and staff offered, an attempt is made to convey traits that are instrumental in service users exhibiting a diminished sense of progress. The consideration even takes into account how involvement in particular activities are not inferred by participants as being commensurate with their own views of 'resettlement', and, to a degree, become viewed as counter-productive.

"The courses I have applied to go on are: Enhanced Thinking Skills, Assertiveness and Citizenship, apparently these were identified for me on an OASys sentence plan, but I had applied for these courses 3 or 4 months prior. I thought the sentence plan was a complete waste of time. The reasons for this is you are told issues that are still problem areas and not asked!! As I feel I have dealt with the areas which was causing problems and they never identified anything I didn't know already. As sentence planning is a once yearly occurrence I think more questions should be asked relating to yourself other than ticking boxes other people feel the need of ticking!!"

(Prisoner Diary, HMP/YOI Moorland Closed)

The prisoner at HMP/YOI Moorland was not the only one to suggest OASys/sentence planning procedures did not echo their self-perception of 'needs'. Perhaps through gaining access to prisoners via staff members, the sample contained many who were 'graduates' of programmes and were regarded as 'good' prisoners. This goes some way to explain that several felt the OASys and sentence plans were out of date in comparison to their own ideas and 'plan' of their progression through the prison system. Being proactive and, generally, relatively articulate may also have led to service users expecting or desiring more interaction. It is not possible to rule out that some of the cynicism and criticisms were influenced by beliefs of fellow peers and staff. However, it appeared prisoners also expressed some discord surrounding 'generic' provision. As with the above quote, requirements to 'tick the right boxes' appeared to represent a service that was not individualised, catering for the 'needs' of people on a case-by-case scenario. As the same prisoner from Moorland asserted:

"sentence planning should be more personalised and tailored for the individual's needs. As it stands it's a computerised OASys system and doesn't consider or

take into consideration a lot of relevant material, and doesn't look at you, just a series of questions (God help us!!)"

It is plausible prisoners' perceptions of 'needs' might be closer to their 'wants' when held in juxtaposition to the identification of criminogenic 'needs' by OASys assessments. Nonetheless, participants commented on 'box ticking' in the sense of meeting minimum requirements. The presence of prisoners who were doing courses, like P-ASRO, to get 'boxes ticked' and 'get out of their cells' were demarcated from those who were more committed to the course. One parole prisoner commented he left P-ASRO one time before he graduated from the course as he felt members of the group used to 'mess about'.

In addition, prisoners related a number of their 'Disengaged Experiences' to factors like 'Organisational Pressures'. For example, limited resources matched with 'Population Pressures' cumulatively influenced the quality of a service user's experience.

"Went to Job Club this morning. Not a good experience. Too many people, too few resources. A very slow internet connection, one phone. Ten people. I did not even manage to get through all the available newspapers and although I spent 25 minutes on the net, most of the time was spent waiting for data to download. Even so I identified nine jobs I could go for. Some needed application packs so I asked [VCS organisations name] to get these for me"  
(Prisoner, HMP Wealstun, open side)

Limited internet access at open prisons too proved to hinder the progression of learners on Open University courses, with one prisoner suspending his studies until released into the community. Informal conversations with staff and prisoners tended to flag-up security as an obstacle to more widespread access being granted. With other interviewees and diarists 'time' commonly featured in their accounts as well. At HMP Wealstun Closed, building work had taken place and this had meant some prisoners were unemployed within the prison for a period. It was noticeable from a prisoner's comments over several months that their frustrations tended to coincide with waiting for workshops to resume, a number of decisions on matters like re-categorisation, parole, and educational coursework. Part-time distance learning did occupy some of the persons time spent in his cell. Studying for a 'skipper's ticket' was viewed as helpful, as he contemplated employment on a fishing vessel on release. Hence him asserting applications to the Prisoners Education Trust and distance learning were a valuable asset and needed greater promotion in prison. In contrast, a respondent who was in

work at one of the split-site prisons spent time repairing motorcycles in a workshop. Though he noted enjoying seeing a finished product he added this was not a field of work he would be interested in following up. In any event it was not accompanied with an NVQ qualification. Indeed a HOLS indicated that even where prisoners had undertaken qualifications greater attention was required to promote that educational qualifications in prison had recognition and value in wider communities.

Waiting was also not unique at other sites. An interviewee at HMP Leeds was awaiting transfer to a category D establishment, but had been out of work for sometime and had begun to feel 'low' about these circumstances. Another prisoner at HMP/YOI Doncaster elaborated in his diary on the frustration of waiting for educational certificates:

"went to see [...] tutor again I'm still waiting for city and guilds certificates it's been over 12 months now we've been waiting, I think it's ridiculous I see him every few weeks to no avail"

Again, the quote also indicates a cross over with 'informal' 'Communication' between staff and prisoners, perhaps symbolic of prisoners not feeling as though they are kept informed of decisions. In one of the focus groups prison officers felt it was a challenge to explain to prisoners why others, such as PPO's, accessed courses more rapidly. On the whole, officers at several of the sites remarked how waiting lists created unease and frustration in prisoners, ACR ones more so, who wanted to achieve targets set out in their sentence plan/OASys assessment. As a result of 'Organizational Pressures' in the face of ever reducing time frames they could not be recruited onto, and complete, a course which could increase their chances of gaining parole. In addition, a HOLS and a manager in a resettlement function both described conflicting targets between learning and skills and offending behaviour programmes (OBP). Prisoners would take up learning and skills activities, e.g. a btec course in computer engineering, with considerable cost per person, only to be taken off part way through to be put on an OBP, like ETS.

Time waiting and other 'Disenfranchisements in Process' were amplified by perceived inconsistencies in practices. A prisoner at HMP Leeds reported that complaints applications were placed in a box for the Independent Monitoring Board (IMB), formerly the Board of Visitors, and were not collected regularly – the participant arguing that if he looked in the box his application from three weeks prior would still be there. Such

anomalies discredited efforts at consistency and 'seamlessness' between agencies, be these intentional or not:

"whilst having a review with the S.O. he told me that he had been listening in on a conversation between me and my drug counsellor, that was supposed to be confidential, PRICK!!"

(Prisoner Diary HMP Wealstun Closed)

Time factors, inconsistencies in practices within and between agencies, heterogeneity between prisoners own conceptualization of 'needs' and those prescribed in sentence plans/OASys assessments, along with other 'Disengaged Experiences', bring in to dispute the idea services are 'joined-up' and consistent in the eyes of their recipients. As has been shown, where fragmentation and inconsistency are (purportedly) experienced, prisoners become sensitised to their apparent lack of 'stake' and control, reinforced, as we shall see, by the absence of, and problems in, interaction.

### **Interaction Issues:**

'Communication' figured heavily in the interaction of prisoners with staff and agencies. Unsurprisingly, at an interpersonal level interaction tended to be idiosyncratic, with service users describing relationships with different individual staff members. What can be gleaned from prisoners' comments is that a proactive approach from staff was viewed positively. Although, this perhaps also exemplified that sample members were, themselves, proactive. Less favourable interaction, or lack of, with agencies employees, whilst individualistic, could lead to inferences of organisations as whole.

"I've wrote to probation outside to do with my parole, out of five letters I've had one reply not very courteous is it. The last was about 2 weeks ago, no reply yet. I've never had anything to do with probation, years ago I was told I would get a good report and got a bad one, so you can imagine my opinions"

(Prisoner Diary, HMP/YOI Doncaster)

Several prisoners, and for that matter staff, identified that case loads of 'external' probation officers meant prisoners often did not have face to face interaction during their time in custody to build relationships. Within prison, procedures could be adapted to support interaction with staff. One graduate of the P-ASRO programme at HMP/YOI Moorland who had been through detoxification and had involvement in other activities in the prison, such as the Listeners scheme, saw Personal Officers as an

important point of access for prisoners who wanted to gain advice and support. For him self-referral to services presented barriers as prisoners would fear being labelled a 'grass' if the onus is placed on them to engage in dialogue with staff.

Prisoners indicated that certain activities in prison could be undermined without proactive attitudes. 'Departmental Insulation' and 'Organisational Divergence' (Chapter Four) were factors here. At HMP Leeds, a focus group with prisoners and a P-ASRO course tutor, who was a prison officer revealed one Listener was in employment on all but apart from one association in the evening, and 'governor's orders' were meant to allow for his cell to be open in order for prisoners requiring counselling or support to approach him. Some officers, he believed, were not as supportive as others, having received a warning and getting locked behind his door because prisoners were 'caught' in his cell. The P-ASRO graduates and officer enlightened the connections with 'Departmental Insulation':

Prison Officer: "the whole reason why there's just two of us [tutoring on the P-ASRO course ...] really nobody else wanted to do it, you know, so, and there is a lot of division from [...] staff I know"

Prisoner: "I mean from the lad's point of view we know if we approach you and we ask you to do something you'll help us out when you can, you go to the office and ask after something, home leave form that I asked for weeks ago, [it's] just we haven't got none, or what do you want me to do"

Evidence at all prisons suggested there were officers and PCO's who interacted positively. Prisoners perhaps shared some viewpoints with staff when it came to favouring 'visible' governors who would spend time on the wings. For one prisoner at HMP/YOI Moorland the VCS represented an important source of 'human interaction'<sup>29</sup>. Interacting with peers and others, as well as having a regime, kept his mind occupied, something not unfamiliar to others taking part in the research.

'Disenfranchisement in Processes' and 'Interaction Issues' affected service user motivation. A prisoner at Doncaster compared one of the tutors with another staff member; the former was not thought to 'have his heart in the job' and would not take him through exercises 'step-by-step', whereas the opposite was the case with the latter who helped him compile his C.V.. Hence, as he wrote:

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<sup>29</sup> Field note from 'informal' conversation on visit

“Just been down to [name of course]. The class has been called off. I should be disappointed, but I’m more relieved I’ve got to put more effort into it but I can’t”

Regime and activities, moreover structure, were given by several as important sources of stimulation. It was notable that weekends and the Christmas period were ‘slow’ and ‘boring’, as was the time in which it took workshops to re-open at Wealstun. During this time the individual became more preoccupied with drugs, slipping back into his ‘old ways’. Data indicated motivation comprised of other traits, such as a desire to change and maturity. Decreased motivation, insufficient and problematic interaction, and ‘Disenfranchisement in Process’, had in common the effect of reducing prisoners’ sense of control and ownership of ‘resettlement’. This extended to prisoner’s writings and discussions of family and community ties.

### **Community and Family Ties:**

Those still in contact with family and ‘community’ members, friends etc, predominantly in diary entries, placed much attention on these relationships. Not having control, or perhaps more precisely the responsiveness, to attend to matters external to the prison held prominence. A prisoner at HMP/YOI Doncaster was concerned about the influence of his daughter’s new boyfriend:

“Not a lot happened today, did my job i.e painting, pad cleans, my mate on 2.D went home today, rang my wife [...] worried about my eldest daughter’s boyfriend must get it sorted!!”

His comments exemplify the kind of remoteness felt by a number of participants even if their circumstances differed. Wondering if family were going to turn up for prison visits and bring prisoners children with them, missing family and friends – well documented at Christmas - and questioning why a family member was getting in touch again some time after a ‘fall out’ all provided sources of speculation for prisoners. Feeling a sense of responsibility for events in family and friend’s lives but not being able to act upon resounded with one individual at HMP/YOI Moorland.

“feeling fairly depressed as mother-in-law is still in hospital not able to support my wife, feeling guilty and ashamed I’m not there to help, consequences of my previous actions”

Procedural aspects and regulations were pointed to as exacerbating the strain on relationships with family and community members. Recognising smuggling of drugs into prison was an issue, not being able to sit amongst visitors was questioned by the same respondent from HMP/YOI Moorland. He also went on to argue ROTL (Release on Temporary Licence) should be an option at closed prisons to aid family ties and de-institutionalisation. At Leeds a focus group brought up the duration it took for Visiting Orders (VO's) to reach visitors was seven to ten days, and another two days before they could book to come in to the prison. At HMP Wealstun one of the participants who was on a scheme working for a charity shop in nearby town stressed the he was reliant on his family for sending in newspapers for job advertisements and getting him a new diary. Due to security procedures he was not allowed to purchase his own to bring into the open prison. The town of his placement location again led to reliance on others as he was hoping on release to live in a city a similar distance from the prison. However, the city was in a different direction to his placement and other prisoners on ROTL had to get him information on vacancies. His family were also instrumental in providing transport to and from visits to the city on ROTL as well as meeting him at the prison to sign him out.

### **Summary:**

This section has set out 'Disenfranchisement in Processes', 'Interaction Issues' and 'Community and Family Ties' as the most salient dimensions of prisoners 'Disengaged Experiences'. The data also highlights the individualistic and circumstantial nature of prisoner's experiences. For this reason it is concurred that the findings should not be interpreted restrictively. Beyond the sample it may be that prisoners exhibit other factors. Nonetheless, prisoners' accounts have provided the 'bulk' of data for constructing this discussion and they illuminate the hurdles to 'resettlement' practice associated with imprisonment.

### **Enhancements:**

Tensions exacerbated by and arising from 'partnerships' between organisations, staff members/volunteers, and service users, frequently accompanied explanations and citations of improvements in service provisions. Albeit individual 'partnerships' have their own idiosyncrasies, tensions – like organisational divergence, department insulation, communication problems, and wider issues of establishing and understanding 'jointly' held targets or goals – can be a source of inspiration for promoting 'partnership arrangements' and solutions to organisational concerns. In

essence, 'Enhancements' encompasses improvements not only in 'outputs' and 'outcomes' for service users, but also how processes and arrangements are experienced by staff, volunteers, and organisations. 'Enhancements' comprise of the following elements:

- **Mainstreaming;**
- **Needs Based Provision;**
- **Service User Engagement; and**
- **Reducing 'Re-offending'**

### **Mainstreaming:**

'Developments' of PCT budgetary control of healthcare in prisons, the appointment of HOLS at each public sector prison and to a lesser extent the role of HOLS in the private sector, and the contracting of Offender's Learning and Skills Services within public sector prisons and Job Centre Plus represent more 'conventional' forms of 'mainstream' activity in prisons. 'Mainstreaming' in this context goes beyond organisations working in prisons that have a wider client base than prisoners and '(ex) offenders'. Consideration is given to the nexus of relationships 'partners' hold with other agencies. Hence, where an agency predominantly works with prisoners, visitors, staff and other clients who share an association with prison establishments in common, links with agencies that have different or expanded remits are incorporated. It is contended 'Mainstreaming' is not merely a desire or imperative to 'blur' the boundaries of provision between custody and community, but it is also a potential source of improved practices, as well as intra- and inter-organisational unease detailed elsewhere in this research.

To return to the examples of P.C.T.'s and the L.S.C, the logistics of how prison staff would adjust to healthcare staff effectively being 'ring fenced' and the 'cultural' and linguistic peculiarities of each organisation fuelled uncertainty and 'un-comfortableness' even in managers who foresaw benefits to services, staff, and clients in the longer term. Arrangements, such as P.C.T budget control were anticipated as giving prison based healthcare staff greater access to training events employees within P.C.T's as a whole were able to attend. A manager from the Prison Service Area Office saw 'mainstreamed' services as a route to bridging gaps between custodial and community provision:

“it’s a real step forward to have statutory partnerships in terms of like L.S.C commissioning and looking at our education provision and the P.C.T’s looking at health, that’s really come on and it helps to mainstream prison services’ provision with outside provision”

A manager employed within NOMS: Yorkshire and Humberside appraised the fears staff had regarding budgetary control and commissioning being transferred to ‘mainstream’ providers, yet asserted their input had expanded dialogue surrounding the ‘offender agenda’ to a wider, not necessarily criminal justice, audience. The presence of Job Centre Plus surgeries in prisons also contributed to them having access to national careers information, deemed especially useful for prisoners not local to the area. VCS organisations were similar in that they had capabilities to develop networks not only within their agencies, but with others. At HMP Leeds the development of facilities for prison visits considered the socio-demographic status of the prisoners and their families, who were predominantly local to the jail, therefore reaching staff and local communities. Health care, diet, morbidity, and the lifestyles of ‘stakeholders’, including the absence of parents/guardians in the household after school hours, were issues emanating from research conducted. This led to the project to ‘tap into’ various service providers to provide counselling and different forms of advice. The Citizen’s Advice Bureau, local P.C.T, HMP Leeds and counselling service providers were just a few of the ‘partners’ working with the VCS organisation. Events like dance classes, themed healthy eating nights, Pilates exercise groups and after school activities for children were just some of the range of activities on offer. Parenting skills targeted at minority ethnic groups and alcohol awareness courses were also taken up by prisoners. Summarily, the ‘multi-agency’ approach built capacity and conveyed services for prisoners and their visitors in a comprehensive package aimed at the community, that in turn advanced stakeholders confidence in the providers.

The positioning of ‘partner’ agencies as simultaneously being inside prisons and having autonomy from the Prison Service was a further characteristic of ‘Mainstreaming’. ‘Partners’ were, like prisons to a point, privy to certain stands of bureaucracy, but able to maintain flexibility and responsiveness. A manager of a large, national, VCS organisation providing accommodation advice aptly conveyed this:

“we work very much towards quality outcomes and sustainable outcomes for people as far as possible [...] that very much I think fits with the NOMS [...] vision of seeing the service and long term of sustainable outcomes, and that’s the way that we have always worked, so I think it fits quite neatly with the way

things are going and maybe it's just a case of everything else catching up with that. I suppose that's the benefit of that a voluntary agency has is being able to respond to what's going on internally as well as externally"

Prisons were instrumental in 'Mainstreaming' by engaging with 'partner' agencies, such as the contractual arrangements held at an Area level with VCS providers, to individual prisons recruiting volunteers, and interacting with VCS agencies, local councils and businesses. Hence, the use of ROTL at HMP Wealstun for prisoners at to work as volunteers prior to finding employment and being released. HMP/YOI Doncaster also facilitated a day surgery for a housing advice worker from a nearby city council's homelessness section, it was not the only prison to have developed links with nearby housing authorities. Such arrangements not only showed acknowledgement of prisoners' 'needs' but promoted opportunities for prisons to influence service provision in areas where the client-base was not restricted to prisoners. 'Partnerships' heighten awareness of different working practices, cultures, and activities external to myopic visions of 'prison life' and 'resettlement'. Although this is not to say the Prison Service and/or its employees did not find these uncomfortable, at odds with prior experiences, and retreat from any suggestions of their involvement with other agencies.

#### **'Needs' Based Provision:**

'Mainstreaming' touches upon another area where 'partnerships' are seen to develop practice. In a variety of ways, 'partnerships' with statutory, private and voluntary and community sector agencies created a more 'client centred' approach. 'Partners' expanded the scope of work that could be conducted with prisoners. 'Added Value' (Chapter Four) was found in resource savings, additional skills and expertise, and capacity building potential such arrangements could nurture. A member of a private sector company providing E.T.E support and advice to prisoners at HMP/YOI Doncaster argued that having a network of various agencies created opportunities to maximise support for her clients.

HMP/YOI Doncaster, with a majority intake local to the sub-region, had, like other prisons, developed links with employers in the area. Targeting specific businesses was informed by the skills and educational levels of prisoners and job roles that could be filled by them, even where individuals had literacy and numeracy deficits. Similarly, HOLS had forwarded the impetus to identify tasks in prisons, such as instructing fitness activities, cleaning, and 'toe-by-toe' tutoring where prisoners help other prisoners to address skills deficits such as reading and writing, also creating job descriptions and

qualifications for these posts which mirrored enterprise in communities. 'External' agencies value in meeting 'needs' was highlighted by a managerial member of staff from Doncaster's CRT:

"we bring in external agencies who can help them [prisoners] if they get a job they can support them with other things. For instance, if we've got a hospitality company in who wanted a chef because we've got a v t kitchen downstairs, they say they need a set of knives to go and work for that employer, we've got contacts within action teams who can provide them with that money to go and buy a set of knives, but we're fortunate because we're in an area that has an action team, whereas other establishments do not have that provision"

VCS and other 'external' agencies were also beneficial in bridging gaps between prisoners' transition from custody to community. Resources, unless determined by contractual arrangements with the Prison Service or individual prison, often reached outside physical parameters of individual prisons. DIP was another example of face to face contact with prisoners thought by CARATS workers to promote individuals' attendance at appointments post-release. Resource savings were also being made via recruiting volunteers to act as mentors, which had been headed up by a large E.T.E advice provider. The 'client centred' nature of 'external' agencies work, and for that matter culture, appeared to contrast with a prisoner's vision of prison employees, particularly officers based in residential areas:

"they'll [agencies] probably go out of their way to help you, whereas if you like ask an officer for something, the next two weeks sort of thing and they know we can't do anything about it, it's up to them if they can be arsed, if they can't be arsed to help they'll just pass it on in circles. So with things like probation [...] I think that with them being outside if you want to have something then they will go and get that put in place"

(Prisoner, HMP Leeds)

The focus group reported confidence that services were available to access if they had any concerns or problems. This confidence in itself, as noted by a member of the chaplaincy team, was a positive influence on 'prison life'. Accordingly, prisoners' awareness of counselling was linked to a reduction in self-harming and suicide in prison, even if people did not access the services on offer.

Up until now emphasis has been on the 'needs' of prisoners being met. Where prisoners 'needs' had been identified and a service had been established to meet these, agencies with specialist knowledge could greater elaborate and investigate the nature of 'needs'. One Head of OM pointed out that upon winning a regional contract to provide accommodation advice in prisons, it was expected the bulk of a worker's time would be taken up by finding accommodation for prisoners prior to release. Actually they devoted much time to terminating and securing tenancies, and dealing with other matters that related to rent arrears.

Other prisons responded to the 'needs' of their population(s) by accommodating VCS agencies. Wealstun were consulting with Community Service Volunteers (CSV) regarding the possibility to provide prisoners with volunteering opportunities in the community during the last twenty eight days of their custodial sentence. The prison was also in talks with a VCS organisation that worked with prisoners and their family members in custody and where feasible using ROTL to enable prisoners to further commence this work with another agency in the community. The prison, when given foresight, permitted one of the participants in the research to have a suit for job interviews which he had loaned from a charity shop where he was volunteering – a process which the respondent felt was very easy. This 'resettlement scheme'<sup>30</sup> was judged as good preparation for work in the 'real world' by the service user who was adapting to the faster pace of life outside of prison. In short, where 'needs' were addressed, and/or provision existed for this, prisoners in the study appeared increasingly engaged, confident, and motivated.

"Now I have 3 job interviews, it looks better than I first thought. The [city] interview comes from an application I made 3 weeks ago. It's a temporary post but I don't mind, I if I get the job I have then got a more recent work record to use for the future. Interview involves making a 20 minute presentation, subject will be given to me when I arrive at their offices. I will have ½ hr to prepare, and a chart as an aid. Could be interesting. It's too early to be certain, but perhaps there are less barriers to employment out there than I thought"

(Prisoner, HMP Wealstun)

### **Service User Engagement:**

'Service User Engagement' identifies dimensions of service delivery that reinforce a sense of 'ownership' or 'stake' in 'resettlement' for service users. We have seen

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<sup>30</sup> See earlier comments on the problematic nature of this scheme's title

'Interaction Issues' and 'prison life' can contribute to prisoners' disengagement from processes and intensify isolation from family and community life. Yet previous categories and chapters have portrayed, for instance, attempts at improving 'Data Management' and 'Communication' between prisons and agencies to create and sustain continuity for service users. More recently has been the exploration of how services are seen to be 'client centred'.

Towards the end of the last section it was demonstrated prisoners' confidence in staff and services was appreciably dependent upon the extent to which they were meeting their 'needs'. It was also evident that the approachability of, and accessibility to, staff and agencies played an important role in this confidence. For prisoners in this study this was backed up by mutual relationships with individuals and agencies. References to 'faith', 'trust', and 'confidence' intertwined with service users' motivation:

"I can't praise enough the help [Manager's Name] has done for me helping me to decide I want to do a diploma, when I get out I am going to college to do my diploma (psychology and sociology). If I get accepted, [Manager's Name] has faith in me, I only hope I don't let him down by failing any exams. I am really excited about going to college apart from proving to myself I want to do well for my family, and of course tutors that have helped me have been invaluable"

(Prisoner Diary, HMP/YOI Doncaster)

The prisoner was involved in various activities in the prison. Staff had asked him to help out with delivery of courses by other agencies, like Alcohol Awareness and Health and Safety. Looking forward to assisting, he commented how he thought he was an 'ambassador' for 'resettlement' as he had been asked to do various things for them. More importantly he felt it was "nice to be trusted". This was not restricted to HMP/YOI Doncaster, at HMP/YOI Moorland a listener wrote how he forwarded views at a suicide prevention meeting in the absence of the listeners co-ordinator and a member of the Samaritans.

"Meeting in Admin held every 3 months. Had to attend as S.O. [Listeners' co-ord] and [person] from the Samaritans unavailable. Got issues brought up, meeting went well. Invited by Governor [name] to attend Anti bullying meeting. Spoke about issues that I personally see, hopefully something will be done!! Shared my ideas and views!! (feel good to be involved and part of a team helping others)

(Prisoner diary, HMP/YOI Moorland)

Feeling good because he was trusted to attend and forward points, his remarks indicate another property of 'Service User Engagement', this being what might be referred to as 'voice'. Other Listeners were approached in the research and they too had being at meetings with senior staff members, one of these including a Governing Governor. A sense of satisfaction was conveyed when they felt opinions were been taken seriously. As has been shown, this can even be extended to prisoners own perception of sentence planning and assessment exercises and the desire for more input into these processes, rather than 'ticking boxes'.

Prisoners' contributions featured in phrases such as 'working together' with VCS/CARATS staff members in drug rehabilitation. Practices were supported by prisoners who had graduated from P-ASRO in promoting the course to those thinking of taking it, in the form of talks and presentations. As such, dialogue between prisoners and staff was important in creating accessible points of contact for those seeking support. Listeners, buddies and toe-by-toe mentors not only created additional resources, but provided approachable sources of information. Toe-by-toe mentors for prisoners' education represent one way in which practice was approached to engage learners, another being the tailoring of more formal education activities such as basic skills to vocations within prisons. The 'client-centeredness' of an agency's work therefore had some relationship to the possibilities of engaging service users.

VCS and other 'partner' agencies, as previously given, were integral in the delivery based on meeting individual 'needs', but apart from this the VCS, volunteers, charities and prison visitors served as links to the wider 'communities':

"Had a good day Friday afternoon after giving my speech to the PASRO group, I felt really good after I gave it. It was a really positive group, a good day today as well, had a really cool game of volleyball, I am captain of the prison team and today we played York Vikings, but we lost 3 sets to one, but it was a really good game. It's good to interact with people from the outside word, makes you feel almost human. Happy thoughts when sleeping tonight..."

(Prisoner, HMP/YOI Moorland (Closed))

Charitable work, such as the making of Christmas cards at Doncaster, volunteering for working out schemes, to prisoners working in Braille workshops also gave individuals a sense of 'worth'. Contact with friends and family via telephone calls or prison visits were also well documented, valuable, links to 'community' life. The VCS co-ord at

HMP Wealstun was a leading figure in developing 'family visits', held at the prisons Open site. Apart from the events complimenting the Regional Reducing Re-offending Action Plan's Children and Families pathway, they took place in a more relaxed environment with activities for parents and children, with greater contact allowed compared to more 'conventional' visits.

One of the participants at HMP Wealstun's Closed side elaborated how engagement with various individuals and activities promoted his motivation. Accumulatively, different aspects of 'Service User Engagement' can contribute to prisoner's acknowledgement of 'joined-up' processes:

"My biggest achievement is myself now compared to when I first came in. Along with the courses, the prison officers have helped, the counsellors, my friends on the wing and also the fact that I have to work. It's been very depressing but now I feel lighter in myself and I have got lots of confidence to do better in my life when I get out"

(Prisoner, HMP Wealstun)

'Service User Engagement', as the last quote denotes, contains traits that have an effect on prisoners' motivation and progress. . Moreover, these subjective accounts presume a role in the reduction of 're-offending'.

### **Reducing 'Re-offending':**

Assessing successful reductions in 're-offending' rates and attributing these to specific interventions and support mechanisms is, as parts of the literature review made known, problematic. "In reality, researchers cannot assess re-offending unless they conduct detailed, prospective follow-up studies, which are seen as time-consuming and costly" (Friendship, Falshaw, and Beech, 2003; 115). The fragmentary nature in which elements of 'resettlement' provision, such as OBP's, are isolated to analyze of their propensity to reduce (or not reduce) 're-offending' rather undercuts the conceptualization of 'resettlement' as a holistic process, that is unless strands of measurement are understood as part of this entirety. Barriers to establishing a regional evidence base for two year *reconviction* rates<sup>31</sup>, and indeed, accrediting these to an intervention rather than confounding variables, has strong connections to 'Data Management' and 'Communication' 'discrepancies'. Whereas OASys may provide a solution for particular prisoners, these limitations in monitoring restrict the availability of

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<sup>31</sup> See e.g. *ibid* on the use of reconviction in the 2 years post-release as a 'proxy' indicator of 're-offending'

an evidence base for 'resettlement' and 're-offending' for this research. As a result, anecdotal evidence was regularly drawn upon to support the rationale of having a number of services, and it is this which ensuing discussion is founded upon.

Locally, that is at certain prisons and with specific 'partners', 're-offending' had been examined. A senior managerial staff member at HMP/YOI Doncaster described how the prison had undertaken some tracking of 'offenders' following release via mentors and had confidence mentoring and support interventions provided by the prison and in 'partner' agencies had resulted in reduced 're-offending'. Another example, demonstrated the value of evidence in attracting funds:

"a recent partnership we've had is we've set up a half way house with a company called faith, we were successful getting sixty eight thousand from a Doncaster renewal fund and that were just to set it all up, but we've proved that that system we've set up in partnership with somebody can address the needs of the offenders and address them to stop re-offending"

(Senior Manager, HMP/YOI Doncaster)

Thus forms of internal auditing gave justification for the presence of services. These were regularly accompanied with 'common sense' beliefs that 'partnerships' were effective in reducing 're-offending', and that delivery was in synergy with NOMS and the RRAP. 'Collaboration' presented opportunities to maximise the support for prisoners, both pre and post release. For example, CARATS workers noted that if a small minority of clients did not favour the DIP services, there were alternative, 'community-base' agencies that they could be referred to, seemingly enhancing prospects for meeting prisoners 'needs'. 'Partnerships' too enabled continuity beyond the prison gate and archetypal funding arrangements which demarcated prison activities from 'community' provision. As a VCS member of staff working with HMP Leeds stated:

"you know that multi-agency approach where you can show that if a person has got options when he's in here or when he's released he doesn't get left to his own devices, there's lots of agencies available to him if one agency can't help well hopefully they'll be able to signpost to the next agency and the whole multi-agency approach I think really needs to be worked upon more and be applied a lot more to try and stop that re-offending"

'Partners' enabled prisoners to disassociate themselves from 'negative' prison stereotypes. In particular one inmate at Leeds positively commented that education certificates did not carry a 'HMP' logo, courses instead being provided by a college. Corporate alliances and local businesses were also integral to these options and prisoners at Leeds went on to notice large companies, one a leading supermarket chain, were now willing to 'give you chance'. It was notable public and private companies in other areas too were seen as becoming more open to recruiting prisoners and ex-prisoners, another example of widening the range of opportunities for (ex) prisoners to prevent 're-offending'.

### **Summary:**

Not denying 'Enhancements' are fraught with tensions and 'Organisational Pressures', 'Mainstreaming', 'Service User Engagement', and 'Needs Based Provision' illustrate that 'partnerships' can endorse 'resettlement' activities. There are benefits for organisations and staff members as well as service users. For instance, 'Mainstreaming' places employees working in prisons in a wider 'pool' of staff and skills. There was evidence too that all prisons in the research had created 'partnerships' that not only expanded the resources and expertise on offer, but also reflected that the Prison Service can be responsive and flexible in efforts to meet client 'needs'. Engaging with prisoners, families and visitors of prisoners, as well as other 'partners', prisons transcended their physical and conventional resource parameters by association with services that worked with prisoners pre- and post-release. Although the fieldwork implies ambiguity in being able to evidence the success of support and interventions in reducing 're-offending' at a regional level, and despite numerous 'local' forms of monitoring and common-sense beliefs, 'partnership' arrangements did bear attachments to regional and national strategy.

### **CHAPTER SUMMARY:**

A paradox exists. At the same time as individual prisons were 'feeling' 'Organisational Pressures', 'Duplication', and their service users reported 'Disengaged Experiences', these factors were implicated in prisons and their 'partners' bringing about 'Enhancements'.

'Enhancements' in service provision are highly important for informing 'partnership' work. Principally, they reveal that at times of perceivably great organisational, staff, and political concerns – e.g. 'Population Pressures', prison numbers, questions of 'Staff

Resources' – prisons, their 'partners', employees, and volunteers, can, and do, act responsively. In addition, whereas VCS and private sector agencies were portrayed as more entrepreneurial and less burdened with the bureaucracy of public sector prisons, the examples of toe-by-toe mentors and prisoner involvement in regime activities and services do show initiatives where prisons have demonstrated flexibility in identifying and meeting prisoners' 'needs', with 'partners'. Even with such optimism, it remains 'Organisation Pressures', 'Duplication' and 'Disengaged Experiences' can still be uncomfortable for those who are subjected to and witness them. This is worth bearing in mind when considering organisational 'change' under the guise of NOMS.

## **CHAPTER 8.**

### **HOPES AND FEARS IN A 'NEW' ORGANISATIONAL CONTEXT?**

#### **THE NATIONAL OFFENDER MANAGEMENT SERVICE.**

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Prisoner, HMP Leeds: "well probation are actually gonna be part of the prison system aren't they?"

HB: "erm the, I suppose the counter argument to that would be that the prison service are gonna be part of the probation, course probation is smaller, smaller unit isn't it"

#### **INTRODUCTION:**

In September 2003, the time in which this research began on the back of national and regional policy, the Carter (2003) report, and the initiatives and publications that have followed, were unforeseen. This chapter narrates the confusion, concerns, and opportunities pertaining to NOMS. It does so by firstly recounting how the Yorkshire and Humberside region was placed to sustain and develop 'partnerships' further. From this point emphasis is on the 'Collaborative Opportunities' NOMS may bring. These include ways individual agencies, staff, and their clients may benefit from 'joined-up' work, as well as the directions 'partnerships' could take, such as 'joint bidding' and provision of services.

The latter half claims that dissimilar to these 'harmonious' developments there was consternation and discord as to the effects NOMS may have on the existing roles of organisations and their members. Though there were employees who were unaware of 'Contestability' (and NOMS for that matter), the varied definitions of the concept offered are described. It is contended 'Apprehension' towards 'Contestability' is partially fuelled by this disparity, as well as foreseen detriments of these predicted arrangements within agencies and upon 'partnerships'. It concludes that despite being antithetical at times, 'Collaborative Opportunities' and 'Apprehensions' can be complementary, encompassing a creative tension that enhances the ways individuals and organisations relate to each other.

## **Collaboration:**

Against the backdrop of NOMS pronouncements, and predictions of how these would take shape in the region, confidence was exhibited as to how prisons would respond and innovate in this setting. 'Collaboration' contains two overlapping features:

- **Foundations; and**
- **Collaborative Opportunities?**

'Foundations' are existing practices, strategy, and policies deemed beneficial precursors to anticipated or practical change associated with NOMS. They are 'situated' either in or across a range of national, regional, and local contexts, and intertwined with 'Collaborative Opportunities'. Broadly, 'Collaborative Opportunities' encompasses various visions of how NOMS could promote 'partnerships', be this in the form of one or more of the following: bidding and funding arrangements, providing a service within prisons, and 'partnerships' as a vessel for enabling organisations to work outside their conventional or stereotypical boundaries.

### **Foundations:**

In the eyes of many respondents, the Yorkshire and Humberside region was well placed for the advent of NOMS. 'Foundations' for proposed NOMS developments existed, and varied, from being rooted in past and present strategic 'reducing re-offending' in-roads, to 'pockets' of practices which regional and national policy could learn from. The regional foresight to consult on, and create, a Regional Resettlement Strategy, including criminal and youth justice agencies such as prisons, the police, and probation, along with VCS and healthcare providers as well as others, provided a platform on which consultancy could be undertaken in the light of the National Reducing Re-offending Action Plan (Home Office, 2004; see also for the RRAP, NOMS: Yorkshire and Humberside, 2005).

Although there were changes to pathways, with introductions of a VCS and a Prolific and other Priority Offenders Pathway, and the removal of case management and female 'offenders' pathways, the region was advancing on these strategic themes. In response to NOMS and 'Contestability', along with identification of communication issues, were the Clinks Regional Information Skills project (CRISP) which comprised of action learning sets and had its origins in the public sector, and the NACRO led 'move' project. According to a managerial staff member from the ROMS team the former

would concentrate on the capacity of VCS agencies in the region to work in the 'worlds' of NOMS and 'contestability'. The latter 'move' project was a Leeds based project aimed specifically at smaller VCS organisations.

Public sector prisons too were responding to the NOMS agenda. The re-branding and re-structuring of prison departments may be regarded as either pre-emptive manoeuvrings or forward thinking. Before a final model was centrally defined managerial figures of the newly labelled departments commented that, in the least, the department's title created alignments with 'community-based' OM's, to promote prison/community communication. Over and above this, for one manager clarity was brought to other staff within the prison:

"the fact that now I'm sitting on a model even before the prison service model is fully outlined, I mean we had an outline in June and I'll be very surprised if it's very different to that, but I'm sitting on a model now where probation have a role, I've got a role, outside probation have a role, prisoner admin have a role, resettlement have a, everybody understands where their place is"

(Manager, based in OM Department, HMP Leeds)

The incarnation of O.M. and Risk and O.M. departments was felt to bring clarity to roles and function responsibilities within prisons even if the extent to which the models were consulted upon with 'external' agencies and probation could be questioned. The prison secondment to Clinks and VCS co-ordinators within prisons were instrumental in enhancing engagement of VCS agencies in prisons, which continued in the Regional Reducing Re-offending Action Plan with co-ordinators taking active roles in the VCS and Children and Families pathways. Taking account of these regional strategic footings localised 'partnerships' too were given as sources of confidence in the expected commissioning of services.

HMP Wealstun saw a change of Governing Governor and an internal review of services and departments to inform how the prison's level of performance could increase from level three, to the highest level, four. Ways to work better with existing VCS 'partners' and, at the same time expand the range of 'partnerships', were therefore explored before NOMS and the RRAP. It is open to debate whether assertions of 'quality of (existing) service' were partially defensive, but it was the case that 'partnerships' within prisons were seen as integral to a NOMS vision of delivery:

“most of our partnerships are held by the community re-entry team at the moment, twenty five partnerships, various partnerships with different voluntary and community sector organisations that assist and come into the prison. The level of service we probably give is far better than most prisons [...] we’ll replicate a lot of what the noms models want us to do as well”

(Senior Manager, HMP/YOI Doncaster)

Building on this, other staff at Doncaster articulated the prison was already working in accordance to the NOMS vision of ‘joined-up’ work. The private sector was not alone in having arrangements its employees forwarded as plausible regional and national policy influences<sup>32</sup>. A VCS organisation working with HMP Leeds, and other agencies, provide services to prisoners, their visitors, staff, and wider communities. It is clear there was an interrelationship between the work of the visitors centre and the possible ‘Collaborative Opportunities’ that would be available to accrue project funding.

“we’ll be in a strong position to start bidding, cause we’ve already started doing that kind of work in proportion and we’ve been asked by area management to, hopefully we’ll like role this project out to other visitors centres in Yorkshire and Humber and act as a lead on that, because I think area management are putting in a bid to treasury”

The VCS organisation, like VCS co-ords, sat on the VCS and Children and Families pathways of the RRAP. Occasionally participants added the public sector had less experience in bid writing than the VC and private sectors. Despite this, privatisation, the ‘decency agenda’, and improved security performance<sup>33</sup> gained attention as footings for advancing ‘resettlement’ in the prison service. It was infrequently assumed the recent history of the Prison Service helped to ward off fears about the ‘threats’ ‘contestability’ could bring, unlike the Probation Service, an assumption falsified through conversations with a range of employees (see ‘Apprehensions’). In spite of this the previously described ‘foundations’ provided a platform for which staff envisaged created opportunities.

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<sup>32</sup> Models also cited included a hostel for young males that recruited both probation and prison service staff in its day to day running, and an apparent growing ‘case management’ ethos for juveniles pre and post-release.

<sup>33</sup> Most notably the example of reduced escapes in the high security estate with none since 1995 (see Solomon, 2004).

## Collaborative Opportunities?

Regionalisation advocated by NOMS, perceivably, would enhance existing structures in Yorkshire and Humberside. Hypothetically OASys brought a clearer 'flow' of information between prisons and probation. In practice elements of this succeeded but required more progress. The combination of Regional Offender Management, the introduction of C-NOMIS, and prisoners having a designated OM were all changes that might induce clarity and 'seamlessness' within and between agencies. It was contended by one manager from NOMS and another from the prison service Area Office that the limited commissioning that had taken place in Probation and Prison Services, would come to expand and be more complementary to each other. The same employees, as well as others based in individual prisons, desired more robust regional information sharing arrangements. 'Communication' 'gaps' between sub-regional divisions of the Probation Service was described by one Head of Resettlement.

"we're all gonna be under the same umbrella so we're not two different agencies, they're all gonna be part of the national offender management system [sic] aren't we, so we'll all belong to the same club whether we've got a uniform or not, aiming at the same goal, which like I say, if it says it on the packet, I've got great hopes for it, well it's an exciting time"

(Probation Officer, HMP Leeds)

The NOMS umbrella would also reach the VCS and private sector. 'Contestability' and NOMS as such, were interpreted as having the capability to 'level-up' sectors and agencies. Treated unproblematically, 'contestability' permits equal access to place bids, including small, 'local', VCS agencies. In this vision, consideration is even given to smaller scale work undertaken by faith based and VCS agencies. This conclusion was founded upon initiatives that were in-place regionally, such as membership to RRAP Pathway Action Teams, CRISP, and the NACRO 'Move' project, not to mention the Regional Resettlement Strategy. Optimism surrounded possibilities of bidding jointly for services and drawing on other agencies' expertise to enhance their own organisation's prospects. Also there were opportunities for staff to work across a variety of sectors, interchanging roles. The extract below is from an interview with an employee from a comparatively smaller, localised agency. It forms part of their response to questions surrounding how their agency would be placed to make bids alongside larger VCS organisations, and the context of the RRAP also:

“obviously they’ve got a lot more experience about big bids and sort of to government departments, hopefully we’ll be able to draw upon their experiences as well so hopefully we’ll benefit from being in those pathways “

A VCS manager working in the field of reparative and restorative justice highlighted others were looking to commissioning as a means of funding services in the face of scarce resources. Staff considered business opportunities that were less ‘collaborative’ in nature. One example was the reclaiming of escort contracts for transporting prisoners to and from courts. Others referred to ‘contestability’ in terms of a driver for change, as one HOLS put it, focussing the Prison Service on ‘smarter working’, reducing ‘Duplication’ to ensure efficient use of resources and increased quality of service. This figure was not alone, ‘value for money’, and ‘best service for the best (but not cheapest) price’ were slogans used to define ‘Contestability’.

With scope for the ‘opening up of markets’ and a more complex landscape of providers, the overarching goal of reducing ‘re-offending’, and the (possible) role of OM’s were discussed as linchpins of stability and consistency in service user and staff experiences. The theory of ‘end-to-end management’ gained much favour with employees from a variety of agency backgrounds. Greater contact with prisoners, addressing their ‘needs’, and taking leadership on getting them specific forms of support and intervention across custody and community would reinforce individualised, ‘client-centred’ approaches. Importantly, in this vision the OM’s remit co-ordinates activity between agencies implying a control over decisions affecting prisoner’s progression. For some this equated to an image of a ‘hands on’, interactive style of management between OM and clients:

“I think NOMS is probably quite useful in making us think about the inside and out, and how it all links together and if you’ve got an effective offender manager who is really going to keep in touch while they’re in prison and support them when they’re out of prison then that will be brilliant”

(Manager, phase 2, HMP Wealstun)

### **Summary:**

Great optimism surrounded NOMS. ‘Joint bids’, ‘up-skilling’ of staff, flexibility in working arrangements, greater clarity and continuity for service users and staff, in-part via a ‘hands-on’ style of offender management, were all potential areas for advancements. This theorising, though, was founded upon pre-existing national

policies and regional strategy, as well as 'pockets' of 'partnership' practices based within individual prisons. Drawing on this data, 'partnerships' in a 'NOMS scene' become portrayed as harmonious, unproblematic entities, where roles and responsibilities are clearly defined. Aspirations point to a brand of 'Offender Management' typified as unwaveringly 'client/people centred'. It arguably has a decreased emphasis on bureaucratic duties, a distinction which mirrors the bifurcation of governing briefly explored in earlier chapters. While some recognised their accounts of 'Collaborative Opportunities' had utopian characteristics, the second part of this chapter describes a different feature of this organisational and political terrain, one dominated by 'Apprehension' over elements of the 'NOMS agenda'. One at times that was perplexing to those who had an awareness of it.

### **Apprehension:**

'End-to-end management', 'individualised' or 'client-centred' provision, expanded opportunities for 'collaborative' work, and more targeted, efficacious, services were all areas that generated optimism amongst participants. 'Apprehension' therefore does not deny there was much support for aspects of NOMS. It appraises that hopes and aspirations accompanying organisational change are regulated by fears, vulnerability, and concern about the future. Building on the diverse observations of past chapters, with a number of scenarios it is possible to place such 'Apprehensions' in the dynamics of problematic forms of 'Perceptual Understanding' (Chapter Four), 'Data Management' (Five), 'Communication' (Six), and 'Service Provision' (Seven), and the contexts of the Prison Service's (recent) historical developments. Three key dimensions of 'Apprehension' were present:

- **Clarity of Roles;**
- **Controlling Agendas; and**
- **Contestability**

### **Clarity of Roles:**

Elsewhere it has been pointed out that public sector prisons had responded to the NOMS proposals by undertaking a re-branding and restructuring exercise. Despite these prisons pursuing a form of an OM model, questions around clarification of a NOMM, departments' structure and responsibilities, staff roles, and the logistics of 'community' OM's in prisons, remained. Uncertainties existed, even in prisons that had OM departments, as to how they would link up with community-based

practitioners/OM's. A senior manager at HMP/YOI Doncaster added once a model had been centrally defined, and regionally applied to probation in the community the prison would then be able to respond. A number felt the sub-regional structure of the service was not complementary to the regional focus of prisons and that probation areas were only just coming to terms with the creation of the National Probation Service three years prior. Hence further restructuring would create greater feelings of vulnerability for the organisation and its members. Considerations also centred on the shape the role of OM's would take. Prison managers were curious as to how a 'hands-on' form of management, whereby community-based OM's would interact face-to-face with their clients in custody, would work logistically. This was especially salient prior to pilots of the NOMM, and the Offender Supervisor (OS) function (PA Consultancy Group/MORI, 2005). Practicalities of facilitating and co-ordinating OM's' access to prisoners, arranging appointments for meetings/sentence planning boards, and having the office space to accommodate OM's were prevalent:

"do they [probation OM's] come in to see them, hold their sentence plan board on that particular offender, do they do it by a video link, conference call, there's many different aspects still they're not being clear on what they agreed on, on a perfect way to deal with each caseload, most of that's gonna be on the probation side of it and they're linking in with the offender supervisors and then we can link in and facilitate most of that"

(Senior Managerial staff member, HMP/YOI Doncaster)

Other issues concerned the function, if any, that 'internal' probation departments would have in prisons. As shown later this related to 'Contestability', but also whether a designated OM would conduct assessments and work of prison based probation teams. Conversely, it was also contemplated that if the OM had a style of management that was akin to a paper panel, whereby decisions would be made at a distance from the prison and to what extent would 'Communication' be adequate to support this arrangement. Prison staff felt clarification was required on a number of points for both the 'hands-on', and (for ease of reference), 'hands-off' styles discussed.

Concern existed as to whether OM's would have enough understanding of the complexities of how 'prisons work', specifically when this came to directing clients into interventions and possible time, security, and other pressures that influence accessibility to them. There were reservations about the extent of available resources. For instance, a small amount of staff wondered if the NOMM and OM would concentrate on specific 'offender populations', like PPO's, whilst others such, as non-

PPO, AUR sentenced, and remand prisoners could remain relatively overlooked. It was also debated whether there would be enough skilled personnel to operate as OMs, even if these ended up being probation officers.

“if you’re looking at the concept of an offender manager then you’ve got to get the troops basically sorted out first, you’ve got to figure out what a probation officer is doing before you actually start to enter into the bigger picture, and the difficulty with the whole basically noms agenda working in the prison service is that you only see what’s happening from the prison service point of view and so the troop part of it is going on, but it’s going on in different shapes across the country, some people have separated their services and got true offender managers, other people are still carrying that job role [head of resettlement]”  
(Managerial staff member, HM Prison Service Area Office)

Therefore there was a sense that despite the centralised policy ethos of ‘collaboration’, respondents’ interpretations of NOMS broadly mirrored the myriad of influences ‘Perceptual Understanding’ pointed to. These included different perceptions at national, regional, and local (prison) levels, between organisations, their departments and staff members, and the absence of awareness of NOMS or certain elements of it with individuals. An at times secular desire to have a nationally ‘joined-up’ service, committed to by a range of providers, under-estimated the developmental ‘pace’ of these providers in accordance with NOMS. It was disputed whether ROMS and OM’s have adequate knowledge of prisons, interventions provided, and their ‘partner’ agencies. The introduction of ‘new’ positions, including that of OS, was cautiously anticipated.

NOMS and its associated new ROM, OM, and OS positions posed threats to the (stereotypical) roles of prison and probation officers. In one interview a HOLS even felt this expanded to Governing Governors. Given proposals for cluster arrangements on the Isle of Sheppey, the use of one manager for multiple prisons could be extended to other groups of geographically close prisons. Several participants envisaged threats to the terms and conditions of prison and probation officers, the former having already become unsettled by past privatisation and the more current example of OLASS, where budgetary control shifted from the Prison Service to the LSC. At Leeds, a focus group expressed officers would have to become more flexible to change as a means to fend off alternative providers, such as the Probation Service, fulfilling personal officer functions under the name of ‘Offender Management’. Likewise, Probation Officers were, by a minority of prison staff, seen to be resistant to NOMS. With their

organisation seen as 'behind the pace of change', employees were disenchanted by more change which diverted them away from 'social work' values, inferred as the former bedrock of their 'profession'.

'Perceptual Understanding' therefore applied to this emerging political and strategic landscape. From its strategic origins to its involvement in shaping the organisational structures and practices of Prisons and Probation, the formulation and transmission of NOMS has fluctuated, further challenging the abilities of organisations members and clients to comprehend what effect strategic messages will have on practice. It was not uncommon for managers to describe 'grey areas' and 'muddy waters' when talking of how strategic visions would be refined and applied to practice. Early in the research individual managers questioned whether central NOMS staff knew how this 'new' organisational landscape would look, and that they would have liked to have seen more information 'coming down' from them. Gaps in knowledge about the Carter Report (2004) and NOMS were significantly pronounced in non-managerial employees, ranging from VCS advisors working in prisons to residential prison officers/PCO's, and, for that matter, prisoners. Where there was awareness of NOMS, prisons officers cited they did not have the time to read lengthy policy documents, and where this was in a prison officers remit the content was not easy to process.

Prison Officer (due for promotion to Senior Officer): "I had to research NOMS for my promotion, it was one of the hardest things I had to do"

Confusion surrounding strategic messages and practical contexts was heightened by shifting tensions between individuals, agencies, and/or political perspectives, where control in shaping the development of NOMS appeared to rest with individuals differentially.

### **Controlling Agendas:**

"nationally I think the prison service will probably dominate most of the probation service's policy, locally I think it will be the other way round but I think ultimately with the NOMS agenda from a probation point of view is more letting go of individuals (who aren't) the services work. I think if the NOMS agenda is going to work whatever way it happens then the probation service is going to have to enter a situation that the prison service has done and focus on what its core does rather than what it would like to do and that's gonna be quite painful I think from the probation service's point of view"

Throughout the period in which data collection took place a variety of factors were attributed to the possible directions that NOMS could take. 'Controlling Agendas' takes account of political and practical contexts, ideas of organisational supremacy, the emerging roles of the ROM and OM's and the implications of these for NOMS. Plans for 'Contestability' the 'opening-up' of markets to include probation, prisons the private and VC sectors, moved towards achieving statutory endorsement, despite 'informal' fieldwork observations suggesting Trade Union and individual resistance to changes. The Offender Management Bill (House of Commons, 2006) passed its first reading in the House Of Commons on the 28<sup>th</sup> February 2007, and second in the House Of Lords on the 18th April 2007. Feeling 'vulnerable', Probation Service employees were portrayed as fearful of 'Contestability'. The potential for parts of their 'traditional' workload to be secured by alternative providers, and arguably the OM 'brand', threatened the 'professionalism' of Probation Officers that was often referenced. Admittedly, this also extended to others in the prison service, such as officers and Governing Governors – indeed as one HOLS put it a 'Sainsbury's type manager' could have overall control of a cluster of prisons in an effort to improve cost-effectiveness, adding that he felt a sense of the Prison Service losing voice. However, 'professionalism' apparently interrelated with (stereotypical) perceptions of the role of probation officers, a Resettlement Governor adding that NOMS might be viewed by them as yet another factor eroding their 'after-care' responsibilities.

Despite these concerns, the public sector had, on the surface, made strategic gains. The alignment of the Regional Reducing Re-offending Team, the RRAP, and its consultation events, and PAT's with the ROM was significant for a number of respondents. Members of staff from the private sector prison commented on how the public sector had seemingly gained an initial lead on involvement with these initiatives. Again, the re-branding exercise in public sector prisons may indicate the sector's attempts at establishing a foothold in the strategic development of NOMS, both regionally and nationally. Conversely though, a public sector prison's chaplain noted feeling trade unions and agencies had been bypassed in consultation for Carter's (2003) recommendations. The close relationship of central government to the Isle of Sheppey Performance Improvement Programme (PIP), involving the managerial clustering of three prisons, created anticipation as to how the NOMM would take shape nation-wide, and the impact it would have in prisons (see HM Prison Service, 2006a). For elements of the sample the creation of NOMS was disparate to their conceptualisations of 'partnerships':

“I think the way NOMS has been put together has itself been a fantasy of a partnership between the probation and the prison service, you know, and there’s no visible outcome to that, you know we’ve got lots of new names and titles and so on but we haven’t got a partnership between the prison service and probation, now I would of thought before you even gave it a name you could develop a partnership that was a genuine prison probation partnership, do you know what I mean because I don’t think you have to create a new organisation”  
(Chaplaincy Team Member, HMP Leeds)

As illustrated in the opening quote, tensions existed within as well as between central government, different agencies, and local settings, indicating greater pluralism than mere descriptions of discord between central government and regional and local forms of ‘governance’. Relationships were drawn between organisational input into the evolving, but sometimes stalling, ‘NOMS agenda’ and individuals. Yet the role of the ROM and regionalisation also brought their own predicaments. With ‘Contestability’ was consternation that ‘partnerships’ individual prisons had established with ‘local’, ‘community-based’ agencies could effectively be negated at the discretion of ROMS by them buying into monopolies of provision, moving control away from prisons. Responding to a case study of VCS engagement in Probation and Prison Services within the region (Senior, 2004a), the RRAP’s VCS pathway was intended to reinforce the presence of the sector in the region’s reducing re-offending activity. Reservations existed about the pathway. On the one hand, the VCS had been given a platform and presence at the strategic table with their own PAT. On the other, this may be conceived as distancing the sector from ‘statutory’ organisations, such as prison and probation<sup>34</sup>. To enhance VCS engagement a manager from NOMS wondered if a more inclusive approach would be attained through the attendance of ‘community’ providers at resettlement and VCS co-ord meetings held by the Prison Service.

Individual senior staff members from these organisations did not just see the private sector as a threat during ‘Contestability’. Alternative agencies might advance into the ‘business’ of statutory agencies. Here profits went past finance to organisational expansion. Two examples bear prominence. A manager at HM Prison Service Area Office recalled how the contracting for drug services in prisons had led to the expansion of VCS organisations actively seeking funds, and, for the person in question, led to issues of whether the quality of service they provided was commensurate to the

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<sup>34</sup> As observed during a consultation event held by the ROM at South Yorkshire Probation, Sheffield, in response to a draft RRAP

value of the tenders they had accumulated. Secondly, are the comments made by a Senior Probation Officer:

“Noms is definitely going to split us up, I think the Home Office business plan this year for the probation service is telling us to get on with the business of separating interventions out from case management. So I don’t even know how we are going to relate with ourselves, never mind with other predatorial organisations that are going to pick us off”

(Senior Probation Officer, HMP/YOI Doncaster)

Whereas NOMS and central government are depicted as ‘drivers’ of change, the quote from the Senior Probation Officer indicates a broader finding. Agencies became complicit in the tensions between central government and national, regional, and local providers. In turn though, these shape the ranges of organisational and political landscapes, alleviating and promoting tensions central governmental policy brings at the same time as negating and negotiating other organisations’ control in a ‘bottom-up’ style. The ensuing sub-category greater examines ‘Contestability’ and its ‘meanings’ for various organisations according to participants. However, if ‘Contestability’ is taken as representing an ‘opening up’ of markets, creating an environment where an imprisoned ‘offender’ is guided through a series of interventions that are, prospectively, provided by an increasing myriad of agencies, questions were posed as to who would be responsible for ‘driving’ this process. These series of questions are summarised below and should be taken in context with the anomalies surrounding the detail of the emerging roles of NOMS employees:

- a) What control, essentially, would the ROM and OM’s have in ensuring individuals are engaged in interventions?
- b) Would OM’s and OS’s link up, and if so in what ways? and
- c) Would the NOM, ROM, and OM be able to ensure continuity of process within and beyond custodial settings, including awareness of ‘logistical’ issues and organisational pressures experienced by the prison and probation services?

Even in the context of a comparatively centralised agency such as the Prison Service, ‘control’, including forms of accountability, does not merely adhere to clearly identifiable ‘centre-out’ or ‘top-down’ configurations. Beyond this, ‘partnerships’ can be fraught with tensions and characteristics that not only respond to central governmental politics but also contribute to them. These are therefore ‘played-out’ nationally, regionally, and locally at individual prisons, as depicted in the concern senior employees in the

statutory sector had regarding 'predatory' organisations capturing pieces of work off prisons and probation. Regionally, the role of the ROM was anticipated as either aiding, and/or unsettling, pre-existing 'partnerships' individual prisons had. However, there was ambivalence to OM and OS roles and the impressions these would create within and between prisons, the region and nationwide. Another way of looking at this is the reverse, where prisons and their 'partners' influence centrally led policies.

### **Contestability:**

This deeper exploration of 'Contestability' should be viewed against 'partnership' characteristics that have informed the content of this research. Definitions of 'Contestability' varied, but broadly it was managerial staff members, across sectors, who elicited similar views to Carter (2003). Thus 'opening up of markets' for the service which could deliver the 'best quality for the best price' and similar phrases were drawn on. 'Contestability' did not resonate across the board. Even if they were able to talk of commissioning and contracting arrangements respondents, including a minority of managers, were unaware of the term. Symbolic of 'Perceptual Understanding' and 'Communication' issues, employees, prison officers especially, were critical as to how 'Contestability' would translate into practice. It was not uncommon for NOMS as a whole to be met with cynicism, but the concerns over 'Contestability' related back, predominantly, to the constant 'threat' of privatisation. For some the two were indistinguishable and as one manager put in a phase one interview some might argue 'Contestability' is 'privatisation by the backdoor'. Like the introduction of the P.C.T's and OLASS, the erosion of employees terms and conditions of employment, the loss of aspects of work to other agencies, and individuals' and organisations' identities were familiar fears rejuvenated by NOMS. Here 'the (cheapest) price is right' and overrides quality of service concerns.

Paradoxically, although 'Apprehension' accompanied 'Contestability', having experienced privatisation prison service members felt they would be better placed than the Probation Service to compete. This in itself had knock-on effects for individual prisons as a number of managerial staff pondered over what might happen to contracted probation officers in prisons. Likewise, and relating to the potential control that the ROM could have over commissioning activities in prisons, establishments were questioning whether these arrangements would result in the erosion of existing partnerships. For instance, a VCS co-ord discussed how established volunteers had worked in the field prison visits, but in some establishments had been replaced by

contracted VCS organisations. Hence, 'Contestability' was seen as problematic to the 'joined-up' 'end-to-end' vision of OM:

"I think it's [contestability] is about outcomes as well [...] I don't just think it'll be driven by money, but I think the idea that you draw together all these agencies and then you make then fight over the scraps is a bit odd"

(Chaplaincy team member, HMP Leeds)

In contrast to VCS agencies being viewed as 'predators', taking work from the statutory sector, doubts were also expressed as to whether local, smaller VCS organisations had the means and experience to place bids, unlike the private sector and larger, national, VCS agencies. The idea of joint bidding with larger, national agencies gained tentative responses. This was due to possible conflicting interests between the larger agency's desire to support small agencies in bids, but to also pursue contracts. As one VCS coordinator argued there was a danger of small agencies losing out if both wanted to apply to tender for a service. In such arrangements there was 'Apprehension' as to whether smaller organisations could retain identity and independence. This related back to the role of the ROM and if it was possible for a regional figure to be sensitive to local agencies working with relatively small numbers of prisoners. Preoccupations with commerce in confidence, as was highlighted with the example of the HOLS can result in suspicion and detract from 'needs' based services. Scenarios were also envisaged where 'Contestability', paired with regionalisation, could result in regions becoming isolationist, and cost oriented:

"once PCT's began commissioning someone was in hospital in one prison area, but their home area was well outside of that and the PCT's then were debating about who cost [this] person's bed space [...] and that's something, you know, we wouldn't want to be looking at who costs if somebody's in Yorkshire and Humberside but sat in Surrey. [...] I know it sounds like an extreme example but we need to not get into well that ROM commissions that bed space and pays for them outside of the region because that becomes a really, really complicated world"

(Managerial Staff Member, HM Prison Service: Area Office)

Curiosity also surrounded how 'successful' bids and service delivery would be measured, particularly given problems in ascertaining reductions in 're-offending' and attributing these to specific interventions. In short, the 'meaning' of 'Contestability' fluctuated between organisations, staff, and throughout the duration of the fieldwork.

Central government had influence here, including the change of Home Secretaries and Chief Executive of NOMS to initiatives such as the Sheppey PIP. 'Contestability' went from an 'opening-up of markets', to be seen by others as one of a range of measures to be brought into play when providers were 'underperforming'. Variable definitions and changing political circumstances served to exacerbate the uncertain landscape of NOMS.

### **Summary:**

Whilst certain elements of 'Apprehension', such as concerns regarding organisational identity and changes to career role were not new to staff, the suspicions and fears accompanying NOMS had influenced prisons, their 'partners', and 'resettlement' work. There was an even greater risk this would continue, with 'Contestability' and regionalisation creating an increasingly 'busier' 'market place' of providers and fragmented delivery. If the fears of the people interviewed in this study were to culminate the danger is organisations and individuals could become preoccupied with financial concerns, roles, and control over political and strategic developments. In theory, this worst case scenario sees prisons, other agencies, and their staff retreating from 'partnership' arrangements into relative isolationism. This means of, wrongly, attempting to protect their organisational identity and vested interests takes place as others become more active in expanding their horizons. Against such a backcloth, services become less focussed on 'client-led' outcomes. That said, the tensions which are portrayed can, and do, inspire 'partnership' arrangements. For this reason, 'Apprehensions' should be appreciated within a broader framework.

### **CHAPTER SUMMARY:**

The NOMS agenda simultaneously brought prospects and threats to partnership work within the region. Prospects, including 'Collaborative Opportunities' in bidding for and delivering services, sharing expertise, and creating greater continuity in prisoners experiences of 'resettlement' were promoted by the strategic foundations laid down in Yorkshire and Humberside prior to Carter's (2003) recommendations. Much optimism existed that 'end-to-end' management of 'offenders' would strengthen 'partnership' work, advancing 'needs' based services. Yet, these visions were informed and regulated to an extent by central governmental, regionally, and locally-led initiatives, and the role(s) of organisations, departments and individuals.

As previous chapters have sought to explore and portray, a range of factors have crucial relevance in 'partnership' arrangements. This chapter has built on these findings. Significantly, tensions arising from 'Departmental Insulation', 'Organisational Divergence', problems in 'Data Management' and 'Communication' and the implications of these for 'Service Provision' carry-over into interpretations of, and responses to, NOMS. More importantly, tensions and 'Apprehensions' frequently occurred alongside 'Collaborative Opportunities' and advancements. To this end, whilst these characteristics have the capability to prevent and fracture 'partnerships' they can also promote dialogue and energise creativity.

**PART FOUR:**  
**BEYOND THE REGION -**  
**LESSONS FROM YORKSHIRE AND HUMBERSIDE**  
**FOR PRACTICE AND THEORY.**

## **CHAPTER 9.**

### **CONCLUDING DISCUSSIONS:**

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#### **INTRODUCTION:**

Previous chapters have been dedicated to discussing themes and categories pertaining to 'partnerships' and 'resettlement', as 'grounded' in participants' verbal and written accounts. Although these accounts can be said to be mediated and structured by factors such as 'culture', organisational background and the individual's place within these settings – i.e. as managers, advice workers, prison officers and prisoners – this is not viewed as detrimental to the symbolic value these have in conveying their experiences. Nevertheless, from this standpoint there is a requirement to undertake a 'sense making' exercise to appreciate the full implications of the results for regional and national policy, and existing theories on the subject of 'partnerships', specifically their relationship to central government policy and appraisals of the 'state'.

The first part of the analysis creates two models for 'partnership' work. Illustrating examples of problematic and best practice this section takes informing practice within the region as its fundamental remit, including recommendations for the future which HM Prison Service: Yorkshire and Humberside might wish to consider. An 'end-to-end' process conceptualisation of 'resettlement' is advocated to promote a common theme on which a range of providers can share dialogue. These findings may also have relevance beyond the public sector Prison Service for other public sector organisations, and the private and VC sectors. This section subsequently feeds into the broader debates on 'partnerships', 'governance', and managerialism that featured earlier in Chapter Two. It concludes by amalgamating these two sections and signposting some of the implications of these developments for the current NOMS policy framework.

#### **PART I: THE YORKSHIRE AND HUMBERSIDE AREA: LESSONS FROM (AND FOR) PRACTICE:**

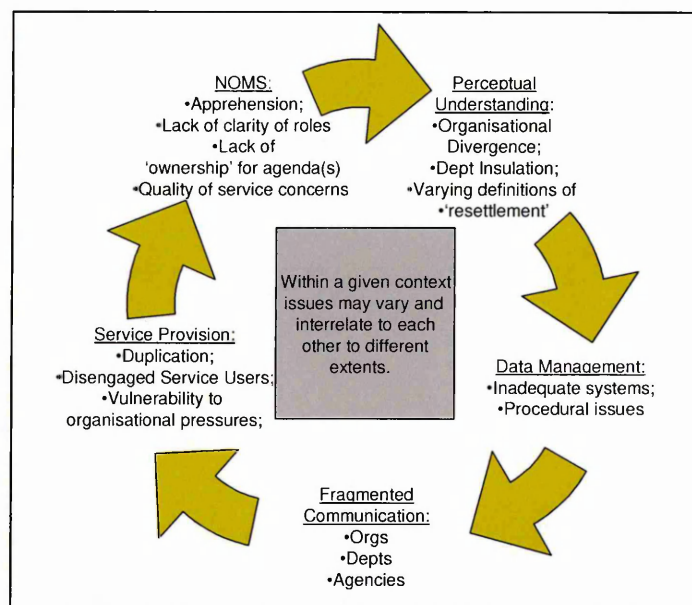
On the surface the findings might give the impression that 'partnership' work in the region is too diverse to be put into a conclusive theoretical framework, the arrangements being something of an irreducible patchwork of different relationships and activities. Some of these comprise conflicts and problems at certain 'levels', at particular times, that are perceivably insurmountable. Alternately, but still following these dimensions, other 'partnerships' appear better placed and more responsive to tensions, be this as a result of, for example, 'Enhanced Communication',

'Organisational Convergence', 'Department Unification', and improvements in 'Data Management'. If the story of 'partnerships' in the Yorkshire and Humberside region is one of plurality, whereby different elements of the findings are present to varying degrees in each given arrangement, then, drawing on the data, the challenge is to set about consolidating themes and their categories as a means to inform practice. This is done by constructing two hypothetical 'models'. The first exposes the 'pitfalls' and 'barriers' to 'partnership' work. Doing so, it identifies the difficulty in being able to sustain a 'holistic', yet critical, awareness of 'resettlement'. The hindrances to 'partnership' work are also analogous to preventing a 'seamless' approach to service delivery. The second draws on 'best' practice to inform, as a region, what steps may be taken to make enhancements. Despite problems with the term, such as indicating a prior condition, it nonetheless takes 'resettlement' as an overarching and unifying objective on which prisons and their 'partners' can have dialogue. As with earlier stages of this thesis, a 'holistic process' conceptualisation of 'resettlement' is forwarded. The features of the best practice model are both seen to support and create such a vision across agencies, whilst being conducive to sustaining and developing 'partnerships'.

### Model One: A 'Worst Case Scenario' Caveat

Before going into further depth it first has to be acknowledged that during the study the following model was not encountered. Rather, elements found across the data are placed together to raise awareness of the potential effects each theme could have for another. Below the model is represented diagrammatically:

**Figure 9.1: Model of 'partnerships' problematic aspects:**



Starting with the theme 'Perceptual Understanding' (Chapter 4), the model is characterised by varying definitions of 'resettlement'. Essentially there is an absence of dialogue around a core, commonly-shared 'objective'. Without such debate, there is little challenge presented to 'Department Insulation' and 'Organizational Divergence'. A mutually destructive relationship takes place in which departments, and/or staff members within departments, both actively and unwittingly, become distant from 'partnerships' and 'resettlement'. Contrary to a 'Holistic Process', 'resettlement' is configured as being a particular department's, agency's, and/or individual's concern at specific times of a prisoner's sentence. Overly preoccupied by what their 'core work' is, departments are resistant to change, or even mere suggestions that their activities are, and should be, integral to another. Ownership of strategic initiatives, such as the Regional Resettlement Strategy (Senior, 2003) and latterly the RRAP (NOMS: Yorkshire and Humberside, 2005), is taken up disproportionately between managers, staff, departments and organisations, with some refuting their responsibility. As outlined, this can take the form of strategy being viewed as separate from practice, to non-managerial staff projecting responsibility and accountability for these decisions onto managerial staff.

Moving on to 'Data Management', there is an insufficient regional means of providing a contemporary 'evidence-base' on which to target specific interventions and support mechanisms for prisoners. Likewise to the other themes, national issues have partial influence. Inadequacies in systems, such as OASys and the inability to store sufficient educational data, and 'Procedural Anomalies' in the form of gaps in statutory assessment, i.e. short sentenced and remand prisoners' 'needs'. Implications of these findings are that without robust systems and procedures for the storage of data, and moreover responses to these problems, the greater the likelihood of 'Fragmented Communication' within and between agencies. Without the 'informal' 'Communication' that was reported between staff at prisons and across agencies, and the regional impetus to challenge these national issues, 'Data Management' issues and 'gaps' in formal protocols would remain unacknowledged and unresolved. For instance, co-location of 'internal' probation with prison employees aided access to 'external' probation information; for example, to clarify a prisoner's suitability for particular types of accommodation post-release. These arrangements were generally also interpreted as giving insight into colleagues' professions and expertise. Hence, 'Organisational Divergence' and 'Departmental Insulation' were often found to be mirrored by 'Fragmented Communication'. Such circumstances render the establishment of a debate about defining 'resettlement' as a core, unifying concept improbable.

With these tenuous conditions, 'Service Provision' is rife with 'Duplication'. Staff are ill informed, or not informed at all, of prisoners 'needs', activities, and accomplishments with specific areas of a prison, entire establishments, or agencies. In general the experience of service users in this setting would be one where they fail to progress. Repetitious assessments, a diminished sense of engagement in process(es), and disparity between their perceived 'needs', compared to those in assessments and/or the support they receive all conspire against the engagement of service users. Against this backdrop, with services seeking to amend resource intensive 'Duplication', albeit in an isolated fashion, agencies come to 'feel' more vulnerable to 'Organisational Pressures' such as 'overcrowding' and 'Population Pressures'. Without 'Communication' between agencies on establishing 'resettlement' as a unifying 'theme', the promotion of 'resettlement' to wider audiences, and attracting funding, is hindered.

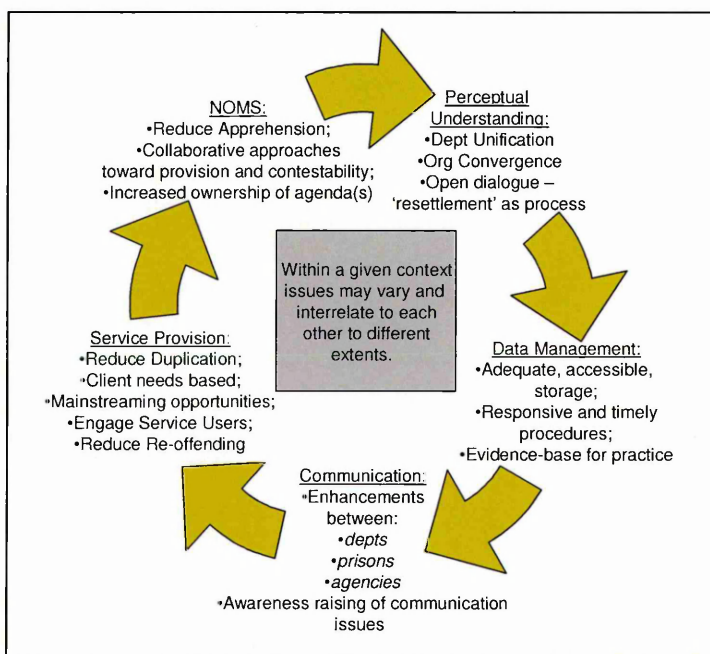
During times of (planned) organisational changes under variants such as NOMS, OLASS, and PCT budgetary arrangements, the discordant nature of the previous themes contribute to 'Apprehensions' of staff and agencies. Individuals and organisations become pessimistic about the effects organisational change may bring. 'Threats' to individual and collective identities and the comparative amount of control agencies and people have in 'shaping' strategy and practice are dominant. Without effective 'formal' and 'informal' 'Communication', in this environment the central impetus for change is increasingly viewed as being detached from practices of non-managerial staff. Scepticism surrounds 'new' initiatives. Hence, explanations of 'Contestability' are fuelled by uncertainty and definitions centre on 'cost-cutting' efforts. Predominant in the consciences of agencies and their employees such issues detract attention from improvements in quality of service to preventing deterioration. Ironically it is in these circumstances when provision is more at risk of fragmentation and less focussed on client 'needs'.

In practice, and as the diagram of the model concedes, the themes are not ordered and exclusively causal to another. For example, at certain times and for specific 'partnerships' 'Duplication' in 'Service Provision' exacerbates 'Department Insulation' and 'Fragmented Communication'. As such the cycle may be read as anticlockwise. This presents another quandary for enhancing practice as it is, at best, a difficult, and, more commonly, at worst, a fruitless exercise to establish causality. In this muddy water the challenge is, primarily, defining the areas to target for improvements and deciding upon forms these shall take.

## Model Two: A Model for Informing Practice in the Yorkshire and Humberside Region.

If model one is about raising awareness of the potential barriers 'partnerships' might experience, then the model presented now deals with action. Following the same thematic structure of the previous model, when the models are taken together a 'force field' analysis is formed. It is contended for 'partnerships' in general there will be some form of value gained by advancing on either all or a number of the components of this model.

**Figure 9.2: Model for Informing 'Partnership' Practice:**



In comparison to the problematic aspects of 'partnership' work, this model draws on evidence of 'best' practice within the region. In this framework, 'Perceptual Understanding' consists of an 'open dialogue' in defining 'resettlement' and organisational and individual responsibilities. It is argued the most favourable definition of 'resettlement' is one underpinning a commitment to process, implicating a range of agents. Here security and residential issues would be conducive with 'resettlement' and vice versa. A holistic approach supports 'Department Unification' and 'Organisational Convergence'. In this vision a wider range of staff and agencies recognize a closer alignment between strategic initiatives and their day-to-day practices. Co-location and 'informal' 'Communication' aid this within prisons, but as HMP/YOI Doncaster employees observed, and were pursuing, even with a department that had a strong 'brand' image, such as their CRT, there was a need to find innovative ways of promoting their work within and beyond the prison. The use of in-cell T.V. to

advertise services to prisoners provided one useful means, but did not undercut the importance of human interaction between staff from different agencies, organisations, and prisons with each other and prisoners. Formal contracts, as with VCS 'partnership' agreements between agencies and prisons, are accompanied with acknowledgment of diverse practices, organisational cultures, and empathy of the pressures afflicting organisations and their members. The model is therefore not free of tension and conflict, but is distinguishable as it has capacities of resolution and innovation.

As shown, 'flexibility' by prisons and their partners promotes 'Organisational Convergence', even if this is only in the form of prisons being willing to give VCS staff and volunteers keys to access the prison during less 'conventional' hours. The use of secondments for prison staff to work in and with agencies such as Clinks, Government Office and with Probation Officers at a hostel, similar to 'Mainstreaming' and engagement with 'partners' through co-location, were effective means for prison staff to gain insight into the work of other agencies, including those who, stereotypically, did not exclusively have prisoners as their client base. As we have seen, training events constructed in conjunction with 'partners' also promoted 'Organisational Convergence' and 'Department Unification'. Favourable practices included VCS Co-ordinators establishing a training/induction package for VCS and volunteer staff entering prisons, prison departments been given the scope to (co-) commission agencies to deliver training to Prison Staff. As with uniformed staff being recruited into the post of VCS Co-ordinators, within departments the allocation of operational staff to non-operational managers was beneficial in providing a visible unity between the grades.

If 'Departmental Unification' and 'Organisational Convergence' are supported by, and give rise to, 'resettlement' as a holistic process then these are informed and monitored by adequate 'Data Management'. The rationale behind this is services would be informed by up-to-date compilations of data on the prison population at each establishment. Like the 'mapping' exercise undertaken this data would inform agencies on:

- the demographics of the population, this would comprise:
  - intake and likely release areas of prisoners;
  - age;
  - the status of prisons (for instance the percentages relating to convictions, offence type and history, remand and so forth);
- current agencies working with prisoners; and

- OBP, vocational, recreational and work activities at prisons, whether these carry some form of accreditation, and the number of prisoners involved.
- 'Key' staff members at the prison and their contact details, i.e:
  - Governors and managerial staff;
  - Senior Probation Officers;
  - VCS Co-ordinators;
  - 'Non' VCS agency workers or manager details working in the prison

'Data Management' initiatives would build on existing work in the region undertaken via psychologists at Area Office to 'profile' the 'needs' of prisoners. Despite its problems, OASys and learner data from the HOLS would be sources of information for convicted non-AUR prisoners. In the absence of 'custody-plus' arrangements for short-term, and remand prisoners, short/'emergency' forms of assessment might be one procedural response required to inform both the Prison Service and its 'partners' on where best to target resources for these cohorts. Hence, as 'Data Management Procedures' are made more robust in response to national shortcomings and pressures to reinforce a 'process perspective' on 'resettlement' the very states of 'Organisational Convergence' and 'Department Unification' are anticipated to create an increasing demand for a centralised 'evidence-base'. The establishment of 'resettlement' as a core theme thus demands the means for prisons and other agencies to be informed of where best to target scarce resources and identify areas of 'need' worthy of efforts to secure any additional, available, funds. These 'gaps' may also inform prisons of potential areas for further 'partnerships' to be piloted, especially salient given the ROMS endorsement of a 'step-change' increase in VCS involvement in prisons and probation. It is important to note this central information would not have sole 'prison ownership'. Access to the data, or parts of the data, would be granted to the wider public sector, and private, VC, and faith-based organisations. It contributes to 'Perceptual Understanding' by also identifying responsibilities, for certain areas or 'needs', to specific individuals or providers. These 'Enhancements' cannot be made by concentrating on 'Data Management' alone. The 'Responsive Management' of HOLS and probation staff on formulating a spreadsheet for learner data, and VCS co-ordinators' role in documenting and promoting VCS activity in prisons are lessons in the crucial role 'informal' 'Communication' has.

'Communication' would mirror and expand on the arrangements of the VCS and HOLS/Probation forums. 'Informal' 'Communication' between staff and agencies therefore raises awareness of the deficits of existing means of storing and communicating data. Although responses emanating from such forums often

symbolise fragmentation as they tend to deal with an element or elements of 'Data Management', rather than seek to consolidate a range data themes, they do address short comings of (costly) technological innovations, like OASys, with comparatively little resources at their expenditure. In the case of HOLS and Probation this entailed the use of a basic spreadsheet package and email, along with developing protocols for the transit of printed copies of the data, to supplement tools such as OASys. As pointed to by a number of the participants, examples include the appointment of IAG workers who can operate throughout prisons and are seen as cross-cutting departments. Additionally, the recruitment of prisoner 'buddies' has too promoted the work of the CRT at Doncaster beyond the office space of the department, as has the more informal reliance on Listeners to provide advice for fellow inmates in public sector prisons (at least, as was indicated by Listeners at HMP Leeds).

This model, nevertheless, suggests going further. In light of NOMS, these forums would be expanded, and extended, to include a wider range of personnel and agencies. Community based agencies' staff would be present to interact with staff from other 'non-resettlement' departments. There are a number of incentives backing participation; one is the pre- and current ROM focus on 'reducing re-offending' (and presumably being able to evidence interventions and support that are initiated in custody and carried through in the community on release). Another is 'marketing' prison-based work to wider audiences as a broader contribution to what some referred to as promoting the 'offender agenda' more broadly. Though 'commerce in confidence' may present some barriers, the aforementioned forums testify private, public, and VC sectors can work together to strive for greater continuity in 'Service Provision'.

To summarise, so far the model points to having an open dialogue for all that works towards 'Perceptual Understanding' characterised by 'resettlement' as a commonly held 'Holistic Process', 'Department Unification' and 'Organisational Convergence'. Together with progress in 'Data Management' improvements and 'seamlessness' and 'inclusiveness' in 'Communication', 'Service Provision' comes to be identifiable by 'Reduced Duplication'. With a more 'robust' evidence-base and better standards of 'Communication', 'Service Provision' is based on the 'needs' of prisoners. Reducing 'Duplication' goes hand in glove with strengthening the 'client-centred' nature of services as time and resources can be better utilised elsewhere. In addition, clarity and continuity in 'Communication', as well as 'Mainstreaming' provision so activities and agencies external to the prison are complimentary to those within, fosters 'Service User Engagement'. At its most effective, in feeling services are tailored to their individual 'needs' the model witnesses a sense of 'ownership' in clients for their

'resettlement'. Given more viable means of evidencing 'needs' and ascertaining existing services, 'partnerships' in the region would be more sustainable and better placed to bid for funds 'collaboratively' by embracing open dialogue and through developing stronger 'informal' and 'formal' 'Communication'. Moreover, as a result of these changes, and aside from the tenuous nature of establishing 'reduced re-offending', there is a better likelihood of publicizing 'success stories' to wider audiences and feeding these back to agencies, staff grades, and service users.

It is contended during periods of organisational change 'partnerships' are still not free from 'Apprehensions', but they would have more optimistic footings from which to operate. Rather than agencies effectively withdrawing from parts of activity or from a 'partnership' due to fears of losing 'identity', commerce in confidence etc, the service user takes centre stage. Organisations are able to diversify and 'collaborate' with others in exercises like placing bids and jointly providing services. A greater sense of 'ownership' is more widely manifest in agencies and their members for the directions in which strategy may influence practice. Crucially, following this model would give organisations greater opportunities to inspire central policy and mould practices in the region, but whereas initially the public sector prisons apparently has been at the behest of attempting to steer an OM model in prison, this hypothetical model is committed to balancing the stake of 'partners' in these drives.

Like the first model an order to the themes is not stipulated, but a number of recommendations are made as to how the Prison Service, in many cases including the private sector prison, might consider developing practice:

**Recommendations:**

- *HM Prison Service, including private sector, to maintain and extend strategic emphasis on resettlement as being conducive and complimentary to all functions of all prisons;*
- *Consider developing the post of a 'data management officer' in each prison, with a co-ordinator being placed at HM Prison Service Area Office. While these roles may vary according to the demands of each establishment the officer generally would:*
  - *Recognize the 'unfinished' nature of data collection;*
  - *Be responsible for documenting data such as the 'needs' of prisoners and demographics, feeding data back to the source at Area Office. (The Area Office would then consult with NOMS on this*

### Recommendations Cont:

- data in considering SLA's and future areas for new 'partnerships' and funding for existing ones);*
- Work across departments such as chaplaincy, residence, and OM in collating data;*
  - Be involved in a range of forums and meetings with 'data management figures' from other prisons in creating protocols for 'emergency' and short forms of assessments for remand and AUR prisoners, consulting with agencies and departments on their structure and viability;*
  - Have involvement in exploring how their role can contribute to the 'Data Management' of other agencies in creating regional, centralised, data management for 'offenders' per se. A measure likely to include, ROMS, VCS, private, and public sector agencies*
- HM Prison Service: Area Office to investigate the feasibility of extending participation of 'community-based' providers in forums held and attended by HM Prison Service (such as HOLS/Probation and VCS meetings);*
  - Examine the potential for drawing on existing forums and applying lessons from these to other areas – i.e. VCS organisation in the region via consultation with Clinks and NOMS – with the aim of improving 'Communication' and 'Perceptual Understanding';*
  - All agencies to consider 'service user' forums as a means of researching the (in) effectiveness of services. Bringing together experiences of different services with the aim of promoting 'service user' engagement and understanding of 'resettlement'. Possibly informed by MQPL<sup>35</sup>, prisoner councils, and P-ASRO formats of service user feedback;*
  - HM Prison Service in conjunction with Clinks, Private Sector, Probation and VCS to look into collaborative training packages aimed primarily at informing residential/wing based staff of 'resettlement' as conducive and complimentary to a whole prison approach – paying specific notice to the contexts of individual prisons;*
  - HM Prison Service Area Office, Prisons – via HOLS, OM's, other managerial staff, along with 'partners' based in prisons, to consider the potential of prisoners being recruited into volunteer or 'proxy' staff positions, based on the concept of 'buddies' at HMP/YOI Doncaster, to promote the concept of 'resettlement' and services, along with 'Communication' and*

<sup>35</sup> Measuring the Quality of Prisoner Life

### Recommendations Cont:

*'Perceptual Understanding' and to assist prisoners and staff by informing and aiding service users access to provision. Also informed by HOLS work on creating job descriptions and qualifications for 'in-house prison employment' (i.e. sports instructors, toe-by-toe learners etc)*

- *Drawing on PA Consultancy Group/MORI findings from NOMM pilot HM Prison Service, 'partner' and 'community-based' agencies to evaluate the scope for the widespread use of volunteers as (quasi) Offender Managers and/or Offender/Service User Supervisors for short-sentenced and remand prisoners. This would give prisoners an option to have face-to-face contact with nominated individuals throughout custody to time in the community (as has been noted elsewhere the use of mentors has taken place in some parts of the region).*
- *All prisons to investigate the potential for wing/residence based surgeries.*

The Yorkshire and Humberside Region has made, and continues to develop, great strategic advancements in prisoner 'resettlement'. At the forefront of developing a Regional Resettlement Strategy (Senior, 2003), aspects of which are mirrored or carried over into centralised policy of late, prisons have strong foundations from which to move forward in emerging contexts of organisational change. However, this research shows ownership for these is often partial and sometimes refuted between organisations and individuals. Taken together the two models constructed represent an axis within which 'partnerships' in the region can be placed. Some of the 'partnerships', though nearer the 'ideal type' of the second model, still carried traits of the first.

The recommendations to practice are made with the intention of rectifying some of the issues, most notably 'Data Management' and 'informal' 'Communication'. It is proposed these are the most feasible areas for enhancing practice, and moreover, are the most likely to produce benefits in the other themes, 'Perceptual Understanding', 'Service Provision' and 'NOMS'. Even in turbulent times of 'Apprehension' and organisational change there is evidence that prisons in the region have displayed a commitment to remaining 'client-centred'. Yet during this era there is a real and present danger that prisons, along with a range of agencies, have become preoccupied with 'Apprehension', questions of 'identity', and who has control over 'agendas', and 'Contestability', rather than facing these issues with 'optimistic collaboration'. The challenge for prisons in Yorkshire and Humberside is to capitalise on the strategic

foundations and 'partnerships' already present while not losing sight of the 'client-centeredness' of services.

## **PART II: THEORISING THE REGIONS IN THE CONTEXT OF EXISTING ACCOUNTS OF PARTNERSHIPS AND NPM:**

These findings are now taken beyond the region and weighed against the existing literature on 'partnerships'. This primarily entails considering responses to questions about the relationship of 'partnerships' to the 'state', central government, and 'crime control'. Starting here we return to theories summarised in Chapter 2. Together a range of perspectives, be they, for instance, Clarke and Newman's (1997) 'dispersal theory', David Garland's (2001) account of 'responsibilization strategies' or Adam Crawford's (1999; 2001) writings on 'community safety' and the 'governance' of crime, are united in their efforts to explain the changing nature of the (post-Second World War welfare) 'state' and configurations of 'partnership' arrangements within these changes. Foucauldian inspired 'conspiratorial theories' (see Sampson *et al*, 1988) held similarities to 'responsibilization strategies' in that the central 'state' is conceptualised as extending 'control' onto, and through, a network of, 'traditionally', non-centre-'state' agencies, even if they themselves are complicit in this. In contrast 'benevolent' (*ibid*) perspectives conceived 'partnerships' as being harmonious, unproblematic, 'good' things. Central government rhetoric and certain consultation documents (i.e. Carter, 2003) have, by and large, conveyed 'partnerships' in this latter framework.

Following Pratt (1989) and Crawford (1999; 2001) it is contended 'conspiratorial' and 'benevolent' approaches do not take into account the various arrangements that qualify under the term 'partnership'. All of the aforementioned approaches, perhaps barring Crawford (1999; 2001), tend to over-concentrate on the role of central government. Even 'corporativism's' acknowledgement that conflict can be beneficial to defining expectations different 'partners' have of each other and goals to be worked towards somewhat underplays the influences arrangements can have in translating policy into practice. Even though, as Clarke and Newman suggest (1997), the Prison Service is a comparatively 'central' organisation, their 'partners' do not necessarily adhere to this description. It has been the objective of this research not only to inform practice as to how existing arrangements can be improved but to also display that in existing literature on managerialism and 'partnerships' this particular area is under investigated. NOMS, and 'Contestability' specifically, brings its own dimensions to 'partnership' work between prisons, probation, the wider public, private, and VC sectors. Indeed, this

already has generated interest from academics and practitioners (i.e. Hough, Allen, and Padel, 2006).

Paraphrasing, and in response to, Garland's (2001) account of 'responsibilization strategies', the findings from the Yorkshire and Humberside Area reveal that within attempts of the 'criminal justice state' (*ibid*) to extend 'responsibility' for crime control through a network of broader alliances belies greater complexities. It is important to reiterate that the inculcation of central government objectives into localised, non-criminal justice agencies is a phenomenon not exclusive to the emergence of NPM reforms. Independent DPAS were instrumental in bringing central government attention to debates on the post support of prisoners, culminating in legislative moves and attention on the 'need' for increases in the number of DPAS nationally. Through forms of accountability and monitoring and the means employed to fulfil these, be they privatisation, contracting of VCS services, recruitment of 'volunteers' and 'partnerships' with other public sector bodies, NPM along with modernisation, comes to give specific meanings and justifications to these measures and circumstances. Collective 'responsibility' extending beyond the (stereotypical) 'welfare state', for instance, can be justified in reviews and governmental responses, notably Carter (2003) and Blunkett (2004), as being essential to providing more efficient, effective, targeted (*sic*), and wider-ranging services.

Whilst Garland (2001) rightly implicates the professions that existed during 'penal welfarism' into the change to a 'penal modern' complex, they are curiously not given as much coverage in 'responsibilization strategies'. If these professions, be they probation officers, social workers – and to some extent one might include Liebling's (2004) brief synopsis of the character of the Governing Governor before NPM – fuelled these changes to a 'penal modern' project and, more widely, a 'Managerial State' (Clarke and Newman, 1997) by critiquing the effectiveness of the services they provided, why are their role(s) in 'responsibilization strategies' somewhat diminished when juxtaposed to this broader account? Put differently, why is it the 'central state' is given so much precedence in orchestrating these strategies and 'co-opting' regional and local 'partner' agencies into government led crime control agendas? Clarke and Newman's (1997) 'dispersal' theory gives us the same quandary with their emphasis on central government as a 'strategic and delegating centre', though they assert this has not been able to fully divorce itself from instructions such as the Prison and National Health Services.

In presenting two models of partnership to inform practice in the Yorkshire and Humberside Region and by talking of phenomena such as 'Organisational Divergence' and 'Convergence', 'Departmental Insulation' and 'Unification', and displaying various 'Apprehensions' present with regard to organisational change under the auspices of NOMS, the aim has been one of redressing the imbalance of prior theories. As 'central government' leads initiatives, 'partnerships', and agencies and individuals within them, have the capacity to respond differentially to these 'centre out' strategies. As with NOMS, 'responsibility' for components of 'crime control agendas' can, and are, moulded, modified and occasionally unknown or rebutted at these various levels. Even if prisoners' 'resettlement' now is part of a centrally led strategic aim to 'reduce re-offending' its diverse definitions, and degrees to which individuals apportion their work to it, provides a testimony to this observation. In the case of a very small number of prison officers there was even resistance to 'resettlement', whereas others argued their occupation gave little time or scope for this work. Again, the divergent accounts of 'Contestability' and the 'hopes and fears' around NOMS highlight the disparate fashion in which individuals and agencies anticipate and digest central, and for that matter, regional, strategic 'messages'. Moreover, these kinds of 'partnership' scenarios can, in turn, influence central governmental approaches. Examples include:

- The pre-emptive regional steering of consultation on 'resettlement' strategies (see Senior, 2003), involving not only statutory but VC and private sector organisations that consequently gained recognition by the Social Exclusion Unit (2002);
- The secondment of prison service staff to 1) Clinks and 2) the Regional Development Agency (Yorkshire Forward) and Government Office;
- The development of VCS Coordinator posts in establishments as a pre-cursor to the NOMS and ROM proposed 'step-change' in VCS activity;
- The cross-sector 'awareness raising' of data and knowledge management issues and the efforts to devise resolutions to these problem, exemplified in the HOLS/Probation regional forum;
- The continued presence of the VCS in the RRAP and regional strategy, reinforced by the earlier Regional Resettlement Strategy (Senior, 2003). Consultation on the RRAP and updates have also given focus to the voices of service user experiences; and finally
- HM Prison Service's (public sector) in-roads in experimenting with OM 'branding' and 'modelling' in prisons within the region – even though it is questionable as to how consultative this approach was.

Notwithstanding the temporary, or otherwise, shelving of 'custody plus' arrangements for short-sentenced prisoners (see Lewis, Maguire, Raynor, Vanstone and Vennard, 2007), and the need for improvements in 'resettlement' services for this cohort of service users, along with remand prisoners, the national interest in 'resettlement', from a variety of perspectives, and the regional impetus for enhancing policy and practices relating to service delivery in this area, gives real gravity to the idea that support and interventions can be delivered to individuals involved in 'commonplace crimes' (Garland, 1999). These events are not merely 'risks' to be endured. In the context of 'resettlement' the research supports that literature is valid in suggesting 'responsibility' for 'resettlement' of prisoners permeates beyond agencies historically associated with their 'through-' and 'after-care'. The SEU's (2002) statistical endorsement of the assertion prisoners have often experienced disadvantage prior to, and also as a result of, their incarceration adds even more weight to these arguments.

'Resettlement' in the central government desire for reduced 're-offending' shares the 'centre out' characteristic of Garland's (2001) 'responsibilization strategies' and Clarke and Newman's (1997) 'dispersal' theory, but, importantly presents regional and local opportunities to publicise the potential for reform of central policy. Faced with 'Organisational Pressures' such as prison population figures and logistics, and high case loads against backdrops of limited resources, 'partner' agencies with the prison service can respond to these effectively. At the same time they can project responsibility onto central government, highlighting the effects of legislative measures, sentencing, and pursuing imprisonment as a means of 'crime control' have for quality of services. Doing so can raise whether a 'rethink' of rhetoric and policies, such as increasing prisons and prison places, would enable more resources to be concentrated on enhancements in 'resettlement' services nationwide. In the current climate this is utopian to say the least.

Whatever changes the future may bring, the Yorkshire and Humberside Area and its individual prisons have demonstrated they have the capability to engage 'partners' in creating more holistic services for prisoners. However, a paradox of these 'partnerships' is that the 'diversity' they bring to practice can also contribute to fragmented approaches to 'resettlement'. With this caveat, it remains the region has achievements and arrangements that have created a drive for reduced 're-offending' which all 'partners' can continue to learn from. To these ends, this research informs and extends this pre-existing knowledge.

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## **GLOSSARY:**

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ACR	Automatic Conditional Release
ASPIRE	Assess, Sentence Plan, Implement Review and Evaluate
AUR	Automatic Unconditional Release
CARATS	Counselling, Assessment Referral Advice and Treatment Services
C-NOMIS	Computerised-National Offender Management Information System
CJA	Criminal Justice Act
CJS	Criminal Justice System
CRAMS	Case Recording And Management System
CRT	Community Re-Entry Team
CSV	Community Service Volunteers
DCR	Discretionary Conditional Release
DfES	Department for Education and Skills
DIP	Drugs Intervention Programme
DPAS	Discharged Prisoners Aid Societies
ETE	Education, Training and Employment
ETS	Enhanced Thinking Skills
FOR	Focus On Resettlement
HMP	Her Majesty's Prison
HOLS	Head of Learning and Skills
IAG	Information, Advice and Guidance
IMB	Independent Monitoring Board
IRB	Institutional Review Board
KPI	Key Performance Indicator
KPT	Key Performance Target
KWS	Keynesian Welfare State

LSC	Learning and Skills Council
MQPL	Measuring the Quality of Prison Life
NACRO	National Association for the Care and Resettlement of Offenders
NAPO	National Association of Probation Officers
NHS	National Health Service
NOMM	National Offender Management Model
NOMS	National Offender Management Service
NPM	New Public Management
OASys	Offender Assessment System
OBP	Offending Behaviour Programme
OCP	Office of Contracted Prisons
OLASS	Offenders' Learning and Skills Services
OLSU	Offenders' Learning and Skills Unit
OM	Offender Manager/Management
OS	Offender Supervisor
P-ASRO	Prisoners-Addressing Substance Related Offending
PAT	Pathway Action Team
PCM	Police Court Mission
PCO	Prison Custody Officer
PCT	Primary Care Trust
PIP	Performance Improvement Programme
PPO	Prolific and other Priority Offender
PSO	Prison Service Order
REC	Research Ethics Committee
ROM	Regional Offender Manager/Management
ROTL	Release On Temporary Licence
RRAP	Reducing Re-Offending Action Plan

SDP	Short Duration Programme (for drugs detoxification)
SEU	Social Exclusion Unit
SLA	Service Level Agreement
SO	Senior Officer
YOI	Young Offenders' Institution

## **APPENDICES:**

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**APPENDIX A:**  
**THE UPDATED REGIONAL RESETTLEMENT STRATEGY ANNEX**

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## **HMP/YOI DONCASTER:**

**Location:** Marshgate, Doncaster, South Yorkshire, DN5 8UX

**Establishment Type:** Cat. 'B' Local

**Unemployed:** High Unemployment

**Current Pop:** 1100

**Op Cap:** 1120

**CNA:** 770

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### **Population:**

Male Adults and Young Offenders from South Yorkshire and Young Offenders from West Yorkshire

### **Employment:**

#### **Allocation:**

Work/Employment boards

<b><u>Employment Mode:</u></b>	<b><u>Number of Places:</u></b>	<b><u>Qualification (i.e. NVQ):</u></b>	<b><u>Qualification Body:</u></b>
Amenities	6	Cleaning operators proficiency.	Stage 1 BICS
Bricklaying	8	Bricklaying Skills 6081	City&Guilds
Gymnasium	3	NVQ Sport& Recreation	U/K
Healthcare	6	Cleaning op. Cert. Stage 1	BICS
Library	1	Nil	N/A
Main Kitchen	28	Health& Hygiene	U/K
Main laundry	7	Sewing NVQ	Awaits

Outside Works Party	25	Cleaning op. Cert. Stage 1	BICS
Painting & Decorating	8	Painting& Decorating Level 1	OCN
Reception	3	Cleaning op. Prof. Cert.	Stage 1 BICS
Secure corridor	6	As above	As above
Internal Stores	45	IT1 Desk Top Publishing	Learn Direct
		Computerised Engraving	OCN
VT Kitchen	10	NVQ 1	Hospitality Award
Segregation	2	Cleaning cert.	Stage 1 BICS

## **Education:**

<b><u>Education Program:</u></b>	<b><u>Number of Places:</u></b>	<b><u>Qualification:</u></b>	<b><u>Qualification Body:</u></b>
Information Tech.	36	New Clait	OCR
Carpentry	36	Basic Woodworking Skills 6136	City & Guilds (C&G)
Bricklaying	10	Bricklaying Skills 6081	C&G
Painting & Decorating	10	Painting& Decorating Level 1	C&G
Pottery	36	VisualArts Programme levels 1&2	OCN
Art	30	As above	As above
Motorcycles	24	Motorcycle skills 3991	C&G
Social Skills	24	Social & Life Skills	OCN
Numeracy Entry level	24	Cert. In adult Numeracy entry Level 3	AQA
Numeracy level 1	30	Cert. In adult Numeracy level 1	OCR
Numeracy level 2	36	As above level 2	OCR
Literacy entry level	24	Cert. In adult entry levels 1-3	C&G
Literacy level 1	30	Cert. In adult literacy level 1	OCR
Literacy level 2	36	As above level 2	OCR
Language support	24	ESOL level 1	Pitman
Drugs awareness	36	Social & Life Skills cert.	OCN

**Physical Education:**

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation/Qual:</u>	<u>Accrediting Body:</u>
Sport & Rec. for Individual learners	2 usually	NVQ level 2	U/K
BNLA leaders award	As above(No limit ongoing individual award)	1,2,or 3 star cert.	British weightlifting assoc.
Trampoline star awards	10 max – 4 courses per year	1-10 star certs.	British trampoline association
F.A. Star awards	15 max – 4 times per year	Gold, silver, bronze Certs.	Football Association
Manual handling & lifting	12 max – 4 times per year	Certificate pass	Safety matters
Emergency 1 <sup>st</sup> aid	12 max – 4 times per year	Certificate pass	Football Association
BWLA Diploma	Individual course – singles	Certificate	British weight lifting association
Key skills	Individual	Certificate	OCR
Yogawise	12 max – 4 times per year	Certificate	Yoga association
Sheffield Wednesday Coaching	20 max – monthly	Certificate	S.W.F.C
Sheffield Eagles R.L. coaching	20 max – bi monthly	Certificate	S. Eagles R.L club
C.S.L.A award	12 max – twice yearly	Certificate	British sports council

**Offending Behaviour Accredited Programmes (OBP's) and Other Programmes:**

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualification Body:</u>
Enhanced thinking skills (ETS)	10	accreditation	Offending behaviour programme unit

**Employment Advice/Careers:**

Community Re-entry team consisting of Community Liaison and Bridge Project units. In addition Job Centre Plus, REED In Partnership and other external agencies offer surgery facilities

**Advisors:**

8 Premier staff, 3 Job Centre Plus staff, and 1 REED staff member.

**Advice given:**

Constant service delivered 9-5 five days per week.

**Other Inputs/Service Providers:**

<b><u>Other input's/service providers:</u></b>	<b><u>Activity:</u></b>
REED in Partnership secondee though Custody 2 Work funding placed in prison 5 days per week	Discovery(Preparation for release) Course in addition to constant ETE advice surgery for Doncaster returners
Job Centre Plus – 3 secondees covering 5 days per week	Freshstart appointments, outstanding benefit claims, careers advice and guidance for all prisoners
RAINER funded through SYOP	Delivery of Pre- release course, ETE advice and referral (and housing support for AUR clients) returning to South Yorkshire
Rotherham Action Team	ETE advice and guidance for all Rotherham returners
Barnsley Action Team(SOVA P2W link-up)	As above for Barnsley returners
Sheffield Action Team(P2W link-up)	As above for Sheffield returners
Prince's Trust	Business start-up support for under 30's
DACRO	ETE and housing support for Doncaster returners

**Internet Access:**

YES

**Matched Funding:**

Nil

**Key Areas For Development:**

- Our main area for development is accommodation. We are currently developing an existing area of Resettlement for utilisation as a Resettlement Suite to facilitate all of our current provisions.

**Personnel:**

**Governor:** Rod MacFarquhar

**Deputy:** Brian Anderson

**Through care/Resettlement:** Brian Anderson

**Regimes:** Brian Anderson

**Industries:** N/A

**YOTS:** N/A

**Head of Learning and Skills:** Huw Roberts

**Education Manager:** (currently vacant) – Huw Roberts in transit to learning skills

**SPO:** (currently vacant) – Mick Eastwood in transit to and from Lindholme

**Psychology Dept:**

**Principal Psych:** Nil

**Senior Psych:** One

**Psych:** One

**Assistant Psych:** Three

**EO:** Nil

**AA:** Nil

**Typist:** One

**Psych (Drugs):** Nil

**Other Staff:**

One suicide prevention co-ordinator plus three trainee counsellors

## **HMP EVERTHORPE:**

**Location:** Brough, East Yorkshire

**Establishment Type:** Category C

**Unemployed:** Now working to full employment – due to sufficient spaces and the appointment of 3 new staff commencing April 04.

**Op Cap:** 469

**CNA:** 469

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### **Population:**

Adult Males – intake: Yorkshire, North Lincolnshire, North Nottinghamshire

### **Employment:**

#### **Allocation:**

Prisoners apply for work / training at present. If spaces are vacant and prisoners are unemployed they are encouraged to take up these spaces. Our new resettlement programme aims to ensure that information, advice and guidance given to prisoners at induction enable them to make informed choices, this will support the allocation work. We will then need to review our curriculum to meet the demand as appropriate.

Prisoners who wish to change employment need to see their present tutor to ensure they support th3 application and are not dropping out before completion without good reason.

<b><u>Employment Mode:</u></b>	<b><u>Number of Places:</u></b>	<b><u>Qualification (i.e. NVQ):</u></b>	<b><u>Qualification Body:</u></b>
Bricklaying CIT	24	City & Guilds 6081	City & Guilds 6081
Carps CIT	12	City & Guilds	City & Guilds
Paints CIT	12	City & Guilds 6091-01	City & Guilds 6091-01
Plumbing	24	City & Guilds 6988	City & Guilds 6988
Industrial Cleaning	Coming soon	BICS	BICS

Gardening/ Horticulture	15	Level 1 in horticulture (coming soon)	RSH
Wood mill	15	NVQ in Manufacturing operations	Commenced March 04
Carpentry Assembly	15	NVQ in Manufacturing operations	Commenced March 04
Plastics	30	NVQ in Manufacturing operations	Commenced March 04
Orderlies	12		
Contract services	30	NVQ in Manufacturing operations	Commenced March 04
Kitchen	24	NVQ & Food Hygiene	NVQ To commence by June 04
Estates	Up to 12	Cat D prisoners	
Stores & works	20		
Desk top publishing	12	Clait design element	
Wing cleaners	35	Links to BIC industrial course	By June 04
Resettlement Programme	30	Being developed	Opening April 04
Peer support	5	C&G	Basic skills level 2 support qualification
Rehab group (RAPT)	Up to 45	Drug rehab group	Count as work spaces
Education	takes up to 75	See below	Count as work spaces

### **Education:**

<u>Education Program:</u>	<u>Number of Places:</u>	<u>Qualification:</u>	<u>Qualification Body:</u>
<b>ART &amp; Design</b>			
G.C.S.E. Art & Design	24 Overall		Edexcel
AS Level Art & Design			
A2 Level Art & Design			
1 Drawing Skills & Materials			NOCN Level 1
2 Drawing Skills & Materials			NOCN Level 2
3 Drawing in Art & Design			NOCN Level 3

7 Painting & Painting Media			NOCN Level 1
8 Painting Techniques			NOCN Level 2
9 Painting			NOCN Level 3
10 Painting – Water Colour			
11 Painting – Oil			
13 Print Making			NOCN Level 1
27 Arts & Culture			
28 Arts & Culture			NOCN Level 2
44 Creative Arts – Painting			
45 Creative Arts – Drawing			NOCN Entry
46 Creative Arts – Printmaking			
47 Creative Arts – Collage			
68 Creative Arts – Papier Mache			
51 Creative Arts – Colour Work			
80 Creative Arts – Collage			
83 Creative Arts – Papier Mache			NOCN Level 2
84 Creative Arts – Colour Work			
65 Creative Arts – Collage	24 Overall		NOCN Level 1
69 Creative Arts – Colour			
Basic Skills			
Literacy (including Listening & Speaking) Entry Level 1,2 & 3	8		City & Guilds
Numeracy Level 1 &Level 2			OCR
E.S.O.L. Language			
Key Skills			
Level 1 Communication & Application of Number			City & Guilds
Level 2 Communication & Application of Number			City & Guilds
Social & Life Skills			
Cookery	8 Overall		OCN
Assertiveness			OCN
Personal Development			OCN

Healthy Living			OCN
Preparation for Work (SOVA)			
Parenting Course			
Resource Based Learning			
Introduction to Sociology			
Location Geography UK and Europe			
Location Geography Rest of World			
Introduction to the Novel			
Introduction to Psychology	8 Overall		
History:			
Introduction to Human Physiology			
Introduction to the European Union			
Introduction to Comparative Religions			
Information Technology			
New C.L.A.I.T.	12 Overall		OCR
Series 1			
IT Diploma Level II			
IT Diploma Level III			
European Driving Licence (ECDL)			
IBT 2			
C.L.A.I.T. Plus			
Initial Text Processing			OCR Basic
Word Processing			
Text Processing			
Word Processing	12 Overall		OCR Inter
Text Processing			
Legal Text Processing			
Legal Text Processing			OCR Adv
Medical Word Processing			OCR Inter
Mail merge			
Text Processing			
Word Processing			OCR Adv
Business Presentation			Business Presentation
Document Presentation			Document Presentation
Text Processing			Text Processing
Text Processing Diploma			Text Processing Diploma
Text Processing		Text Processing	

Desk Top Publishing			
New Clait – Level 1 Design Elements	10 – 12		OCR
New Clait – Level 2 Design Elements			

### **Physical Education:**

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation:</u>	<u>Accrediting Body:</u>
Safety Matters (IW) basic manual & handling course	20		Safety Matters
Heartstart Training basic CPR & artificial ventilation	12		Heartstart
BWLA Basic intro to weight training and coaching	16		B.W.L.A.
BWLA Leaders course intro Coaching Cert	16		B.W.L.A.
CSLA Sports leaders course – basketball	16		E.B.B.A.
CSLA basketball leaders course	16		E.B.B.A.
Basketball apprentice Referees course	16		E.B.B.A.
F.A. Emergency First Aid course	12		F.A.
F.A. Football referee	16		F.A.
BAE Leaders course intro to Badminton Coaching award	16		B.A.E.
Lifestyles course	16		City & Guilds
N.V.Q. Level 1 Sport and Recreation and Allied Occupations	2		City & Guilds
N.V.Q. Level 2 Sport and Recreation and Allied Occupations	2		City & Guilds
F.A. Basic Treatment of Injuries Course	12		FA & Sport Wise

Diet & Nutrition	16		?
O.C.R. Assistant Fitness Instructor	2		O.C.R.
O.C.R. Assistant Weight-training Instructor	2		O.C.R.
O.C.R. Assistant Aerobic Instructor	2		O.C.R.

### **Offending Behaviour Programmes (OBP's) and Other Programmes:**

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation:</u>	<u>Accrediting/Qualification Body:</u>
Enhanced Thinking Skills	10 per course 59 completions 2003/04	Attendance Certificate/ Course report.	Offending Behaviour Programmes Unit/Joint Accreditation Panel
RAPt 12 step rehabilitation (Rehabilitation of Addicted Prisoners Trust)	12 Pre-Add 20 Primary 7/15 Aftercare  Pre-adds 84 to date Primaries 70 to date Graduates 40 to date	Primary and Aftercare are Accredited. Primary certificate awarded. Graduate certificate awarded.	Offending Behaviour Programmes Unit

### **Employment Advice/Careers:**

#### **Advice Provider:**

SOVA  
Routeway to Employment  
Jobcentre Plus

#### **Advisors:**

4

#### **Advice given:**

S.O.V.A. 5 days a week, Routeway 3 days a week, Jobcentre Plus 3 days a week

**Other Input's/Service Providers:**

Other input's/service providers:	Activity:
<p>Humber Pre-school Alliance</p> <p>Progress to Work</p> <p>S.O.V.A.</p> <p>Routeway to Employment/jobcentre plus</p> <p>Alcohol Counsellor</p> <p>Cruse Bereavement Care</p> <p>Rotherham New Life Church</p> <p>Driffield Christian Fellowship</p> <p>South Cave Church Drama Group</p> <p>C.S.V.</p> <p>National Association of Prison visitors</p> <p>Cathedral Centre</p> <p>Samaritans</p> <p>Shelter (As of May 2004)</p>	<p>Play area facilities in visits/parenting in prison scheme</p> <p>Jointly involved in employment/careers Advice</p> <p>Alcohol counselling</p> <p>One to one bereavement counselling to prisoners. Prisoners seen on wings.</p> <p>The group (5-6 people) visit every first Sunday of the month to attend the service and to talk to men after service. They also take part in the services, eg preaching, leading prayers, and singing songs.</p> <p>The group (7-8 people) visit every second Thursday evening to lead a service and talk to men about the Christian faith.</p> <p>The group come in on a Monday evening to lead drama sessions. The sketches are then performed at major services, eg the Prison Carol Service or Good Friday.</p> <p>Pre-release scheme(to be developed)</p> <p>Reward scheme for listeners</p> <p>Visits are made to prisoners in the Visits Hall. Meetings of prison visitors take place twice a year.</p> <p>Housing assistance/advice (mainly Bradford area)</p> <p>Support, train and debrief listeners</p> <p>Housing advice/support</p>

**Internet Access:**

YES – limited to education

**Matched Funding:**

**Key Areas for Development:**

- Voluntary Sector
- OASys
- Housing Advice
- Probation Support

**Personnel:**

**Governor:** Ms A. Rice

**Deputy:** Mr P. Buck

**Through care/Resettlement:** Mr B Woodward

**Regimes:** Mr B Woodward

**Industries:** Mr T Parnham

**Head of Learning and Skills:** Mrs M Westwood

**Education Manager:** Mrs C Harker

**SPO:** Mr K Fridlington

## **HMP/YOI MOORLAND (OPEN)**

**Location:** Hatfield Woodhouse, approximately 8 miles from Doncaster

**Establishment Type:** Cat D Adult and YO Open Prison

**Unemployed:** Nil

**Op Cap:** 260

**CNA:** 260

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### **Population:**

200 Adults. 60 YO's

### **Employment:**

#### **Allocation:**

Labour Allocation. Sentence Plan Targets.

<b><u>Employment Mode:</u></b>	<b><u>No. of Places</u></b>	<b><u>Qualification:</u></b>	<b><u>Qualifying Body:</u></b>
<i>3 Workshops</i>			
Industrial Cleaning	13	BICS & City and Guilds NVQ: 2	
Bricklaying	13	Intermediate Construction Award	
Contract Works	26	N/A	N/A

**Education:**

<u>Education Program:</u>	<u>No. of Places:</u>	<u>Qualification:</u>	<u>Qualification:</u>
Core curriculum - Including: Art Social Life Skills And Open University	Total 39		

**Physical Education:**

*Please list below P.E. activities available, number of places, if accredited, and type of accreditation:*

<u>P.E. Activities</u>	<u>No. of Places</u>	<u>Accreditation:</u>	<u>Accrediting Body:</u>
Same as closed but on a smaller scale			

**Offending Behaviour Accredited Programs (OBP's) and Other Programs:**

<u>OBP's or other:</u>	<u>No. of Places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualifying Body:</u>
ETS – both on open and closed  Same as closed site.  <i>Community programs:</i>  Think first  4 programs in discussion  Social and Life Skills Packages  Awareness in Citizenship – including Anger management	153	OBPU Accredited	

**Employment Advice/Careers:****Advice provider:**

Jobcentre Plus. Contacts with lifetime careers. SOVA. Also referral processes to community-based agencies/organisations. Partnership with DACRO

**Advisors:**

Equivalent of two full time advisors

**Advice given:**

Same as closed site, though surgeries are ran in the open site.

**Other Inputs/Service Providers:**

<u>Other input's/service providers:</u>	<u>Activity:</u>
WRVS	Visits
Prison Visitors	
Humber Pre-Schooling Alliance	Crèche

Samaritans Inc. Listening Scheme Alcoholics Anonymous Doncaster housing- 1 day at each site – with links to shelter	
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**Internet Access:**

Yes

**Matched funding/Resources:**

Facilities – offices telephone. DACRO link employer in development. LSE funding accessed. Also SOVA worker – South Yorkshire Offender Partnership

**Key Areas for Development:**

- More prisoners working out in community employers
- Development of probation links - OBP

**Personnel:**

**Governor:** Barry McCourt – though by end of March 04 should be Jackie Tilley

**Deputy:** Paul Whitfield

**Head of Resettlement:** John Sephton

**Regimes:** Jofee Welch

**Industries:** Nigel Burton/Paul Tatum

**YOTS:** N/A

**Head of Learning and Skills:** Ken Hays

**Education Manager:** Linda Lewis

**SPO:** Julie Odusanya

**Psychology Dept:**

**Principal Psych:** N/A

**Senior Psych:** Vicky Midgely

**Psych:** 4

**Assistant Psych: 5**

**EO:**

**AO: 1**

**AA: 1**

**Typist: N/A**

**Psych (Drugs): N/A**

## **HMP HULL:**

**Location:** Hedon Road, Hull, HU9 5LS

**Establishment Type:** Local Prison For Up To Category B Prisoners

**Unemployed:** Just Over Half Of Prison Population Unemployed

**Op Cap:** 1071

**CNA:** 812

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### **Population:**

Male Adults and YO's. 114 places for Remand & Convicted YO's. 3 wings dedicated to Vul.P's. One for Sex Offenders willing to participate in SOTP, one for other Sex Offenders and another for other VP status prisoners. SOTP prisoners are drafted in from other areas to take part in the programme.

### **Employment:**

#### **Allocation:**

The activity allocation board meets every Thursday and allocates appropriate activities to:

Prisoners who have just completed induction (an education or workshop space only);

Prisoners requesting an activity change – these decisions are based upon information from the educational assessment, sentence planning targets and resettlement needs for discharge.

The board is chaired by the Head of Resettlement and attended by the Activity Liaison Officer, Activities Clerk, Sentence Planning Rep, Learning & Skills Rep, Residence Rep and an Education Rep.

<b><u>Employment Mode:</u></b>	<b><u>No. of Places</u></b>	<b><u>Qualification:</u></b>	<b><u>Qualifying Body:</u></b>
Shop 1	30		
Shop 2	25		
Shop 3	30		
Shop 4	36		
Shop 5	25		
Health and Safety Course	16		
<b>New proposed workplaces:</b>			
Engineering workshop	12		

Painting and decorating	12		
VP Multiskills	36		
<b>Education:</b>			
10 max each class			
Education 1	110		
Education 2	50		
Out reach (wing class)	60		
<b>Wing Cleaners:</b>	10 max per wing		
<b>Yards Party:</b>	6 max		
<b>Gardens:</b>	6 max		
<b>Kitchens:</b>	36 max		

### **Education:**

<u>Education Program:</u>	<u>Number of Places:</u>	<u>Qualification:</u>	<u>Qualification Body:</u>
Multi-Skills	36		C&G
Textiles	30		
Health and Safety	12		METCOM: Chartered Institute of Environmental Health (CIEH)
Forklift Truck	12		RTITB: British Heart Found: CIEH
Single portion packing	30		CIEH
Humbrol Contract Services	30		CIEH
Severy	40		
Gardens Amenities	6		

Basic Support	Skills	Max 20		AQA
Visual Arts 1		10		AQA
Visual Arts 2		10		AQA
UK on line		10		BCS
CLAIT +		10		OCR
IT Beginners		10		OCR NICAS
Business Skills		10		ASET
Humanities		10		UNIVERSITY OF HULL
History		10		AQA
NVQ Catering Food Hygiene		10		NVQ
Life Skills 1		10		OCN
Life Skills 2		10		OCR
Numeracy L1		8		OCR
Numeracy L2		8		OCR
Entry Level ESOL		8		OCR
Literacy L1		8		OCR
Literacy L2		8		OCR
Parenting		10		OCN
Citizenship		10		AQA OCN
PE Course		20		CSLA (Sports England)  BWLA (ngb)  First Aid (St Johns) Manual Handling (CIEH)

**Physical Education:**

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation/Qual:</u>	<u>Accrediting Body:</u>
Emergency First Aid	12 on each course	St.John Ambulance certificate	St.John Ambulance
Heartstart	12 on each course	Emergency life support certificate	British Heart Foundation
British Weightlifting Association	20 on each course	BWLA Leaders Award	BWLA
Community Sports Leaders Award	20 on each course	Community Sports Leaders award	The British Sports Trust

**Offending Behaviour Accredited Programmes (OBP's) and Other Programmes:**

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualification Body:</u>
ETS (03/04)	80	Completion Certificate	Correctional Services Accreditation Panel
ETS (04/05)	120	"	" "
SOTP(03/04) 2 Core Programmes & one rolling	34	"	" "
SOTP (04/05) 4 Core Programmes & 1 Rolling	52	"	" "
Focus on Resettlement Programme	112	"	"

**Employment Advice/Careers:****Advice Provider:**

One Guidance Worker within the education contract. There is also one ICG worker within the Routeway to Employment ESF funded project.

**Advisors:**

2

**Advice given:**

Within education contract – daily to Education Users

Within Routeway project – daily appointments with prisoners 4 days a week

**Other Inputs/Service Providers:**

<u>Other input's/service providers:</u>	<u>Activity:</u>
Alcoholics Anonymous	
Humber Pre-School Alliance	
Humber Care	Follow-up mentoring

**Internet Access:**

Yes – in the Library

**Matched Funding:****Key Areas for Development:**

- Additional Workplaces.
- Custody Planning for Short Term Prisoners
- Improvements in Resettlement KPT outcomes
- Motivational Work for prisoners

**Personnel:**

**Governor:** Mark Read

**Deputy:** Dave Harding

**Through Care/Resettlement:** Allison Watson

**Regimes:** Steve Murray

**Industries:** John Sykes

**YOTS:** N/A

**Head of Learning and Skills:** Corrie Doves

**Education Manager:** Michelle Boast

**SPO:** Diane Harvatt: Resettlement

**Psych Dept: as of 01/04/04**

**Principal Psych:** N/A

**Senior Psych:** Sharon Avis

**Higher Psych:** Ruby Patel & Louisa Lendani

**Psych:** 4

**Assistant Psych:** 10

**EO:** N/A

**AO:** 2

**Typist:** 1

**Psych (Drugs):** N/A

**Other Staff:**

**Principal Officer:** 2

**Senior Officer:** 1

**Prison Officer:** 9

**Probation Officer:** 4.5

**Probation Service Officer:** 3

## **HMP LEEDS:**

**Location:** Gloucester Terrace, Armley, Leeds, West Yorkshire, LS12 2TJ

**Establishment Type:** Local Adult Male

**Unemployed:** Unlock 18/02/04 = 1252. Employed = 868. Total percent Unemployed = 30.7%

**Op Cap:** 1254

**CNA:** 806

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### **Population:**

Majority Local Males

### **Employment:**

#### **Allocation:**

Labour Control staff working in the Regime Management Unit, allocate prisoners to activities based on security requirements and prisoner assessments

<u>Employment Mode:</u>	<u>No. of Places:</u>	<u>Qualification:</u>	<u>Qualifying Body:</u>
A Wing Cleaner	14		
B Wing Cleaner	11		
C Wing Cleaner	12		
D Wing Cleaner	14		
E Wing Cleaner	18		
F Wing Cleaner	14		
Hospital Orderly	6		
Reception Orderly	4		
Centre G/B	1		
Centre Passage G/B	1		
CES G/B	1		
Chaplain G/B	2		
Education G/B	2		
Gym G/B & Gym Detox G/B	3		
Hospital G/B	1		
Kitchen G/B	1		
OCA G/B	1		
Under Centre G/B	1		
Visits G/B	4		

CES Stores	15		
Victualling Stores	5		
Library	5		
Kitchen	49		
Inside Gardens	6		
Outside Gardens	6		
Inside Works	10		
Workshop 1	55		
Workshop 2	38		
Workshop 3	70		
Workshop 4	38		
Workshop 5	70		
Workshop 6	30		
Workshop 7	20		
Workshop 8	20		
Workshop 9	10		
Full Time Education	310		
Long Term Sick	0		
Retired	0		
UB40	0		
No Work No Pay	0		
Labpool	0		

### **Education:**

Education Program:	Number of Places:	Qualification:	Qualifying Body:
Food Technology (This course is due to start in March 2004)	15	OCN Cookery  OCN Healthy Living  RSH Food Handlers  Literacy and Numeracy Entry, Levels 1 & 2	Open College Network  OCN  Royal Society of Health  OCR or C & G
3D (Ceramics)	15	OCN Visual Arts Levels 1 & 2	Open College Network
2D (Art)	45	OCN Visual Arts Levels 1 & 2	Open College Network
Business Studies	30	OCN Business Studies Levels 2 & 3	Open College

Information Technology	30	ECDL NICAS	Network ECDL
Skills for Life	61	Literacy and Numeracy at Entry, Level 1 & Level 2	NICAS OCR & C & G
Key Skills	45	Key Skills Communication & Application of Number Levels 1 & 2	City & Guilds
Preparation for Work	24	OCN Preparation For Work Levels 1 & 2	Open College Network
Hairdressing	15		
ESOL	30	NVQ Levels 1 & 2  Literacy and Numeracy at Entry, Level 1 & Level 2	City & Guilds  OCR & C & G
Industrial Cleaning	12	B.I.C.S 1 & 2 Assessor Award Food Proficiency Cleaning Certificate NVQ Level 1	B.I.C.S B.I.C.S B.I.C.S C & G
Induction I	12 -20		

## **Physical Education:**

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation/Qual:</u>	<u>Accrediting Body:</u>
NVQ, in sport & recreation	Approx 10 per year	NVQ	City & guilds
BWLA (British Weightlifting association)	Approx 48 per year	BWLA	BWLA
CSLA	Approx 35 per year	CSLA	Sport England
CSLA Volleyball	Approx 48 per year	CSLA	EVA
Basketball Leaders	Approx 35 per year	EBA	EBBA
Badminton Leaders	Approx 30 per year	Badminton Leaders	BA of E
Basket ball App Referees	Approx 5 per year	Basketball App Referee	EBBA
Emergency Aid	Approx 40 per year	Emergency Aid	St Johns

## **Offending Behaviour Accredited Program (OBP's) and Other Programs:**

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualifying Body:</u>
P-ASRO (prison addressing substance related offending)	12 per programme	Accredited	Correctional services accreditation panel
ETS replaced by PASRO			
Alcohol Awareness	N/A		Alcoholics Anonymous

## **Employment Advice/Careers:**

### **Advice Provider:**

Job-Link, Managed by I-GEN      HMP & ESF Funding,  
Newbridge, Job Club, City College Manchester\

### **Advisors:**

10 Staff members working on employment from December 2003

### **Advice given:**

- Advice and guidance by specialist staff
- Job Club sessions
- Job placement by I-GEN staff.

### **Other Inputs/Service Providers:**

<u>Other input's/service providers:</u>	<u>Activity:</u>
Employability Strategy team	Recently appointed, only beginning to function, but show significant rise in KPT performance

### **Internet Access:**

Yes – 4 through I-Gen system

### **Matched Funding:**

### **Key Areas for Development:**

### **Personnel:**

**Governor:** Mr. Ian Blakeney

**Deputy:** Mr. Alec McCrystal

**Throughcare/Resettlement:** Mr. Peter Mate

**Regimes:** Dr. Chris Riley

**Industries:** Mr. Allan Benning

**YOTS: -**

**Head of Learning and Skills:** Dr. Chris Riley

**Education Manager:** Mr. Martin Woodrow

**SPO:** Mrs. Elizabeth Ralcewicz

**Psychology Dept:** NONE IN POSTS

**Principal Psych:**

**Senior Psych:**

**Psych:**

**Assistant Psych:**

**EO:**

**AA:**

**Typist:**

**Psych (Drugs):**

## **HMP LINDHOLME:**

**Location:** Bawtry Road, Hatfield Woodhouse, Doncaster DN7 6EE

**Establishment Type:** Category C Training Prison. Adult Males

**Unemployed:** 40

**Current Pop:** 575

**Op Cap:** 583

**CNA:** 583

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### **Population:**

Male Adults

### **Employment:**

#### **Allocation:**

Job shop allocation in conjunction with the wishes of the prisoner – sentence plan agreement

<b><u>Employment Mode:</u></b>	<b><u>Number of Places:</u></b>	<b><u>Qualification (i.e. NVQ):</u></b>	<b><u>Qualification Body:</u></b>

## Education:

<u>Education Program:</u>	<u>No. Of Places:</u>	<u>Qualification:</u>	<u>Qualifying Body:</u>
<u>Skills for Life:</u>	64 Part-time places	Literacy/Numeracy Entry 1 Entry 2 Entry 3 Level 1 Level 2	OCR, C&G, AQA
<u>Business Technology:</u>	30 Part-time places 24 Full-time places	CLAIT CLAIT plus ECDL NVQ Business Admin Business Start-up	OCR
<u>Food Industries:</u>	70 Full-time places	Foundation Catering Course NVQ Catering NVQ Hospitality NVQ Food and Drink Manufacture (Bakery) Basic Food Hygiene	OCN  C&G
<u>Social and Life Skills:</u>	10 Part-time places 30 Sessional places	Release Support Course: Cookery Personal Development Budgeting&Money Management Preparation for Work  Addressing Personal Behaviour: Drug Awareness  Alcohol Awareness Citizenship Assertiveness and Decision Making  Parenting and Family Learning	OCN          OCN
<u>Workshop Support:</u> (Learning in the Workplace)	Appointment Basis	Key Skills Literacy Numeracy	C&G OCR

<u>Visual Arts:</u>	10 Part-time places	Welfare at Work Visual Arts	OCN OCN
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### **Physical Education:**

<u>P.E. activities:</u>	<u>No. Of Places:</u>	<u>Qualification:</u>	<u>Accrediting Body:</u>
<p>Full time P.E. Course. Run in Two Phases:</p> <p><b>Phase One:</b> <b>All at level 1.</b></p> <ul style="list-style-type: none"> <li>• CSLA</li> <li>• NVQ I Sports &amp; Recreation</li> <li>• NVQ I FA Coaching Football</li> <li>• FA child Protection</li> <li>• Emergency First Aid certificate</li> <li>• Adult Literacy level I &amp; II</li> <li>• Key skills level II communication</li> </ul> <p><b>Phase II</b> <b>All at Level II</b></p> <ul style="list-style-type: none"> <li>• NVQ II Gym Instructors Award</li> </ul>		<p>Community Sports Leadership Award</p> <p>NVQ 1: Sports and Rec.</p> <p>NVQ 1: Football Coaching</p> <p>Cert. as part of the NVQ 1 Football Coaching Award</p> <p>Emergency Aid Cert.</p> <p>Level 1 &amp; 2 Literacy</p> <p>Level 2: Communications</p> <p>NVQ Level 2: Gym Instructors</p>	<p>British Sports Trust</p> <p>C&amp;G</p> <p>Football Association</p> <p>Football Association</p> <p>Heart Start UK</p> <p>OCR</p> <p>C&amp;G</p> <p>Central YMCA</p>

<ul style="list-style-type: none"> <li>• Studio Cycling Instructors</li> <li>• Full First Aid at Work</li> </ul> <p>Core Stability Instructor</p>		<p>Focus Studio Cycling Instructors Cert.</p> <p>Full First Aid at Work</p> <p>Focus Core Stability Instructors Cert.</p>	
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### **Offending Behaviour Accredited (OBPs) and Other Programs:**

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualification Body:</u>
Enhanced Thinking Skills	120	N/A	Correctional Services Accreditation Panel (CSAP)
Prison – Addressing Substance Related Offending (PASRO; Drug Rehab programme)	120	N/A	Correctional Services Accreditation Panel (CSAP)

### **Employment Advice/Careers:**

SOVA  
Plus Resettlement Workers

#### **Advisors:**

1 Full time  
2 Resettlement Staff

#### **Advice given:**

Initial 1:1 interviews to agree learner plans and set aims and objectives.  
Group sessions for job search and prep work tuition.  
Further 1:1 consultations to monitor progress and discuss achievements or set further objectives to meet learner plan aims.  
Also 10 week interview by Resettlement staff

**Other Input's/Service Providers:**

<b><u>Other input's/service providers:</u></b>	<b><u>Activity:</u></b>
PE Staff assist all students to produce a NRA including CV and reference	Completed at the end of the full time course
REED partnership	Interviews by REED worker who visits 0.5 days per week

**Internet Access:**

No

**Matched Funding:****Key Areas for Development:**

- Introducing IT level I Key skills into the full time PE course, due to start in April 04

**Personnel:**

**Governor:** Martin Ward

**Deputy:** David Cavanagh

**Through Care/Resettlement:** Thalia Cudby

**Regimes:** Nicky Rea

**Industries:** John Martin

**Head of Learning and Skills:** Janet Walker

**Education Manager:** Sue Walton

**SPO:** Mick Eastwood

**Psychology Dept:**

**Principal Psych:** 0

**Senior Psych:** 1

**Higher Psych:** 2

**Psych:** 5

**Psych Assist:** 7

**EO:** 0

**AA: 2**

**Psych (Drugs):** 2 included in above figures

**Other Staff:**

PE Senior Officer Graham Barber – PE Department Manager

2 x Probation Service Officers as Group Workers

## **HMP/YOI MOORLAND (CLOSED):**

**Location:** 8 miles from Doncaster

**Establishment Type:** YOI / Cat C Training Adult: Male

**Unemployed:** NIL – due to the recent appointment of 11 new instructors following an MCS review of staffing

**Op Cap:** 770

**CNA:** 770

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### **Population:**

50/50 split: YO's/Adult. 50 lifers. 11 YO's Restricted Status.

### **Employment:**

#### **Allocation:**

Until recently waiting lists. Now sentence planning process/assessment of needs. 92% of sentence planning target reached.

<b><u>Employment Mode:</u></b>	<b><u>No. of Places</u></b>	<b><u>Qualification:</u></b>	<b><u>Qualifying Body:</u></b>
<i>16 Workshops</i>			
Vocational Training Catering-	26	NVQ: 1/2	City & Guilds
Food Production		NVQ: 1/2	City & Guilds
Food Service		NVQ: 1	City & Guilds
Computers-IT & Business Admin	13	Up to NVQ: 3	City & Guilds
Textiles	26	NVQ: 2	Qualifications for Industry
Warehousing Course	PLACES	NVQ: 1	City & Guilds
Forklifts Engineering	13 39	Fork Reach Licence Manufacturing Production Operations	RTITB Was Fairnation – now changed
Painting and	13	Intermediate	Instruction industry

Decorating		Construction Award	training award
Motorcycle Maintenance	26	Entry Level	City & Guilds
Industrial Cleaning	26	British Institute of Cleaning Science NVQ: 2	City & Guilds
Contract Workshop – Light Fittings	13	Manufacturing Production Operations	City & Guilds
Computer Maintenance & Repair	26	Online Qualification	
Screen Printing	26	N/A	N/A
Motor Vehicle Repair	13	NVQ: 2	IMI
Electronics	39	CG Levels: 1,2,3	City & Guilds
Product Workshop – Plastics	26	N/A	N/A
Charity Workshop – Bicycle and Wheelchair repair	26	Wheelchair/Bicycle Repair	Inside Out Trust – City & Guilds
Workshop – Continental Breakfast	26	N/A	N/A
Braille Workshop	26	RNIB Braille Certificate & CLAIT	

**Education:**

<u>Education Program:</u>	<u>No. of Places:</u>	<u>Awarding Body:</u>	<u>Qualification:</u>
<i>Adult Literacy</i>	8	City & Guilds	Entry Level 1, 2 & 3
<i>Adult Numeracy</i>	8		Entry Level 1, 2 & 3
<i>Adult Literacy</i>	10	OCR	Level 1
<i>Adult Numeracy</i>	10	OCR	Level 1
<i>Adult Literacy</i>	10	OCR	Level 2
<i>Adult Numeracy</i>	10	OCR	Level 2
<i>GCSE English</i>	10	EDEXEL	Level 2
<i>GCSE Maths</i>	10	EDEXEL	Level 2
<i>'A' Level English</i>	10	EDEXEL	Level 3
<i>'A' Level Maths</i>	10	EDEXEL	Level 3
<i>Information Technology</i>	10	OCR	Level 1
<i>Information Technology</i>	10	OCR	Level 2
<i>Business Studies &amp; C&amp;G Key Skills IT</i>	10	OCN City & Guilds	Entry, 1 & 2
<i>Budgeting &amp; Money management</i>	10	OCN	Entry, 1 & 2
<b>All of the above run on a half day basis</b>			
<i>Offending Behaviour Programme</i>	40 (10 X 4 Half Days)	OCN	Entry, 1 & 2
<i>Social &amp; Life Skills (DOMCAT)</i>	20 (10 X 2 Half Days)	OCN	Entry, 1 & 2
<i>Gateway to</i>	18 (9 X 2 Half Days)	OCN	Entry, 1 & 2

<i>Release</i>			
<i>Art</i>	20 (10 X 2 Half Days)	OCN EDEXEL	Entry, 1, 2 & 3 Level 3
<i>Hospital Classes</i>	40 / Week (10 X 1 Half Days)	Various	Various
<i>Maintainig Skills Classes</i>	20 / Weeks (10 X 2 Half Days)	Various	Various
<i>Food Hygiene</i>	10 / week	RIPHH	Level 2

### **Physical Education:**

<u>P.E. Activities</u>	<u>No. of Places</u>	<u>Accreditation:</u>	<u>Accrediting Body:</u>
50/50 Split Education Training and recreation			
Selection of two areas			
Timetabled			
150 Qualifications per month			
County Cricket			
Rugby			
NVQ Sport and Leisure			
Badminton			
First Scene			
First Aid			
Volley Ball			

### **Offending Behaviour Accredited Programs (OBP's) and Other Programs:**

<u>OBP's or other:</u>	<u>No. of Places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualifying Body:</u>
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ETS – both on open and closed	153	OBPU Accredited	
PASRO – (Prisoners/subject related offending program)	75	Target of 56 outcomes	
Also awareness in education programs			
Remedi – awareness of victim/survivor & offending behaviour			

### **Employment Advice/Careers:**

#### **Advice provider:**

Jobcentre Plus. Contacts with lifetime careers. SOVA. Also referral processes to community-based agencies/organisations. Partnership with DACRO

#### **Advisors:**

Equivalent of two full time advisors

#### **Advice given:**

1 full time pre release program – Welfare to Work. 200 prisoners per year. Other modes include referrals and Custody to Work funding.

### **Other Inputs/Service Providers:**

<u>Other input's/service providers:</u>	<u>Activity:</u>
WRVS	Visits
Prison Visitors	
Humber Pre-Schooling Alliance	Crèche
Samaritans	
Inc. Listening Scheme	
Alcoholics Anonymous	
Doncaster housing- 1 day at each site – with links to shelter	

**Internet Access:**

Yes

**Matched funding/Resources:**

Facilities – offices telephone. DACRO link employer in development. LSE funding accessed. Also SOVA worker – South Yorkshire Offender Partnership

**Key Areas for Development:**

- Defined housing target – though in development are 2 housing workers. 1 for each site;
- Compile a database of 'offender-friendly' employers

**Personnel:**

**Governor:** Barry McCourt – though by end of March 04 should be Jackie Tilley

**Deputy:** Paul Whitfield

**Head of Resettlement:** John Sephton

**Regimes:** Jofee Welch

**Industries:** Nigel Burton/Paul Tatum

**YOTS:** N/A

**Head of Learning and Skills:** Ken Hays

**Education Manager:** Linda Lewis

**SPO:** Julie Odusanya

**Psychology Dept:**

**Principal Psych:** N/A

**Senior Psych:** Vicky Midgely

**Psych:** 4

**Assistant Psych:** 5

**EO:**

**AO:** 1

## **HMYOI NORTHALLERTON:**

**Location:** Northallerton Town Centre, North Yorkshire

**Establishment Type:** Young Offender Remand

**Unemployed:** Nil

**Op Cap:** 254 – currently reduced to 227

**CNA:** 153

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### **Population:**

Male YO's – HDC focus

Intakes from: Yorkshire, North East and North West

### **Employment:**

#### **Allocation:**

IEP Board and Education

<b><u>Employment Mode:</u></b>	<b><u>Number of Places:</u></b>	<b><u>Qualification (i.e. NVQ):</u></b>	<b><u>Qualification Body:</u></b>
Hospital orderly	1		
Gym orderly	4		
Education orderly	2		
Library orderly	1		
Reception orderly	1		
Segregation orderly	1		
Yards orderly	3		
Stores orderly	3		
Works Orderly	5		
Cleaners	10		
Kitchens	12	Food premises cleaning	BICs
		Food Hygiene	RSH
		Get Fit for Life	OCN
Training	20	Basic Skills	TROCN
Connecting Youth Culture	10	Industrial cleaning	BICs
		Basic skills	TROCN
		Basic skills	TROCN

**Education:**

<u>Education Program:</u>	<u>Number of Places:</u>	<u>Qualification:</u>	<u>Qualification Body:</u>
	16	Life Skills	TROCN
	8	ICT	OCR
	16	Employed PE	TROCN
	16	Art/basic skills	TROCN
	8	Pos people	TROCN
	8	skills	TROCN
	8	Special Ed	TROCN
	8	Outreach	TROCN

**Physical Education:**

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation/Qual:</u>	<u>Accrediting Body:</u>
		Heartstart Manual Lifting	

**Offender Behaviour Accredited Programs (OBP's) and Other Programs:**

Nil

**Employment Advice/Careers:****Advice Provider:**

Guidance Services

**Advisors:**

One

**Advice given:**

Daily, 1:1 and groups

**Other Input's/Service Providers:**

<u>Other input's/service providers:</u>	<u>Activity:</u>
Apex Trust	ETE, job applications, CV's, letter writing
Sova	ETE, job applications, CV's, letter writing

**Internet Access:**

No – who establishment or voluntary providers

**Key Areas for Development:**

**Personnel:**

**Governor:** Bill Shaw

**Deputy:** Dave Pearson

**Through care/ Resettlement:** Jan Bolton (to end Feb 04) then Deb Scaife

**Regimes:** Deb Scaife

**Head of Learning and Skills:** Deb Scaife

**Education Manager:** Debbie Young

**SPO:** Neil Lomas

**Psychology Dept:**

**N/A.**

## **HMP Wealstun:**

**Location:** Boston Spa near Wetherby

**Establishment Type:** Adult Male. Dual site incorporating both Open (Cat D) and Closed (Category C).

**Unemployed:** Nil

**Op Cap:** 647

**CNA:** 565

**Current:** Open: 317 Closed: 248

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### **Population:**

Male Adults. Intake locally, regionally, North East, Yorkshire.

### **Employment:**

#### **Allocation:**

Allocated by assessing individual needs and education/workshop vacancies.

<b><u>Employment Mode:</u></b>	<b><u>No. of Places</u></b>	<b><u>Qualification:</u></b>	<b><u>Qualifying Body:</u></b>
Cutters Workshop	12	NVQ Level 1 & 2 Managing Sewn Products	City & Guilds
Laundry	26	Guild of Launderers NVQ Level 2 Laundry Processes	Guild of Launderers
Data Entry	34	CLAIT Level 1 & CLAIT Plus	OCR
Multi-Skills	24	Plumbing, Tiling, Decorating, Level 1,2,3	OCN
Prison Cleaning Services	12	BICS Stage 1, Stage 2 (COPCS)	BICS
Fork Lift Truck Training	3	Fork Lift Truck Driver	RTITB
Farms and Gardens	53	NVQ Level 1 Horticulture	City & Guilds

Kitchens	25	NVQ Level 1 Food Handling and Preparation	Hospitality Awards Body
Hospitality/Production	12	NVQ 1/2 Hospitality and Food Preparation	City & Guilds
Construction Skills.	24	Bricklaying, Plastering, Painting	City & Guilds
Sewing Machine Repair	20	Electrical Wiring, Bench Building	North Warwickshire and Hinckley College
Tailors Workshop	25	NVQ Level 2 Manufacturing Sewn Products	City & Guilds
Contract Services	60	PMO NVQ Level 1	City & Guilds
Food Packing	30	Food & Drink Manufacture NVQ Level 1	City & Guilds
Garden Amenities	10	Amenities Horticulture NVQ Level 1	City & Guilds
Community Building Skills.	24	City & Guilds 6081 Bricklaying	City & Guilds
Generic Preparation for Work	12	N/A	N/A
Hospitality/Production Catering	12	NVQ 1/2 Hospitality Food Prep	City and Guilds
Construction Skills	24	Bricklaying, Plastering, Painting	Open College Network
Sewing Machine Repair	20	Electrical Wiring, Bench Building	North Warwickshire and Hinckley College
Tailors Workshop	25	NVQ Level 2 Manufacturing Sewn Products	City & Guilds
Contract Services	60	PMO NVQ Level 1/2	City & Guilds
		NVQ Level 1 Food	

Food Packing	30	and Drink Manufacture	City & Guilds
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### **Education:**

<u>Education Program:</u>	<u>No. Of Places:</u>	<u>Qualification:</u>	<u>Qualifying Body:</u>
<b><i>Full Time</i></b>			
Basic Skills – Entry Level	8	Basic Skills Entry Level (1,2,3) End Tests	AQA – Numeracy
Basic Skills Levels 1 & 2	38	L1 & L2 + Basic Computer quals	NICAS OCR
GNVQ Business	12	GNVQ Business. - Intermediate - Advanced + CLAIT + IBT2	OCR
Further Education	46	Book Keeping & Accounts  Business Studies  Commercial Numeracy  English for Business Communication  GCSE Maths  Various Open University Course  European Computer Driving Licence  New CIAIT IBT 2  Key Skills – Application of Number Communications	Pitmans  “ “ “ “ Open University British Computer Society OCR  City & Guilds
<b><i>Part-Time</i></b>			

4 x Vocational Support	40	Basic Skills End Tests Entry Level, Level 1 Level 2	City & Guilds OCR OCR AQA
5 x Basic Skills Workshops	40	End tests Entry to Level 2	City & Guilds OCR, AQA
2 x Dyslexia Support	16	As Above	As Above
3 x Additional Support	24	"	"
Art	10	Visual Art	Open College Network
Assertiveness & Decision Making	24	Social & Life Skills	As above L1 & L2
Cookery	12	"	" "
Food Hygiene	8	Basic Food Hygiene Certificate	Royal Society of Health & Hygiene
Information and Communication Technology	48	ECDL  CLAIT Basic Computer Quals New CIAIT IBT 2	British Computer Society OCR NICAS. Pitmans  OCR OCR

### **Physical Education:**

<u>P.E. Activities:</u>	<u>No. Of Places:</u>	<u>Accreditation:</u>	<u>Accrediting Body: (and duration):</u>
<b>April</b> British Weightlifting Association Leader	8	BWLA	BWLA ext – 2 weeks
Badminton	10	Introduction to Badminton	EBA intro – 1 week
<b>July</b> General Fitness Instructor	8	1. NVQ Level 2 2. CYMCA Fitness Instructor 2 3. Focus Training Fit.Inst. Level 1	CYMCA & Focus Training Ext- 8 weeks
<b>September &amp;</b>			

<b>October</b> Weights Instruction	7 + 8	BWLA Leaders	BWLA external exam- 2 weeks
<b>November</b> Treatment of Injuries	11	Football Assoc of Treatment Injuries Cert.	F.A. ext- 7 weeks
<b>April &amp; January</b> First Aid at Work	10+10	First Aid at Work	Securicare (HSE approved) ext – 1 week
<b>February</b> Sports Leadership	9	Community Sports Leaders Award	British Sports Council ext – 3 weeks

\*Planned for March/April another CYMCA fitness instructors course including full 1<sup>st</sup> Aid at Work Certification

\*\*Figures are of actual courses run during this financial year (April 03 onwards) – they do not include recreational PE classes or weekly tuition in Emergency Aid & Industrial Lifting

### **Offender Behaviour Accredited Programs (OBP's) and Other Programs:**

<b><u>OBP's or Other:</u></b>	<b><u>No. Of Places:</u></b>	<b><u>Accreditation/Qual:</u></b>	<b><u>Accrediting Body:</u></b>
Probation Reasoning and Rehabilitation	10 per course. 9 courses per year.		Through OBP
Probation Choices for Change	10 per course		
ADAPT Core Drug Treatment	12 per course. 6 courses per year.		
CARAT Drug Awareness	12 per course. 4-6 courses per year		
SOVA Preparation For Work	10 per course. 12 courses per year	OCN Level 1	OCN

### **Employment Advice/Careers:**

#### **Advice Provider:**

SOVA

#### **Advisors:**

**Advice given:**

Personal interviews as and when required.

**Other Inputs/Service Providers:**

N/A

**Internet Access:**

Yes – SOVA

**Matched Funding/Resources:**

ECDL Computer Classes

**Key Areas For Development:**

- more accreditation in production workshops
- increase number of prisoners of Cat D status in resettlement
- more prisoners accessing external colleges of learning
- basic skills in workshops
- arts and crafts

**Personnel:**

**Governor:** Steve Tilley

**Deputy:** Norman Griffin

**Through care/Resettlement:** Dave Charlton

**Regimes:** Tony Goodall

**Industries:** Tony Goodall

**YOTS:**

**Head of Learning and Skills:** Not in post yet – Sandra Fraser

**Education Manager:** Paul Whitehouse

**SPO:** Dave Brand

**Psychology Dept:**

**Senior Psych:** 1

**Psych:** 3

**AA:** 1

**Typist:** 1

## **HMP WOLDS:**

**Location:** Everthorpe, Brough, East Yorkshire, HU15 2JZ

**Establishment Type:** Adult Cat C Trainer

**Unemployed:** 31

**Op Cap:** 360

**CNA:** 310

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### **Population:**

Adult Males

### **Employment:**

#### **Allocation:**

By individual applications which are assessed on there suitability as vacancies arise

<u>Employment Mode:</u>	<u>No. of</u> <u>Places:</u>	<u>Qualification:</u>	<u>Qualifying Body:</u>
A unit	50		
General Education	30		
C unit Education	15		
E unit Education	15		
Summit	20		
Vulcan	25		
A unit cleaners	8		
B-F unit cleaners	80		
Visits Cleaners	4		
Window Cleaners	2		
Grounds Cleaners	4		
Top Floor HCC Cleaners	1		
Ground Floor HCC Cleaners	1		
Induction Cleaners	2		
Seg Cleaners	1		
Industrial Cleaners	6		
Painters	4		
Gardeners	12		
Resettlement Orderly	1		
Education Orderly			
Admission Orderly	3		
Sports Centre Orderly	4		
Chapel Orderly	1		
Library Orderly	2		
Visits Orderly	1		
Main Kitchen	20		
Staff Facilities	6		
Book Binding	3		

**Education:**

<u>Education Program:</u>	<u>Number of Places:</u>	<u>Qualification:</u>	<u>Qualification Body:</u>
AEB Literacy	35	NVQ 1	AEB
AEB Literacy	35	NVQ 2	AEB
AEB Literacy	35	NVQ 3	AEB
Adult Literacy	58	NVQ 1	OCR
Eng Lang	4	NVQ 2	OCR
AEB Literacy	16	NVQ 2	OCR
Numeracy	35	NVQ 1	AEB
Numeracy	35	NVQ 2	AEB
Numeracy	35	NVQ 3	AEB
Adult Num	52	NVQ 1	OCR
Adult Numb	32	NVQ 2	OCR
Key Skills	20	NVQ 1	C&G
Key Skills	15	NVQ 2	C&G
Art General	3	GCSE	AQA
Ceramics	3	GCSE	AQA
Ceramics	2	AS	AQA
CLAIT	43	Level 2	OCR
IBT 2	20	Level 2	OCR
ECDL	82	Level 2	BCS
Teaching B Skills	2	Level 2	C&G
Prep For Work	5	Level 2	GMOCF
Personal Dev	15	Level 2	GMOCF
Team Work	5	Level 2	GMOCF
English	1	GCSE	AQA
Spanish	2	GSCE	AQA
Business Study	6	Level 1	Pitman

Business Study	7	Level 2	Pitman
Business Study	1	Level 2	AQA
Book Keeping	1	Level 1	Pitman
Book Keeping	1	Level 2	Pitman
Social & Life	3	Entry	GMOCN
Social & Life	7	Level 1	GMOCN
Social & Life	63	Level 2	GMOCN
History	17	Level 1	GMOCN
History	22	Level 2	GMOCN
History	15	Level 3	GMOCN
Koestler	36		

### **Physical Education:**

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation:</u>	<u>Accrediting Body:</u>
Focus YMCA Gym Instructors NVQ Level 2	10	Yes	OCR City & Guilds
BWLA LEADERS	30	Yes	Weight Lifters Association
CSLA	40	Yes	OLR
Badminton	8	?	Badminton Association
Football	15	Yes	F.A.

### **Offending Behaviour Programmes (OBP's) and Other Programs:**

<u>OBP's or other:</u>	<u>No. of places:</u>	<u>Accreditation:</u>	<u>Accrediting Body:</u>

Reasoning and Rehabilitation (R & R)	10 per course	Accredited	C.S.A.P.
Controlling Anger Plus Learning to Manage It (CALM)	8 per course	Accredited	C.S.A.P.
Cognitive Skills Booster	8 per course	Approved	C.S.A.P.
Alcohol Awareness	10 per course	Application going in for accreditation via effective regime intervention PSO 4350	

### **Employment Advice/Careers:**

#### **Advice Provider:**

Resettlement Team  
Routeway To Employment

#### **Advisors:**

Resettlement Team: 3  
Routeway to Employment: 2

#### **Advice given:**

Resettlement Team: 5 days (full team)  
Routeway to Employment: 2 days (1 person per day)

**Other Input's/Service Providers:**

<b><u>Other input's/service providers:</u></b>	<b><u>Activity:</u></b>
Humbercare	Employment/accommodation advice
Fern	New Deal South Humberside
The Prince's Trust	Self employment advice
Inland Revenue	Self employment advice
Metcom Training	CNSG Safety Passport Course

**Internet Access:**

No – not at this time

**Matched Funding:****Key Areas for Development:**

- A lot of recent changes and improvements in the Resettlement Office with new staff in place, a period of reorganisation and stabilising needs to take place, with an improvement in actual outcome being the overall goal over the next 12 months.

**Personnel:**

**Governor:** Dave McDonnell

**Deputy:** No dedicated deputy, flat Senior management structure.

**Through care/Resettlement:** Chris Dunn

**Regimes:** Chris Dunn

**Industries:** Andy Wainwright

**YOTS:** N/A

**Head of Learning and Skills:** N/A in Private Sector

**Education Manager:** Pat Wilcox

**SPO:** Sally Adgegbembo

**Psychology Dept:**

**Principal Psych: 1**

**Senior Psych: 0**

**Psych: 0**

**Assistant Psych: 0**

**EO: 0**

**AA: 1**

**Typist: 0**

**Psych (Drugs): 0**

## **HMYOI WETHERBY:**

**Location:** York Road, Wetherby, W.Yorks, LS22 5ED

**Establishment Type:** Juvenile (Local)

**Unemployed:** Low

**Current Pop:** 291

**Op Cap:** 300

**CNA:** 300

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### **Population:**

Male YO's

### **Employment:**

#### **Allocation:**

Personal interview with guidance workers during induction process after education testing has been completed. Full account is taken of Sentence Plan (DTO) and known risk factors

### **Employment:**

<b><u>Employment Mode:</u></b>	<b><u>No. of Places:</u></b>	<b><u>Qualification:</u></b>	<b><u>Qualifying Body:</u></b>
Industrial Cleaning	8	BICS Cert.	British Institute of Cleaning Science
Horticulture	8		
Cookery	8	ONC Foundation Cert.	OCN; Royal College of Public Health (Food Hygiene)
IT: 1	8	CLAIT cert	AQA; NICAS; OCR
IT: 2	8		
Sports Studies	8	Cert	OCN
Waste Management	8	Foundation Cert	Chartered Institute of Waste Management
Woodwork	8	L1 Cert.	OCN

Carpentry	8	L1 Cert.	OCN
Farms and Gardens	12		
Electrical Skills	8	Cert. L1 Electrical Assembly	OCN
Painting and Decorating	16	OCN Cert. L1; C&G Cert	OCN; C&G
Wing Cleaners	20		
Servery Workers	20		
Red-Bands	12		

**Education:**

<u>Education Program:</u>	<u>Number Of Places:</u>	<u>Qualification:</u>	<u>Qualification Body:</u>
12. Main Stream Ed. Groups ½ Time	128	Literacy Entry 3	City & Guilds
		Adult Literacy Levels 1 & 2	OCR
		Adult Numeracy Levels 1 & 2	OCR
		Numeracy Entry 2 & 3	AQA
		Literacy Entry 3	AQA
		New CLAIT Full Certificate & Separate Units	OCR
		CLAIT Plus Full Certificate & Separate Units	OCR
		Word Processing Desktop Publishing Spreadsheets Database Web Page Design Presentation Graphics Graphs File Management Mail Merge WP Tabler	NICAS
		<b>All at entry and intermediate</b>	
		Life Skills – Unit Award	AQA
		Art – Unit Award	AQA

8. Basic Skills	64	Literacy Entry 1, 2 & 3 Numeracy Entry 1,2&3 Adult Numeracy Level Humanities – Unit Award Life Skills – Unit Award Art – Unit Award Word Processing Desktop Publishing Spreadsheets Database Web Page Design Presentation Graphics Graphs File Management Mail Merge WP Tabler <b>All at entry and Intermediate</b> New CLAIT – Some Units	City & Guilds AQA OCR AQA NICAS OCR
4. Fast Track	32	Adult Numeracy Levels 1&2 Adult Literacy Levels 1&2 Skills Communication New CLAIT CLAIT Plus A range of intermediate units	OCR OCR City & Guilds OCR OCR NICAS
Healthy Living	8	Healthy Living Entry Levels 1,2&3	OCN
Preparation For Work	8	Preparation For Work Entry Levels 1&2	OCN
Parent craft	8	Parent craft Entry Levels 1&2	OCN
Art & Design	8	A range of units E.g. Visual Art, Painting, Drawing, Printing, Collage, 3D. Numeracy (as main stream) Literacy (as Main Stream) ICT (as Main Stream)	OCN OCR

**Physical Education:**

<b><u>P.E. Activities:</u></b>	<b><u>No. of Places:</u></b>	<b><u>Accreditation:</u></b>	<b><u>Accrediting Body:</u></b>
Football Weights Basketball Volleyball Circuits Rugby Cardio Mac. Weight Mac. Gymnastics Hockey	16	AQA	AQA Harrogate
First Aid  First Aid at Work	8	Heartstart	BHF Heartstart
Safe Lifting and Handling	All Induction Trainees	Safe Lifting and Handling	ROSPA
Football	16	Level 1 Football Coach	Coach
Weights	16	BWLA	BWLA
Badminton	16	Badminton Foundation	BA of E
Rugby	16	RFU Proficiency	RFU
Junior Sports Leaders	16	JSLA	British Sports Trust
Kayaking	8	Level 1	BCU NEON
Duke of Edinburgh	8	Bronze Award	DOE
Indoor Climbing	16	Indoor Climbing Award Scheme	ICAS

**Offending Behaviour Programmes (OBP's) and Other Programmes:**

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualification Body:</u>
Reasoning and Rehabilitation	36 per year. 12-14(2004/5)	<u>Accredited</u>	<u>CSAT (PANEL)</u>
Juvenile Estate Thinking Skills	24 (2004/5)	<u>Due to be accredited August 2004</u>	<u>CSAT (PANEL)</u>
Access Programme (Vulnerable trainees)	32		<u>Area Manager Approved</u>
Victim Awareness Programme	192		<u>Area Manager Approved</u>
Anger Management Programme	48		<u>Area Manager Approved</u>
MORE (motivational programme)	64		<u>Area Manager Approved</u>
Alcohol Management Programme	64		<u>Area Manager Approved</u>
Individual Sex Offender Assessment and Intervention Programme	10 at any one time		<u>Lucy Faithful Foundation</u>

**Employment Advice/Careers:****Advice provider:**

Connexions and one advisor

**Advisors:**

4 Connexions P.A.'s (50% connexions, 50% casework)  
1 Careers Advisor

**Advice given:**

During sentence management interviews and pre-arranged interviews

**Other Input's/Service Providers:**

<u>Other input's/service providers:</u>	<u>Activity:</u>
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Librarians	Access to information, college syllabuses, and job vacancy lists. Access to computer programmes
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**Internet Access:**

No

**Matched Funding:**

Pathfinders Project

**Key Areas for Development:**

- Funding
- Also about to pilot Asset Sentence Management System – initially for trainees serving Detention and Training Order – which is developing an electronic system of case management

**Personnel:**

**Governor:** Paul Foweather

**Deputy:** Thomas Naughton

**Through care/Resettlement:** Hilary Wilson

**Regimes:** Trevor Brown

**Industries:** N/A

**YOTS:** Hilary Wilson

**Head of Learning and Skills:** Sandy Young

**Education Manager:** Janice Owen

**SPO:** n/a

**Psychology Dept:**

**Principal Psych:** None

**Senior Psych:** Two

**Psych:** Two

**Assistant Psych:** One

**EO:** None

**AA:** None

**Typist:** None

**Psych (Drugs):** None

**Other Staff:**

Malcolm Cave Dept. to Hilary Wilson

## **HMP ASKHAM GRANGE:**

**Location:** Askham Richard, York, YO23 3FT

**Establishment Type:** Female Open

**Unemployed:** Low

**Current Population:** 134

**Op Cap:** 151

**CNA:** 151

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### **Population:**

Female Adults and YO's, 9% lifers drawn nationally. 2 M&B units.

### **Employment:**

#### **Allocation:**

Weekly Labour Board

<b><u>Employment Mode:</u></b>	<b><u>No. of Places:</u></b>	<b><u>Qualification:</u></b>	<b><u>Qualifying Body:</u></b>
<b><i>Internal:</i></b>			
Kitchen	11	Nil	
Crèche	6	Nil	
Gardens	9	NVQ	75%
<b><i>External:</i></b>			
Sue Ryder	1 x 5		
Krums Café	1 x 2		
Help the Aged	1 x 5		
Oxfam	4 x 5		
Br Convent	1		
BTCV	2		
CVS	1 x 5		
PDSA	1 x 5		

Future Prospects	1 x 5		
<b><i>External Paid Work:</i></b>			
Middlethorpe Hall	2		
Monk Bar Hotel			
Lady Ann Middleton Hotel			
Brownridges food prep			
Little Chef	1		
Travelodge			
Travel Inn			
Rose and Crown	1 x 5		
Solarwall	1		
Alteration Express	1		
Family Fund			
Salt and Pepper	1		

### **Education:**

<b><u>Education Program:</u></b>	<b><u>No. of Places:</u></b>	<b><u>Qualification:</u></b>	<b><u>Qualifying Body:</u></b>
Literacy	10	Adult Literacy: Entry Level to Level 2	City & Guilds
Numeracy	10	Adult Numeracy: Entry Level to Level 2	City & Guilds
IT	14	ECDL	British Computer Society
Business Admin	10	Business Admin: Levels 1-3	London Chamber of Commerce
Food Preparation and cookery	10	NVQ Food Prep and Cookery: Levels 1-3	City & Guilds
Hairdressing	10	NVQ Hairdressing: Levels 1-2	City & Guilds
Social & Life Skills	10	Cookery & Healthy	Open College

Learners can also undertake private study to complete OU programs and access local providers i.e. York College.		Living: Levels 1-3	network
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### **Physical Education:**

<b><u>P.E. Activities:</u></b>	<b><u>No. of Places:</u></b>	<b><u>Accreditation/Qual:</u></b>	<b><u>Accrediting Body:</u></b>
Fitness and Toning	20		
Badminton	15		
Westoaks School Disabled Swimming	10		
RSPCA Dog Walking	15		
Hips, Bums and Tums	No Limit		
Circuits	No Limit		
Manual Handling	No Limit		
PE Induction	20		
Heartstart	10		
Massage	1		
Reflexology	1		
Cycling	15		
Weight Management Club	No Limit		
Outside Accredited Courses available on request via YMCA Northern Fitness and Education			

### **Offending Behaviour Accredited Programs (OBP's) and Other Programs:**

NONE

### **Employment Advice/Careers:**

**Advice provider:**

SOVA Connexions Jobcentre

**Advisors:**

Three Connexions 2 advisors, one for YOI's and 1 Job Centre

**Advice given:**

Connexions each advisor one visit per month at job club each Friday

**Other Input's/Service Providers:**

<u>Other Input's/service providers:</u>	<u>Activity:</u>
<i>Partnerships with:</i>	
York Alcohol and Advice Service (YAAS)	Contracted service to offer 1 to 1 alcohol counselling
Action for Prisoners Families	Workshops to prepare women for living as a couple on release
National Probation Service: North Yorkshire Area	Referrals to "Think First" accredited group work programme. Pre course assessment undertaken by seconded probation staff and liaison undertaken.
Women's Aid	Free service to offer a 2-hour drop in surgery every week to advise women in relation to domestic abuse.

**Internet Access:**

Yes. Only restricted access for prisoners' pilot site for "Worktrain.co.uk". Supervised access to HERO once a week.

**Matched Funding/Resources:**

NIL

**Key Areas for Development:**

- Internet access for library stock management
- Internet access for educational purposes – if a secure method of use can be found

**Personnel:**

**Governor:** Dawn Elaine

**Deputy:** Andy Barber

**Through care/Resettlement:** Fran Burns

**Regimes:** Andy Barber

**Industries:** Andy Barber

**YOTS:** NIL

**Head of Learning and Skills:** Carol Burke

**Education Manager:** Alexis Hanford

**SPO:** Fran Burns

**Psychology Dept:** COVERED BY NEW HALL

## **HMP/YOI NEWHALL:**

**Location:** Nr. Wakefield, West Yorkshire

**Unemployed:** Nil – though occasionally prisoners are recorded as such if excused labour / between jobs etc.

**Current Population (12-2-04):** 368

**Op Cap:** 426

**CNA:** 367

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**Population:** Adults, YO's, DTO's – Female: From remand through to life. Although the only lifers will (soon) be those newly sentenced. Mother and Baby unit.

**Employment:**

**Allocation:**

Labour Board: Every Tuesday and Thursday

<u>Employment Mode:</u>	<u>No. of Places:</u>	<u>Qualification:</u>	<u>Qualifying Body:</u>
Cleaners/Yards	40		
Workshops	109		
Stores	4		
Works	6		
Gardens	7		
Kitchen and Mess	20	NVQ Preparation	Food City & Guilds
Reception	4		
Orderlies	25		

## Education:

<u>Education Program:</u>	<u>No. of Places:</u>	<u>Qualification:</u>	<u>Qualifying Body:</u>
Induction	20		
Preparation for Work	10	Generic Preparation for Work	ASET
*Art	8	GNVQ Foundation: Art and Design	City & Guilds
*Hairdressing	8	NVQ 1&2: Hairdressing	City & Guilds
*Health & Social Care	8	GNVQ Foundation: HASC	City & Guilds
*Business Admin	8	Business Admin: 1&2	LCCI
Group work	8	Assertiveness Group & Teamwork Drug Awareness	OCN
*Employment Focus	10	Preparation for Work	OCN
*Healthcare Centre	8	Craft Healthy Living Preparation for Work Citizenship	OCN
*Trainee Development	8	Family Relationships Professional Development Craft Citizenship	OCN
*Life skills	8	Preparation for Work Cookery Draft	OCN
*Learning Support	8	Various	
*Seg Unit	8	Various	
Education Workshop	36	Adult Literacy / Numeracy: Levels 1 & 2	OCR
		Numeracy (entry)	AQA
		Literacy (entry)	City & Guilds

<i>All marked with an asterisk* include entry Numeracy (AQA); Entry Literacy (City &amp; Guilds); 1&amp;2 Literacy and Numeracy (OCR); and CLAIT (OCR).</i>			
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### **Physical Education:**

<u>P.E. Activities:</u>	<u>No. of Places:</u>	<u>Accreditation/Qual:</u>	<u>Accrediting Body:</u>
P.E. Course	16 (all Literacy, Numeracy, IT Qualifications)	Unif Awards Weightlifting Awards Sports Leaders Award Emergency First Aid in the Workplace	AQA BWLA British Sports Trust St Johns Ambulance
Juvenile P.E. (DTO)	64 Weeks		
Induction (includes Basic First Aid and Heart Start)	40 Weeks		
Recreational P.E.	16 Weeks		

### **Offending Behaviour Programs (OBP's) and Other Programs:**

<u>OBP's or other:</u>	<u>No. of Places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualifying Body:</u>
Enhanced Thinking Skills (ETS)	60/year	OBPU	CSAP
Motivating Offenders to Rethink Everything (MORE)	= or < 96/year	T3 Programme	
Assertiveness and Decision Making	48	Social and Life Skills: Level 2	OCN

Anger Management	48	Local Certificate	None (PSO Business Submitted)	4350 Case
Substance Use	Soon to be replaced by SDP	Social and Life Skills: Level 1	OCN	
<i>Coming Soon:</i>				
Short Duration Programme (SDP)	= or < 120	DSU	CSAP confirmed)	(to be

### **Employment Advice/Careers:**

#### **Advice Provider:**

Jobcentre Plus  
SOVA  
Connexions  
Education Dept

#### **Advisors:**

5  
Jobcentre Plus = 2  
SOVA = 1  
Connexions = 1  
Ed Dept = 1

#### **Advice given:**

Daily  
Interviews on Reception and Discharge

### **Other Inputs/Service Providers:**

Other input's/service providers:	Activity:

### **Internet Access:**

NO

### **Matched Funding:**

None Currently

### **Key Areas for Development:**

- Housing Services
- More exploitation of services available via Voluntary Sector Agencies
- Increases in education provision for adults
- Vocational Training in workplace within the establishment
- Increased staff training in resettlement areas (i.e. OCA, OASys)

**Personnel:**

**Governor:** Miss Sara Snell

**Deputy:** Kathryn Dodds (Head of Resettlement)

**Resettlement:** Manager Peter Chisholm

**Industries:** Steve Green

**YOTS:** Jane Attwood

**Head of Learning and Skills:** Chris Oldroyd

## **HMP FULL SUTTON:**

**Location:** Full Sutton, York

**Establishment Type:** Dispersal/Cat A

**Unemployment:**

**Current Pop:** 591

**Op Cap:** 613

**CNA:** 604

---

### **Population:**

Adult population. Location intake is nationally. 263 lifers currently.

### **Employment:**

<b><u>Employment Mode:</u></b>	<b><u>Number of Places:</u></b>	<b><u>Qualification (i.e. NVQ):</u></b>	<b><u>Qualification Body:</u></b>
Textiles	108	None	
Contract Services	68	None	
Motorcycle Repairs	12	C&G 3991&3995	City And Guilds
Multi-Skills	36	C&G 6145	City And Guilds
Braille	48	Braille Proficiency Test	RNIB

## **Education:**

<u>Education Program:</u>	<u>Number of Places:</u>	<u>Qualification:</u>	<u>Qualification Body:</u>
Art Basic Skills	16	OCN Art & Design	OCN
Art drawing	15	OCN Art & Design	OCN
Art	45	OCN Art & Design GCSE Art GCE Art	OCN AQA AQA
Assertive Studies	20	Improving Assertiveness / Decision Making	OCN
Basic Skills Literacy	74	Literacy Entry – Level 2	OCR
Basic Skills Numeracy	64	Numeracy Entry – Level 2	OCR
Basic Food Hygiene	20	Basic Food Hygiene Certificate	CIEH
Cookery OCN	18	Cookery OCN Entry – Level 1	OCN
D & T	16	GCSE Resistant Materials D & T	AQA
English	30	Literacy level 2 GCSE English GCE English	OCR AQA AQA
English literature	20	GCSE English literature	AQA
ESOL	15	ESOL Basic to intermediate	Pitmans
Healthy Living	8	Personal Development/Healthy Living	OCN
IT	70	C & G 7261 National skills Profile	C & G OCR
Maths	40	Numeracy level 2 GCSE Maths	OCR AQA
Oral Communications	20	National skills Profile	OCR

Practical Crafts	32	Practical Crafts OCN	OCN
Psychology	20	Psychology OCN	OCN
Sociology	20	GCSE Sociology	AQA
Spanish	25	GCSE Spanish MFL OCN	OCR OCN
French	10	MFL OCN	OCN

### **Physical Education:**

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation/Qual:</u>	<u>Accrediting Body:</u>
Badminton (x15sessions a wk)	16		
Basketball(x2)	15		
Bowling(x4)	20		
Circuits(x2)	18		
Healthclub(x2)	6		
Hockey(x1)	15		
Five-a-side(x5)	15		
Lifestyle(x2)	30		
Remedials(x8)	6		
Volleyball(x2)	18		
Weights(x32)	35		

**Offending Behaviour Programmes (OBP's) and Other Programmes:**

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualification Body:</u>
Enhanced Thinking Skills	6 Programme s (60 Places)	None	Joint Services Accreditation panel (JSAP)
Sex Offender Treatment Programme			
CORE	3 Programme s (27 places)	None	Joint Services Accreditation panel (JSAP)
ROLLING	9 (places) Rolls throughout year	None	Joint Services Accreditation panel (JSAP)
ADAPTED	1 Programme (8 places)	None	Joint Services Accreditation panel (JSAP)
EXTENDED	1 Programme (9 places)	None	Joint Services Accreditation panel (JSAP)

**Internet Access:**

No

**Key Areas for Development:**

Resettlement at Full Sutton is still in its infancy. A policy document for resettlement at Full Sutton has now been produced which should capture all areas of the function, which should in turn enhance its development. All areas need developing.

**Personnel:****Governor:** R. Mullen**Deputy:** G. Monaghan**Through care/ Resettlement:** G. Sands

**Regimes:** G. Sands

**Industries:** D. Brack

**Head of Learning and Skills:** Mary Devane

**Education Manager:** Maureen Fraser

**SPO:** Marcella Goligher

**Psychology Dept:**

**Principal Psych:** 1

**Senior Psych:** 6

**Psych:** 7

**Assistant Psych:** 8

**EO:** 0

**AA:** 0

**Typist:** 1/2

**Psych (Drugs):** 3

## **HMP WAKEFIELD:**

**Location:** 5 Love Lane, Wakefield, West Yorkshire, WF2 9AG

**Establishment Type:** Dispersal

**Unemployed:** 10 Full Time UB40

**Op Cap:** 565

**CNA:** 561

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### **Population:**

Adult Males – intake nationally

May also receive a limited number of Cat 'A' YOI' s on remand

### **Employment:**

#### **Allocation:**

A Labour Board is held weekly to allocate employment. The Board is made up of the following representatives:

- Head of Learning & Skills
- Industrial Managers
- Education
- Security
- Submissions are also received from the Programmes Dept. and Sentence Planning.

<u>Employment Mode:</u>	<u>Number of Places:</u>	<u>Qualification (i.e. NVQ):</u>	<u>Qualification Body:</u>
Tailors VTC	10	Sewing & Textiles (Pattern Cutting & Garment Manufacture) (Level 1)	Awarding Body Consortium
Plasterers CIT	10	Construction Award (Intermediate & Advanced)	CITB
Braille	20	English Proficiency Award (Intermediate)	RNIB
Engineering Fabrication	60	Nil	Nil
Engineering Machining	13	Nil	Nil
Tailors Production	72	Nil	Nil
Textiles (No. 3 Shop)	60	Nil	Nil
Textiles (No. 8 Shop)	30	Nil	Nil
Charity	10	Nil	Nil
Kitchen	22	Food Preparation and Cooking NVQ (Level 1)	
Cleaners	45	Nil	Nil
Library Orderlies	4	Nil	Nil
Education Orderlies	10	Able to apply for full range of education courses	
Gym Orderlies	6	Heartstart	British Heart Foundation
		First Aid	H&S Executive
		Kinetic Lifting	Safety Matters
		Badminton Basic	British Badminton Association

		Basketball Basic	EBBA
		BAWLA Star Awards	BAWLA
		Get Fit For Life	Open College Network
		Stress Management	
		Soccer Star Awards	Football Association
		Sports and Recreation NVQ (level 1&2)	Loughborough College

## Education:

<u>Education Program:</u>	<u>Number of Places:</u>	<u>Qualification:</u>	<u>Qualification Body:</u>
Student Centered Learning (for men with learning difficulties and disabilities)	12	Adult Literacy Entry Level (1, 2 & 3)	C&G
Basic Skills	56	Adult Literacy & Numeracy at Entry Level (1, 2 & 3) and Level 1	C&G
ESOL	8	Adult Literacy Entry Level to Level 1 Key Skills Level 2	C&G
Social & Life Skills	20	3 Units: Group & Teamwork; Diversity; and Improving Assertiveness & Decision Making	OCN
Hospital Programme	10	Varies according to need (individual support)	C&G OCN
Induction	10 places at any one time	Preparation for work	OCN
		Food Hygiene	Royal Society for the Promotion of Health
Adapted Sex Offender Treatment Programme (Educational Support)	8	Key Skills: Improving own learning Working with others At Level 1	C&G

Education Program:	Number of Places:	Qualification:	Qualification Body:
Alcohol Education	10	Profile of Achievement	C&G
Art & Design	10	Visual Arts Units @ Levels 1&2	OCN
		Key Skills in IT Communication Application of Numbers @ Level 1 & 2	C&G
Business	10	GNVQ Business @ Levels 1&2 Key Skills in IT Communication Application of Numbers @ Level 1 & 2	C&G
Key Skills	60	Key Skills in IT Communication Application of Numbers @ Level 1 & 2	C&G
Access (The A/S and GCSE option is reviewed annually and amended to introduce new subjects.)	20	Degree	Open University
		A/S Level: -Government & Politics -English -Economics -Maths	AQA
		GCSE Level: -English -Maths -Geography -Classical Civilisation -Art	AQA
		-Basic Food Hygiene -Basic Nutrition	RSPH
Access (cont)		Key Skills IT Levels 1,2&3	C&G

**Physical Education:**

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation:</u>	<u>Accrediting Body:</u>
First Aid	10	Yes	HSE
Kinetic Lifting	10	Yes	Safety Matters
Get Fit For Life	12	Yes	Open College Network
Stress Management	10	No	
BAWLA Basic	10	Yes	BAWLA
BAWLA Star Awards	10-12	Yes	BAWLA
Drugs Awareness Support through PE	10-20	No	
Team Building Pre Programmes	6-10	No	
Badminton Basic	10	Yes	British Badminton Association
Volleyball Skills	12	Yes	EVA
Basketball Skills	10	Yes	EBBA

### **Offending Behaviour Accredited Programs (OBP's) and Other Programs:**

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualification Body:</u>
<u>SOTP</u>		Yes	OBPU
Core	27		
Extended	18		
Adapted	16		
Booster	8		
<b>ETS</b>	60	Yes	OBPU
<u>FOCUS</u>	20	Yes	DSSU
<u>Prisoner Development &amp; Pre-Release</u>	20	Mandatory Provision Requirement by Prison Service	

### **Employment Advice/Careers:**

#### **Advice provider:**

Education Dept; Programmes Staff (PDPR); CARATS Workers

#### **Advisors:**

Available from all Education Tutors; PDPR Staff x 2; CARATS Workers x 5

#### **Advice given:**

During Induction Process, on application, and when in final year of custody (PDPR)

### **Other Input's/Service Providers:**

<u>Other input's/service providers:</u>	<u>Activity:</u>
City of Wakefield Metropolitan District Council	Library Service

**Internet Access:**

No

**Matched Funding:**

**Key Areas for Development:**

- *Projects currently underway at HMP Wakefield include:*
- Improving the Prisoner Development and Pre Release Course so that the information provided is less generic and relates to the area of release.
- Planning a Parenting Day for prisoners to encourage them to maintain family contact.
- *Other areas that would benefit from further development include:*  
Provision of Vocational Training that provides realistic employment prospects following release;

**Personnel:**

**Governor:** Mr John Slater

**Deputy:** Mr Mark Flinton

**Through care/Resettlement:** Mr Joe Zserdicky (Lifer Governor); Mr Peter Turner (SPO and Throughcare Manager); Mr Karl Lowles (Acting Head of Resettlement)

**Regimes:**

**Industries:** Mr David Newton

**YOTS:**

**Head of Learning and Skills:** Mr David Newton

**Education Manager:** Mrs Jan Coombs

**SPO:** Mr Peter Turner

**Psychology Dept:**

**Principal Psych:** 1

**Senior Psych:** 6

**Psych: 8**

**Assistant Psych: 4**

**EO: 0**

**AA: 1**

**Typist: 1**

**Psych (Drugs):** (incorporated with above) 1 Senior Psychologist; 1 Higher Psychologist; 1 Assistant Psychologist.

**Other Staff:**

1 x SO Programmes

16 x Discipline Officers

1 x AO

1 x Manager E Operational – Head of Programmes

**APPENDIX B:**  
**THE REGIONAL RESETTLEMENT STRATEGY UPDATE –**  
**QUESTIONNAIRE TEMPLATE.**

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YORKSHIRE AND HUMBERSIDE RESETTLEMENT STRATEGY UPDATE:  
QUESTIONNAIRE

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**PLEASE NOTE: Additional pages are attached at the end of this questionnaire for sections on education, employment, P.E., OBP's and additional comments.**

**Establishment Details:**

**Name of Establishment:**

**Location:**

1. *Please enter the type of establishment below (for example, local, dispersal etc) including category:*

**Population Details:**

1. *Please enter the appropriate population details of the establishment below (for example, fe/male, adults, Young Offenders, and other relevant characteristics, i.e. proportion of lifers etc. Also please include locations intake are from e.g. locally, regionally, nationally etc):*

2. *Op Cap:*

*CNA:*

**Employment:**

1. *Please indicate below the number of the population unemployed or alternatively state high, low, etc if exact figures not known:*
2. *How are work/employment activities allocated?*
3. *Please list the modes of employment, number of places, and indicate, if applicable, qualifications that are attainable and the qualification body:*

<u>Employment Mode:</u>	<u>Number of Places:</u>	<u>Qualification (i.e. NVQ):</u>	<u>Qualification Body:</u>

**Education:**

1. *Please indicate below the educational programs below, number of places, qualification, and qualification body:*

<u>Education Program:</u>	<u>Number of Places:</u>	<u>Qualification:</u>	<u>Qualification Body:</u>

**Physical Education (PE):**

1. *Please list below the PE activities available, number of places, if accredited, and type of accreditation:*

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation/Qual:</u>	<u>Accrediting Body:</u>

**Offending Behaviour Accredited Programs (OBP's) and Other Programs:**

1. *Please indicate below OBP's and other programs provided, number of places, accreditation/qualification and qualifying/accrediting body, if applicable:*

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualification Body:</u>

**Employment Advice/Careers:**

1. *Who provides employment/careers advice?*
2. *Number of people/advisors?*
3. *How is advice given (e.g. number of times per week)?*

**Other Input's/Service Providers:**

1. *Please list below other input's/service providers, and if applicable what activities they are involved in:*

<u>Other input's/service providers:</u>	<u>Activity:</u>

**Internet Access:**

1. *Please circle appropriate answer:*

Yes

No

**Matched Funding:**

**Key Areas for Development:**

1. *Please indicate key areas that you feel need development:*

**Personnel:**

1. *Please indicate names on applicable posts:*

Governor:

Deputy:

Through care/Resettlement:

Regimes:

Industries:

YOTS:

Head of Learning and Skills:

Education Manager:

SPO:

Psychology Dept:

1. *Please indicate the number of persons for the given job title:*

Principal Psych:

Senior Psych:

Psych:

Assistant Psych:

EO:

AA:

Typist:

Psych (Drugs):

Other Staff:

1. *Please indicate any other relevant staff information:*

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Additional Questions:

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**Partnerships:**

1. *Could you tell me how working in partnership with the voluntary sector actually operates; describing any enhancements or changes you might think may benefit the partnership?*

2. Please describe how *case management between statutory stakeholders (I.e. prison service and probation service and youth justice board) operates and how it might be enhanced.*

**Key Performance Targets:**

1. *In what ways do key performance targets impact, positively or negatively, on your ability to run effective resettlement programs?*

*Please list the modes of employment, number of places, and indicate, if applicable, qualifications that are attainable and the qualification body:*

<u>Employment Mode:</u>	<u>Number of Places:</u>	<u>Qualification (i.e. NVQ):</u>	<u>Qualification Body:</u>

*Please indicate below the educational programs below, number of places, qualification, and qualification body:*

Education Program:	Number of Places:	Qualification:	Qualification Body:

*Please list below the PE activities available, number of places, if accredited, and type of accreditation:*

<u>P.E. activities:</u>	<u>Number of places:</u>	<u>Accreditation:</u>	<u>Accrediting Body:</u>

*Please indicate below OBP's and other programs provided, number of places, accreditation/qualification and qualifying/accrediting body, if applicable:*

<u>OBP's or other:</u>	<u>Number of places:</u>	<u>Accreditation/Qualification:</u>	<u>Accrediting/Qualification Body:</u>

*Please list below other input's/service providers, and if applicable what activities they are involved in:*

<u>Other input's/service providers:</u>	<u>Activity:</u>

**APPENDIX C:**  
**INTERVIEW PROMPT SHEET (STAFF).**

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<b>Resettlement Questionnaire:</b>
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**1. What is your:**

- Name;
- Age;
- Career title/status in the context of the establishment; and
- Ethnicity

**2. How long have you been a member of the Prison/Probation Service/ agency/organisation?**

**3. Why did you join?**

**4. What does your current role entail?**

*Probe job role (phase 2: changes in last 16/18 months)*

**5. What does the term 'resettlement' mean to you?**

*Probe terminology/ if phase 2/post NOMS proposals 'offender management' also)*

**6. Do you feel resettlement has changed in any significant ways since you first joined (service or agency)?**

**7. What do you think are some of the most common issues faced by prisoners that should be addressed in their resettlement? *Probe – any problems quantifying/assessing prisoners 'needs'***

**8. Drawing on what you have said, what resettlement practices are either:**

- a. Provided by your organisation in partnership with the prison; or
- b. Provided in the prison in partnership with other organisations

**9. In your experience, how significant do you think these services are in reducing re-offending? *Probe – some programmes/services more effective than others and if so in what way(s)***

**10. What views do you have about partnership work in the delivery of resettlement activities? *Probe for factors that contribute to effective/ineffective partnerships. Problems in prisoners' transfers?***

**11. In relation to what you have said do you feel there are any factors that hinder the delivery of resettlement programmes? *(if so probe for what these are)***

**12. In the future would you like to see resettlement change in any way?**

**13. In the context of the prison service and NOMS how do you view the future of resettlement?**

**14. Would you like to add anything else?**

**EXPRESS THANKS**

**APPENDIX D:**  
**PRISONER DIARY – RESEARCHER SOLICITED GUIDELINES**  
**(ALSO INCLUDING AN INTERVIEW PROMPT FOR A FOCUS GROUP AT HMP**  
**LEEDS)**

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## DIARY ENTRY GUIDELINES:

### DIARY ENTRY 1:

In this section could you please write about yourself, including

- ***Your Name;***
- ***Your Age;***
- ***Your Ethnicity (for example White British, Black British);***
- ***Brief details about the sentence you are serving. For example, the offence and the length of sentence;***
- ***What issues you think need to be looked at during your sentence;***
- ***What the word 'partnership' means to you;***
- ***What the word 'resettlement' means to you;***
- ***How you feel about any assessments carried out on you when you came to the prison;***
- ***If you are involved in a programme, please tell me the name of the programme/qualification; and***
- ***What activities the programme involves***
- ***If in a programme, what do you think about it, what do you think are its strengths and weaknesses?***

### FUTURE DIARY ENTRIES:

***Drawing on your first diary entry please could you write about how you feel about your resettlement activities in the prison:***

#### **This may include:**

- **HOW YOU FEEL ABOUT BEING INVOLVED IN THE ACTIVITIES IN PRISON;**
- **ACTIVITIES/THINGS THAT HAPPEN WHICH YOU THINK BENEFIT YOU, AND HOW;**
- **ANY PROBLEMS YOU FEEL THERE ARE WITH THE PROGRAMME YOU ARE INVOLVED IN;**
- **HAVE ANY OF YOUR NEEDS BEEN MET IN THE PRISON; IF SO WHAT ARE THESE NEEDS AND HOW HAVE THEY BEEN MET (E.G. ?)**
- **ARE THERE ANY OF YOUR NEEDS THAT HAVE NOT BEEN MET; IF SO PLEASE TELL ME WHAT THESE NEEDS ARE**
- **PLEASE TELL ME OF ANY OTHER ASPECTS OF PRISON LIFE THAT YOU FEEL ARE POSITIVE OR NEGATIVE**

***YOU MAY ALSO LIKE TO LOOK AT YOUR DIARY ENTRIES AND WRITE ABOUT WHETHER YOUR FEELINGS ABOUT CERTAIN ISSUES HAVE CHANGED OR IF THERE ARE ANY DIFFERENCES IN ASPECTS OF PRISON LIFE/ACTIVITIES YOU ARE INVOLVED IN.***

1. What is your:
  - Name
  - Age
  - Ethnicity
2. What sentence are currently serving?
  - *Probe sentence length/offence(s)/possible remand etc*
  - *Probe 'since being in prison have you heard of "resettlement?"'*
3. In your opinion, what do you think the word resettlement means?
4. Have you been to any other prisons before this prison?
  - *Probe for sentence plan – i.e. if not aware of the phrase 'sentence plan' - have you talked to any members of staff about your time in prison?*
5. Do you feel that you have achieved anything while being in prison?
  - *Probe both personal and 'formal' qualification achievements*
6. Are you currently involved in any programmes or activities in prison?
  - *Probe for activity insight (what course etc involves); also probe for past activities/programmes*
  - *Probe – visits procedures*
7. Do you feel the activities have been of a benefit to you in any way?
  - *Probe – if so in what way(s), if not why?*
8. Have you been in contact with any other organisations while in prison?
  - *Check understanding of organisations – examples – SOVA/also probation*
  - *If contact with other agencies – how was this? /general feelings of service*
9. In your opinion, are there any ways in which activities or prison life in general could be improved?
10. Finally, are there any other issues that you think should be addressed during your prison sentence?
11. Would you like to add anything else?

Express thanks.

**APPENDIX E:**  
**ETHICS PRO FORMA, INFORMATION SHEET AND CONSENT**  
**FORM**

---

## **INFORMATION FOR PARTICIPANTS:**

### **Project Title:**

***Does Partnership Work Improve Resettlement Practice?***

**Please will you take part in a study about the strengths and weaknesses of resettlement activities in prisons?**

### **Who is doing the project?**

- *The research is a project that between Sheffield Hallam University and HM Prison Service Yorkshire and Humberside, which started in September 2003.*

### **What am I trying to find out?**

- The aim of the research is to consider the opinions and experiences of Prisoners, Prison Service Staff and other Statutory and Voluntary Sector staff to identify ways in which resettlement practices and partnership work may be improved.

### **What will the research involve?**

- I would like you to take part in a semi-structured interview or the writing of a diary. This will include asking you about partnership work both in the context of resettlement activities, and NOMS. *With your permission, interviews will be tape-recorded.*
- Participation in the study is entirely voluntary. You are free to withdraw from the research at any time, without giving any reason for doing so.
- You may also be asked if you would like to participate in focus groups later, involving prisoners, Prison Service Staff, and Statutory and Voluntary Sector Staff

***Your Contribution is Valued – Please Let Your Voice  
be Heard!***

### **Confidentiality:**

- The information from this research will be included in reports. **No names, addresses, or information that will identify you, or other people, will be used in the writing-up of these reports.**

- The only exception to this would be in the unlikely event that you inform me of any activity which may be harmful to yourself or others.

**What will the reports be used for/who will have access to the information?**

- The people who are supervising my work, both Sheffield Hallam University and HM Prison Service Area Office: Yorkshire and Humberside will view the reports. It is hoped that the reports will raise awareness of areas for improvement in resettlement activities and partnership work. The final report may be published and made openly available. You maintain the right to view reports containing information about yourself by request.

---

## Consent Form: Participant Copy

---

***Please answer the following questions by circling your responses:***

Have you read the information sheet about this project?    YES    NO

Have you been able to ask questions about this project?    YES    NO

Have you received answers to all of your questions?    YES    NO

Do you understand you are free to withdraw from this research at any time, without giving a reason for doing so?    YES    NO

Do you agree to have your details being kept in both manual (written) and computerised formats?    YES    NO

---

### **Statement of Consent for tape recording of interviews:**

- I understand that by signing this form I have voluntarily agreed to participate in this study. I have read and understood the information sheet for participants. I also agree that I have had adequate opportunity to ask questions and that the research team member has given satisfactory answers. I am also aware that I am free to ask questions throughout my participation.
- I agree to my details being kept on a computerised or manual database as stated under the Data Protection Act (1998), and upon request, I can access these records at any time.

Signature of Participant: ..... Date: .....

Name (block letters): .....

Signature of Investigator: ..... Date: .....

### **Consent for Tape Recording/Interviews:**

Signature of Participant: .....

***Please keep your copy of the consent form and the information sheet together.***

**Thank you for participating: Hayden Bird, Sheffield Hallam University/HMPS Area**

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**Consent Form: Participant Copy**

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***Please answer the following questions by circling your responses:***

Have you read the information sheet about this project?    YES    NO

Have you been able to ask questions about this project?    YES    NO

Have you received answers to all of your questions?    YES    NO

Do you understand you are free to withdraw from this research at any time, without giving a reason for doing so?    YES    NO

Do you agree to have your details being kept in both manual (written) and computerised formats?    YES    NO

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**Statement of Consent for tape recording of interviews:**

- I understand that by signing this form I have voluntarily agreed to participate in this study. I have read and understood the information sheet for participants. I also agree that I have had adequate opportunity to ask questions and that the research team member has given satisfactory answers. I am also aware that I am free to ask questions throughout my participation.
- I agree to my details being kept on a computerised or manual database as stated under the Data Protection Act (1998), and upon request, I can access these records at any time.

Signature of Participant: ..... Date: .....

Name (block letters): .....

Signature of Investigator: ..... Date: .....

**Consent for Tape Recording/Interviews:**

Signature of Participant: .....

***Please keep your copy of the consent form and the information sheet together.***

**Thank you for participating: Hayden Bird, Sheffield Hallam University/HMPS Area**