

RESET evaluation – final report

March 2008

Submitted to Rainer by ARCS (UK) Ltd and
the University of Salford



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This is the Final Report on the evaluation of RESET, and follows a first interim report submitted in September 2006 (focusing primarily on qualitative data accumulated during the first year of the research), and a second interim report focusing on emerging findings from quantitative data analysed toward the end of 2005.

The report is divided into four main parts.

Part I provides some background to the research, and outlines the key methods used by the research team to deliver it. Part II presents key findings from the work as they relate to organisational issues, and Part III outlines findings concerning beneficiary experience and impact on beneficiaries.

Part IV draws out some key over-arching conclusions and implications for future practice.

PART I – INTRODUCTION AND BACKGROUND

1 THE RESET PROGRAMME

1.1 INTRODUCTION AND BACKGROUND TO RESET

RESET was an ESF EQUAL (European) funded programme aiming to establish a best practice model of resettlement of young offenders in England. It was designed to challenge the lack of integration and cohesion between the agencies involved. It ran for 2 years from July 2005, with an initial setting-up phase before this date.

It was led by the charity Rainer, with over 50 partner organisations contributing assistance, expertise and match funding. The partners included Government departments, Regional Government offices, the Prison Service, YJB, Metropolitan Police, Commission for Racial Equality, Connexions, housing providers and voluntary organisations working with young people. The Programme had international partners in Holland, Poland, and Spain, although the programmes in these countries differed significantly from that in England.

The project was initiated as a response to research, policy and practice recognition of the need for better resettlement for young offenders. As an early RESET document noted:

Those who receive custodial sentences are among the most challenging people to integrate into a constructive way of life. Any gains made in establishments evaporate quickly on release and the re-offending rate for this group is notoriously high. Resettlement would be an inaccurate description for most, as few have experienced a settled life before custody, with a stable family, home situation and engagement in education, training or employment. Many have problems with substance misuse or mental ill health.

A previous evaluation of Detention and Training Orders (DTOs) for young people, which included researchers from this evaluation (Hazel, Hagell, Liddle, Archer, Grimshaw and King, 2002), identified several problems with “throughcare” for young people in England and Wales. These problems began even before release, when there was found to be little preparation for release, and minimal communication between prison and community agencies. After release, there was little involvement of agencies other than youth offending teams (YOTs). There was only limited education, training and organised leisure, with problems also identified in relation to accommodation.

Good practice, based on research in the USA and the UK, is considered to contain the following elements (Hagell, 2004):

- continuous case management from the start of sentence (or earlier) to the end of the community supervision period (or longer?), with direct links between custody and the community;
- commitment and continuity of staff;
- preparation for release while in custody;
- a highly structured and assisted transition to the community;
- both surveillance and enhanced service delivery in the community, with a balance of incentives and graduated consequences for behaviour;
- services to meet a range of the needs, with sufficient numbers of qualified staff in both the institution and the community;
- the intensity of the programme tailored to the level of risk of re-offending; and
- effective links between services, staff and teams in both settings.

RESET was intended to explore ways in which this research knowledge could be integrated into policy and practice in England and Wales in order to address problems such as those identified in the DTO evaluation.

1.2 AIMS AND OBJECTIVES

The original Developmental Partnership Agreement submitted to the Equal Community Initiative Programme states that RESET aimed to challenge and

influence cross-departmental government policy by re-engineering current resettlement practice for imprisoned juveniles, ultimately to enable young offenders to achieve sustainable integration into the labour market.

The RESET project sought to challenge the lack of integration and cohesion between agencies, across sectors and across the resettlement process. RESET aimed to develop **a more effective model for resettlement without increasing spending substantially**, thus allowing it to become **sustainable in the long term**. Rather than looking for solutions that will increase spending in this area, RESET sought to “work smarter within existing resources, thus allowing sustainability of practice”.

Developing the learning from a previous project (PRISE), RESET aimed to influence policy and practice development at national and local levels.

There were seven overall strategic aims for the project:

- to contribute towards the production of a national resettlement strategy for juveniles;
- to design, develop and test a social franchise resettlement model for imprisoned juveniles aged 15-18 (with one strand of the project addressing the specific needs of juvenile female offenders);
- to establish national standards for resettlement mentoring within the context of a nationally accredited model;
- to design, develop and test a multi-agency practice management tool for resettlement;
- to pilot and evaluate a social support model that engages offenders with their families;
- to apply a wraparound resettlement model in the 18-25 prison estate, and
- to design, develop and test a flexible accommodation support service for juveniles on release from custody.

At the core of these aims would be a practice management tool, based on previous experience of the partners, aiming to improve joint working between agencies. This was to be established by July 2005. Training of staff, including the research and evaluation requirements, would take place in summer 2005. Checklists for actions to be taken by the various key agencies and staff at different stages of the resettlement process were also to be developed.

At the local level:

It was intended that each project establish a number of specific features:

- a model for resettlement mentoring, to provide direct support for the young person on release from custody, with a particular focus on engaging them in suitable education, employment or training;
- a social support model to engage young offenders with their families, based on best practice;
- a flexible accommodation support service for under 18s leaving custody, and
- adaptation of the juvenile resettlement model to young adult offenders.

1.3 STRUCTURE AND IMPLEMENTATION OF THE PROGRAMME

At the outset, the programme was intended to work with most of the young offenders who enter custody in 7 YOT areas containing the 10% most deprived wards. These included three in London: Newham, Lewisham and Greenwich; and four in East Manchester: Rochdale, Oldham, Tameside and Stockport. It also aimed specifically to develop a resettlement model for young female workers, and intended to establish a relationship with the Young Offender Institution (YOI), Downview. However, following access difficulties, this was later changed to Cookham Wood (which has 17 places for 15-17 year old girls). A further part of the programme worked with some of the young adults who enter YOI Swinfen Hall in the West Midlands (which works with young men aged 18-25). The young offenders were expected to play an active role in the delivery of the programme.

Based on previous throughput in the above YOTs (a total of 407 custodial/secure remands and 339 custodial sentences during 2004, with some overlap), the RESET team anticipated a throughput during the two years of operation of approximately 960 'beneficiaries' (875 male and 85 female).

RESET operated alongside the Resettlement and Aftercare Programme (RAP), funded by the YJB. RAP operated in 50 YOTs, 5 of which were also in the RESET programme, and focused on the 30% of the young people assessed as being at highest risk. Where both RESET and RAP were in operation in the same YOT, it was intended that resources would be shared to provide one overall programme rather than two separate programmes. In the 2 YOTs without a RAP programme, RESET was expected to work with all of those entering custody.

Each YOT was meant to appoint an additional resettlement worker to coordinate and support resettlement interventions, drawing on the resources of a range of agencies. This worker would work collaboratively with the

RAP workers, YOT supervising officers and other YOT staff. Each YOT would have a resettlement manager to oversee resettlement interventions. A cluster manager would be appointed for each of the YOT clusters in London and Manchester.

The key staff members for the project were to be appointed between July and September 2005, and national and area mentoring co-ordinators appointed during the summer of 2005. A family support service was to be commissioned in each cluster area and in the programme for young women in the summer of 2005.

2 THE NATIONAL EVALUATION

The University of Salford and ARCS UK (Ltd) were commissioned by Rainer to undertake an independent evaluation of RESET activities, with the main aim of assessing the overall impact and effectiveness of the RESET project.

2.1 AIMS AND OBJECTIVES

The specific aims of the evaluation (with relevance to this report) were:

- to assess the effectiveness of the RESET programme in improving outcomes for young offenders sentenced to custody (including reduced offending behaviour and engagement in a positive lifestyle);
- to assess the detailed activities and achievements of the programme, in order to identify the key elements that contributed to the outcomes;
- to assess the direct and indirect costs of RESET, distinguishing between the 'one-off' transitional costs and the continuing costs of running the programme (since carried out and published separately by Judith Renshaw);
- to assess the effectiveness of the RESET programme on particular groups of young offenders, including young women and refugees/asylum seekers/foreign nationals, and
- to draw some conclusions about the overall contribution of the RESET approach and programme, including its impact on national policy and practice, its ability to be transferred to the mainstream and the effectiveness of the management partnership.

Where possible, it was intended that the evaluation would assess outcomes, including:

- re-offending or reconviction levels;
- engagement in education, training and employment;
- educational achievements during the sentence;
- stability of accommodation;
- financial stability;

- inclusion in health services;
- relationships with family, and
- engagement with social support or long term mentoring.

2.2 DESIGN, TIMING OF DATA-COLLECTION

This section outlines the design and timing of data-collection undertaken during the evaluation.

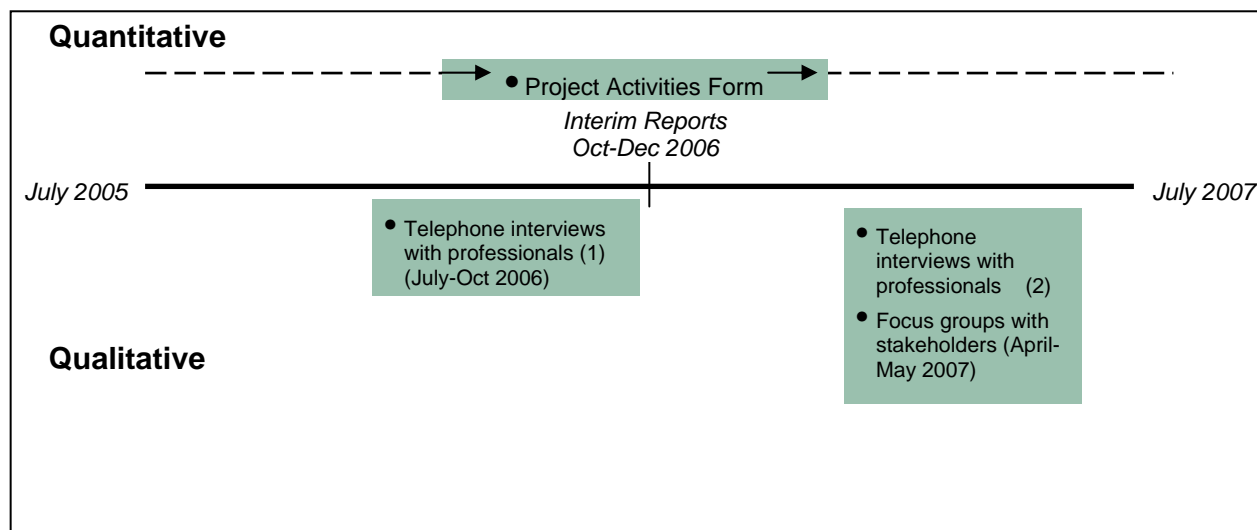
RESET was a large and multifaceted project with several aims at both the national and local level. In order to capture this wide picture fully, the evaluation was designed as a multi-method project with a variety of methods of data collection, taking advantage of all available information. These methods of data collection and analysis are summarised separately in following sections dealing with quantitative and qualitative methods respectively. Although each method was tailored to a specific purpose, it was intended that they would form an overall “package” which would deliver the full range of data necessary to address all of the key research questions and the evaluation aims set out above. Primarily, this meant that data were collected both at (1) project and programme levels (focusing on the design and delivery of RESET interventions) and at (2) the individual level (for each young person).

Data concerning the design and delivery of RESET interventions were gathered via the following methods:

- interviews with local and national stakeholders;
- focus groups with local RESET and other staff, and
- interrogation of RESET literature, attendance at national meetings etc.

The figure below shows the points during the life of RESET that the above data-collection took place:

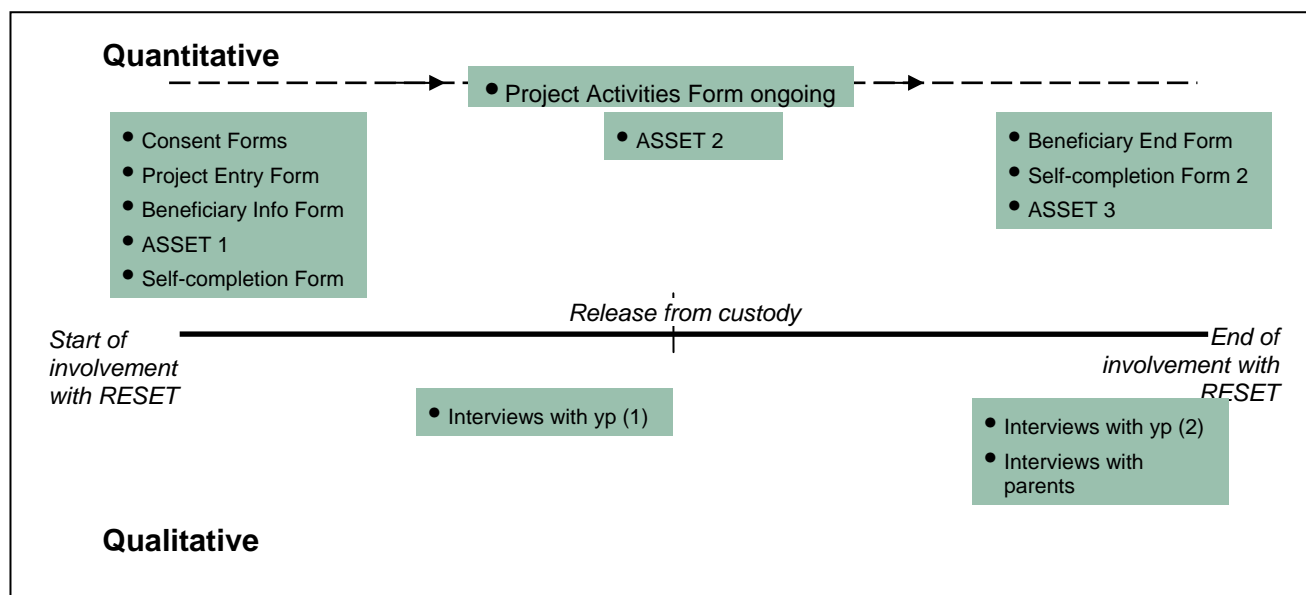
Figure: Timing of data-collection focusing on the design and delivery of RESET interventions



The characteristics, activities and outcomes for **individual beneficiaries** were collated using the following methods:

- RESET monitoring database (mainly quantitative)
 - Project Entry Form
 - Beneficiary Information Form
 - Beneficiary End Form
 - Project Activities Form
 - ASSET case file extraction (data from the Youth Offending Information System)
- Beneficiary case studies (mainly qualitative)
 - Interviews with the young people (x2)
 - Interviews with parents
 - In-depth ASSET exploration

The figure below shows the points during an individual's involvement with RESET that the above data collection took place:

Figure: Timing of collecting data at the individual level

Further details concerning both the quantitative and qualitative data-collection and analysis are provided in separate sections, below.

2.3 QUANTITATIVE METHODS

This section summarises the quantitative methods and data sources envisaged for this evaluation and reviews the proposed analysis. Later sections describe the quantitative data-sets and outline some results from their analysis (further details from the analysis – e.g. focusing on offending history – are provided elsewhere in the report).

2.3.1 Quantitative data sources and data collection methods

The quantitative aspect of the RESET evaluation was based around four key data sources:

- routine monitoring data on all RESET participants: collected by RESET workers for EQUAL monitoring purposes;
- evaluation data on all RESET participants: collected by RESET workers for evaluation purposes;
- self-completion feedback forms for all RESET participants: completed by the RESET participants and forwarded to the evaluation team by RESET workers, and
- YOIS data: negotiated access to existing YOIS data records from the YOT's YOIS data system. The aim here was to make use of existing data sources but also for the evaluation to benefit from the design of the YOIS system which includes detailed ASSET assessments, which are administered to all young people who receive custodial sentences at the assessment, transfer to the community, and closure stages.

The aim was for these data sources to be individual-based, comprehensive (in the sense that they would cover *all* RESET participants) and linkable to each other.

2.3.2 Quantitative data analysis proposed initially

This quantitative design outlined above would have provided us with a wide-ranging and multi-faceted data-set, and would have allowed detailed analysis including:

- a full description of the characteristics of RESET participants including their resettlement needs;
- an overview of the form, intensity and duration of all RESET interventions;
- details concerning intermediate outputs and outcomes for all RESET beneficiaries;
- an exploration of the views and experiences of RESET beneficiaries concerning their RESET involvement before and after release from custody, their expectations at the point of release, and their views about the overall effectiveness and impact of RESET, and
- an investigation of the relationships between certain types of RESET interventions and certain types of outcomes for young people including trying to measure the impact of RESET. This would have involved an attempt to disentangle the effect of RESET from the multitude of other factors that are likely to influence outcomes for young people leaving custody, and so would have been analytically complex. The ideal way to proceed with such impact analysis is to have an intervention group and a comparison group where the only difference between the two groups of young people is that one group experienced RESET and the other group did not. Random allocation methods such as those used in medical trials are usually seen as the best way to ensure that variation between the two groups is random. But such a procedure is difficult to implement practically and ethically in a social research environment and was not a possibility with RESET. An alternative method was proposed where we create a comparison group from a similar group of young people. The aim in this evaluation was to use YOIS data from the YOTs for the period just before the introduction of RESET to construct a comparison group by matching RESET participants to similar types of young people on the basis of factors such as age, gender, ethnicity, offence and sentencing characteristics, offending history, and family circumstances.

2.3.3 Review of the quantitative data sources

Before we go on to explore the quantitative analysis, it is important to comment on the range and quality of data actually collected, as this has major implications for the evaluation and the interpretation of findings.

2.3.3.1 Self-completion feedback questionnaires

The evaluation team designed instruments to collect feedback from the RESET beneficiaries at two stages: just prior to their release from custody and then again immediately prior to the end of their involvement with RESET. These self-completion forms would be confidential to the research team (rather than to RESET workers or other staff) and included questions designed to cover:

- young people's involvement with and experience of RESET prior to release from custody, and after release,
- perceptions about the value of RESET work, both prior to, and after release from custody (including expectations concerning specific forms of assistance that they needed, and the extent to which these were provided), and
- the extent of their own involvement in offending behaviour.

These questionnaires were based on those successfully used in the DTO evaluation. The aim was for RESET workers to give the initial questionnaire to the young person while they were in custody with an envelope that they could seal once they had completed it.

Disappointingly, this strand of the evaluation was not successful. Only 31 completed feedback forms (27 for stage 1 and 4 for stage 2) were ever returned to the evaluation team. Clearly the extent of missing data and the very small sample size means that analysis cannot reliably be presented.

2.3.3.2 RESET monitoring and evaluation data

At the time the evaluation started, RESET was already collecting monitoring data on RESET participants through a spreadsheet-based system. At RESET's request, the monitoring and evaluation data collection systems were combined as it was considered easier for RESET workers to complete just one system. However, the data requirements for monitoring purposes alone were considerable in size, and when combined with the evaluation data meant that a specialist data collection tool needed to be designed, because the volume of data was too large to be collected through a simple spreadsheet system. A data-entry database was designed in Microsoft Access to allow electronic data capture from four evaluation instruments:

- **Project Entry form** – a short form containing key information about the beneficiary (name, address, gender, date of birth, RESET area and RESET worker, start and end dates of RESET involvement, ASSET ID number, PNC number), to be completed at the start of RESET involvement.
- **Beneficiary Information form** – a detailed form about the characteristics of the beneficiary, their resettlement needs and planned resettlement interventions. To be completed at the start of RESET involvement after the Project Entry form.
- **Beneficiary End form** – a detailed form about the resettlement interventions and outcomes for the beneficiary. To be completed at the end of the RESET involvement.
- **Project Activity form** – a form to collect information on hours spent by both the RESET worker and the RESET beneficiary on resettlement-related activities. To be completed weekly.

At an early stage of the evaluation it was decided that we would not collect evaluation data on the Swinfen Hall participants but would rely on monitoring data along with qualitative research methods to explore RESET implementation at HMYOI Swinfen Hall. There were both practical and theoretical reasons for this decision. RESET did not feel that the quantitative data collection instruments designed for the RESET evaluation were suitable for older RESET participants but designing a different set of instruments had not been budgeted for. Swinfen Hall was also likely to be working with RESET beneficiaries who were not all expecting to be released from custody in the near future. This highlighted a key aspect of this evaluation - that RESET was not a specific intervention that was being implemented in all areas in the same way. Both the client group and the type of intervention at HMYOI Swinfen Hall were substantively different from other RESET areas, and therefore the extent to which Swinfen Hall beneficiaries could be added to and analysed with the main quantitative sample of beneficiaries was questionable in any case. So in summary, evaluation data was not collected for Swinfen Hall beneficiaries (n=139).

Attempts were made to collect evaluation data on RESET beneficiaries in the remaining areas. It is fair to say that there have been considerable problems getting complete data on all RESET beneficiaries. There are some RESET beneficiaries for which detailed records are entirely missing. There is also, in some cases, a problem of incomplete data for records that are present. The table below summarises the numbers of data records available for final analysis:

Final number of evaluation data records	Number	Percentage of all RESET beneficiaries*
Completed Project Entry Records	213	100.0%
Completed Beneficiary Information records	151	70.9%
Completed Beneficiary End records	163	76.5%
Full set of project entry, beneficiary information and beneficiary end forms	128	60.1%
Project Activity data	138	64.8%
Full set of project entry, beneficiary information, beneficiary end forms and project activity data	94	44.1%

* We are assuming that 213 is the total number of RESET beneficiaries (excluding Swinfen Hall); so we are assuming that there are no missing Project Entry records, although there is no way that we can confirm this.

Around one in four of these 213 beneficiaries do not have a completed beneficiary information form (31%) or a completed beneficiary end form (23%). Overall, 40% of beneficiaries do not have both a completed beneficiary information and beneficiary end form. If we take account of the project activity data, the proportion of beneficiaries with a full set of data records is only 44% (94 beneficiaries).

This leaves the evaluation with two key problems:

1. A small sample size which limits the extent to which detailed analysis can take place.
2. A large proportion of missing data which introduces bias into the analysis.

The original research design was based on an estimated 900 young people participating in RESET. A sample of that size would clearly allow for some defensible statistical analysis to be undertaken. A much smaller sample size such as we have here limits the extent to which we can undertake detailed analysis, because we quickly find ourselves examining very small numbers of beneficiaries, which makes such analysis unreliable. Another problem with a small sample size is that identified differences between groups of beneficiaries in terms of outcomes need to be large before they are statistically significant.

The second problem of missing data is even more serious because of the risk of bias that it introduces into analysis¹. Generally in quantitative

¹ The problem of missing data and the bias it introduces has been widely examined and the references below are just a small number of the overall literature on this subject. Estimates from analysis that excludes cases with missing data can be biased, especially if the subjects who are included in the analysis are systematically different from those who were excluded. In most research settings, missing data is not randomly missing but is indicative of some pattern. Until proven otherwise, the researcher must assume that missing cases differ in analytically important ways from cases where values are present. Therefore, the problem with missing values is not so much reduced sample size as it is the possibility that the remaining data set is biased. It is generally agreed that as a

analysis, missing data of less than 5% of the total can generally be ignored, because even if it had not been missing, inclusion of that data would unlikely dramatically affect the overall findings. Missing data of more than 5% of the total should not be ignored, unless it is certain that the data is randomly missing and will therefore not introduce bias into the findings. The reason is that if the missing data was not missing, the results of analysis may look considerably different.

The table below shows how the proportion of missing data records for beneficiary information and beneficiary end forms varies by RESET area. This indicates that the missing data is not missing *randomly*. Throughout this report, we will report the extent of missing data and continue to warn readers that results based on data with such a high proportion of missing data should be interpreted carefully, as the extent of missing data may be biasing the results.

rule of thumb, if a variable has more than 5% missing values, the missing data should not be ignored or excluded from analysis.

Studies that have examined the extent of this bias and the dangers of simply ignoring missing data include:

Allison, P. D. (2001). *Missing data*. Thousand Oaks, CA: Sage Publications.

Little, R. J. A. and D. B. Rubin (1987). *Statistical analysis with missing data*. John Wiley & Sons, New York.

Pickles, Andrew (2005). *Missing data, problems and solutions*. in Kimberly Kempf-Leonard, ed., *Encyclopedia of social measurement*. pp. 689-694 Amsterdam: Elsevier.

Raghunathan, Trivellore E. (2004) "*What Do We Do with Missing Data? Some Options for Analysis of Incomplete Data*", *Annual Review of Public Health* Vol. 25: 99-117, April 2004.

Rubin, D.B. (1987). *Multiple imputation for nonresponse in surveys*. John Wiley & Sons, New York.

Schafer, J.L. (1997) *Analysis of incomplete multivariate data*. Chapman & Hall, London. Book No. 72, Chapman & Hall series Monographs on Statistics and Applied Probability.

Schafer, J.L. (1999). *Multiple imputation: A primer*. *Statistical Methods in Medical Research*. 8: 3-15.

Schafer, J.L. and M. K. Olsen (1998). Multiple imputation for multivariate missing-data problems: A data analyst's perspective. *Multivariate Behavioral Research*. 33: 545-571.

Final number of evaluation data records	Number of completed records	Number of missing records	Percentage missing
Beneficiary Information			
Cookham Wood	24	0	0%
Greenwich	16	11	41%
Lewisham	23	1	4%
Newham	24	4	14%
Oldham	14	6	30%
Rochdale	25	5	17%
Stockport	5	13	72%
Tameside	20	21	51%
Unknown	0	1	100%
All	151	62	29%
Beneficiary End			
Cookham Wood	19	5	21%
Greenwich	20	7	26%
Lewisham	15	9	38%
Newham	23	5	18%
Oldham	15	5	25%
Rochdale	24	6	20%
Stockport	15	3	17%
Tameside	32	9	22%
Unknown	0	1	100%
All	163	50	23%

2.3.3.3 YOIS data

There were considerable practical problems involved in accessing the YOIS data locally, and it was therefore decided that an arrangement to aggregate such data centrally should be pursued instead. The idea was that the evaluation team would access an aggregated data-set made up of YOIS material from as many project sites as could be included within the remaining timescale.

This also required a great deal of negotiation however, although the team had strong support from RESET, which in the end made all the necessary arrangements with the supplier to ensure that the data-set could be accessed by the team. Finally, in August 2007 RESET arranged for an extract of YOIS data to be supplied to the evaluators by Social Software, the designers of YOIS in August 2007. This data extract covers the data period January 2003 to January 2007 for all young people supervised by five of the seven YOTS – it did not prove possible to access data from two of the seven RESET YOTs within the available time.

There are three main segments of YOIS data available:

- Characteristics of the young person (recorded at person level);
- Offence data (recorded at offence level), and
- ASSET records (recorded at ASSET record level).

There were 144 RESET beneficiaries that originated from the five YOTs

referred to. One of these was unable to be traced in the YOIS data from the available information, but the other 143 were successfully matched. The RESET beneficiaries formed a small proportion of the total YOT caseload over the time period, as shown in the table below.

	All records (01/2003 – 01/2007)	RESET beneficiary records
Characteristics	6,966	143
Offending data	46,073	4,056
ASSET records	26,488	2,111

Results from the analysis of this data are reported in subsequent sections. There are two key data issues that should be mentioned here though. While the characteristics and offending data in YOIS seemed of good quality, we found a large proportion of missing data fields in the ASSET records.

There were 2,111 ASSET records for the 143 RESET beneficiaries. The RESET beneficiaries ranged from having one report to 56 ASSET reports each, with the average number being 15. However, most of these ASSET records were very similar to each other, suggesting that rather than completing a new form from scratch, a duplicate ASSET record was created and small changes made to that new copy. Overall, there are 205 data fields in the ASSET report that are about the young person (there are a few other initial data fields that relate to the date of the report and the person completing the form). When we compare ASSET records for individuals with more than one ASSET report we find that:

- 51% of ASSET reports were more than 90% the same as the previous report (that is, at least 185 out of 205 data fields were identical);
- 77% of ASSET reports were more than 75% the same as the previous reports (that is, at least 154 out of 205 data fields were identical);
- 95% of ASSET reports were more than 50% the same as the previous form (that is, at least 103 out of 205 data fields were identical).

Part of the reason why so many forms were similar is that many ASSET reports were not completed in full:

- 81% of ASSET reports were more than 50% incomplete (that is at least 103 out of 205 data fields were missing);
- 18% of ASSET reports were more than 75% incomplete (that is at least 154 out of 205 data fields were missing).

The level of missing data is shown in analysis in later chapters and limits

the usefulness of this data for evaluation purposes.

The second key issue is that the number of RESET beneficiaries where we have YOIS data is too small for comparison study analysis to take place. The design of this analysis had originally assumed a sample size of around 900 beneficiaries and even this would be considered relatively small for this type of complex multivariate statistical analysis. In order to create a comparison group that really is comparable to the RESET beneficiary group we would need to control for multiple factors that could affect outcomes for young people who are leaving custody. These would include factors such as age, gender, ethnicity, offence and sentencing characteristics, offending history, and family circumstances. To control for this number of characteristics is effectively a type of multivariate analysis, and such analysis requires large sample sizes to be done accurately². Added to this problem is the extent of missing data for these 143 RESET beneficiaries both in terms of RESET evaluation data and ASSET data fields. Overall, such analysis is not defensible in research terms given the small sample size and the extent of missing data.

However, the team is now considering whether other forms of analysis might allow for the construction of a comparison group, even given the problems discussed above, and whether an analysis of differential outcomes between participant and comparison groups might still be feasible in terms of providing an appropriate level of precision. We have

² The required sample size for multivariate statistical techniques depends on various factors such as the specific technique, desired power, alpha level, number and type of predictor variables (and any correlations between them) and the expected effect size. Multivariate statistical techniques that use categorical data require larger sample sizes than those using continuous data. The references below refer to a number of procedures to help decide how many cases are necessary. Consideration of the appropriate procedure for the multivariate matching technique to construct a comparison group suggests that the RESET sample size of 143 is large enough only to match on one or perhaps two simple categorical variables. Clearly given the variety of factors that can influence outcomes for young people leaving custody, this would not create an adequately matched comparison group.

Campbell, M J, Julious, S A, Altman, D G (1995) *Estimating sample sizes for binary, ordered categorical, and continuous outcomes in two group comparisons*, British Medical Journal, 311:1145-1148

Grimm, L.G. & Yarnold, P.R. eds. (1995). *Reading and Understanding Multivariate Statistics*. Washington D.C.: American Psychological Association

Green, S. B. (1991) *How many subjects does it take to do a regression analysis?* Multivariate Behavioral Research, 26, 499-510

Hsieh, F Y, (1989) *Sample size tables for logistic regression*, Statistics in Medicine, volume 8, pages 795-802

Tabachnick, Barbara G. and Fidell, Linda S. (2006) *Using Multivariate Statistics* New York: Allyn & Bacon

Walter, S. D. (1984) *Required Sample Size for Categorical Matching*, Journal of the American Statistical Association, Vol. 79, No. 387, pp. 662-667

Whittemore, Alice (1981) *Sample size for logistic regression with small response probability*, Journal of the American Statistical Association, volume 76, pages 27-32.

consulted fairly widely, and would also hope further to discuss the implications of this on a subsequent reconviction study.

2.4 QUALITATIVE METHODS

2.4.1 Qualitative data-collection 1: stakeholder interviews

2.4.1.1 Design and implementation

The interviews were conducted by telephone at two points during the study: at approximately half-way during the RESET project (July-September 2006) and toward the end of the project (April/May 2007). Many interviews were partially transcribed from tape recordings while some were transcribed from notes taken during the interview.

Potential respondents were contacted in advance with written materials informing them about the research, and about the key questions being focussed on in the interviews. This was followed by telephone contact to arrange a time for the full interview.

The aim of this strand of the research was to gather feedback on RESET from a variety of people involved with RESET both internally as RESET staff and from partners at local or strategic levels. Interviewers worked with a semi-structured instrument for capturing feedback so as to aid a natural dialogue between the interviewer and respondent. Because respondents were drawn from such a wide area, the semi-structured instrument covered many topics, but not all would have been relevant for every respondent. The interviewers therefore used their judgement in terms of which areas they explored with each respondent. Examples of the types of issues and themes that the researchers wanted to consider in the two stakeholder interviews are shown on the following table:

Initial stakeholder interview themes:

- **Nature of RESET**

RESET in principle, overall purposes, specific goals and how to achieve them, strengths and weaknesses of RESET.

- **RESET in operation**

Initial impressions of how RESET is working, whether it is achieving the goals and purposes, the main challenges to RESET working, reactions of young people and their families, any other effects of RESET (on resources, morale, client relationships, other young people etc) , how success should be judged.

- **Policy issues and the future**

Policy priorities, policy changes, overall impact, good practice messages, outlook for the project, outlook for beneficiaries

Follow-up stakeholder interview themes:

- **Involvement**

Forms and duration of respondent and agency involvement, constraints on involvement and changes over time.

- **Impact**

Respondent perceptions about RESET impact on beneficiaries, respondent's agency, other agencies or groups, and on the profile of resettlement issues both locally and nationally.

- **Key factors affecting RESET's impact**

Issues concerning timescales, resourcing, management, coordination with other programmes, clarity and focus of programme, communication, staffing issues, and relationships with young people.

- **Design and delivery**

Feedback concerning referral and assessment processes, designing and delivering specific forms of resettlement support, voluntarism, models of resettlement and workers' roles, and inter-agency relations.

- **RESET's legacy**

Issues concerning durability, mainstreaming, extra resourcing, good practice, knowledge growth in the field, monitoring and evaluation, and key practice lessons.

2.4.1.2 Sample

In order to achieve honest and frank views, respondents were assured that their interview would remain confidential to the research team. At times during this report, details of what was said have been removed or anonymised from direct quotations to protect the respondent's identity. In addition, respondents have not been directly identified but are placed into four broad groups:

1. Front-line resettlement (and related) workers

These were front line staff directly working on resettlement issues with young offenders. They were situated within YOTs or within custodial institutions. For the first phase of stakeholder interviews there were 10 respondents in this group, and 12 during the second phase.

2. Managers of front-line resettlement workers

These were people who manage the front-line resettlement workers either within YOTs or custodial establishments or for RESET (e.g. the cluster managers). These include senior managerial staff, such as YOT managers. There were 11 respondents in this group during the first phase of stakeholder interviews, and 14 during the second.

3. Local stakeholders

These respondents were involved in partnership working at the local level. They were drawn from agencies such as local police, local probation, local YOI/prisons, and other agencies related to the provision of employment, education, training, housing, or mentoring for young offenders. Some local accommodation and mentoring services were co-ordinated by Rainer staff and these respondents have been included in this group as internal local stakeholders because their role is related to the local provision of services. There were 12 local stakeholders in this group during the first interview phase, and 10 during the second.

4. Strategic level stakeholders

These respondents were in higher-level strategic positions and were involved in partnership working at the strategic level. Internal stakeholders were respondents from strategic positions in RESET (there were five such respondents during the first interview phase, and 8 during the second). External stakeholders were drawn from policy level positions in external agencies such as departments within the Home Office, the Youth Justice Board (YJB), and the Learning and Skills Council (there were eight such respondents during the first interview phase, and 9 during the second).

While there is clearly some diversity within these groups, there is also some commonality and it is hoped that these broad categories contain sufficient numbers to preserve the anonymity of respondents.

2.4.2 Qualitative data-collection 2: focus groups

2.4.2.1 Design and implementation

The evaluation team carried out eight focus groups in total, with six taking place in the Youth Offending teams where the RESET programme was running and a further two taking place in the two prison establishments where RESET had a presence. Unfortunately one Youth Offending Team was unable to attend the arranged session.

Between 8 and 10 participants were invited to each session, which lasted an average of about one hour. The focus groups took place during May and June 2007, and were facilitated by two experienced field researchers working together.

The topic guide designed for this part of the research focused on the same range of issues outlined above for the second phase of stakeholder interviews.

The focus groups were all tape-recorded, fully transcribed and then analysed using NUD*IST 6 software.

2.4.2.2 Sample

The focus groups were made up of representatives from the following groups:

- YOT workers, including resettlement, education, family support workers;
- education, employment and training workers;
- accommodation, and accommodation support workers;
- family support workers;
- Prison Service staff, and
- RAP workers (where those were present in an area).

Details are summarised on the following table:

Table - Summary of focus group work by area and number of participants

Project area	May/June 2007	
	Groups	Participants
Newham	1	8
Lewisham	1	8
Greenwich	1	8
Rochdale	1	5
Oldham	0	0
Tameside	1	7
Stockport	1	6
Swinfen Hall	1	6
Cookham Wood	1	5
Totals	8	63

2.4.3 Qualitative data-collection 3: beneficiary case studies

2.4.3.1 Design and implementation

For this part of the evaluation, we proposed initially to select a sample of 40 young people to focus on as case studies, and this sample was to have been chosen purposively, to reflect key sub-groups of young people reflected in the quantitative analysis of the monitoring and computerised participant data. More generally we aimed for a spread of case studies to include a focus on 20 young people generally, 10 young adult offenders, and 10 female offenders.

Due to access difficulties and much lower than expected throughputs at individual projects, however, this number could not be achieved. A total of 28 case studies were developed, however, and a range of data concerning each was gathered as part of the research.

2.4.3.1.1 Beneficiary interviews

Case study young people were meant to be interviewed at two key stages – once just prior to release from custody, and a second time toward the end of the community phase of their sentence.

It was not always possible to conduct a pre-release interview with each young person, however, since the “window” for conducting such an interview required a sentence length which significantly reduced the numbers available (e.g. some would not have been released until after the fieldwork period had ended, and other RESET beneficiaries had already been released by the time the fieldwork began).

Hence, the team aimed to conduct an initial interview with any RESET beneficiary where it would also be possible to conduct a follow-up within the timescale for the research, regardless of whether the young person would be in custody or in the community at the time of interview.

Initial interviews were conducted with all 28 case study young people, and follow-up interviews were conducted with 15 young people. Both initial and follow-up interviews were with a mix of community-based and prison-based young people.

All the interviews were conducted face-to-face and were semi-structured. Verbal and written assent was obtained from all respondents and from parents or others as appropriate, depending on their age. All interviews were taped, after gaining the respondents' permission. The interviews lasted on average, between 40-60 minutes in length, and each respondent was offered an incentive of £15 in the form of a high street gift voucher.

In addition to the 28 case studies we also carried out a focus group at Swinfen Hall with a group of 6 young adults known as the 'Road to Resettlement group', which was set up and developed by the RESET worker based there. This focus group explored the work which had been carried out at Swinfen Hall for the young adults, with regard to their resettlement needs on release.

This focus group was carried out by two experienced researchers using a semi structured topic guide. The session was recorded, transcribed and analysed using a specialist qualitative data software package

2.4.3.1.2 Parent/carer interviews

As originally designed, this strand of the case study work was to involve an interview with at least one parent or carer of each case study individual. In practice however, many of the young people expressed a preference that the team not approach their parents for interview, and in a few cases, parents also expressed a reluctance to be involved.

In the end four parent/carer interviews were conducted. Interviews lasted for 30-40 minutes, and followed a semi-structured paper schedule covering areas including:

- Parents' views of their child's offending;
- Views on RESET and the activities and support provided as part of the project's work, both during the custody and the community phases;
- perceptions of the consistency and continuity of support between the two phases;
- assessment of the quality and appropriateness of project delivery

- throughout;
- the extent of their own involvement in the work of the project, and communication or liaison concerning it;
 - perceptions of project outcomes in their particular case, and
 - areas where future practice might be improved.

The interviews were tape-recorded, and fully transcribed for qualitative data-analysis using NUD*IST 6 software.

2.4.3.1.3 Collection of ASSET and other data

For all 28 case studies, the team gathered as much further data as could be found, including information from ASSET forms provided by RESET staff (in advance of the team having secured full ASSET data from an aggregated YOIS data-set toward the end of the programme).

This information was used both to cross-check details about individual cases as highlighted in the qualitative data, but also to provide a stronger contextual anchor for the qualitative material.

2.4.4 Data analysis

Data analysis for the qualitative work followed a rigorous grounded theory approach (Glaser and Straus 1967) using a version of the 'framework' technique (Ritchie and Spencer 1994) adapted by the research team for use with evaluations. A framework or 'coding tree' was developed using NUD*IST6 and this 'tree' was constantly revised and developed as new themes emerged during in-depth analysis.

2.5 SOME FINAL COMMENTS ON IMPLEMENTATION OF THE EVALUATION

It is worth ending this section with a few general comments concerning the practical problems involved in managing or overseeing data-collection for a large programme of this kind – especially where effective data-collection involves the participation of a wide range of staff members who are themselves managed in a variety of ways.

It was noted above that there were ongoing difficulties involved in getting relevant data returned to the research team, and that this resulted in some serious problems concerning the quality, consistency and comprehensiveness of the final data-set. As will be seen in upcoming sections, many stakeholders did comment on issues of this kind, and more specifically on difficulties concerning requirements placed on staff in relation to the provision of information.

It is well known that the effective functioning of a programme monitoring and evaluation system requires the active co-operation of key staff

members who are required to provide details about main strands of programme activity, individual participants being worked with, and so on. The resource implications of “system feeding” in this context should not be under-estimated; routine data-provision can involve a substantial amount of time from staff members who may already be struggling to deliver on their core duties and contracts, and the fulfilment of data-collection demands might also be perceived by staff members as not furthering their own work in any obvious way (i.e., they may be regarded simply as being instructions passed down from above, which they are meant to be complied with whether or not staff members find them to be relevant or meaningful).

That “stakeholder engagement” is such a topical issue among evaluators currently is at least partly related to the fact that many large evaluations have suffered from implementation problems, which have in turn eroded the quality of their final data-sets.

In this case, an agreement was made fairly early in the life of the evaluation that central RESET staff would manage the training of staff in relation to the implementation of the monitoring and evaluation system, and would also be responsible for overseeing the day to day collection of data by designated RESET staff.

Members of the research team were responsible for the design of the system and for the analysis of data generated during and after implementation, and also played a role in initial meetings designed to introduce the monitoring and evaluation system to staff members in Manchester and London.

As the design work proceeded however, it became increasingly clear that the monitoring and evaluation system itself would be more time-consuming and difficult to use than originally anticipated due to extra requirements placed on it by the needs of funders, and also that designated staff would in some cases have difficulty in fulfilling their assigned monitoring tasks on top of what seemed poised to become a fairly heavy individual workload. Given the fact that the research team’s original budget proposal for the work was subsequently reduced very substantially to accommodate available resources, it was also clear that the team itself would not be able to oversee and support implementation of the monitoring system to the extent that they wished – and to the extent that would perhaps have allowed for a much more comprehensive and consistent final data-set.

In the end, it was not possible to “sell” the benefits of the evaluation to key “system feeders” as effectively as has been possible in other circumstances, and it is laudable that in spite of this, RESET staff were able to work extra hard to provide as much data as possible and also to assist the research team in subsequent “gap-filling”.

A key lesson for evaluators and programme designers is simply that forms of stakeholder and staff involvement in effective monitoring and evaluation need to be very carefully tailored to the exigencies of available resources and staff workloads, and key planners should wherever possible assess factors of the latter sort as part of an overall evaluation plan that is endorsed by stakeholders.

PART II – THE ORGANISATIONAL EXPERIENCE

This Part of the report focuses on the design and implementation of RESET both nationally and at local level. It outlines stakeholder views of RESET's purpose and perceived strengths and weaknesses, and perceptions of overall impact on working practices, individual agencies, and the profile of resettlement itself.

Feedback concerning RESET's impact on young people is summarised and discussed in Part III.

3 THE PURPOSE AND AIMS OF RESET

During the first interview phase, interviewers probed respondents for their views about the main purpose of the RESET programme. The overall stated aims of RESET and the strategic objectives, as outlined in the Partnership Agreement, were discussed in an earlier section. These were clearly very broad in nature and scope. One stakeholder summarised them more generally as:

(Local stakeholder – internal)

We're looking at accommodation, mentoring, work with young women, the young adult estate, influencing policy, resettlement work in the borough localities and in the YOTs. We're also looking at developing tools and means to planning coordination and workers involvement in the process. And... work with families, family interventions.

Overall, discussions with stakeholders reflected clarity about an overall general principle, but less clarity about RESET's specific aims. Positively, it is quite clear that all groups were aware that RESET was fundamentally about improving the resettlement of young people leaving custody. Whether because of the RESET name, or because of a greater awareness, this very general idea of improved resettlement was clearly understood and shared across stakeholders.

Without exception, respondents were positive about this general principle of RESET, and indicated that they thought it was an appropriate ambition.

It is clear that both at the national and local level, stakeholders, partners and workers were enthusiastically signed up to the general idea of the RESET programme – whatever they understand the specifics to be. It was felt that the project was a good idea, that the principles were positive and worthy (*"very commendable"* Local stakeholder - internal). The quotes below are typical of more general comments of this nature:

(Strategic level - external)
In principle it's a good idea.

(Local stakeholder - internal)
I think it's a great idea. I think it's doing very important work.

(Front-line resettlement worker)
Obviously, I think RESET is a really good idea and it's going in the right direction.

The general impression from respondents, and in particular those on the ground, was that *any* help in the problem of resettling young people after custody was welcome. It was a picture of professionals looking towards RESET to try to find some answers to a problem that they recognised as being fundamental in preventing re-offending, but that they (and others) had been struggling to tackle. As these stakeholders stated, it is a "massive issue" in need of attention:

(Local stakeholder - internal)
I think its very good work that's being done in principle. I think it's definitely an area of work that needs to be looked at.

(Front-line resettlement worker)
Well, I think it's an excellent idea. I think that resettlement's a massive issue for young people leaving custody. So I think that what they're doing is really good.

(Front-line resettlement worker)
Great idea. Quite shocked that is hasn't been thought of before. It's so imperative in young offending, because you have to think about what happens after, as well as before and during their sentence.

However, once we moved from this very general principle of aiding resettlement, there were fewer consensuses about the aims and objectives of RESET, which could be perceived both positively and negatively:

On one hand, it suggested possible issues with communication, shared ideals, comparability, potential problems rolling out, no common language and so on. As one senior policy maker indicated, even at the national level

within RESET, there had been a lack of clarity in thought or communication about what the project was really about and what it is meant to do:

(Strategic level - external)

My biggest problem was actually getting people to understand what [RESET was] doing. I couldn't get the same answer from two people, people were not really clear...

On the other hand, more positively, it reflected the need for RESET to be flexible to the needs of different localities and systems. To this end, it suggested that RESET (and more specifically RESET resources) may have been what was needed in that local area at that time.

Nevertheless, although not a consensus, there were clear themes emphasised by stakeholders when discussing the purposes and objectives. The responses in relation to the purposes of RESET have been broadly grouped below into six main themes:

- reshaping resettlement;
- helping young offenders;
- resource issues;
- RESET as a research project;
- influencing policy, and
- reducing offending.

Of course, many responses covered more than one of these themes and many stakeholders may well have thought that RESET at that time could or should have incorporated many or all of these elements. However, it is interesting to note that there were some quite different emphases between these themes. In particular, some themes can be considered as concerning summative or 'bigger picture' aims for RESET (for example, helping young offenders) and youth justice (for example, reducing offending), while others underlined purposes related to everyday service delivery (for example, resource issues). While it is possible that this simply reflected the everyday concern of the stakeholder (for example, front line resettlement workers may be more concerned with local service delivery than stakeholders at the strategic level), it did at that stage suggest possible tension within the project as a whole. If the different partners had different perceptions of key aims and goals, this may have suggested problems for a project which has "joined up" thinking and working stipulated as core principles.

3.1 RESHAPING RESETTLEMENT

The largest group of responses saw the primary aim of RESET as being about rethinking and reshaping resettlement strategies for young offenders.

(Strategic level - internal)

To try and deliver more seamless resettlement services for young people by doing things differently... What RESET was doing was looking at resettlement delivery and working with partners to identify what could be done differently, what could be done additionally, what could be tried that would fill gaps, join things up or make things work better.

The starting point for stakeholders was that resettlement at the moment does not work for young people, and that the project will allow workers to think carefully about how it can be improved. The project gives an opportunity to step back and consider with others – a focus for “*getting people talking strategically*”.

(Strategic level - internal)

The fundamental philosophy is a good one. The premise that resettlement practice is under-developed, poorly done and largely ignored, particularly for young offenders, is a good one, yet bad resettlement inevitably means more re-offending.

(Strategic level - internal)

I think the ideology behind it is very sound. In terms of getting people talking strategically about what needs to change in local areas, in terms of resettlement policy and practice, and getting people talking at an operation level as well, providing much more intensive help for young people at the coal face. But in practice it's really hard to do.

In particular, some stakeholders emphasised that the rethinking and reshaping gave them an opportunity to look at what was most ‘effective’ in resettlement. They felt that the purpose of RESET was simply to find out what worked in ensuring effective resettlement:

(Strategic level - external)

To make resettlement of young people more effective.

For many stakeholders, this meant that the project had to provide a coherent and sustainable model for resettlement, reshaping processes to reflect best practice. It was about working out the best process to ensure that the young people progressed:

(Local stakeholder - internal)

The overall purpose is to attempt to reshape the resettlement process for young people and young adults, their resettlement from custody, policy and practice.

Interestingly, some stakeholders both at the national and local levels felt that they could already sum up the central element to RESET's model of reshaping resettlement – engaging services at an earlier stage, and following the young person from before sentencing through to release:

(Strategic level - internal)

It's about engaging services earlier, ensuring the prison and housing staff are involved at an early stage, and making sure accommodation is in place a month before they get out and then that social care teams are engaged when they come out. It's important to cross-reference with partners as well, ensuring that everyone is on board and that people have talked to the school, assessed the need of the young person in custody, that kind of thing.

(Manager of front-line resettlement worker)

I think it's very sensible, if it can be mainstreamed I think it's the way to go. We need to be focusing on young people, starting before sentencing and working with them all the way through to license.

(Strategic level - external)

Working together and bridging that gap between custody and the community.

Thus, RESET was about promoting, and allowing local teams, the opportunity to focus on coordinating that process, through early assessment of need, ensuring support is in place and so on. By starting early, it is about planning ahead and heading off any problems for the young person:

(Manager of front-line resettlement worker)

I think it's about co-ordinating planning around young people going into and coming out of custody. It's about assessment and identifying need and trying to meet those needs prior to custody, while they are in custody and when they come out of custody. If that's done effectively, so in other words if they've got education, training or accommodation to go to, then there's less risk of them re-offending and being on the continual wheel of offending and going into custody and back out again. It's about following them through in a co-ordinated way and making sure you've got a multi-agency approach...

As the previous quotation suggests, a particularly strong theme among stakeholders (particularly at the local level) was interpreting the RESET model as fundamentally about joined up working in resettlement, as we have seen underlined in other areas of youth and children's services.

Certainly, this reflects certain statements made by RESET in their Partnership Agreement, that it *"is seeking to challenge the lack of integration between agencies, across sectors and across the resettlement process"*. Respondents commonly suggested that the aim was to improve planning and *co-ordination* between agencies to ensure the best possible support for young people:

(Manager of front-line resettlement worker)

What I think is positive is the possibility of pulling together all the threads around resettlement and co-ordinating the work, so hopefully there's a better outcome for young people.

(Strategic level - external)

It's about trying to draw together various agencies that need to work together to support young people in custody...

In the first instance, this meant ensuring more coordination between the custodial institution and local services:

(Manager of front-line resettlement worker)

To help resettle young people into the community from custody, that would be one aim, but also I think its important in terms of working in partnership with secure estate, making those working relationships so we can help young people coming out of custody.

Some stakeholders suggested that RESET also gave the opportunity to think about new ways for the agencies to work together, and that means also looking beyond the criminal justice system and statutory agencies to innovative practice with the voluntary sector:

(Manager of front-line resettlement worker)

The overall purpose is joined up working. The goals are getting all organisations across the criminal justice system to work together in a more cohesive way and to work with the voluntary sector. It's also thinking out of the box, working with voluntary sector organisations in a more joined up way.

Interestingly, both local and national stakeholders agreed about the value of such a model at their level, whether considering strategic policy or practice:

(Strategic level - external)

[It] comes out in terms of looking across juveniles and looking at how we can join up across different government departments to ensure that they have the best opportunities and to make sure they don't re-offend and have access to mainstream children's services, that they should have in any case, and we're all for that and obviously looking at how that pans across the piece in their pilot areas. It's an excellent idea and we are fully supportive of it.

(Local stakeholder - external)

It needs a case work approach, where people from different agencies can be brought together to work as a team so that issues can be dealt with by each specialism, but there is also co-ordination.

One local stakeholder succinctly summarised this whole theme of RESET helping agencies to reshape, rather than necessarily reinvent, resettlement:

(Local stakeholder - external)

I mean it's not like they're [RESET] doing anything that wasn't done before, but they're there to do it better.

3.2 HELPING YOUNG OFFENDERS

Although some of the respondents above referred to better support and outcomes for young people as part of their discussion of reshaping resettlement strategies, others gave them much greater emphasis. A substantial theme of responses about the purpose of RESET was framed specifically around finding ways of meeting the needs of young offenders. For these respondents, the focus of RESET is less about reshaping strategy, and more about finding out what works in helping young people undergoing resettlement – and then just doing it in practice. There were examples of this approach at both the national strategic level and at the local level:

(Strategic level - external)

It's about making sure resettlement occurs for young people, that they engage in their community, that their risks and needs are met.

(Local stakeholder - external)

To support the resettlement of children and young people in custody.

(Front-line resettlement worker)

It's really to just to facilitate the re-entry back into society, back into the community and just make sure it's a smooth run for the young person and just taking out some of the stress and confusion and anxiety about coming back.

Within this theme, some stakeholders were clear about what kind of support needed to be strengthened through RESET. As indicated earlier in relation to joined up working, this may focus on the narrow period of transition around release from custody. Consequently, it is about finding ways to ensure that the support is already there in place for the young people:

(Local stakeholder - external)

Of course its about stopping re-offending, but also about making sure that the support is in place for when they come out, especially in the first days or weeks when nothing was done and you'd find they'd already re-offended.

Other respondents were similarly specific, but in terms of particular gaps in service provision that they felt RESET should tackle. For these local stakeholders, the project was intended to address problems that they had in supporting their clients, and that meant webbing the gaps in provision locally:

(Local stakeholder - internal)

Well, it's about smoother resettlement for young people when they leave custody. In terms of housing, their family, you know, lives, anything like that. Anything to do with transition to work, employment, housing. It's just very, very difficult for kids when they leave custody and there's a real gap in the service there. So to have a project that actually focuses on that is really positive.

(Local stakeholder - internal)

To provide support, education, training and employment to young people in terms of helping to reduce their potential for continuing offending behaviour... And then, on an individual level, it's about supporting individual young people, with mentors and access to accommodation and those other kinds of very practical individual support for the young people... I think the key thing is that once they go to custody they tend to get dumped by the mainstream agencies so they're less likely to get the social work support that they need, less likely to get the housing support they need, all those other things, and schooling, all tend to fall by the wayside once someone gets custody.

As such, if RESET was about tackling gaps in service provision, it can be used by local stakeholders to fit in with existing concerns and priorities. For this local manager, that meant seeing the project as focusing attention on the accommodation needs of the young people:

(Manager of front-line resettlement worker)

I thought it was a very good idea, predominantly because of the accommodation needs of offenders coming out of custody, there's a real need to provide support at that point, it was an area which had been overlooked, and it was where we wanted to go in terms of the service.

For some professionals on the ground then, RESET was poised to have a much more micro-feel, concerned with tackling problems that they face every day in resettlement. For them, the project was about providing practical solutions to problems, getting help for particular clients. Essentially, RESET's purpose and its manifestation for some local stakeholders was, at that stage, simply about however the project can help at the time:

(Local stakeholder - external)

I don't have an overall view of RESET, it's a very personal view. I don't even think of RESET, I think of [the RESET officer] and whether [s/he] could be helpful with particular clients.

3.3 RESOURCE ISSUES

The previous quotation suggests that, at the local level, the purpose of RESET was sometimes seen instrumentally as being about meeting everyday needs of clients rather than delivering on some strategic aim. The local stakeholder above translated RESET at the practical level into how it is felt on the ground by the RESET worker, and how that worker might help his/her clients. Essentially, it was a focus on RESET as a resource, or, more specifically, as a way to ease resource issues. In discussing problems

in resettlement, resource issues were a recurrent theme:

(Manager of front-line resettlement worker)

Resettlement needs more resources, you need seamless through-care. It's how we and institution staff work together and how we create change in thinking, behaviours and attitudes.

(Local stakeholder - internal)

There's a huge amount that can be done around this resettlement area because it's a very under-resourced area, generally, and the young people who go into custody are generally those who get the poorest deal from the mainstream agencies.

Consequently, it is perhaps not surprising that RESET was sometimes seen primarily in terms of a solution to this problem, in the form of extra resources or the introduction of key personnel. As such, having a RESET worker was valued as much for being able to take some of the strain from local professionals as for the coordination, per se, that they provided:

(Local stakeholder - external)

It seemed like a good link. People who were being released from custody were falling into a hole and I don't think we had the staffing levels to be going visiting the prisons and co-ordinating what happens on release. It was a lot of work and I think there was a need for someone to fill that gap.

However, there was a related subsidiary theme in relation to RESET as being about resources. Several respondents felt that the project was about maximising resources in the long term, by ensuring that resettlement is more effective:

(Front-line resettlement worker)

I think it's an excellent idea, I've worked with young offenders for [many] years and I've constantly been frustrated by a lack of resources. For example, I'd have a young person come in to see me at 4.00pm, on a Friday, having been discharged that day with nowhere to go, just his bus fare... [but] the RESET way of thinking is ultimately cost effective because it is about reducing re-offending.

It is important to note, however, that this perception of RESET as being about bringing resources at the local level to tackle resettlement is contrary to the stated aims of the project. The Partnership Agreement specifically states that "*Rather than looking for solutions that will increase spending, we are seeking to work smarter within existing resources, thus allowing sustainability of practice.*"

This is a 'misunderstanding' that is not lost on stakeholders working within RESET at the national level, and seems to suggest an anxiety that the resources be used in reshaping resettlement for the future, rather than plugging gaps in the present:

(Strategic level - internal)

I suppose there are some people who would come to the table, basically because they want the resource, and tend to become over focussed on the member of staff they're going to get seconded to them rather than the big picture... When in fact, this project's about trying to learn something on a much bigger scale, about learning things, about mainstreaming lessons... And so, whilst some of the benefits of RESET are those extra bodies, it's quite difficult to keep people thinking strategically, looking to the future, looking at the lessons. They get very hooked on the actual what's happening on the ground, which is understandable... maybe you can never get the people who are at the operational end, or managing end, to see the bigger picture very easily. I think that's always a struggle. I don't think that's particularly down to RESET, I think that's a general reality.

(Strategic level - internal)

RESET should not be about bringing millions in additional funding, it's about improving practice and the process of resettlement. The idea of the programme is that the need for the workers should die, and they should leave behind them a legacy of best practice embedded into the YOTs and the way the case managers work. It's about re-engineering the process of resettlement and looking at the way in which resources are allocated to make them work in a smarter way. Additional resources should only be used when there's a hard evidence base, real evidence that there is additional need.

3.4 RESET AS A RESEARCH PROJECT

It has already been noted above, that stakeholders felt that RESET had to provide a model for resettlement which showed how to reshape policy and reflect best practice. Moreover, there was a central theme in discussions suggesting that the process of developing and disseminating that model was the real purpose of the project:

(Local stakeholder - external)

The concept behind it was to try and find a resettlement model for young people and young adults. The model could be validated and rolled out across the secure estate.

(Local stakeholder - internal)

I think the overall purpose was to develop a model of good practice for young people and resettlement... I think the specific goals are around good practice, dissemination of our learning, and developing a model for resettlement, resettlement mentoring, and kind of bringing people together, bringing different agencies together in order to create cohesion.

Even if there is not one particular model for RESET to identify, the project was seen as fundamentally about adding to the knowledge base around resettlement of young people more generally – rather than being about delivery per se. Whether as a local worker or as a national policymaker, the focus can be seen as being on the learning process, and the potential benefits of that learning:

(Strategic level - external)

We're very comfortable with the concept of RESET. I personally don't see a single model of resettlement, so the more approaches to resettlement and focus on it, the better. I'm absolutely certain there's no 'one size fits all' solution, so it fits alongside resettlement and aftercare programmes or other activities. RESET is generally a good thing because it's adding to the knowledge about resettlement.

(Front-line resettlement worker)

Apart from our role I see it as a research project which is trying to find out where the gaps are and hopefully trying to mainstream some of those findings at the end.

(Manager of front-line resettlement worker)

I think it's more of a research thing; it's not so much about practice or delivery.

For one national level strategic stakeholder in particular, this focus on 'researching' ideas and best practice, and then sharing that learning, is paramount in RESET, and ultimately, what would make it worthwhile:

(Strategic level - external)

To try and do that knitting together bit across the pathways; to test some innovative models and really the legacy end of the thing, that [is what] they should be doing most of. Not focussing too much on running it as a project, delivering benefits to the kids, but more looking at what they can establish that has lasting value and we can sort of go hunting for more money or support to develop further. Sort of testing innovative models, and then that being the main game, the sort of evaluation and testing of that, rather than running a scheme, because otherwise, it's an expensive way to run a scheme if that's all we're doing.

Several elements of this learning process were highlighted by participants when trying to describe the principle or purposes of RESET. In the first instance, to some, RESET was about being able to try and test out new ideas, about experimenting with 'what might work' in resettlement:

(Strategic level - external)

I think the overall purposes were around identifying some areas that we figure might be a good idea in terms of resettlement and then going and having a go at them, saying, 'well, yeah that works but that didn't work'...

Admittedly, that view was more rarely heard from local workers at the coalface, who may have prioritised coping over such experimenting. To others RESET was fundamentally about gathering the evidence of 'what works' in practice by having the opportunity to focus closely on resettlement.

(Front-line resettlement worker)

In principle I think it's an excellent project and that's why I applied to work for them. Considering the recidivism issues we have in this country, with young people, then resettlement needs to be closely supervised and work needs to be gathered on evidence and practice. So, yeah, in principle I think it's a great idea.

Part of that focus on resettlement was about 'operationalising' what is already thought to work with resettlement, by having the opportunity through RESET to see how to convert some of these ideas into practice:

(Strategic level - internal)

It's basically to develop the evidence base for effective practice in resettlement, or further develop the evidence base, because there is quite a lot of evidence already, but it's about, actually, 'how do you take that and operationalise it?'

Similarly, the focus for others was on the sharing of the learning – mainstreaming to ensure all that the RESET experience informs future policy and practice.

(Local stakeholder - internal)

There's a delivery element of it as well in the pilot boroughs, but really the objective is to, sort of, mainstream the learning that we develop in mainstream policy and practice.

There was a subsidiary theme that saw this learning process more explicitly in terms of an actual research project – and more specifically an 'action research project'. Typically, action research is a reflective process in which participants examine their own practice systematically and carefully in their own environment, usually with the intent that the research will inform and change practice in the future. It would seem, therefore, that some stakeholders saw RESET as a reflective process, but were particularly looking to the project to change and improve their own practice:

(Manager of front-line resettlement worker)

I think as a piece of action research it's all very positive, it all depends on how it's done really.

(Front-line resettlement worker)

It's a mixture. What I always say to people is that it's kind of action research because the end result... is we want to mainstream this ... work Yeah it's a bit of a mixture, I mean... providing a service for young people and their families, but at the same time, it's about promoting the need for this and trying to get people that have the resources to continue it after the life of RESET.

(Manager of front-line resettlement worker)

I describe it, because this helps me get my head around it, as a piece of action research which hopes to leave behind improved resettlement practice and strategy and mainstream the best of the activities that we've carried out. I think our goal is to raise the profile of resettlement really hopefully nationally by delivering some good practice and turning that into a model that is transferable and mainstream-able.

3.5 INFLUENCING POLICY

Some respondents (including respondents with strategic positions in RESET/Rainer) chose to emphasise the primary role of RESET as influencing policy, both nationally and locally:

(Strategic level - internal)

We can't build Rome in two years, and I suppose the overall goal is to raise the level awareness at senior, at strategic level and on the shop-floor of the urgent need for key players to work together, to look at the resettlement issues and to collectively look at ways to prevent these young people from re-offending and going back into custody.

This manifested itself mainly in terms of raising awareness of resettlement issues for young people. Stakeholders felt that the problems of resettlement were so great that the project was needed precisely at this time:

(Strategic level - internal)

I think it's really opportune, much needed and an opportunity to influence policy.

(Front-line resettlement worker)

Well, ... promoting resettlement of young offenders in general, as in raising awareness that it is an issue that needs to be looked at and needs to be dealt with on a higher scale than it is.

At the national level, RESET was seen as an important implementation in sending key messages to government about resettlement. In particular, the project could raise awareness of the importance of some of the issues raised in sections above, such as early focus on resettlement and joined up working:

(Local stakeholder - internal)

As I see them, to try and actually implement, not just the project, but overall to actually influence change in policy about young people coming out of prison...It's about informing policy at national level around resettlement practice, that is, seamless resettlement transition, kind of at the pre-sentence stage right through to the end, right through; that's how I understand it

It was also seen by some as part of the wider reductionist agenda, pointing out to policymakers the problems that result from locking up children, and the struggle to reintegrate them effectively afterwards so as to 'prevent offending' :

(Manager of front-line resettlement worker)

I think its overall purpose is probably to try and influence the national agenda around resettlement in its widest sense. So trying to influence the reduction in the use of custody as a starting point. But then also improving outcomes for young people through the whole sort of journey of resettlement. I don't think that [reducing the use of imprisonment for young people] is their key aim, but I think that's encompassed in their broader objectives around making the resettlement outcomes better for young people and in order to do that, really, the bottom line is that we need to reduce the use of custody so that we have a manageable number of young people in that system in the first place.

Conversely, there were those who also saw RESET as raising awareness and influencing policy at local level – increasing the profile of resettlement work:

(Manager of front-line resettlement worker)

I think that resettlement has been a bit hit and miss. It's not particularly been top of YOT or YOI agenda and I think RESET's attempt to make it that is a good thing.

It was also recognised in some quarters that one of the real strengths of RESET could be the mixture of good practical and strategic work on the ground, with the ability to raise awareness and influence policy:

(Manager of front-line resettlement worker)

I think actually RESET in principle is a really good combination of strategic work around resettlement and trying to influence the national agenda.

Positive at this stage, a government agency respondent was optimistic about RESET's ability to fulfil this perceived purpose, and influence future national policy:

(Strategic level - external)

I think RESET in principle is a wonderful idea. We here at the [Department] are all for trying to find out what's going on in terms of resettlement and it will be interesting to see, as with any pilot project, what actually comes out of it. I know that ministers are very, very interested in resettlement, both for adults and juveniles, so hopefully this will be able to inform future policy. We are keeping a close eye on it and even though we haven't been to that many meetings, we do see the feedback and we do see the minutes and we are closely involved.

3.6 REDUCING OFFENDING

Given the youth justice system's overall aim of preventing offending (since the Crime and Disorder Act 1998), it is perhaps not surprising that many respondents saw reducing offending as central to the purpose of RESET. In this theme, the aim is the end goal of keeping these young people out of trouble – and all other objectives, such as better joined up working or disseminating findings, are subsidiary elements:

(Manager of front-line resettlement worker)

Specific goals would be I would say... significantly improving outcomes for young people who are sentenced to DTOs or other custody; improving the coordination of services around resettlement and I guess they've got the overall aim, as we all have, of reducing re-offending by young people.

(Strategic level - external)

Hopefully the long term gain will be economic, it will hopefully reduce offending and create change for the better in people whose lives have been chaotic and as a result have drawn heavily on the public purse in the process.

Resettlement is correctly identified as a critical stage in young offender's pathways, and RESET is seen as an attempt to affect positive change at that point so as to prevent re-offending:

(Local stakeholder - external)

Well, it's around trying to break the spiral. It's about trying to interject at a point in time and use other interventions to actually stop it happening in the future, other than by using offender punishments, and that's why I see it as being quite effective.

(Front-line resettlement worker)

Well, as far as I'm concerned, I think it's about reducing the number of people returning to custody... trying to look at their resettlement needs and trying to bring the whole package together... It's just about trying to put people on the right path and hopefully they'll take the choice to follow it on and not go back into custody.

Moreover, there is a sense that this is the default setting for workers when they are slightly unclear about a 'specific goal'. Of course, this may suggest that that overall aims or principles about RESET are not always getting through to all stakeholders:

(Front-line resettlement worker)

We're never really given a specific goal, but the goal, tacitly or otherwise, is to reduce re-offending rates by young people....Reduce re-offending by putting together, and putting in place, appropriate and effective interventions for young people.

3.7 SUMMARY

This section has been concerned with exploring stakeholders' initial understandings of RESET's purpose and aims. Respondents emphasised six main purposes of RESET: to reshape resettlement practices; to help young offenders; to plug resource gaps; to learn from the research basis of RESET; to influence policy; and to reduce offending.

Overall, there was a consensus among all groups of stakeholders that the very general principle of RESET tackling resettlement issues is a good thing. It is seen as a timely project, crucially (if over-ambitiously) addressing a major area of concern. It is important on the ground now and in influencing policy and practice more widely. Beyond that general principle, however, the aims and purposes of the project were felt by many to be rather unclear. This resulted in a sense of RESET being 'all things to all people', and suggested that the project did not have a common or shared sense of direction, or operationalisable end goals.

4 RESET IN PRACTICE

This section focuses more specifically on the design and operation of RESET, beginning with a description of RESET activities and organisation in each of the project areas, and of worker's roles.

Separate sections on perceived strengths and weaknesses of the programme are included, followed by a summary of feedback concerning RESET's impact on working practices, participating agencies, and the profile of resettlement.

4.1 THE IMPLEMENTATION OF RESET AT LOCAL LEVEL

The RESET project operated in seven local authority areas, three in London (Newham, Lewisham and Greenwich) and four in the North West (Rochdale, Oldham, Tameside and Stockport). In addition, there were concurrent projects in two custodial establishments: HMYOI Swinfen Hall in the West Midlands (which is working with young men aged 18-25) and the Juvenile Unit of HMP Cookham Wood (which had 17 places for 15–17 year old girls).

In terms of staff working directly with young people, there were various front-line roles:

- In each of the seven YOTs there was a full-time RESET worker³;
- At HMYOI Swinfen Hall, there was a full-time Resettlement Co-ordinator based on site (since October 2005);
- At HMP Cookham Wood, there was a Family Interventions worker (since April 2006) and an Employment Training and Education (ETE) worker (since August 2006) based on site;
- There was a community-based Family Interventions worker for the London YOTs who took referrals from the three RESET workers (since April 2006), and
- There was also a community-based Family Interventions worker taking referrals from the RESET workers in the four YOTs in the North-West. However, while this post was staffed between April 2006 and September 2006, the post became vacant.

These front-line roles varied in terms of their remit and style of working and this was a deliberate part of the RESET design to respond to local need and explore different ways of working:

(Strategic level - internal)

To be honest, [RESET] tried to do it in a few different ways, it was quite flexible, I think, so it depended on what local need was. For example, what it was putting in at [HMP] Cookham Wood was different to what it was putting in with the YOTs in the North West or the YOTs in London, or with young adults at [HMYOI] Swinfen Hall.

The YOT based RESET worker role is discussed in some detail in a following section, but the implementation of the other front-line RESET roles will first be considered.

4.1.1 Swinfen Hall

At HMYOI Swinfen Hall the Resettlement Co-ordinator worked with all young people in the preceding months before their release, co-ordinating resettlement initiatives and resources. There were around 620 men in the prison, aged 18-25. Around 45 of these were serving a life sentence with many others serving lengthy sentences. Around six to ten people arrive and are released each week.

³ Although not all of these posts were staffed continuously during the programme.

Interviews with staff suggested that there was a lot of backing at senior level within the establishment for resettlement initiatives. Key initiatives included:

- the 'Road to Resettlement' Group of around eight young men who have designed a questionnaire to find out what prisoners think should be included in a resettlement booklet. The questionnaire was piloted and revised, 615 questionnaires were distributed with 239 questionnaires being completed and returned. The group have been analysing the questionnaire. They have successfully applied for 'Big Boost' funding to support production of the booklet.
- A LSC-funded pilot of training programmes (fork lift truck and first aid courses) were found to be successful and will now be offered to further prisoners.

Mentoring arrangements were in place with many referrals made and ongoing relationships in place. A Mentoring Co-ordinator for the prison was also being recruited by New Bridge. Relationships were developed with three Birmingham mentoring providers, and training was provided for mentors.

Other resettlement initiatives (not necessarily part of RESET) involved attempts to engage outside organisations and families in the life of the prison. For example, there is a community links forum which gives the opportunity to talk about problems and joint initiatives. There is also a visits focus group where families can identify areas of concern that they want to be addressed; and families are brought in routinely for an induction.

4.1.2 Cookham Wood

The Juvenile Unit of HMP Cookham Wood has 17 places for 15–17 year old girls. The two RESET workers at the establishment worked with all (or the majority) of the young women in the Unit with each worker being responsible for a particular area of resettlement. The ETE worker focused on arranging and co-ordinating suitable training, education, employment and voluntary work opportunities for the young women. The Family Interventions worker focused on the young women's relationships with family members by rolling out a social support model that engages the young women with their families. Within the Unit, there were also two staff members of the Medway YOT service who case-manage the young women. Because of the relatively small number of young women involved and the close contact over a period of many months, the RESET workers were able to build close relationships with the young women and work intensively with them. They continued this support into the community for a short time to ease the transition.

Roles like these are extremely rare within custodial institutions and both RESET workers were able to describe very positive outcomes for the young women with whom they had been working (see further below).

4.1.3 Community-based Family Interventions work

The idea behind the two posts was to provide a specialist family mediation service that RESET beneficiaries could access by being referred to by their YOT-based RESET worker. The Family Interventions worker could then visit the young person in the custodial institution and set up the service from there.

In practice, it is fair to say that there were some initial difficulties in working this way and numbers of appropriate referrals were initially very low. One problem may be that this approach requires the RESET worker to 'sell' the idea of family interventions work to the young person who may not appreciate the value of such an intervention and/or be reluctant to meet with someone they do not know. One recent change of approach has been for the London Family Interventions worker to accompany the YOT-based RESET worker to the initial YOI visit with the young person.

Despite the slower start to this service, it is clear that the staff involved continue to have a flexible attitude that is part of the more general 'learning what works' approach that RESET embodies.

4.2 THE RESET WORKER ROLE IN THE YOTS

The majority of RESET front-line roles were based in the YOT as a primary aim of RESET was to increase the focus within the YOT on resettlement for young people leaving custody. This focus on resettlement starts from the very outset of a young person's custodial sentence⁴:

⁴ The Detention and Training Order (DTO) sentences a young person aged 12 to 17 years to custody. It is given by the courts to young people who represent a high level of risk or have a significant offending history or are persistent offenders. The length of the sentence can be between four months and two years. The first half of the sentence is spent in custody whilst the second half is spent in the community under the supervision of the YOT. The court can require the young person to be on an Intensive Supervision and Surveillance Programme (ISSP) as a condition of the community period of the sentence (Source: Youth Justice Board).

(Front-line resettlement worker)

The DTOs are referred to the YOT officers and then I check what's come through, whether that person's suitable... Then I ring the YOI, just book an appointment. I explain who I am, what I'm doing, what position I hold, book an appointment, go and see the young person...

The idea was that the RESET worker would meet the young person while in custody, assess their resettlement needs, and then start to co-ordinate resources from different agencies to have a resettlement plan in place before release:

(Front-line resettlement worker)

Instantly, the minute they're handed a DTO and I've found that they're suitable for RESET, once I've met them and I've assessed their needs, I do my best to bring in the various different agencies to meet those needs. So they know, as soon as they come out into the community, they have a clear picture of what they'll be doing. Understanding that I've been working on their behalf and there's various appointments already set up, so everything else should flow.

There was to be an emphasis on designing a holistic package for each individual young person that may encompass various aspects of resettlement such as accommodation, employment, education, training, family intervention work and mentoring:

(Front-line resettlement worker)

We tailor-make each young person's package individually to them... we can be quite flexible, quite creative in the service that we provide.

4.2.1 The benefits of a RESET approach

Interviews with front-line staff throughout the evaluation indicated that there were clear benefits from the additional focus on resettlement that RESET brings. Specialising in one area allows the RESET worker to develop expertise and continuity around resettlement that enhances relationships with major players and decision-makers in the relevant agencies and enables strong links with service providers:

(Front-line resettlement worker)

I think the role itself is good because you've got one person mainly dealing with all prisons and resettlement and all the different agencies, so your links build up and become stronger. They get used to dealing with just one person and you get an idea of the ways that different agencies work.

(Front-line resettlement worker)

Having one [RESET worker] in charge of the majority of custody cases means that they can specialise. That means they can develop the links with specific agencies around resettlement and develop a rapport so that makes your job a lot easier. It's all about specialising, because knowing what you are doing makes it a lot easier.

Furthermore, the extra RESET resources within the YOT usually meant smaller caseloads overall and when combined with the growing expertise of a specialist role, this increased the impact of the work. According to one RESET worker:

(Front-line resettlement worker)

In terms of added value, having someone who takes the custody cases, it frees up their time to work more with young people. If people get smaller case loads then their effectiveness is going to improve... I think the fact that you've got a resettlement based [worker] having a specific rather than a generic role, people are designated to one position, they can achieve more because they can get expertise in their area. It's about developing the links in the right areas rather than being a jack of all trades.

Another RESET worker explained how RESET had encouraged positive relationships and more intensive work with young people released from custody, and a manager also commented on both lowered case loads and increased scope for more intensive work:

(Front-line resettlement worker)

What it has meant for me is that if a young person comes in, no matter what the problem is I can spend time with that person, two, three hours if it takes that long. I can spend time and build a relationship with the young person because my caseload is much lower, my supervisor won't allow my caseload to go above ten at any one time.

(Manager of front-line resettlement worker)

What both RESET and RAP brought was the ability for the workers to have lower caseloads and so they could work more intensively with the young people and have more time and more quality interventions. I suppose at the moment the average case manager is working with fifteen, maybe at a maximum, twenty cases, which is manageable. Without RAP and RESET we'd be up in the thirties and the RESET worker has been able to take some of the court responsibilities.

This in turn led to a higher level of planning and contact with the client group. The specific nature of the RESET worker role focusing on resettlement needs enabled objectives in a young person's case plan to be met, which might otherwise be overlooked. One manager commented:

(Manager of front-line resettlement worker)

I think to have a specific resettlement worker, or probably a team, is quite useful. You develop a specific role, there's something about coming out of custody that you need a special worker. When I had a mixed caseload the DTOs were the easy ones that you just plodded along with whilst you were doing all the interventions with the community orders. There is a tendency to forget about the ones who are in custody, because you are busy.

Another manager commented on how the RESET role had been incorporated into a wider resettlement team within the YOT and the benefits that had brought, in particular the intensive nature of the work:

(Manager of front-line resettlement worker)

RAP and RESET are pretty similar in lots of ways and we wanted to have a resettlement team right from the outset and integrate the work so we had a cohesive team... Our workers spend a lot of time with these young people, two, three, up to four hour sessions and we use sessional workers to do weekend work as well; we keep the contact time high. I don't think it's any coincidence that we are getting feedback from the young people that they are really getting on with their support worker and it's making a difference. It's the time spent with the young people, working with them around their interests and benefits, housing, all the generic work that needs to go on. And the worker having the time to build the relationship, I can't stress that enough.

4.2.2 Co-ordinating role versus case management approach

While the general remit of all the YOT-based RESET workers is the same, there was some variation in how the RESET worker role was implemented in different YOTs. In some YOTs, the RESET worker took on a specialist coordinating role. Under this scenario, the RESET worker will work with other YOT staff such as the young person's case manager, and where available and appropriate the RAP team, but will concentrate on arranging and co-ordinating resettlement resources. The RESET worker will tend to work with many clients but does not have the statutory responsibilities of managing a caseload⁵.

Alternatively in other YOTs⁶, the RESET worker had a normal case management role within the YOT, but one that was usually based around case-managing young offenders who were all serving custodial sentences. This enabled them to specialise in resettlement issues, but still required them to fulfil case-manager responsibilities. In addition, if there were more custodial cases than could be managed by the one RESET worker, other YOT workers needed to manage some of the custodial cases, which meant that not all RESET 'beneficiaries' would work directly with the designated RESET worker. Of course, this was sometimes the case under the specialist co-ordinator role as well, depending on the number of custodial cases, but because the co-ordinating role is free from case management responsibilities, they had more time to focus directly on resettlement.

⁵ This style of working was being implemented in the Newham, Lewisham, Greenwich and Rochdale YOTs. Three of these YOTs also had RAP funding (and hence RAP workers), the exception being Greenwich.

⁶ The YOTs that operated primarily with a case-manager role for the RESET worker are Stockport, Oldham and Tameside. Oldham and Tameside have RAP funding as well.

Some stakeholders specifically discussed the differentiation in the RESET worker role across the pilot areas and how this might impact upon service delivery. Although it was acknowledged that at this stage, it might be too early to presume, concerns were expressed about the case-manager role in terms of how resources were being used:

(Strategic level - internal)

I think that in some areas, in a couple of areas, RESET workers are acting as case managers... and I don't think its working very effectively there to be honest.

(Strategic level - internal)

I suppose that's OK if the case manager is solely working with young people who are coming out of custody, I can see the rationale, but... if you work in that way what do you do when the funding ends? If you go back to your original complement of staff do you also go back to your original working practices? There may well be fantastic reasons to work in that way, but that's all part of the research, it depends on the outcome, if they get results then that's great.

(Strategic level - internal)

Well, I'm not fixed on one model, if it works that's fine, but the worker shouldn't be merely another resource, doing the same work, the worker should be an addition to the work of the YOT. It could be positive or negative, we'll have to see.

The last two quotes acknowledge that one advantage of the differing approaches to the RESET worker role is that it allows for learning to take place. As this respondent noted, this learning will be a key finding for the project:

(Strategic level - internal)

I think one of the lessons from the programme is about roles. I think it was difficult to establish the role of the RESET workers and be careful about stepping on case managers' toes. It was about how best to support the resettlement process.

In terms of front-line feedback it does appear that those working directly with young people preferred the co-ordinating role. Some of those workers who had incorporated the RESET brief into their case-manager role explained that this model had led to a lack of focus for the RESET agenda. Attempting to combine the two roles had led to a caseload so large that some workers were overwhelmed by the level of responsibility. One worker explained the inevitability of the RESET work being absorbed into other YOT casework:

(Front-line resettlement worker)

I think the hardest thing I've found is case managing and doing the resettlement role. I think the way [another YOT worker who has a specialised RESET role] does it, where [s/he] can work in a support role to other officers and just focus on the resettlement I think that might work better. I think it would be better to be able to focus on the resettlement rather than fire-fighting the case management on a day to day basis. I find I have hardly any time for the resettlement side of things sometimes.... I think if you were to ask any of the young people who their RESET worker was they wouldn't know.

Managers also acknowledged the difficulties faced by those mired in statutory work:

(Manager of front-line resettlement worker)

...That (heavy workload) may have happened because of the strains on YOTs. When you've got a body there it's tempting to give them cases.

(Manager of front-line resettlement worker)

Whilst [the RESET worker] has done a lot of face to face work with the young people, [s/he]'s not been a case manager and that can free people up to do other work. [S/he]'s been able to engage with young people over and above statutory requirements. Case managers are mired in their statutory work, its very difficult for them to go out and develop, for example, accommodation resources, they haven't got the time. They are not just working in resettlement they are working across the board. So we've used RESET to look at areas that we need to develop like accommodation for young people coming out of custody, like training and employment, and [s/he] developed those resources in conjunction with young people coming out of custody who had those specific needs, so that kills two birds with one stone really.

So the co-ordinating role seemed to allow the RESET worker to spend more time with the young people enabling the allocation of services effectively with a significant impact. One RESET worker said:

(Front-line resettlement worker)

I do have a lower case load than other officers and I can spend more time with them than I would normally, so they see me maybe three times a week instead of once or twice, so they are getting a bit extra. I think for some of them I've been able to go with them to interviews or a hostel which the other officers might not have had time to do.

Finally, it is worth noting that the models of working summarised above also changed over time, and in practice did not always conform to the ideal-typical accounts described earlier. In one area which was claimed to exemplify the "case manager" approach, it was clear that in practice the work was not delivered in the same manner that we would expect in non-RESET YOTs, for example:

(Front-line resettlement worker)

I think it's taken the pressure off a bit in terms of the number of cases they have to deal with. Possibly there is a bit more support on the more delicate cases, for example when you have a case that's a DTO now there is an initial assessment where they decide if it goes to a case manager or if it would be suitable for RESET and things like young people who have got housing issues or problems with support those cases came to me, so that was better for them. I think where the officer would love to be able to do that they just weren't able to provide that level of support because they are holding over thirty cases, whereas I was holding twenty-five or twenty-six and many of my cases are in custody which gave me more time to plan and give support, so it didn't seem like I was under as much pressure. At one point I only had one young man out in the community and he really benefited from the time I was able to give him. I've really seen a difference with him; he is making great changes because of the time I was able to spend with him at that point. With RESET you are just holding one specific kind of order and that makes it easier for you to get your head round it. Its a lot better because then you are not thinking about what National Standards says about this or that order, you know exactly what is expected on DTO cases because that is what you deal with all the time.

In cases of this kind, the relevant RESET worker was not simply taking a portion of existing cases away from other case managers – an internal case selection process was clearly in operation, which saw only "suitable" RESET cases doled out to the RESET worker. In other areas such selection was sometimes also based on particular sub-groups of cases – such as those with particularly high needs for example, or with very specific needs (e.g. accommodation) that the local RESET worker was in a good position to help address.

4.2.3 Lack of clarity

References to stakeholder's perceptions of a lack of clarity around the RESET worker role have been made at a number of places in this report. For some, it was this lack of clarity at the outset that had led to the different styles of working. One manager said:

(Manager of front-line resettlement worker)
Maybe it would have worked better if the worker had been employed more like the RAP workers and not as a case manager. I think it would have been better if Rainer had been clearer from the outset what they wanted the worker to be. Because they weren't clear we took the worker on as a case manager, who does about two thirds of the custody cases. The lack of clarity meant we could interpret the worker's role as we liked.

This lack of clarity about the nature of the RESET worker role seemed to have continued past the early implementation stages, at least for some people. One resettlement worker remained confused by the requirements of the role a year into the project:

(Front-line resettlement worker)
The difficulty was in the job spec, and that sort of thing, there was very little defined information about what my role was going to be. To this day I would find it very difficult to tell you what my role was and in fact whether I'm doing what was intended. I think the... resettlement workers... have been doing very, very different things. I kind of seem to fluctuate between being in a coordinating role into being in a support worker role, so yes, I think I have become a bit jaded, by lack of clarity really.

Although RESET was usually seen as a valuable resource, when the service is not clearly defined as a resettlement resource with its own identity, as one YOT manager explained:

(Manager of front-line resettlement worker)
...the feeling was that the RESET worker was merely another case manager.

The lack of clarity during the implementation stages of the pilot phase for RESET undoubtedly had an impact upon service provision. Although some of this may have resulted in some negative responses from those interviewed, it is evident that the style adopted during the implementation period has allowed for a high level of autonomy and discretion for those responsible for the RESET agenda at a local level. The emergence of different models of practice developed due to a flexible approach to the

implementation process by the lead partner. This flexibility encouraged each pilot YOT to introduce the RESET programme into their service in line with their own working style, adapting it to the needs of their organisation.

However, this approach left some resettlement workers feeling unsupported and confused regarding their role within the new structure. Furthermore, the national policy agenda for the resettlement of young offenders has implications for the delivery of resettlement services at a local level. The RESET workers expressed an awareness of the sometimes competing local and national agendas in existence. One manager commented:

(Manager of front-line resettlement worker)
There a real danger that [the RESET worker] can be absorbed into the work of the YOT and I still think it's a difficult role for them to take on... I think it's difficult for people to understand what their role is, I think it's a difficult one to sell to YOT workers because they think 'what is resettlement and how is it different to the RAP workers?'

Another worker explained the dilemma facing some of the front-line staff in terms of different agendas:

(Front-line resettlement worker)
There are weaknesses coming into the YOT, everyone has got their own agenda, Rainer have got their own agenda as to what they want me to do and the YOT have their own agenda as to what they want me to do, and there's someone in the middle who is me and I have to try and bend to their way...

4.2.4 Voluntary versus statutory engagement

Another problem identified with RESET workers taking a case-manager role is that there is a basic contradiction between the statutory basis of case management and the voluntary nature of RESET. Case management involves ensuring that the young person meets the conditions of their supervision and could result in them being returned to custody if they are found to be in breach of these conditions. In contrast, RESET aimed for a more client-centred approach which encourages the young person to engage directly in planning their resettlement. The voluntary nature of the work carried out by the RESET workers enabled them to develop a rapport with the young people they worked with. This rapport was developed at least partly because the young people had opted to attend for themselves, they have made a conscious decision to meet with the resettlement worker and discuss their needs. Where the RESET project was run using the co-ordinating role model the voluntary nature of the work remained unaffected:

(Front-line resettlement worker)

The people coming to me have a choice, they can choose to use the service, because obviously RESET is supposed to be voluntary, but you can't fulfil the same role if you are case managing.

One resettlement worker gave an example of how such an approach resulted in a different response from the young person:

(Front-line resettlement worker)

...he was very open to what I do. He didn't see me as a YOT worker, he saw me as a resettlement worker, so it was completely different and I was there to just help him and sort out his issues.

However, there were RESET staff working within the case-management model who have highlighted the difficulty facing them if they were required to work within the parameters of national standards:

(Front-line resettlement worker)

I think there are problems with the case management position for the simple reason that if you were to go up to a young person who I was working with and ask them 'what's your RESET worker done for you?' They would probably say 'Who's that?' Because I'm their Case Manager, which also means it's not voluntary, whether they like it or not they have to work with me.

4.3 STRENGTHS OF RESET

During both stakeholder interview exercises and the focus groups, respondents were asked to comment on what they saw as being the main strengths of RESET. Responses were varied and so, for the purposes of clarity in this report, the issues raised are presented in six main themes:

- commitment/quality of staff
- extra resources
- changing resettlement for young people
- partnership/stakeholder working
- raising awareness/influencing policy
- research nature of project

Once again, individual stakeholders may (and did) draw on a number of these themes when describing the strengths of RESET:

(Manager of front-line resettlement worker)

So that's what it gives us - more resource, greater priority for young people and increased awareness and PR.

(Strategic level - external)

Well, in theory at least, then the partnership, the sort of shared agenda, having the time and the cash to try out something different on resettlement rather than just scraping together what can be done on existing resources. I think the fact that they've got serious dosh behind them is a strength. They've got good people, you know, a good team.... And I think the fact that it's voluntary sector is a bonus too because they're smaller, leaner and hopefully they can move a bit faster than government could if this was being run as a government project.

There is some cross-over between these themes and those coming through when discussing aims and purposes. This can broadly be seen as positive. It may suggest both that stakeholders saw the perceived aims of RESET as useful and as strengths, and that the benefits of these aims were being felt by stakeholders positively.

4.3.1 Commitment/quality of staff

The staff working for RESET being cited as a strength was a common finding from interviews with stakeholders from all agencies. This centred around both the perceived quality of the staff (organisation, focus etc) and their commitment. Certainly this staff commitment seems to be reflected in the very positive comments made by local and national internal staff discussed so far. It is also worth noting that the praise for staff extended to both the national support team and to local workers.

The national support team were seen as committed, focused, "on the ball", and believing in what they were working towards. Importantly, this is felt by workers at the front line:

(Front-line resettlement worker)

I think as a whole, as an organisation, I think the people that run it are pretty clued-up as to what needs to be done, they're quite insightful. And they're quite focused, that's a good thing. Whether or not they manage to achieve stuff is something else but kind of 'hearts in the right place' stuff.

Similar comments suggest a consensus with local managers, national policymakers and senior managers of the support team itself:

(Manager of front-line resettlement worker)

I think the strengths are some of the staff; there's some incredibly committed staff who are working incredibly hard to make it work.

(Strategic level - external)

Commitment of individuals and the team running it. There's a high level of political backing. The aim was absolutely spot-on...

(Strategic level - internal)

I think obviously a good, focused central team, level of commitment and willingness to get on and do the job; I would say that's a strength, a good team here...

One policy maker highlighted how, ironically, dealing with the lack of clarity and consistency about overall aims and practices of RESET has underlined just how committed the staff have been:

(Strategic level - external)

You've got some incredibly gifted people working in that team with a lot of experience ... an awful lot of experience... the strength has been the tenacity of people to keep on pushing on even though they weren't quite sure what it was doing, so people have held fast, only two people have left. Everyone else has kind of hung on in there as it's dawned on them that this wasn't quite what they thought it was which, for me, has been quite remarkable.

Moreover, RESET staff at the local level were also noted as a real strength to the project. Local managers were quick to point to the importance of having a good resettlement worker on the ground:

(Manager of front-line resettlement worker)

I also think a strength is the quality of the worker, the worker we have is excellent. I mean this may sound a little bit obvious, but the worker has to be able to engage the young people, to get them interested and that's not always the case with workers.

(Manager of front-line resettlement worker)

It's been useful for us and we've been quite fortunate because we've got an extremely good worker.

There are several important messages from the emphasis placed on staff as a strength of RESET. First, it is a reminder from previous research and evaluations in youth justice of the central importance of personnel to practice, particularly innovative practice – requiring people to champion the cause enthusiastically and relate to clients. Second, it underlines the

strength of feeling towards resettlement being a critical issue in youth justice, and professionals' commitment to solving that issue. Third, it highlights the importance of ensuring that clear models, processes and best practice guidelines are available to fill the support gap in case the appreciated central support team are withdrawn with mainstreaming.

4.3.2 Extra resources

The discussion above has already highlighted that, given pressures on the staff on the ground, local stakeholders sometimes saw RESET as primarily about providing the resources to allow them to tackle resettlement. It has also been noted that this is somewhat in contrast to the stated aims of the project as looking for sustainability of practice within existing resources. Consequently, it will be no surprise that for local managers, the extra resources provided by RESET was commonly felt as its main strength:

(Manager of front-line resettlement worker)

The biggest plus has been having the worker, it's a significant resource. I also think it's continued to highlight the issue of resettlement to the YJB, puts it on the agenda really.

(Manager of front-line resettlement worker)

A lot of what we do is dependant on finding the resource to do it so RESET was an opportunity to increase the resource levels of staff to work with young people and oil those resettlement wheels. So it was an opportunity.

(Manager of front-line resettlement worker)

RESET has been a godsend to us really, it's been invaluable, we find it hard to attract funding because of the nature of the area and as a result it's been a real boost to the YOT but also to the local authority, people have been very positive about the project.

Local stakeholders also commented on the effect that additional resources had on the overall support package for young people.

(Local stakeholder - external)

In terms of developing a model of resettlement... our model was already good but RESET funded a gap to make it better.

Worryingly in terms of sustainability, some local stakeholders made it clear that such resettlement work would not be possible without the worker resourced through RESET:

(Local stakeholder - external)

I suppose, the focus on resettlement, because young people coming out of custody need that support package in place. The additional time they spend with young people, our personal advisors just couldn't devote that time to one young person, a whole morning or longer. It's that additional time really, the resettlement and the joint working that I think is effective.

4.3.3 Improving resettlement for young people

A related theme focused on the way that spending RESET resources on resettlement workers had allowed local teams to develop a new crucial role in supporting young people – and that this had a perceived impact on the offender's experience. There are two elements to this role that have been seen as particularly important. The first is the ability of this specialist resettlement role to act as a coordinator, gaining specialist knowledge, building contacts and pulling together a multi-agency package of support for the young person more successfully than another YOT worker:

(Manager of front-line resettlement worker)

I mean because [s/he]'s a dedicated officer it allows [him/her] to focus purely on custodial cases, that's [his/her] brief, [s/he] can develop really good links with our partner agencies and get them to focus on the needs of offenders coming back into the community.

(Manager of front-line resettlement worker)

Well, I think they can get some specialist skills and knowledge that just comes with working with the group; with following them through from pre-sentence to license. They understand the constituency, the young people and gain expertise about what is needed and what it is like for them coming out of custody. They also build up relationships with other agencies working with young offenders. Often you find workers on the ground are hitting the same blocks and establishing those kinds of alliances can help them to try and get round the blocks, increase their success with a young person.

(Front-line resettlement worker)

Another strength is networking. It makes it easier to draw the various strands together. When it comes to coordinating stuff such as mentoring services, it's providing a triangle of care... by bringing community-based organisations into prison to set up arrangements for the [young people] when they leave.

The second is the level of continuity throughout the resettlement process that this role provides. In particular, this one person can be the main

source of support for the young person throughout custody and into the community:

(Local stakeholder - external)

I think one thing is the continuity, I mean they see them in the prison and follow them through into the community, so anything they sort out for their release they will also have to see them through on the outside...

(Front-line resettlement worker)

The bit that RESET was providing which was unique was the support in the community, following them through into the community. The complication is that I think there are plans in the pipeline for Prison Service Plus to work with offenders after their release and to create a community focused service as a continuation of the prison based service... For me the RESET model is the best, the follow on, the support in the community is the way to make change. If you don't provide support when a young person leaves you don't make sustainable change sustainable.

(Local stakeholder - external)

And it is trying to tackle their environment when they come out, not just throwing them back in their environment and saying, 'get on with life', and leaving them in the same position as they were when they went in and that's important.

Having the RESET workers positioned within the YOTs, working alongside other team members was also considered to be a strong point:

(Front-line resettlement worker)

The resettlement team, including RESET and RAP, at the YOT all work together.

(Strategic level - internal)

We've also got our RESET workers actually in the YOT working; we could have easily gone along the line, knocked on the doors of the YOTs and said, 'OK we've got two or three of us centrally based, we've just written this book, or you know, notes for resettlement, you're supposed to be doing this work, the YJB says you're supposed to be doing this work, would you get on with it and we're going to monitor you'. But instead, what we're saying is, 'we're putting a member of our staff in there to help you to do this', and I think that is a strength.

For one front-line member of staff, a specific strength of RESET was filling a huge gap in terms of family work with young people:

(Front-line resettlement worker)

I mean, there's a massive big gap in terms of family work with these young people, no one's done any family work with them. So the feedback I've had from the kids and from their families is that they're just so pleased to have someone that they can talk to...

One stakeholder commented on RESET offering an opportunity for young people to be more involved in their own resettlement planning:

(Strategic level - external)

I think part of the strengths of RESET are that it offers a more inclusive or better process to young people to personally adapt and amend their own services. I think one of the strengths is how it's attempted to include young people in the design and management in their own resettlement plan. What I've been very impressed with is the engagement, the feedback we'll get about including young people in that process... I have been impressed with their focus on working from the child backwards - that's been a revelation, that's been helpful to me.

4.3.4 Partnership/stakeholder working

While the previous section highlighted the perceived importance of resettlement workers coordinating different agencies at the local level, RESET was also praised for its joined up working at the national level. RESET staff frequently commented on partnership working as being a primary strength of RESET. Stakeholders, both strategic and on the front-line, recognised that the principle of partnership starts at the macro level:

(Manager of front-line resettlement worker)

They've always had quite a lot of big national partners on board. So they're negotiating with the Youth Justice Board, some big voluntary sector agencies, some big statutory agencies and they've maintained that profile for the project with those agencies. And then politically as well so they're good on the PR and ensuring they've got a fairly high profile, you know, politically.

Policymakers have been impressed by the network of partnerships established by RESET "singing from the same hymn sheet":

(Strategic level - external)

I've been struck by the good partnerships that Rainer seems to have established. They always get the right people on board, accommodation providers, education, the full range of providers are engaged. You need a network of people across agencies to address the complex needs of these clients and they've got the right people. Also, it's only an impression, but it seems to me that workers on the front line are very much involved in decision making within Rainer. Workers are involved in meetings and their feedback is taken on board at a strategic level.

(Strategic level - external)

I think the main strength is to actually ensure that the main players are round the table, singing from the same hymn sheet and aware of what's going on; of having a cross agency, joined up method of delivery. People know it, people are signed up to it and it's a good brand and I think it actually carries quite a lot of weight and gets the right people to sit round the table. Its great strength is its joined-up-ness.

The importance of the extent of partnerships achieved at a national level, and the benefits to be derived from them, was also focused on by RESET central team managers. It is seen as more than the sum of its parts in strength, as well as aiding inclusivity and bringing more agencies on board – now signed up and with a 'stake' in resettlement:

(Strategic level - internal)

One of the main strengths was strategic actually, the people that were brought to the table... from all the key big agencies really... Very often with these projects you set them up to deliver, but you haven't got the people at the table for mainstreaming. Whereas RESET started with mainstreaming people at the table designing what would be delivered operationally. So, that's quite unusual really...

(Strategic level - internal)

I also think the way it's structured gives a range of stakeholders a chance to have a say in resettlement issues.

(Strategic level - internal)

Partnership is another major strength. We're a very large partnership with over 50 partner organisations, some of which are large voluntary sector organisations, there's YOTs, sole consultants, etc.

(Strategic level - internal)

I think the partnerships that we've got at the OMMG level are strong as well, 'in the main' again, and so are the links with policy makers.

A subsidiary theme was the perceived importance of the voluntary sector status of Rainer. Workers felt that this had helped the building of partnerships, and given a fresh perspective to the problems experienced by statutory agencies:

(Manager of front-line resettlement worker)

The fact that it's [Rainer] a voluntary sector organisation and has links with criminal justice agencies and the voluntary sector means that it's been able to bring on board organisations that [we] haven't been able to bring on board. It's enabled us to tap into Rainer's networking and expertise.

(Front-line resettlement worker)

Because they [Rainer] are a non-statutory organisation. The YOTs are very tightly regulated about what they can do and what they can't, they are very controlled. Whereas organisations like RESET can give a different perspective and in some ways have more freedom to challenge, to put the needs of the young person first without having to bother who they are upsetting.

4.3.5 Raising awareness/influencing policy

Again reflecting a perceived aim of RESET, a theme within the strengths identified by stakeholders was the ability of the project to influence policy. Specifically, respondents saw a primary strength of RESET as raising awareness of young people's resettlement needs. First, this is seen to be working well at the local level, influencing the agenda within YOTs. This has been recognised both by the RESET strategy team and by local workers:

(Strategic level - internal)

We've also got and this is a strength, YOT managers, operational managers to focus. I know they've got a lot to do, you know, a busy agenda, but the other strength is getting them thinking about resettlement and young people. And the other strength is that we're knocking on the doors of the YJB and the government departments and saying, 'look this is what were picking up, we want to move the agenda forward, do you want to hear what we've got to say?'

(Front-line resettlement worker)

The strengths of RESET are that it's doing something that the YOT isn't and it's putting resettlement onto the YOT agenda.

Second, it was recognised that RESET is already working to influence policy at the national level, through its partnerships and other contacts:

(Local stakeholder - internal)

I think the main strengths are the fact that we do have contact with government departments, so the YJB is aware of the work that we're doing, so in terms of the disseminating our work and maybe getting something mainstreamed; that's good because we've got people like them on board.

Certainly, the efforts of RESET seemed to be being appreciated by policymakers, who were able to use it as a focus for interest in resettlement of young offenders:

(Strategic level - external)

And [RESET gives us] something practical, because it's difficult to tell the story of what resettlement policy is without any practical examples, so this is a really good piece of work that we can draw upon to explain what resettlement is to people who are higher up the food chain, ministers and what have you.

To that end, a recurring subsidiary theme among stakeholders was how well RESET was being marketed and its position politically:

(Local stakeholder - external)

It's good at PR and getting people to launch events and glitzy glossy stuff. Getting into the media, political, criminal justice etc. Public relations is a strength.

(Strategic level - external)

In the positive sense, the name is well-known. It's on the radar. In terms of marketing and publicity, they've done a sterling job.

(Manager of front-line resettlement worker)

I think it improves the PR, it's easy to forget people that get sent away and I think it improves the priority of services for them. I think it improves the links with prison staff and other community staff. It provides a greater focus on young people...

4.3.6 Research

A minor theme among stakeholders was that a strength of the project was its specific focus on learning, disseminating and mainstreaming. Rather

than focusing on the delivery per se, as just another practice initiative, partners were able to focus on the end goal of seeing what can be learnt and taken forward from a finite project. It was noted by one local worker that this clear finite process makes a nice change from having the primary focus of an initiative as raising future funding.

(Manager of front-line resettlement worker)

I must say I think one of the main strengths is the strong research base that they are working on...

(Strategic level - internal)

The freedom to develop the models and roll them out in range of locations in seven YOTs in two clusters - northwest and London, in the young adult prison in the Midlands, Swinfen Hall, and in the young women's custodial unit down at [HMP] Cookham Wood. Equal want to learn, they want us to innovate, and if we make mistakes, that's all part of the learning, so overall, we've got lots of freedom, albeit with accountability to deliver the project as best we can...

(Manager of front-line resettlement worker)

This probably sounds like a strange one, but I actually quite like the fact that there has never been an illusion that this was the first part of a project which they would then just try to carry on and you know keep looking for additional funding. It seems to me that, when I've worked on kind of similar projects, it becomes all about trying to fundraise to continue it more or less immediately and this has... given it quite a different focus, and I think it is the thing that makes it hard for people to get their heads around, but I actually think that is a strength; that we are coming to a natural end and leaving behind something that can be mainstreamed, we're not just trying to fundraise to keep our own jobs forever..

4.4 WEAKNESSES OF RESET

Respondents also provided feedback throughout the evaluation on perceived weaknesses or limitations of RESET. These discussions should, of course, be considered within the context of the general overall support for RESET. It was a feature of most discussions with respondents, that they were quick to underline their overall commitment to the principles of the project before going on to list any practical difficulties:

(Strategic level - internal)

The principle is brilliant and the focus. I suppose there's always, what's theory and what's practice, but I think the principle of what we're trying to do is very, very good.

As with any evaluation of a new project, it is difficult to separate fundamental problems, from procedural problems, from early implementation problems. This report has tried to limit analysis of simple implementation problems, and focused on the issues raised in relation to overall design and everyday working. Again, responses were varied and for this report they have been grouped into five main themes:

- Design issues
- Issues with local engagement
- Lack of clarity
- Lack of partner involvement at senior level
- Organisational issues

4.4.1 Design issues

The first group of weaknesses identified were related to the overall strategic design of the project. Design issues covered a number of areas, each summarised briefly here:

- The project being too ambitious
- A tension between strategic and front-line work
- The time limited nature of RESET
- Issues about the nature of the RESET worker role

4.4.1.1 Too ambitious

For some respondents, there was a feeling that the project was too big and being too ambitious, which they saw as causing problems. As such, they felt that aims and goals were unachievable within the timeframe. Although this view was not expressed by national level external stakeholders, it was felt more by those directly involved, both at a strategic internal level and a local stakeholder level:

(Strategic level - internal)

In some ways I think RESET is a bit too big... I think we're perhaps a bit too adventurous of what were trying to achieve in some ways...

(Manager of front-line resettlement worker)

I guess that with all of these kind of externally funded partnerships is that you do end up with quite a lot of aspirations that you can't necessarily meet so ... it's a big ambitious programme and the bottom line is we still use, well our courts use, custody fairly heavily. We're not going to have a resettlement process here which stands as an absolute, shining beacon because I think the reality of trying to get mainstream agencies signed up to the resettlement programme, you know, Connexions or housing, or any of those big statutory, you know, making it a top priority for them is really, really tough and I'm not sure that even with RESET we're able to do as much as I'd want us to be able to.

(Local stakeholder - internal)

The main weaknesses are that it's too big, there aren't enough layers of management, there's the time frames...

That does not mean that anybody felt that the project should not be run – it has already been stated that it was seen generally as a worthwhile venture – but that it was always going to be a struggle to deliver on the full range of objectives:

(Local stakeholder - external)

It's no fault of the project, but it's a bit of an uphill struggle in the current political climate. The project would have run much better in a stable environment for the Home Office. There have also been several people in charge [of the Home Office] and so there hasn't been much continuity at the Home Office. I still think they [RESET] will do a lot in terms of starting to see things differently, but it's like eating an elephant. Which part do you start with?

4.4.1.2 Management versus front-line

A subsidiary theme indicated that some stakeholders felt that the project was too top-heavy and identified factors that reduced the amount of resources for front-line work with young people:

(Local stakeholder - external)

A huge amount of funding has gone into project management, consultancy etc... Organisationally, project management is a strength, but the lion's share of funding is not going to the front line where it benefits young people. The counter argument would be that it's about developing a model so it's not meant for this...

(Local stakeholder - external)

They should be funding more posts in the field rather than in the Rainer structure. The triangle is the wrong way up.

(Manager of front-line resettlement worker)

I suppose if I was being exceptionally blunt I'd say that if you look at how much money is being spent in terms of practice and how much is being held at the centre I think that equation is not a very good equation for me.

Slightly more specific, however, is the comment by one policymaker that there seemed to be a little too much communication and meetings organised by the RESET management:

(Strategic level - external)

I wonder sometimes whether some of the administrative / management side is a little excessive. There seem to be a lot of activities in that vein that don't really add value to what's happening on the front line. There's a tendency to do things a certain way because that's the way they've always been done. Like the regular meetings, do we need to bring the partners together so often? It's an investment of time, the e-mails and minutes and getting people to attend. It's a slight problem in that it takes people away from front line delivery.

4.4.1.3 Time-limited nature

A majority of respondents (especially toward the end of the programme) commented on the difficulties involved in delivering a programme like RESET within the allotted timescale.

For one resettlement worker, this was related to the difficulty of working with young people who might be on lengthy custodial sentences:

(Front-line resettlement worker)

I think RESET should be so much longer than two years... Some of the [young people] I work with have got sentences of 18 months, with some of them it's three and a half years and I just feel that we could put a lot of work in, but won't actually see any results... I do think RESET's brilliant, but I do think it should have been for more than two years.

Perhaps not quite fully appreciating the mainstreaming principle behind RESET, there was concern expressed that the services could not be sustainable without the continued extra funding that RESET provides:

(Front-line resettlement worker)

The funding really, the fact that its time limited, it's about sustainability isn't it?

This concern is really associated with the theme of seeing RESET, on the ground, as being primarily resource related – a way to fund the resettlement work that workers and teams wish to do. The RESET areas tend to be those with a high number of young people receiving custodial sentences, and so this type of resettlement work is much needed. One manager described RESET as 'resource-starved' and explained that even the extra resources that RESET had brought were not enough to bring about the required level of resettlement work in that area:

(Manager of front-line resettlement worker)

Having another good worker within the team is a general improvement, without the shadow of a doubt. It's always a shame when you can see there's the potential to be able to do a job well, but there's not the resources to deal with it.

For another manager, RESET is seen as yet another short-term project, but without any hope of re-funding:

(Manager of front-line resettlement worker)

Well one of them is short-termism, RESET is not the only project that YOTs survive on, but they are all short term. You are constantly juggling resources, like what happens when the match funding finishes?

Lastly, from the point of delivering RESET, one strategic level stakeholder felt that an extra year would have been beneficial to get RESET firmly established before it started winding down; a view echoed by another front-line resettlement worker:

(Strategic level - internal)

The funding is short... Three year funding is a more viable prospect for delivery... What happens with two year funding is that, unless you really manage to set-up very, very quickly, you've not got everybody in post, and also you tend to lose staff towards the end. So that's a definite weakness of it.

(Front-line resettlement worker)

I think the timescale is not very good really, that is the problem with a lot of European projects they are too time bound, by the time anything gets organised the project is finishing. If we had three years we might have been able to get [reference to a specialist worker] in post, we might have been able to demonstrate more of an impact.

4.4.1.4 RESET worker role

Although generally seen as a strength, two minor themes emerged relating to the place and role of the RESET worker on the ground. First, there was some disquiet both at the strategic level and from local managers about the way that the workers were managed jointly by the YOT and by the RESET cluster managers. In particular, there was the feeling in one or two quarters that this may have left the workers in no-man's-land, without the proper engagement of any one organisation:

(Strategic level - internal)

I think that the management of the resettlement workers has been a weakness.

(Manager of front-line resettlement worker)

The staff working who are remotely from us in the YOTs just don't seem engaged enough with RESET really; they seem to be, not YOT staff, I don't mean that, but kind of isolated and slightly out on their own really.

Secondly, it was queried whether RESET workers were sufficiently senior and influential enough to influence policy within the YOTs or whether, as suggested elsewhere, their non-managerial level meant that they just ended up being used as a short-term resource. As such, perhaps they were not able to make as much impact on policy and practice as might have been hoped:

(Strategic level - external)

Well I wonder if the practitioners working on the schemes are at a sufficiently senior level, I don't know this for sure, but ... from my policy and steering group perspective, I wonder if they've got the influence they need with YOTs and local services, so are they pitched at a senior level, or are they just being used as extra short term resource by the YOTs?

4.4.1.5 Other design issues

There was a mixture of miscellaneous design issues raised by respondents. Three perceptions are worth noting in particular at this stage. Briefly, the first one relates to the small-scale, area-based design of RESET:

(Front-line resettlement worker)

The first is that it would have been better if it had had more than one adult institution...

(Local stakeholder - external)

It's area-bound.

(Local stakeholder - external)

Now a lot of the stuff that they [RESET] do is set up on a kind of regional or area basis and the assumption would be that a prison serves a particular area of the country and they access community services around that prison... that doesn't really apply to many young people's units.

The second, with variations specified by two respondents, indicated that elements of the design meant that process has not been cost-effective. Reasons of scale and administrative bureaucracy (particularly around matched funding) were cited:

(Strategic level - external)

It's small scale necessarily because that's where the funding is ... I probably don't know the cost per head but at the moment it feels like ... it's not value for money if you took purely a cash basis.

(Strategic level - internal)

There are so many rules and processes around drawing down money and administering the funding, it's very labour and resource intensive. The match funding is also a nightmare to administer, very bureaucratic and time consuming.

The third, raised by a senior policy level stakeholder, is worth noting because it relates to other concerns expressed about resources, that there is a danger that the bigger picture of RESET will be lost at the front-line. In short, RESET will not fulfil its strategic and learning ambitions because it is being used (and felt) to fill a resource gap as a short term practice solution:

(Strategic level - external)

A main weakness is the tendency to get too into the practice issues, to run it like it's a programme like something like a YJB RAP scheme or other resettlement schemes which are about delivering to young people. I think there's a tendency possibly at practitioner level, to lose sight of the fact that this is meant to be testing something different, and looking longer term and a bit bigger picture. This [RESET] needs to be above and beyond the RAP schemes in my thought, it's an opportunity to test something new rather than just a slush fund to do more RAP type work.

4.4.2 Local engagement

A second major theme in discussions on the project's weaknesses centred around engagement with and between agencies. To some extent, these centred on a known problem that RESET itself is trying to solve, that of joined up working between different agencies with different cultures:

(Local stakeholder - external)

Just joining up. There are so many different cultures...

(Strategic level - external)

You can't just have kind and helpful people. They don't change cultures.

However, a couple of concerns related specifically to the running of RESET. First, these focused on both communication and engagement between RESET offices and the local YOT where the RESET workers were usually based. Second, these concerns included comments on the engagement of other local external agencies, whether or not they had signed up to be official RESET partners.

Concerns were expressed internally about the relationship between RESET and the local YOTs. Although these tended to take a slightly different shape depending upon which perspective the respondent was coming from, they can be seen as two sides of the same coin. From the local worker's side, the problem was the lack of clarity about the relationship and a sense of imposition; from the RESET strategic side, it's about not achieving a sense of ownership by the YOTs.

(Front-line resettlement worker)

The main weakness for me would be lack of joined up thinking ... it's integral between RESET and the YOT really. But, yeah, about RESET's imposition on the YOT and the YOT's ability to work closely with RESET, and [it] requires a lot of communication and a lot of thought and I think that's not been done very effectively... I think part of that was in the initial set up. I think there should have been protocols put in place from the outset, about that working relationship, that weren't.

(Strategic level - internal)

The other weakness I think we didn't go to the boroughs and say, 'look we've got this good project here, we know it's needed, if you want to come on board, tell us why, what can you put into this?'. We went knocking on the doors saying the YJB have said you've got high levels of re-offending rates and high levels of young people coming out, were coming to you'... But if they [YOTs] had bid for it [RESET] and they had a little ownership, then I think perhaps they would have given us that little bit more, sort of, engagement.

The point made above at the RESET strategy level about not bringing in local partners appropriately at the beginning was similarly expressed at the local level by stakeholders external to the YOT:

(Local stakeholder - external)

I think at the beginning they didn't properly engage with local partners. It was only at the eleventh hour that we were invited to a briefing about RESET. I think Rainer as an organisation don't have strong partnerships locally, they tend to do things despite you instead of with you. I think since then we've felt unclear about who is doing what to whom.

(Local stakeholder - external)

I suppose really, it would have been better to consult with people who were already working in this locality in [North West area], rather than introducing things without consultation. If they'd talked to people locally, they could have mapped what was already going on in the area instead of coming in with a form which was not really appropriate. If there is a weakness it might be that they tried to bring something in without knowledge of what was already being used. I think there should have been a local rather than a blanket approach.

This problem of engaging partners again raised the issue of RESET on the ground being more about resources than about strategy. If local YOTs weren't fully engaged with the project and its wider aims, some of the

comments in previous sections (e.g. concerns about time-limited resources) can be better understood:

(Strategic level - internal)

Another weakness was the way in which it [RESET] was sold to the YOTs. I think there has been some problems with in terms of how much they've bought into it and whether they think it was just an extra pair of hands and whether the YOT actually bought into the ideology... I don't think RESET's been owned by the YOTs and I think it needed to be and by the YOIs as well.

4.4.3 Lack of clarity

One dominant theme coming from interviews with stakeholders was a lack of clarity about the project – what RESET was, what it adds, and about roles within the project. This is a theme that resurfaces in many different places in this report, but clearly has repercussions for effective implementation; engagement of staff, partners and clients; comparability, and learning any kind of coherent lessons. It has already been noted above that, within a broad resettlement brief, there were very varying ideas about the aims and purposes of the project. It is not surprising, therefore, that the lack of consistency or clarity over aims was noted strongly when discussing RESET's weaknesses. The frustration from this was heard particularly from frontline managers and workers:

(Manager of front-line resettlement worker)

I thought that the programme was very unclear.

(Manager of front-line resettlement worker)

I think it's hard to get your head round what RESET is though...I don't think we're very good at describing what we are. I don't think the original concept was well developed. I think it was a kind of 'get everyone you can involved and call them a partner' and worry about what to do with them after and I appreciate that within bid writing and fundraising there's a certain element of that but I think RESET's taken it to new heights really.

Again, it is important to recognise that this criticism was usually contextualised within wider support for the overall direction of the project in trying to do 'something' to tackle the problem of resettlement. Workers tended not to know how to find or frame what that 'something' was, but at least it's being done:

(Front-line resettlement worker)

I don't think they're always best organised. I think they kind of get a project and funding and stuff and then think, 'right, how we going to do this now?' But, you know, I kind of balance it up with, 'well at least they do it', it doesn't stop them from doing things, but I think the organisation probably could be improved.

As noted previously, however, it is possible to see this lack of clarity as leading to a lack of any real engagement on the ground for the project (other than in the broadest sense of approval), because they did not understand what they were meant to be engaging with. This lack of clarity and engagement may have led to the identified issue of managers and workers translating RESET simply as extra short-term resources, as this was tangible to them (quite contrary to the stated aims of RESET). The following manager argues that this, in turn, led to the phenomenon of giving the RESET worker less of a strategic or overview role, but just led to some of them becoming additional case workers:

(Manager of front-line resettlement worker)

I think initially the general problem was 'what the hell is this?' The brief wasn't too clear and people weren't sure what the RESET role was and I think that was the point at which the other YOTs went down the route of making the worker a case manager.

A major part of this lack of clarity for stakeholders was that they found it difficult to grasp what was distinct about RESET, either as an approach or in terms of practice. In practical terms, other than extra resources, it was unclear what the practical added-value of RESET was meant to be. This is particularly problematic given the stated aim by RESET that they were trying to work with existing practices; whatever RESET intended to do differently with these existing practices seemed too subtle and lost on stakeholders. This seemed to be the case for both local workers and national policy makers.

(Strategic level - internal)

[Internal] people have said... 'well we are supporting, if you like, existing practices', we're following national standards with the YJB and the YJB guidance that comes out around resettlement, but we haven't got anything that says: 'this is what were doing around RESET', and I think that should have been put in place. To know... is this RESET, is this a YOT piece of work, or is this the YJB, and I think we needed that to clarify to make a positive identification of what were we're doing.

The issue of distinctiveness was particularly unclear in relation to the RAP project:

(Local stakeholder - external)

Only speaking from me, line managing our staff and getting feedback, I can't see a lot of difference from what was there before and I can't really distinguish between RAP and RESET.

(Manager of front-line resettlement worker)

Separating RESET from RAP is a bit tricky really...

Indeed, there was some feeling at the strategy level that the two services were not distinct anyway – because it was felt that RAP clients were a sub-group of RESET clients (as RESET was aimed at all young people):

(Strategic level - internal)

The problem was always linking into the RAP programme and RAP targets. RAP is supposed to work with young people in custody who are the most vulnerable, with alcohol and drug issues, and RESET was meant to work with all young people in custody and the demarcation is false because of that.

It may not only be the stakeholders who find it difficult to grasp what is distinct about RESET. Some respondents noted a lack of a distinct RESET identity more generally:

(Local stakeholder - external)

It's not badged as RESET.

(Front-line resettlement worker)

The [beneficiaries] are not particularly aware of RESET. They see it as part of resettlement.

At a more micro level, perhaps more worrying, front-line resettlement workers suggested this lack of clarity about the project as a whole manifested itself in their not really understanding their own role. Workers seemed unclear about what their job entailed, where they fitted in, or expectations of them:

(Front-line resettlement worker)

I don't really know what they [RESET] want me to do. I have a job description, but what I'm doing isn't that. Visits to prison establishments take all day and that's too long a day, quite often... I'm getting in at eight o'clock at night... There's always too much to do.

(Front-line resettlement worker)

In general it's a bit... I don't want to say disorganised, it's a bit chaotic. When I first started, for me it wasn't very clear what my role was and what exactly they wanted, and it seemed they didn't really know what they wanted from [my role].

Similarly, it was suggested that it was also rather unclear about what other local partners were meant to be contributing to the project:

(Local stakeholder - internal)

The main challenges I think have been partner expectations. I don't know whether they care. I don't know what they were. I think there was a lack of clarity... and I think there's a lack of understanding of partners of exactly what their contribution is meant to be...

While overall programme strategic coherence might be blamed for the lack of clarity about aims and roles (macro and micro), there was a more minor and subsidiary theme that suggested that some of the problem may have been about communicating whatever aims might have existed. There were some complaints about lack of communication between RESET centrally and the local teams, and between local partners. Of course, ironically, lack of communication and joined up working is one of the recognised problems between partners that the project is trying to tackle:

(Manager of front-line resettlement worker)

We don't necessarily find out about things, and it's a two way process, it's not just Rainer, we don't communicate as well as we could. It needs to be simple, made easy, here is the service, this is how you access it, this is who it's for, but you can end up going round in circles at times.

(Strategic level - internal)

And, I don't think there's enough communication going on at a strategic level between partners, and Cluster Managers, in terms of ... having regular meetings working out how they, in partnership with other local agencies, working out where the gaps are and how they're going to fill them, working with commissioners...

4.4.4 Partner involvement at senior level

Although the number of partners involved with RESET was frequently mentioned as a strength, for some respondents these partnerships did not live up to expectations. Perhaps related to problems of clarity of roles or of communication at the local level referred to above, there was a feeling that not all partners were as involved as had been anticipated. Certainly, it was

at the local level, at the coal-face trying to coordinate services, that this problem seemed to be most felt:

(Front-line resettlement worker)

I'm not convinced that all partners are fully signed up. There are loads of partners. I don't sit on the partnership development committee or other big committees [but] I... am aware there's little buy in at top level for most partners... Lack of cooperation can jeopardise all the work that's been going on... We need much more to engage big government departments, prison, probation and NOMS, locally, regionally and nationally. RESET is highlighting how difficult that can be.

(Front-line resettlement worker)

RESET has way too many partners. I don't quite know... I think a lot of the organisations that are listed as partners maybe thought they would get something out of RESET but they haven't so they kind of disappeared.

(Local stakeholder - internal)

There are very few [partners] that we have any real direct involvement with... It's taken us away a bit from how it was initially envisaged.

Rainer have always been keen to stress that they were just one partner within RESET. However, in referring to the lack of partners' involvement, there was some suggestion that the degree of involvement from Rainer as the lead partner has meant a lack of initiative from, or outreach to, other partners on the local level:

(Local stakeholder - internal)

It's supposed to be a partnership but the partners that we see regularly are very few in number. I think the way it's set up with there being one lead partner means that a lot of people see us as part of Rainer, which hasn't really helped us in terms of working with the wider partnership.

However, where partners were more fully involved on a practical level, there was still some concern that the senior level players – the decision makers – within those organisations were not on board. This related both to decision makers at the local level, and policy makers in national organisations:

(Front-line resettlement worker)

The other weakness is the lack of buy-in from partners at senior level.

(Local stakeholder - external)

They don't control all the partner organisations so it slows the process up. The real decision-makers in the prison service are not on RESET Board, for example the Director of Operations in the Prison Service, the head of NOMS, are not on there. I'm not sure the individuals who appear at meetings – not necessarily those on the list – have the authority to make decisions.

Consequently, the subsidiary argument followed that the lack of commitment from the right people may have restricted the involvement of the organisations as a whole. At the least, it may not have given RESET the priority of attention needed to ensure achievement of the joined up thinking and working required to tackle resettlement:

(Local stakeholder - internal)

The main weaknesses are that although we have the ear [of the main bodies] the amount of priority they give the work isn't, you know, they don't necessarily give it enough priority....

4.4.5 Organisational issues

Respondent feedback about perceived weaknesses also highlighted four sets of issues about the implementation of RESET at an organisational level:

- delays in implementation;
- administrative demands;
- RESET seen as too London-centric, and
- staffing, management issues.

4.4.5.1 Delays in implementation

RESET stakeholders were able to reflect that the project had been slower getting off the ground than they would have liked. This, of course, is nothing unusual for a large project of this kind. And for RESET, the theme was present both for national stakeholders reflecting on overall operationalisation, and for local stakeholders relating to local implementation:

(Strategic level - internal)

The other weakness of course is that it's taken a long time to, sort of, get us rolling...

(Strategic level - external)

It's a little slow at the operational level. I would have expected to deliver a bit more by now. The lead time is always longer than you expect.

As the following quotation from a member of RESET's central team notes, these implementation issues were felt to be more of a problem because of the perceived tight timetable for the project. The point is made that only with a matter of months to go until the end of the project does it feel that set-up is complete on the ground:

(Strategic level - internal)

I think there was an underestimation of the amount of time it would take to set up and really bed people in. I think we're all finding... because the clock's ticking, we've got 10 months to go, and we're only now in some areas feeling really confident that the workers are bedded in, they know exactly what they should be doing, they've got the professional links and networks and are really making progress. And indeed, in a couple of strands of our work we're a fair bit slower than that. So I suppose one bit of learning and a weakness is the very tight timeframe that we've got to operate in, which is two years operational phase and that's it.

This perception was clearly shared to some extent by those working at the local level, particularly in the North-West:

(Front-line resettlement worker)

I know it's difficult with a two year project, in Manchester we've only just got our mentors whilst in London I think they've had them for some time now. There's still no referral process so they have to develop the referral forms. I think because Rainer's based down in London they already knew the agencies they'd be working with and they already had the links whereas up in Manchester they didn't have those links so things took longer to get going.

(Manager of front-line resettlement worker)

It didn't seem to get off the ground very quickly, it's only a two year project and the mentors have just been put in place and I think the family worker is leaving now...

4.4.5.2 Administrative demands

Despite the perceived importance of the research-based nature of RESET discussed earlier, many respondents complained that the burden of RESET paperwork was taking time away from young people. This is a predicament

that faces many practitioners who wish to prioritise their time working directly with clients. Of course, administrative recording must take place but it is the extent of the paperwork that was a concern for some:

(Front-line resettlement worker)

Paperwork has to be done for the YOT, paperwork has to be done for RESET, paperwork has to be done for the evaluation, expenses forms, tracking forms, you name it. I've been in since nine o'clock this morning and all I've done is solid paperwork. There's no chance of seeing a young person.

Many respondents specifically felt that RESET administrative demands were a weakness of the project. This related to both paperwork and meetings:

(Manager of front-line resettlement worker)

Not all the custody cases are held by the RESET worker and asking case managers to do the amount of paperwork that RESET demands is just too much, especially if their client is not even a RESET beneficiary.

(Manager of front-line resettlement worker)

The demands on our time in terms of meetings are very high. There are also demands on our time in terms of administration and forms, and I know that is largely the demands of any ESF funded project.

Moreover, this manager felt that there was a duplication of this administration, which was felt as a real burden on time:

(Manager of front-line resettlement worker)

There's also enormous demands on our time, I've worked on ESF projects before, but there seems to be duplication at points, an overlap of information gathering. I've been told several times that it's not a burden, but it feels like a burden and there's lack of understanding about what we need.

One respondent felt that RESET had got too caught up with reporting and paperwork generally:

(Front-line resettlement worker)

RESET's got bogged down in reporting to outside agencies, to the YJB, to NOMS, and all of that. RESET's got bogged down in its paperwork, being answerable to Equal and its funders.

Repetition and duplication of information were common themes. For example, the resettlement checklist being used by RESET was not always felt to be helpful as a basis for resettlement but another piece of paper to fill out:

(Front-line resettlement worker)

There's a lot more focus on the information now with it being a research project. There's a lot of focus been taken off the young people... I'm speaking specifically about the checklist which I think is a bit of a hindrance to be honest, especially when other agencies aren't using them... I'm using them but to be honest, the YOIS [the YOT database] system guides you more... You end up verifying everything and checking everything and you are going back on the YOIS system and cross checking things and you are not actually using the checklist as a basis for resettlement, it's just an extra piece of paper that you fill in after you've completed something on the database, its just repetition.

Other respondents were unhappy that much of the information required for the monitoring and evaluation of RESET was already available on the YOIS data system in the YOT:

(Front-line resettlement worker)

I think personally most of the information we have to collect could be taken off the YOIS system, which is the system we use. It's also a standard database system used by most YOTs in the country so I don't know why we have to duplicate information gathering...

Unfortunately, YOIS does not currently have the facility to directly export data from local systems and so even the YJB does not have a central database of YOIS records. Communication with the software designers indicated that such a facility could have been designed for RESET's monitoring and evaluation purposes but this would have taken substantial planning and involved considerable extra cost.

One manager felt that the paperwork burdens were worse for those working in a case-manager role as they might need to complete paperwork for custodial cases managed by other YOT workers:

(Manager of front-line resettlement worker)

Not all the custody cases are held by the RESET worker and asking case managers to do the amount of paperwork that RESET demands is just too much, especially if their client is not even a RESET beneficiary... To fill in these extraordinarily long forms on top of existing demands on their time is just painful.

Lastly, many RESET workers expressed concerns about the amount of time they spent travelling to various custodial institutions⁷. One RESET worker suggested that this travelling time could have been utilised more efficiently by catching up with administrative work if the facility had been available:

(Front-line resettlement worker)

I don't think anyone really envisaged quite how much travelling we'd be doing. I've been fighting for a year just to get a laptop [computer] because I spend so much time on trains travelling up and down the country and work's piling up at the office...

4.4.5.3 RESET too London-centric

A related complaint by resettlement workers and managers in the North West was that RESET was too London-centric with the majority of meetings and training events held in London. For these respondents, this led to burdens of cost and time that were not inconsiderable. This seemed to be another issue that did not help feelings of a lack of engagement for this "outpost":

(Manager of front-line resettlement worker)

I do go down to London to a lot of meetings and its quite time consuming. I think its one of those north south divide things that I've brought up as a weakness. You've not got to forget you're poor relatives up north and that's what tends to happen really. All the meetings are in London, we have had a change of heart on that I've managed to get a meeting in the North-West, but the DP group always happens in London and there's always those tensions. But it's important that a balance is there. If I go to a two hour meeting that's twelve hours of my time.

⁷ There are currently only 17 Young Offender Institutions in England and Wales (compared with 141 prisons) meaning that young people in custody may be located a considerable distance from their home (and local YOT).

(Front-line resettlement worker)

The other thing is I think the organisation is extremely London centric. There's an expectation on people from the North West to travel a lot and my circumstances make that very difficult... Going to London, even for a day requires a lot of extra organisation on my part. Very little happens up here, they make some effort to make sure we are not an outpost up here, but we are. There are some meetings here, but the training and bulk of the organisation is in the south.

(Manager of front-line resettlement worker)

I just get no end of e-mails from Rainer and I have to say I do not read them all. They are very good at communicating in that way and I just feel bombarded by them. That's unfair I know because they are trying to communicate, but I just haven't got time to read all the stuff. They tend to put a circular out about the national news and it's difficult to pick out the stuff that is relevant to me, I think it's difficult for them to have an understanding of the YOTs and all the demands on our time. I know that the project started in London, but it is now operating across four YOTs in the North West and I just can't travel to meetings in London. There is no justification for me to take a day of my time to go to London for that one project. Like the DP meetings, although they might be valuable, I just can't afford to take the time or pay for travel out of our budget...

(Manager of front-line resettlement worker)

As individuals I think they have been helpful at times, like the local cluster managers, but overall the organisation is very London centric. We can be left for months at a time with no input, followed by demands for information with relatively short timescales for return.

These organisational issues seem to tie in with other themes discussed so far particularly with regard to the nature of local YOT engagement. One over-arching theme is a clear and palpable tension between some front-line managers (necessarily focused on resource issues and the wider YOT agenda) and the broader, more strategic aims of RESET. This respondent explained this tension neatly:

(Manager of front-line resettlement worker)

R: I suppose there's a bit of an issue in relation to the way RESET is seen. YOT managers see it as an additional resource that they want to utilise, but Rainer see it clearly as a research project which will provide evidence for future provision and there are some tensions therefore as to how it does progress.

I: How would you say that tension manifests itself?

R: In a number of ways really, there's a huge great big onus on evidence gathering and a lot of work on forms, partly that's due to the funding source ESF which insists on a lot of evidence. So whilst our benefit has been an additional case manager it brings with it a large amount of administrative time. Another issue is in relation to Rainer itself, there are quite heavy demands on the staff employed by Rainer to attend meetings, often in London. There are tensions between the needs of a YOT manager like myself who wants to get value for money out of a resource and the research needs.

4.4.5.4 Staffing, management issues

As is usually the case with large national programmes of this kind, issues concerning staffing and management were commented on frequently by respondents, and while many of these comments were positive (as in the examples presented earlier in the "strengths" section), a (vocal) minority of respondents also criticised particular aspects of the management of RESET.

In terms of staff support, one manager had clear concerns that a lack of clarity and leadership could mean that some individuals felt unsupported, unvalued and burdened with paperwork requirements:

(Manager of front-line resettlement worker)

There's a kind of 'emperor's new clothes' in that it's a bit wing and a prayer now and no-one's leading it, I personally think there's a lack of direction from the top. I think that there's some fed up people around who were probably much more motivated than they are now and that concerns me. And I think there are some incredibly motivated people who are out there doing it on their own who lack support from the middle and who lack the respect really, you know I'm surprised to find... the OMMG, which is the equivalent steering group, never has any operational staff involved there ... it seems quite hierarchical... I think there's immense pressure, especially on the resettlement workers, to complete the paperwork requirements of Equal and the research team.

Related to difficulties concerning programme timescales, a number of respondents made reference to problems of staff erosion and declining morale as the end of the RESET funding period approached. Their comments were again consistent with experience in some other time-limited programmes (such as the Safer Cities programme, for example).

The key problem described by respondents especially during the first phase of stakeholder interviews in connection with staff erosion was simply that RESET staff would naturally begin to seek out other career opportunities for themselves as their contract end-dates came closer:

(Strategic level - internal)

The other problem is, which we'll find increasingly, I think, is that because the operational phase ends next summer and most people aren't seconded into their posts so they're going to start dropping off because they're going to have to start looking for other jobs.

(Manager of front-line resettlement worker)

The difficulty I guess, is that they've only got one more operational year so they're going to face staffing issues very imminently. I think they're going to find that people will be needing to look on to their next job. It's actually quite a short initiative really in terms of bedding in and then influencing practice, so probably a three or four year operational phase would be useful if they had the funding to do it.

However, although there were staff departures during the programmes as expected (and as is normal for a large programme of this kind), staff erosion proved not to be as much of a problem as some had expected. Staff at Cookham Wood were still in post in April 2007 for example (although focus group participants there suggested that most work with the young women also ceased in that month), the Swinfen Hall worker was still in post, and 6 out of the 7 resettlement workers were also still in post. The overall staff team did unravel rather quickly after April however (including the departure of key staff centrally), as would be expected given RESET's end-date of June 2007.

The following two respondents commented more specifically on staff motivation and morale:

(Manager of front-line resettlement worker)

The main challenges are: lack of clarity, the lack of client centredness and the declining motivation of the front line staff.

(Front-line resettlement worker)

I want to see the project through and I think it can have good results, I don't know if it will, but I think it could... but I worry that too much has gone awry already and that there's too much ill feeling and cynicism.

4.5 OTHER ISSUES

4.5.1 The challenges of multi-agency working

Many respondents commented on the continuing challenge of facilitating effective multi-agency working, making reference to a range of factors that have often been referred to in other research in this area, including differences in organisational and professional cultures, and a lack of strategic co-ordination:

(Strategic level - external)

I'd assume they have the challenges of any multi agency programme, getting partners to come together, all the organisational/cultural barriers to any multi-agency partnership. To be honest with such a complex programme it wouldn't be right if they didn't have delays.

(Strategic level - external)

Sort of institutional blockages, different cultures, the kind of thing that, you know, whether the partnership work at a national level reflects locally; are they getting access to the secure estate; have they got a loud enough voice in terms of accessing mainstream services at local authority level.

(Manager of front-line resettlement worker)

There still a lot of work to be done in getting partners on board and sorting out the resettlement strategy. There's a lack of a strategic lead from some partners but there's a plethora of stuff for them to deal with at the moment.

(Strategic level - internal)

We've been trying to develop effective partnerships for effective resettlement for five years now, and it's still really, really hard, but that doesn't mean it's not worth doing.

One respondent noted a specific example of the difficulties in multi-agency working which is the transition between YOTs and probation for young people at age 18:

(Local stakeholder - external)

Where it is tricky is that hand over at 18, we have to work to make sure the service is in place for young people moving from the YOTs through into the probation service.

And again unsurprisingly, many respondents felt that there were still considerable challenges in integrating RESET into the YOTs. Some thought that the senior management level ownership within YOT was necessary:

(Strategic level - internal)

I don't think RESET's been owned by the YOTS and I think it needs to be and by the YOIs as well...

(Strategic level - internal)

I think senior management buy-in within the YOTs is crucial; we're not perhaps entirely there yet.

Respondent feedback concerning some of the identified difficulties involved in facilitating effective multi-agency practice also applied more specifically to the work of YOTs, where reference was again made to factors such as differences across agencies in terms of established practices and cultures:

(Strategic level - internal)

I think one of the biggest challenges has been how RESET can implement any changes in the practice of existing YOT workers. The idea of RESET is that the workers should be bedding the model into existing YOT teams, but, in truth, at times, YOT team practice and culture is not for changing.

(Local stakeholder - internal)

I suppose just trying to explain to the YOTs what we want from the [RESET] workers and I think that's slowly changing for some people but I think the YOTS also initially all had different ideas about RESET and what they expected from it and what they expected from their workers as well.

(Local stakeholder - internal)

I think it is to do with cultural, kind of, differences, organisations' cultural standpoints, initially I think for the RESET workers within the YOTS, that made it difficult for them to identify wholly with RESET and not get caught up in what going on the YOTs.

And finally, one respondent suggested that a key positive outcome from the evaluation of the RESET work should be an "action plan" for partnership working:

(Local stakeholder - external)

I'd like to see an action plan coming out of the evaluation that's embedded in the operation of all partners. For example, suggestions about recruiting to a certain specification, making the links – practical suggestions for joining up.

4.5.2 Competing initiatives

Another challenge that respondents identified was the way in which other initiatives or priorities within YOTs or elsewhere could “muddy the waters” or draw attention away from RESET. For example, YOTs have many aspects of practice to consider:

(Strategic level - internal)

Basically they make huge efforts to do what's required of them, but resettlement is only one of certainly 15 aspects of effective YOT practice which stretch from work on substance misuse, accommodation, work on offending behaviour... Resettlement frequently doesn't get the attention it deserves within the YOT.

And within custodial establishments and YOIs there are also other programmes that are relevant to resettlement work, which can complicate the way in which RESET is delivered:

(Front-line resettlement worker)

The problem... at Hindley was that it was agreed that PSP [Prison Service Plus] could work with the younger age group as well, so that was the whole potential target group for RESET. The area manager strongly promotes PSP and wanted to prioritise that service. At the end of the day RESET involves someone coming in from outside whereas Prison Service Plus is on site all day every day.

(Local stakeholder - internal)

I think possibly that there are other similar projects around as well, because there's RAP... which has very similar aims and objectives, but is primarily on offer to young people with more drug and substance misuse problems. So, if a young person's got resettlement needs but has also drug issues, then they would be referred to RAP, which is obviously not part of RESET, so its almost like there'd be competition there to offer similar services.

(Local stakeholder - external)

Unfortunately, there's so many competing demands now for money across a huge range of activities you know, the money is drying up, as they say, and there's only so many things you can fund and each one has got to show how effective each one is compared to something else, and again sometimes the longer term stuff is thrown out and we, in my view, we sometimes do the short term gains and not the long term gains. I say we, that's the agencies that are involved in fighting crime.

There were also issues in some areas about different programmes "competing for clients", although for the most part co-existing programmes (such as RESET and RAP, for that matter) were delivered in a manner which sought to harmonise activities rather than compete.

4.5.3 Continuing high levels of custody cases

A number of respondents at both senior and front-line levels commented on how resettlement work is made much more difficult in a context of high rates of imprisonment generally.

When prison establishments are as overcrowded as they currently are, agency workers struggle even to deliver legislated services and meet national targets, and are understandably unable to ensure as high a level of "joined up delivery" as they might otherwise have the time to facilitate.

The following manager felt that despite the clear benefits that RESET had brought, there were such a high volume of custodial cases in that area that the YOT still needed additional resources to be able to provide the full resettlement services that the young people needed:

(Manager of front-line resettlement worker)

It's about how do you actually meet the demand. I think we were chosen because we're a high demand area. Basically there's just too much work for one person, particularly to do the engagement work whilst they're in custody and then obviously the entry into the community from there. So what we tend to find is that [RESET Worker] will do a lot of the work around the custody things and getting things ready, but just doesn't have the time to be able to do that as thoroughly back in the community, because, you know, it's on to the next case... It's almost as if somebody didn't do the maths on it... if you've got 70 young people in custody, what does that actually mean? How do you actually get that engagement together if you've got to travel throughout the country, as we do, to custodial institutions? ...we probably need three workers to make the project work well and we've got one.

4.6 PERCEPTIONS OF IMPACT

In our interim report focusing on findings from the first stakeholder phase, we summarized respondent feedback concerning “how RESET was working” up to that point in terms of impact on young people, on local agencies or groups and their working practices, and on the profile of resettlement more generally.

Since that report the team has continued both in the interview and the focus group exercises, to gather respondent feedback about key aspects of RESET’s impact. This feedback is summarized by thematic area in the following sections, but as noted in the introduction to this Part of the report, feedback concerning RESET’s impact on young people is summarised and discussed in Part III.

4.6.1 Agencies/groups, working practices

Perceived impact of the work on individual agencies/groups, or on existing working practices, was often commented on by respondents:

(Manager of front-line resettlement worker)

So what I’m saying is that in terms of what RESET and the worker has done it all goes back to the relationships he’s made with the accommodation providers and the communication with the accommodation providers and that’s very important to me as a manager that they know what is happening and where we are up to with a young person. In terms of the secure estate side of things he’s done a similar job there . . . I’ve been working with the secure estate for five and a half years and what I’ve seen lately is phenomenal in terms of getting in and getting access to the young people and them bending over backward for us, which is great and something that needs to be highlighted. We’ve also got a service level agreement [SLA] with [local prison establishment]. . . and that’s very positive. Other people could have done that but the worker was strong and I think he made the relationships very well and he was very proactive in sorting things out and his priority was the welfare of the young people and we’ll be very sad to see him go.

(Front-line resettlement worker)

I think probably the main things are that . . . we are starting the resettlement process really early I think the links are better. . . The links have been built up really, not just because of me but it just seems to have happened the networks are there now.

Toward the end of the programme, respondents also commented on the way in which the programme had impacted on existing practice via the

production of key publications and tools relating to resettlement. These were seen to have the potential to raise the profile of resettlement generally but also to provide a resource to practitioners and managers. Of particular note have been the “Road to Resettlement” material generated out of the work at Swinfen Hall, the “Young Person’s Checklist”, the Resettlement Mentoring Operations Manual, and the resources for families of young people in custody.

Although it was not possible to assess these products fully as part of this evaluation, they clearly have strong roots in practice experience, and preliminary feedback from stakeholders has been highly positive.

4.6.2 Profile of resettlement, knowledge growth in local areas

Some managers discussed the extra learning that was taking place and improving practice:

(Manager of front-line resettlement worker)

I think it’s very positive and I think there’s a lot of learning going on at a national and a local level.

Specifically at local level, RESET had led to an increase in staff knowledge and skills and enhanced team development within the YOTs through specific training sessions around resettlement:

(Manager of front-line resettlement worker)

In terms of staff knowledge, skills and morale, it has a good effect. I mean we had two days of RESET training for front line staff last week for staff who are involved in DTOs and kind of specialist functions around DTOs and that was good in terms of people being better skilled to work with that group of young people. But also it kind of helped develop... we’re kind of a big team here now, I’ve got almost 40 on my team, so anything like that which allows for some working between internal teams is really helpful.

(Manager of front-line resettlement worker)

There are positives, one thing [RESET] did was to offer training on resettlement for each of the London YOTS, based on a pack that was produced by the YJB... It was very clear that [the YOTs] had never been given the chance to sit down together and talk about how they were going to make resettlement a bigger part of their work, so I think that’s a real plus.

The majority of the front-line resettlement workers had a positive view about how RESET was working.

One RESET worker felt that they were providing a service that had previously been lacking and one that would leave a legacy of increased awareness of resettlement issues:

(Front-line resettlement worker)

At the YOT, I think things have improved, I mean I don't want to blow my own trumpet, but I think I have had successes. I think I do provide a service that was lacking and I think I will leave a legacy. If not my gap on the chair then just resettlement being higher up.

RESET had already succeeded in raising awareness of young people's resettlement both locally and nationally, according to one resettlement worker:

(Front-line resettlement worker)

I mean on a local scale, even bringing that awareness to the youth offending teams like we recently did, training on resettlement... even on that local smaller scale getting the workers that work with these young people on a day-to-day basis, to start putting resettlement up there as a high priority even just that, that wouldn't have been done without RESET. And then on the other end of the scale, the work that they've done, sort of nationally, and the work that they do on the policy, I mean stuff like that, you know it might not change policy, but it's definitely making people more aware... And even if it's short term, as much as I say [it should be] longer, we have made a difference in some of these young peoples lives, even if it's only the odd young person here and there.

Because RESET was working well in some localities, some front-line workers were already able to identify good practice messages:

(Front-line resettlement worker)

Joined up working works. Service user involvement and engagement is crucial. Having somewhere to live and getting a job are joint number one priority for the [beneficiaries] I talk to, so ways in which we can engage housing advisers, employers and Job Centre Plus etc are crucial.

(Front-line resettlement worker)

The good practice is basically good planning, that's the key isn't it? Making sure that everybody is engaged and everybody knows when the young person is coming out of custody and what needs to be done. It's about making those links with organisations and working through the case manager.

However, two respondents were more cautious in their views because they felt that some aspects of RESET were not working as well as expected:

(Front-line resettlement worker)

Well, I think what I'm doing is working; I've had very positive feedback, so that's good. But I've also heard through the grapevine that other things aren't working so well, but I don't know why.

(Front-line resettlement worker)

I think it's too early to say, things have changed with me coming along, we've got different relationships now with accommodation providers and other agencies... That's a difficult question to answer because I think it depends how well the service is known about in the area. I mean we started and even half the management here didn't know what RESET was. So if the management don't even know about it, how is anyone else supposed to? So we have fallen down in that sense.

Managers of front-line staff were also positive in the main about how RESET was working. As already noted in earlier sections, some managers again tended to focus on the resettlement worker role and the extra resources that brought:

(Manager of front-line resettlement worker)

Well, its working as far as the RESET worker is concerned, I think our worker has learnt a lot and really developed skills.

(Manager of front-line resettlement worker)

Our worker has been a great resource. I can say that real efforts are being made with the young people and that can only be good.

(Manager of front-line resettlement worker)

I think it makes things better, it's added resource locally and yeah definitely helps.

Others discussed real improvements in resettlement planning and co-ordination and better links with partners and stakeholders:

(Manager of front-line resettlement worker)

The links between services have really improved as well... and the co-ordination between the work of the institutions and the work in the community has just been fantastic, I'm seriously worried about how we are going to cover that work when the funding goes.

(Manager of front-line resettlement worker)

Yes. They're helping us in terms of joining up things, such as children's pathways and support. We're getting more stakeholders involved, working with them on a more professional basis, a much more sound footing. It allows us to have a much more sustainable approach with these individuals.

(Manager of front-line resettlement worker)

The general impression is that it is working... now we are much clearer that resettlement starts the moment of sentence and the planning is much more likely to be there about what needs to be there when they come out. Case managers are now chairing DTO planning meetings and they have much more of an input into the resettlement process.

However, despite the overall positive messages, there was a suggestion that not all was well for some of the front-line resettlement workers, and some respondents had clear concerns that a lack of clarity and leadership could mean that some individuals felt unsupported, unvalued and burdened with paperwork requirements.

4.6.3 Local stakeholder views

Local stakeholders were somewhat more removed from what was directly happening with RESET and so unsurprisingly many felt unable to comment on how well RESET was working. The following quote is typical of this kind of viewpoint:

(Local stakeholder - external)

I think the jury's out in all honesty, because it's long term stuff. I wouldn't like to make a judgement on that honestly, it's certainly very promising.

For one stakeholder, trying to evaluate any service like RESET was problematic because of a wider concern that RESET, like other agencies, may not be reaching the young people at most need of help:

(Local stakeholder - external)

What I can't determine is whether these young people would have been all right anyway. For example the most difficult young people are not on anybody's register. They're like the disappeared. They're not claiming benefit or turning up at youth clubs or other services. They've got to be connected into the mainstream and it doesn't feel like that.

Some though had very positive views of RESET, albeit as part of the wider area in which they were working:

(Local stakeholder - external)

They're doing a good job they are making a difference... [although] I think RESET is a small part of a bigger picture.

(Local stakeholder - external)

It will bring benefits to our resettlement programme, not in an overarching way but in specific ways... by the end of the project we should have a sound network of mentors.

One external stakeholder gave a specific example of the good working relationship that they had developed locally with the RESET and RAP workers. This respondent felt that RESET was fitting well with wider resettlement activities in terms of joint working and planning and clearly valued the extra time that the RESET worker was able to spend with young people:

(Local stakeholder - external)

We have got a very good relationship with the RESET worker, and we meet regularly with the worker and the RAP co-ordinator to discuss individual young people. RESET fits in there really, in the joint working and planning... I find the RESET workers have more time to spend one to one with young people and do a lot of the leg work to get them engaged. Our personal advisors work with the same young people and we work jointly together to plan around the needs of that young person and how we can move them into employment or training. It's a joint approach to working with the young people really.

Other local stakeholders had more mixed views. The recurrent theme of lack of clarity about RESET was raised again as one local stakeholder thought that while the aim to improve partnership working was a good one, there needed to be more clarity about the RESET worker role and the responsibilities of different agencies:

(Local stakeholder - external)

One anecdotal example is of a young man who was receiving support from 12 different workers at one point, it's not good. What we need is a clear understanding of the worker's role and the responsibilities of the different agencies. There's a need for clear planning and a clear pathway through services with regular updates of progress and good communication. The most important thing for me is to know how we integrate the project into existing provision. From the perspective of Connexions, RESET is very much on the periphery of our work.

The theme of implementation delays (as discussed in Section 4.4.5) was raised again. Some respondents felt that RESET had not achieved as much as they might have expected by now in some areas:

(Local stakeholder - internal)

I think we're achieving at I'd say about 40 per cent.

(Local stakeholder - internal)

I think that we were all hoping that we'd be a bit further on by now, and that it'd be working better, I can't speak for everyone. Given that we've got a year to go before it ends, I think that things are just starting to take shape really, and we're able to start reflecting on some of the practice, so yeah, it's doing alright, but could be better... I think that it [RESET] is achieving the goals and purposes in terms of, generally, in terms of disseminating stuff to policy makers - so like to the YJB, the Home Office, to the Prison Service, I think people are hearing about what we're doing. I think in terms of the direct work with the young people, that's not so clear.

(Local stakeholder - internal)

I don't think that the take up rate by young people is as good as I thought it was going to be, or we all thought it was going to be. I think there were 900 people to be targeted over the lifespan of the project, something like that, and obviously, I think we've had about 150. In terms of the mentoring, the take up have been very slow as well.

4.6.4 Strategic level views

There was a notable difference in strategic level views between internal and external stakeholders. Senior RESET staff members were generally positive about how RESET was working, arguing that RESET was meeting objectives and really starting to deliver:

(Strategic level - internal)

I think that we are meeting a lot of our objectives in terms of the development of standards for accommodation, for example, resettlement mentoring and the emerging models in family intervention, accommodation and resettlement work.

(Strategic level - internal)

We're starting to deliver on all areas really.

Particular successes that were highlighted were around engaging young people in planning their resettlement and in terms of partnership working:

(Strategic level - internal)

I would say it's going well. What's going particularly well is a lot of work has been undertaken in terms of engaging services users and young people.

(Strategic level - internal)

I think still it's about partnership working... I think it's about putting young people more at the centre of their own resettlement. .. I do think that what we're trying to do, it does provide them with a greater likelihood of not ending up back in custody, or not ending up back in custody so quickly anyway, or for something as serious.

These positive perceptions were perhaps boosted by a sense of realism about what RESET was trying to achieve in a relatively short period of time:

(Strategic level - internal)

I suppose I would say this, but I thought [RESET] did a fantastic job in dealing with the kind of teething problems you get with a major project like that, like employing staff and getting the project embedded. The problem is trying to do three to four years worth of work in a six month period.

(Strategic level - internal)

I think, sometimes it's a bit like climbing Everest with your plimsolls on... But I think... [there are] positive signs for me...

There was also some acceptance of the kinds of implementation issues discussed earlier and recognition that impact was somewhat slower than anticipated in some areas. One respondent discussed two key examples with one having been more successful than the other so far:

(Strategic level - internal)

Well, personally I think it's been slower in making an impact that we at first envisaged. There have been pockets of success, particularly with the prison service/secure estate who've been able to look at the way they provide resettlement and enhance the service... I don't think we've had much progress with the mentoring service or really looked at the role of mentoring in resettlement... The way mentoring is constructed there is an assumption that it is the way to go and people would want it. We wanted to test the value of mentoring, but I don't think we'll have sufficient numbers for any results to show anything valid.

Strategic level respondents external to RESET had more mixed views. Some positive views were expressed; for example, this respondent

commented positively about RESET's contribution to wider resettlement activity:

(Strategic level - external)

The other side is, that I know from those youth offending teams that it's... actually fitting well alongside the other resettlement activities. What I worried about for example, was that RAP and RESET would be in competition, but that's been avoided, I think that's about both RESET and RAP, and YOT managers, seeing that there's not a single way that's going to work.

Another respondent thought RESET was encouraging a cross-agency approach which was fundamentally beneficial, even if it did not 'change the world':

(Strategic level - external)

I haven't seen enough information to say whether it's [RESET's] going to change the world, but I'm sure it's a step in the right direction. If it [RESET] gets the right people talking to each other and having a more cross agency approach, this is a very fundamental issue, then I'm sure it's going to have a benefit even if it doesn't come out as an all singing, all dancing resettlement strategy.

There was some recognition that RESET's impact had to be interpreted within the wider constraints facing those working in resettlement. In particular, this respondent argued that improved planning and co-ordination could only be applied to resources that were actually available:

(Strategic level - external)

Part of the idea was that they pull together all the component parts into a kind of coherent way, but the components parts for resettlement aren't really there. I'll give you an example, one of the component parts is accommodation, well, nationally there's no accommodation. Another is to offer support in that accommodation, well nationally there isn't the support to draw on. You look at all the key elements of resettlement, a lot of the elements are not there for them [the RESET Workers] to broker, they're not there for them to coordinate, so try as hard as they might it's not really going to happen this year... Even where it is negative, and it is quite negative, that's certainly not RESET's fault, somewhere in all of this we need to be honest and say, 'the system out there is appalling and not even coming close to meeting the needs of these young people'.

Another respondent felt that with such a broad remit, RESET's successes might be small:

(Strategic level - external)

I'm not so sure... My feeling is that it's a very large and big remit to cover. Lots of agencies to link into. So in terms of achieving their goals, there may be a few small successes but there'll be small and parochial. Maybe that's because [we] work on a much bigger, broader range, that's how I feel.

However, the respondent explained that this pessimism was down to the wider issues facing those working in resettlement and described RESET as 'dwarfed by the task that they face':

(Strategic level - external)

Because you have to ask yourself, 'why does this work not happen already?' They're linking into YOT teams, linking them into work, employment and training, and all the other things they're doing, well, the reason it doesn't work is that the services are totally overwhelmed... I think part of it is... sheer volume. And I think it's under-investment by government... we rely on the voluntary sector to deliver support and interventions for ex-offenders... The voluntary sector has a very big and valid part to play in all this, RESET and everybody else, but the issues are too large.

Other respondents had more mixed views about RESET. One respondent thought that RESET was working 'in part' and had made an improvement by raising awareness of young people's resettlement:

(Strategic level - external)

It is in part, though I don't think at the end it will get the numbers it wants unless something settles down in offender management. Those people it manages to get hold of and work with, I'm sure it will... RESET has improved things in that it's on the radar. Good practice: too early to say.

However, two criticisms of RESET's progress were made. First, one external stakeholder expressed a concern that RESET was not working with the most difficult clients in greatest need, but instead 'cherry picking' the easiest ones to work with:

(Strategic level - external)

RESET seems to be "cherry picking" the easiest young people to work with from their potential pool of clients.

Comments of this kind were also made by some respondents connected with the work undertaken at Cookham Wood, but although views on the issue of "cherry-picking" were mixed, the evidence suggests that in some

areas RESET workers were actually engaging with young people who were seen to have high rather than low support needs – and the reason sometimes given for this was simply that regular “case workers” were not always able to devote as much time to such cases as might be required.

Another respondent feared that RESET might end up being used to plug a gap in the YOTs rather than to fundamentally change resettlement practice:

(Strategic level - external)

The North West is making anxious noises about, ‘what’s RESET up to’ and how well it ties in with other work, so I think there’s positive and negative impacts; I’m not hearing just glowing reports, to be frank. I’m getting anxious about whether it’s [RESET is] just plugging a gap. Resettlement work should be happening across YOTs and the secure estate... the YJB have set out the model you know... the four phase resettlement model. The YOT officer should be case managing through custody, back into the community and back into the mainstream, but you know, how far is that happening? How far is it that as soon as the YOT picks up the case, the rest of the services all take a step back and breathe a sigh of relief? But it also may be that there are some difficult questions to ask YOTs about whether they’re delivering on resettlement the way they should. You have to look at the practice around it, is RESET just sticking plaster for, whatever, two years at eight million [pounds], or six is it, it’s not the best way to use the resource if staff are just given caseloads and propping up the YOT instead of taking work forward or if they’re just repeating what RAP are doing because, you know, we’ve had that idea already.

PART III – THE BENEFICIARY EXPERIENCE

5 WHO WERE THE BENEFICIARIES?

5.1 NUMBERS OF BENEFICIARIES

Excluding HMPYOI Swinfen Hall, there were 208 RESET beneficiaries recorded by RESET local workers. The number of recorded beneficiaries in each of the eight projects in RESET, and their geographical area grouping is shown below. Three of the beneficiaries returned for a second period in RESET (so there were 211 RESET starts, in effect); however, for

consistency, the figures in this report focus only on their first period. The table shows that about half of all beneficiaries were located in the North West projects (51 per cent), with 39 per cent of beneficiaries in the London projects, and 12 per cent in the Cookham Wood institution.⁸ The project with the biggest throughput was Tameside, with 40 beneficiaries, accounting for almost one in five of all beneficiaries.

Table: The numbers of beneficiaries from each project area

	Frequency	Percent
<u>Institution Based</u>		
Cookham Wood	24	12%
<u>London Projects</u>		
Greenwich	26	13%
Lewisham	24	12%
Newham	28	14%
<u>North West Projects</u>		
Oldham	19	9%
Rochdale	29	14%
Stockport	18	9%
Tameside	40	19%

Base = 208, All

For some of the analysis in this report, the projects will be grouped according to the broad type of caseworker model they adopted (specialist resettlement worker vs generic caseworker). However, as we have seen, this is a rather crude division, and there was significant variation within each of these models (sometimes suggesting little difference between the models). In this analysis, beneficiaries in the London projects (plus Rochdale) received a Youth Offending Team caseworker as usual, but with reference to a specialist resettlement worker. Beneficiaries in the North west (except Rochdale) had the RESET worker performing the usual caseworker role, but who maybe concentrated on the custody cases. The third group, beneficiaries from Cookham Wood were somewhat more different – they were all female beneficiaries who were focused in one institution rather than from a local area, and the RESET worker was limited to the institution. The table below shows the total numbers of beneficiaries attached to each of these crude model types. The specialist resettlement worker model accounted for just over half of all trainees (51 per cent), with

⁸ Please note that percentages are rounded to the nearest per cent for clarity, which may result in figures not always adding up to 100.

just over a third (37 per cent) receiving support from the RESET worker more akin to a generic caseworker role.

Table: Numbers of beneficiaries from each RESET model

	Frequency	Percent
Cookham Wood	24	12%
Specialist resettlement worker (London and Rochdale)	107	51%
Generic caseworker (NW excl. Rochdale)	77	37%

Base = 208, All

The table and chart below show the months when beneficiaries joined RESET during 2005, 2006 and 2007. There were a mean average of just over 7 beneficiaries joining each month (7.12), with the median at 7.5 beneficiaries. However, these figures do not tell the story of the variance to intake during the existence of RESET (from 0 to 26 beneficiaries in any one month). The first recorded beneficiary started in February 2005, and the Spring and Summer of 2005 saw RESET gaining between 1 and 3 beneficiaries a month. However, RESET did not officially recruit workers charged with taking on RESET beneficiaries until August/September 2005, so we might assume that this was actually their sentence start date recorded as RESET start date in error (unless YOT partners somehow thought that they were undertaking RESET work early). Indeed, if we discount the first 9 months of 2005 (January to September), the mean average becomes 16.73, with the median at 16 beneficiaries joining per month. Certainly, in the Autumn of 2005, with workers newly in place, the numbers starting RESET were at the highest for the whole period the Project ran. After peaking at 26 new beneficiaries in November 2005, monthly figures, though fairly steady, were never more than 14 (March 2006). By the early months of 2007, the projects were clearly winding down in terms of new intakes, as might be expected in a fixed term project like RESET, with figures matching the small numbers seen in the initial few months. The last recorded intake was 4 new beneficiaries in May 2007.

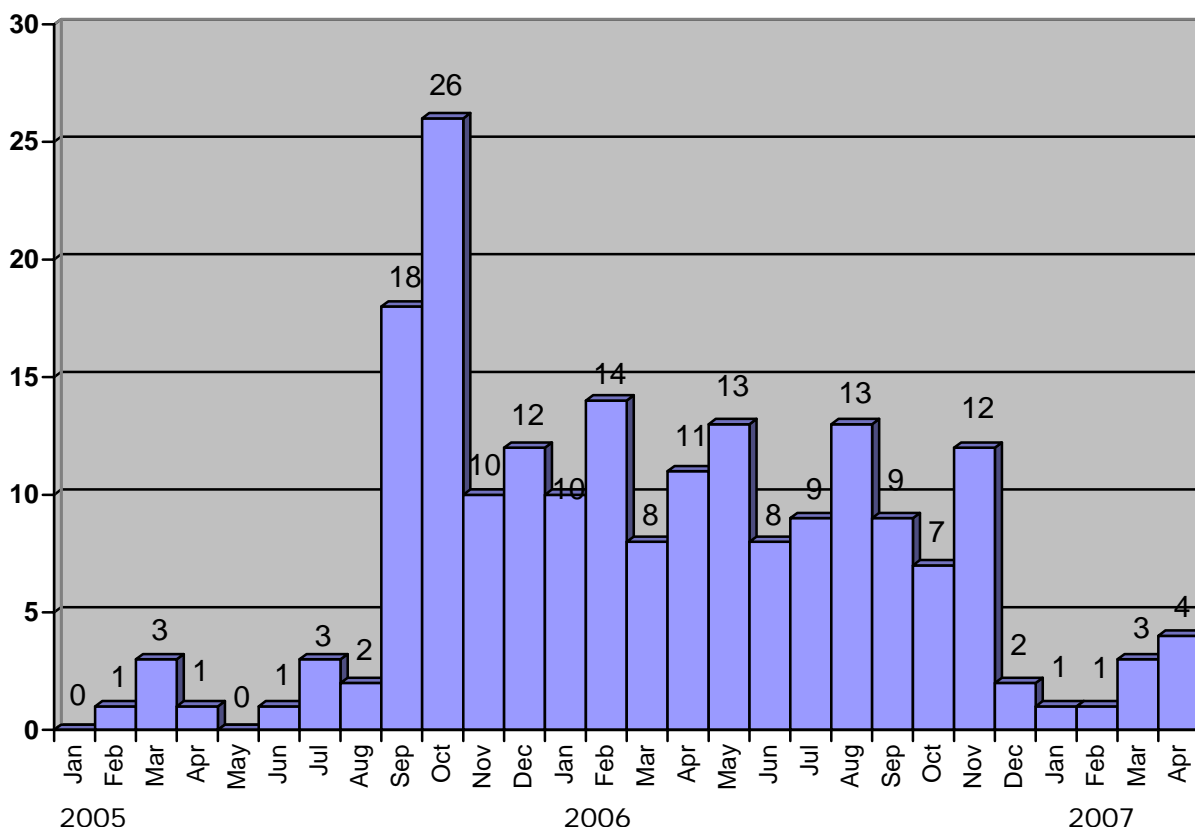
EVALUATION OF THE RESET PROGRAMME – FINAL REPORT

Table: Numbers of beneficiaries starting RESET in each month

		Frequency	Percent	Percentage total to date
2005	Jan	0	0%	0%
	Feb	1	1%	1%
	March	3	2%	2%
	May	1	1%	3%
	June	0	0%	3%
	July	1	1%	3%
	August	3	2%	4%
	September	2	1%	5%
	October	18	9%	14%
	November	26	13%	27%
	December	10	5%	32%
2006	January	12	6%	38%
	February	10	5%	43%
	March	14	7%	50%
	April	8	4%	54%
	May	11	5%	59%
	June	13	6%	66%
	July	8	4%	70%
	August	9	4%	74%
	September	13	6%	80%
	October	9	4%	85%
	November	7	3%	88%
	December	12	6%	94%
2007	January	2	1%	95%
	February	1	1%	96%
	March	1	1%	96%
	April	3	2%	98%
	May	4	2%	100%

Base: 202; 6 missing

Figure: Numbers of beneficiaries starting RESET in each month



Base: 202; 6 missing

The mean average length of a beneficiary’s involvement with RESET was 7.2 months (Base = 164; 44 missing), while the median was 7 months. Although some young people stayed with RESET for up to two years, three quarters (76 per cent) of beneficiaries had ended their involvement within 10 months.

It was noted in Chapter 1 that some of the areas where RESET was operating were also involved in RAP projects. RESET workers noted involvement with RAP for 39 per cent of beneficiaries (Base = 167; 41 missing). We have to be slightly cautious with this figure because in a further 23 per cent of cases the RESET worker said that they did not know about involvement (although this may be a sign of unfamiliarity because RAP was not available in all areas).

5.2 BENEFICIARIES - CHARACTERISTICS

5.2.1 Ethnicity

The ethnicity of the beneficiaries, as recorded by the RESET workers, is shown in the table below. Reflecting the juvenile prison population as a whole, the majority of beneficiaries were White (62 per cent), although the

figure was smaller than the 81 per cent recorded in the 2002 evaluation of the DTO (Hazel et al, 2002). This difference seems to be due to a higher than expected figure for the next largest racial grouping, Black or Black British, which accounted for a quarter of all RESET beneficiaries (25 per cent), but only 7 per cent of DTO trainees in the earlier research.

Table: Ethnicity of beneficiaries

Ethnicity	Frequency	Percent
Asian or Asian British - Bangladeshi	1	1%
Asian or Asian British - Indian	1	1%
Asian or Asian British - Pakistani	3	2%
Black or Black British - African	15	10%
Black or Black British - Caribbean	19	13%
Black or Black British - Other	3	2%
Mixed - Other	1	1%
Mixed - White & Asian	1	1%
Mixed - White & Black African	3	2%
Mixed - White & Black Caribbean	7	5%
White - British	87	59%
White - Irish	1	1%
White - Other	4	2%
Other – Latin American	2	1%

Base: 148; 60 missing

5.2.2 Sex

The sex of RESET beneficiaries is shown below. As we would expect from the general profile of young people in custody, the large majority of beneficiaries was male. However the figure found in RESET beneficiaries of 81 per cent is lower than in the general juvenile estate. That is because Cookham Wood, one of the eight RESET projects was deliberately chosen because it was a female-only institution, in order to boost the minority representation of female beneficiaries. Without Cookham Wood included, the figure 92 per cent males was only 1 per cent different from the 2002 DTO figure (93 per cent), suggesting that the sex of RESET beneficiaries, excluding the boost, reflected the normal juvenile custodial population closely.

Table: Sex of beneficiaries

Sex	Frequency	Percent
Female	39	19%
Male	169	81%

Base = 208; all

Without Cookham Wood:

Table: Sex of beneficiaries excluding Cookham Wood

Sex	Frequency	Percent
Female	15	8%
Male	169	92%

Base = 184; All except Cookham Wood

5.2.3 Age

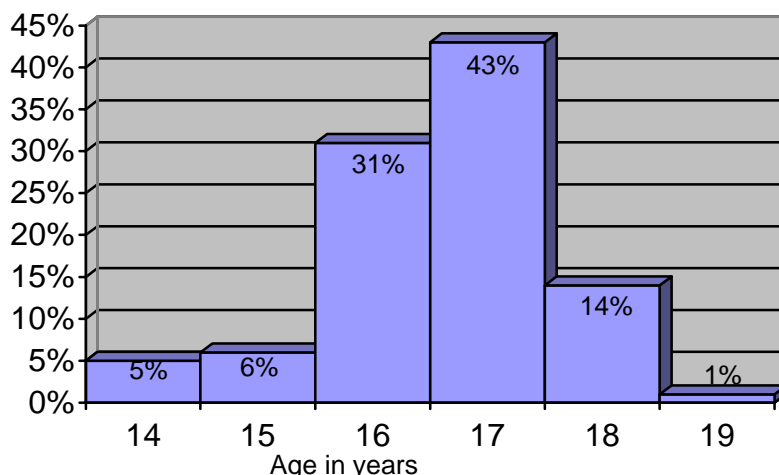
The age of the beneficiaries at the time of the start date of their RESET involvement is shown below. The table shows that RESET was mainly dealing with the upper age range of juvenile offenders, with more than half of all beneficiaries (58 per cent) aged 17 years or older when they joined. Only 11 per cent of new beneficiaries were under 16 years old.

Table: Age of beneficiaries on joining RESET

Age	Frequency	Percent
14	9	5%
15	12	6%
16	63	31%
17	87	43%
18	29	14%
19	1	1%

Base: 201; 7 missing

Figure: Age of beneficiaries on joining RESET



Base: 201; 7 missing

5.2.4 Length of sentence

The median average length of sentence being served by RESET beneficiaries was 8 months (usually 4 months in custody and 4 months during community supervision). This reflects closely the median time for involvement with RESET of 7 months (see above). The median was two months longer than the 6 month DTO average in the 2002 evaluation, but that previous research would obviously not include the small group of Section 91/92 offenders in RESET (approximately 6 per cent), who will have longer sentences for grave crimes.

However, the range and deviation from the average figure is substantial. 8 per cent of beneficiaries were serving sentences of two years or more, which pushed the mean average sentence length to 11.5 months. In contrast, the most common sentence for RESET beneficiaries (29 per cent) was the shortest DTO of 4 months (2 months in custody, and 2 months under supervision); this reflects the mode in the previous DTO research. The implication is that for almost a third of beneficiaries, there is the minimum amount of time to make any arrangement for resettlement while they are still in custody, and the minimum amount of time to make any impact on resettlement when they are back out in the community and still under supervision.

Table: Length of sentence being served by beneficiaries while in RESET

Sentence length (months)	Frequency	Percent
4	37	29%
6	18	14%
8	13	10%
10	9	7%
12	18	14%
16	2	2%
18	21	16%
24	3	2%
30+	8	6%

Base = 129; 79 missing

In four out of every five cases, involvement in RESET was shorter than the original sentence (78 per cent) (reflecting the slightly shorter mean length figure). In only 18 percent of cases was involvement with RESET longer than the sentence length, with the remaining 3 per cent matching sentence length (Base = 110; 98 missing). The reasons for this shorter involvement were complex and varying. First, in the large majority of cases (78 per cent), RESET workers started to work with beneficiaries only after the start of the sentence; compared to only 15 per cent starting work before the sentence began (Base = 131; 77 missing). Second, in almost half of cases (45 per cent), RESET involvement was ended prematurely, while in only 20 per cent of cases did beneficiaries stay involved with RESET beyond the end of their sentence (Base = 154; 54 missing).

However, it is worth noting that just over a third of young people ended their involvement with RESET on a positive note. As the table below shows, 26 per cent ended because their sentence had ended, while another 9 per cent were said to have achieved their RESET aims. Only 15 per cent were said to have specifically “dropped out” of RESET prematurely, although little explanation is given by workers for the reasons listed in the “other” category.

Table: Reasons why beneficiaries ended engagement with RESET

	Frequency	Percent
Aims achieved	19	9%
Beneficiary dropped out	31	15%
Other	51	25%
Sentence ended	55	26%

Base = 156; 52 missing

In contrast to those with shorter RESET involvement than sentences, for a minority of beneficiaries (15 per cent), RESET involvement lasted beyond the course of the sentence, because they went on to receive support during a second sentence imposed by the courts while being a beneficiary (Base = 161; 47 missing).

5.2.5 Institutional placement

A small number of beneficiaries were already out of custody and in the community phase of their sentence by the time they became involved with RESET (6 per cent). The remainder were spread across 18 custodial institutions. The institution with most RESET beneficiaries was Hindley YOI (20 per cent of beneficiaries), followed by Cookham Wood (18 per cent) and Lancaster Farms YOI (14 per cent) (Base = 125; 83 missing).

For the majority of beneficiaries, there was stability in their institutional placement. More than two-thirds stayed in the same institution throughout the custodial part of their sentence (69 per cent), while a further 22 per cent moved only once. A small number of young people did not benefit from such stability and were transferred between institutions three or more times (6 per cent) (Base = 157; 51 missing).

Forty per cent of beneficiaries were serving their sentence more than 50 miles away from home immediately prior to release into the community (Base = 155; 53 missing). This is contrary to the Youth Justice Board and Prison service target of all young people being placed within 50 miles of their home. In a project focusing on resettlement, this may have clear negative implications for developing links between home and institution, as well as with local YOT-based RESET workers supporting beneficiaries while still in custody. However, for beneficiaries from the London projects, there are no juvenile placements within 50 miles of home apart from Feltham, which, according to policy, should be restricted to those over 18 years of age.

5.2.6 Vulnerability

There were substantial vulnerability issues within the RESET beneficiary cohort. Although there were a lot of data missing from RESET workers on this issue, it appears that just under half of beneficiaries were considered by their local YOT to be vulnerable (45 per cent) at the time of entering custody⁹. In the majority of these cases the institutions had been informed of this vulnerability, although this was not always the case (institution not informed in 9 per cent of cases, and worker unsure in 11 per cent of cases).

Table: Vulnerability of beneficiaries at start of custody, as rated by YOT

Was the beneficiary considered vulnerable?	Frequency	Percent
No	56	55%
Yes - don't know if prison/YJB informed	11	11%
Yes - prison/YJB informed	26	26%
Yes - prison/YJB not informed	9	9%

Base = 102; 106 missing

In addition, many of the beneficiaries belonged to social groups that could be described as vulnerable, listed in the table below. The research collected information about 'membership' of a number of such groups, specifically because they are of common interest across the different European Equal partners in relation to social action. About half of beneficiaries (47 per cent) were associated with at least one of the vulnerability groups asked about, and listed below, and 13 per cent were associated with more than one group. The most common category concerned drug or alcohol misuse, which involved more than a third of beneficiaries (38 per cent). Interestingly, lone parent with care responsibilities was the only grouping of interest to Equal partners that was not represented by RESET beneficiaries, perhaps reflecting the age group and sex of those involved here.

⁹ There is a risk of unreliability with this figure as it is likely that the RESET workers would have to find out from the YOT (or look in case files) whether they were considered vulnerable at sentencing. This may explain the high missing figure.

Table: Beneficiaries' membership of vulnerable groups (of particular interest to RESET funders)

Vulnerable group	Frequency	Percent
Roma person or traveller	1	1%
Refugee	3	2%
Lone parent with care responsibilities	0	0%
Homeless person	21	14%
Drug or alcohol misuser	56	38%
Looked After Children	11	7%
None of these	79	53%

Base = 149; 59 missing

However, disability was not a common area of vulnerability among beneficiaries. Only about 1 in 10 beneficiaries (9 per cent) were thought to have any kind of disability (Base = 138; 70 missing). Of this small number, the majority (5 per cent of all beneficiaries) had learning disabilities.

5.2.7 Education, training and employment background

The level of educational attainment for a new beneficiary was very low. According to their local RESET worker, almost three quarters of beneficiaries had no qualifications (71 per cent) (Base = 138; 70 missing). Given the focus on juvenile offenders, some of this low attainment might have been explained by the fact that 42 per cent of beneficiaries were still only 16 years old or under. However, even among beneficiaries aged 17 or older, two thirds (67 per cent) had no qualifications (Base = 86; 31 missing). As the table below shows, qualifications gained among all beneficiaries were most commonly mainstream academic GCSEs, although some beneficiaries had gained basic vocational qualifications such as NVQ Level 1 and City and Guilds Level 1.

Table: Beneficiaries' qualifications at the start of involvement with RESET

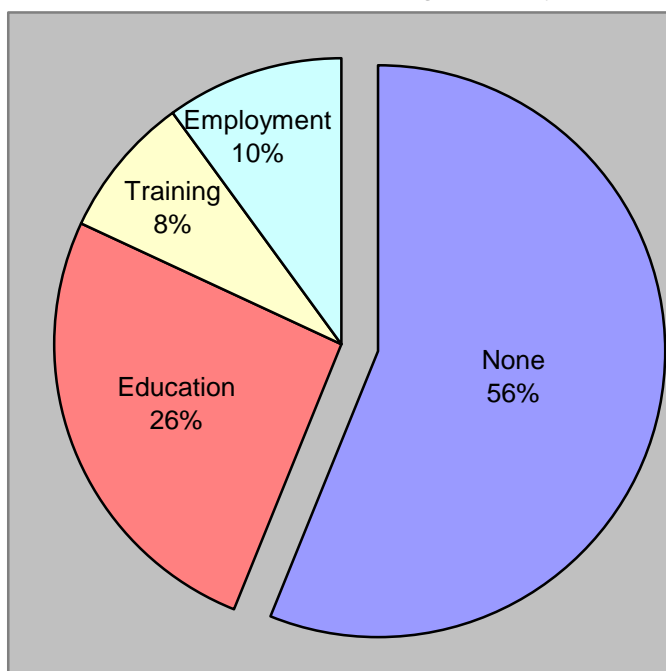
Qualification	Frequency	Percent
NVQ Level 1	8	5%
NVQ Level 2	1	1%
GNVQ Level 2	1	1%
A Level	1	1%
GCSE	25	17%
City and Guilds Level 1	6	4%
City and Guilds Level 2	1	1%
BTEC Certificate	1	1%
BTEC Diploma	1	1%
Literacy or numeracy certificates	6	4%
None	98	71%

Base = 149; 59 missing

As the figure below shows, the majority of beneficiaries (56 per cent) were not engaged in any education, employment or training immediately prior to

their custodial conviction.

Figure: Beneficiaries involvement in Education, training or employment immediately prior to custody



Base = 132; 76 missing

Of those engaged, the majority were involved in education (59 per cent of those in ETE), with just over a fifth of them in employment (22 per cent of those in ETE) and just under a fifth in training (19 per cent of those in ETE). Given this breakdown, there were only a few beneficiaries for which we had any details about their employment before custody (n13). However, the majority of beneficiaries who were engaged in employment before custody now had that employment under threat (n8), which is perhaps unsurprising given their conviction and enforced disengagement.

Details were given about 58 beneficiaries who were said to be in the labour market but unemployed immediately prior to custody. These beneficiaries were divided approximately into a third who had been unemployed for less than 6 months (31 per cent), a third unemployed for between 6 months and a year (35 per cent) and a third unemployed for a year or more (35 per cent).

Despite this level of unemployment and disengagement, the seven out of ten beneficiaries (70 per cent) were not in receipt of any of the common social security benefits immediately prior to custody. As the table below shows, 12 per cent of beneficiaries were claiming Jobseekers Allowance, with only a handful claiming Incapacity Benefit or Income Support.

Table: Benefits claimed by beneficiaries immediately prior to custody

Benefit	Frequency	Percent
Jobseekers Allowance	18	12%
Incapacity Benefit	2	1%
Income Support	8	5%
None	104	70%

Base = 149; 59 missing

5.2.8 Offending history

The offending data is originally held in beneficiaries ASSET files, at offence level (i.e. one row of data per offence). In this section, analysis will be presented both at offence level and summarised at the level of the individual.

One hundred thirty-eight individuals were recorded in ASSET as having committed 4,056 offences in total: an average of 29 offences each. The charge date for these offences ranged from March 2000 to January 2007. The table below shows that the total and average number of offences varied widely among the YOTs with Greenwich RESET beneficiaries averaging 17 offences each through to almost 53 offences on average for the Rochdale RESET beneficiaries.

Table: Offending totals of beneficiaries by RESET project

Project	Frequency of beneficiaries	Percentage of beneficiaries	Number of offences	Percentage of offences	Mean number of offences per individual
Greenwich	25	18%	429	10%	17.2
Newham	28	20%	684	16%	24.4
Rochdale	29	21%	1,534	37%	52.9
Stockport	18	13%	487	12%	27.1
Tameside	38	28%	922	22%	24.3
Total	138	100%	4,056	100%	29.4

Base = 138; 70 missing

Most of the young people for which we have offending history were male (96%) and around three-quarters were of white ethnicity (73%). Individuals from Asian and Black ethnic groups formed 19% of the total but they were responsible for 13% of the total number of offences, suggesting the average lower numbers of offences than those of white ethnicity. This analysis is based on small numbers of individuals, though, and so should be interpreted carefully.

Table: Offending history of beneficiaries by sex and ethnicity

	Number of individuals	Percentage of individuals	Number of offences	Percentage of offences	Mean number of offences per individual
Sex					
Female	6	4%	165	4%	27.5
Male	132	96%	3,891	96%	29.5
Ethnicity					
Asian or Asian British	7	5%	78	2%	11.1
Black or Black British	19	14%	459	11%	24.2
Chinese or Other Ethnic Group	2	1%	4	-	2.0
Mixed	10	7%	294	7%	29.4
White	100	73%	3,221	79%	44.4

Base = 138; 70 missing

While the mean average number of offences was 29, at individual level the actual number varied between 1 and 116. Around one fifth had up to five offences recorded while one quarter had more than 50.

Table: Spread of previous offences by beneficiaries

Total number of offences	Number of individuals	Percentage of individuals
1-5	19	14%
6-10	22	16%
11-15	8	6%
16-20	14	10%
21-25	9	7%
26-30	16	12%
31-40	13	9%
41-50	11	8%
51-75	17	12%
76-116	9	7%

Base = 138; 70 missing

Over two-thirds (69%) of the RESET beneficiaries were recorded at some point as being a persistent offender (based on the YJB definition). At offence level, some 58% of offences were recorded as having being committed by a persistent offender. The gravity of these offences was high as 78% of the RESET beneficiaries had a recorded offence with a gravity level of six or higher. At offence level though, larger number of less serious offences were also recorded. For example, 40% of offences had a gravity level of three or lower.

Table: Beneficiaries labelled Persistent Young Offenders at some point, and offences accounted for by that group

Status	Number of individuals	Percentage of individuals	Number of Offences	Percentage of Offences
Persistent young offender	95	69%	2,361	58%
Not PYO	43	31%	1,695	42%

Base = 138; 70 missing

Table: Highest offence gravity by beneficiaries

Offence gravity level	Number of individuals	Percentage of individuals	Number of Offences	Percentage of all Offences
Unknown	0	0%	76	2%
1	0	0%	63	2%
2	0	0%	1,473	36%
3	3	2%	708	18%
4	14	10%	1,115	28%
5	13	9%	232	6%
6	95	69%	372	9%
7	9	7%	9	-
8	4	3%	8	-

Base = 138; 70 missing

The average (mean) age at first offence charge was 14 years, which is almost identical to the 13.8 years mean average for first reprimand or conviction in the DTO evaluation of 2002 (Hazel et al, 2002). The average age at most recent offence was 17 years, reflecting the high age noted for people starting their RESET involvement. The distribution of ages is shown in the table below.

Table: Age of beneficiaries at earliest and most recent offence

Age	Age at earliest offence		Age at most recent offence	
	Number of individuals	Percentage of individuals	Number of individuals	Percentage of individuals
10	1	1%	0	0%
11	3	2%	0	0%
12	13	9%	0	0%
13	26	19%	0	0%
14	39	28%	4	3%
15	43	31%	13	9%
16	10	7%	43	31%
17	3	2%	64	46%
18	0	0%	13	9%
19	0	0%	1	1%

Base = 138; 70 missing

Reflecting the varying gravity of the offences, outcomes varied between absolute discharges, fines, community based sentences and custody. Almost one-fifth of these offences (18%) had resulted in a Detention and Training Order and it this type of sentence (or a Section 90-91 in a few cases) that would have brought the young person into contact with RESET.

Table: History of disposals given to beneficiaries

Disposal	Number of offences	Percentage of offences
Absolute Discharge	17	-
Action Plan Order	60	2%
Attendance Centre Order	61	2%
Bind Over	3	-
Community Punishment + Rehabilitation Order	68	2%
Community Punishment Order	70	2%
Community Rehabilitation Order	97	2%
Community Rehabilitation Order + Intensive Supervision & Surveillance (Prob) (Cro, Po)	1	-
Compensation Order	7	-
Conditional Discharge	120	3%
Curfew Order	52	1%
Custody	3	-
Detention and Training Order	713	18%
Final Warning	4	-
Final Warning with Intervention	26	1%
Fine	113	3%
Other	1,549	38%
Referral Order	157	4%
Reparation Order	24	1%
Reprimand	27	1%
Section 90-91	9	-
Sentence Deferred	4	-
Supervision Order	402	10%
Unknown	25	1%
Not recorded	444	11%

Base = 138; 70 missing

The types of offences recorded are shown in the table below. It is important to note that almost a third of offences had been recorded as breaching a court order, either a disposal or bail. This suggests that those joining RESET had not only a lengthy offending history, but a history of non-cooperation with the authorities – suggesting a substantial challenge when trying to resettle a young person back into the community after custody.

Table: History of offence types committed by beneficiaries

Offence	Number of offences	Percentage of offences
Arson	15	-
Breach of Bail	457	11%
Breach of Community Rehabilitation Order + ISSP 4	2	-
Breach of Conditional Discharge	38	1%
Breach of Criminal Anti Social Behaviour Order (Crasbo) 4	23	1%
Breach of DTO/S91 Licence + ISSP 4	6	-
Breach of Statutory Order	722	18%
Breach of Supervision Order + Conditions 4	1	-
Criminal Damage	325	8%
Domestic Burglary	176	4%
Drugs	97	2%
Fraud and Forgery	23	1%
Motoring	609	15%
Non Domestic Burglary	73	2%
Other	130	3%
Possession of Controlled Drugs with Intent to Supply - Class C 4	1	-
Proceeds of Crime	2	-
Public Order	179	4%
Racially Aggravated	43	1%
Robbery	172	4%
Sexual	24	1%
Theft and Handling	309	8%
Vehicle Theft	256	6%
Violence Against the Person	372	9%
Not recorded	1	-

Base = 138; 70 missing

5.3 BENEFICIARIES' NEEDS

The RESET workers were asked to indicate particular areas of concern in the young person's life that they felt should be addressed in resettlement. It is important to note that these are not necessarily those areas that the worker actually *intended* to address as part of RESET, but problems or areas of concern where it was felt that the young person would benefit from support, from somewhere if support were ever available. It can be used as an indication of RESET beneficiaries areas of particular need, and these are summarised in the table below.

Table: Beneficiaries' particular needs

Priority concern needing support	Frequency	Percent
Racial discrimination	3	2%
Gender discrimination	2	1%
Constructive activities	91	61%
Family problems	52	35%
Unemployment	69	46%
Sexual orientation	0	0%
Drugs or alcohol problems	58	39%
Homelessness	34	23%
Religion	0	0%
Need for support for entrepreneurship	0	0%
Other discrimination	5	3%
Low qualifications or skills	58	39%
Offending behaviour	74	50%
Physical health issues	1	1%
Mental health issues	11	7%
Employability	9	6%
Anger management	40	27%

Base = 149; 59 missing

The mean average number of priority areas identified for beneficiaries was 3.48. Both the median and mode average concurred with this figure, identifying 3 as the most likely number of areas of need. Indeed, this was the case for a fifth of beneficiaries (22 per cent), although one in ten were said to have no issues of concern (11 per cent).

The only concern for more than half of beneficiaries was a lack of constructive activities in their life (61 per cent). For exactly 50 per cent of the young people, their offending behaviour per se was considered a major cause for concern, regardless of any contributory factors. For a substantial minority of beneficiaries, concerns were raised about unemployment (46 per cent), low qualifications or skills (39 per cent) and family problems (35 per cent). About a quarter of the beneficiaries were also considered to need support with anger management (27 per cent), and again, with homelessness or housing problems (23 per cent).

Having established the priority needs of the beneficiaries, it is interesting to whether the RESET worker intended to address the problem as part of the Project. The table and figure below shows, where each of these priority

areas were identified, and the proportion of cases in which the worker intended to tackle the need¹⁰.

Table: Proportion of identified beneficiaries' needs that RESET workers intend to address

Priority concern needing support	Frequency of beneficiaries needing support	Frequency of these intended support	As a percentage
Racial discrimination	3	2	67%
Gender discrimination	2	0	0%
Constructive activities	91	76	84%
Family problems	52	32	62%
Unemployment	69	57	83%
Drugs or alcohol problems	58	48	83%
Homelessness	34	25	74%
Other discrimination	5	3	60%
Low qualifications or skills	58	48	83%
Offending behaviour	74	59	80%
Physical health issues	1	0	0%
Mental health issues	11	10	91%
Employability	9	9	100%
Anger management	40	28	70%

Base = 149; 59 missing

For every one of the priority need areas (where numbers are large enough for analysis), RESET workers intended to address that need in the large majority of beneficiary cases. The RESET workers clearly felt able to tackle employability in all cases, and mental health needs in almost all relevant cases (91 per cent); followed closely by constructive activities (84 per cent), drug problems (83 per cent), unemployment (83 per cent), and low skills (83 per cent). Later in the report we will examine the proportion of cases in which the need was *actually* addressed as intended.

The table below shows whether RESET workers intended to provide support in these areas across all beneficiaries, regardless of assessed need. The table shows that RESET workers intended to provide support to beneficiaries in these areas even when the need was not seen as a priority.

¹⁰ One note of caution should be issued with the figures on intention to address needs as a percentage of those needs. The question on intention to address needs was created when all RESET workers were assumed to be taking on a caseworker role, where addressing all needs (or arranging it) would be their responsibility. In reality, this was not always the case. Consequently, it is theoretically possible that some RESET workers not in a direct caseworker role read the question literally and indicated that they would not be addressing the beneficiaries' particularly need, even though they knew that somebody else would be.

For instance, workers intended to help 42 per cent of beneficiaries tackle their problem with low skills, even though it was a priority area for only 39 per cent. Like those where specific problems were identified, the most common area of intended help for all was dealing with a lack of constructive activities, where RESET workers intended support 61 per cent of beneficiaries.

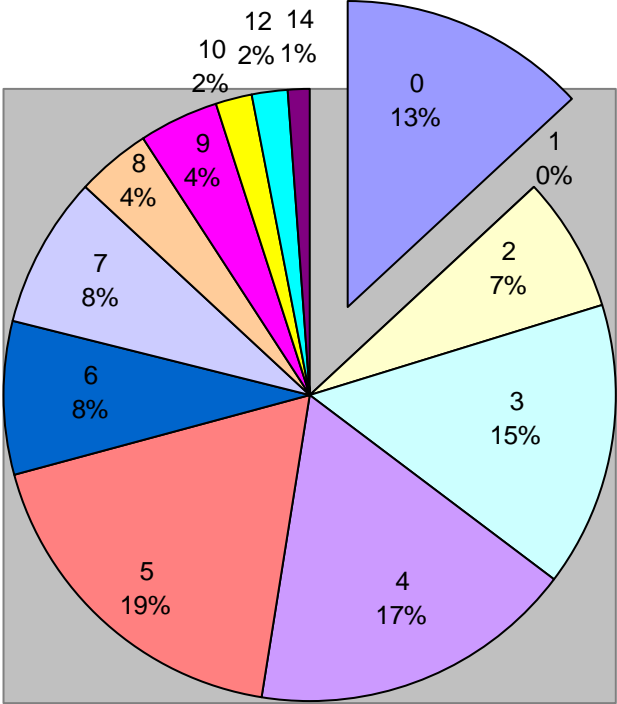
Table: Areas of support that RESET workers intend to provide (irrespective of identified need)

Areas of support	Frequency of all	Percentage of all
Racial discrimination	3	2%
Gender discrimination	0	0%
Constructive activities	91	61%
Family problems	33	22%
Unemployment	62	42%
Drugs or alcohol problems	55	37%
Homelessness	25	17%
Other discrimination	13	9%
Low qualifications or skills	63	42%
Offending behaviour	64	43%
Physical health issues	1	1%
Mental health issues	11	7%
Employability	9	6%
Anger management	29	20%

Base = 149; 59 missing

Perhaps unsurprisingly given the multiple needs of the beneficiaries, the RESET workers intended to involve multiple agencies, such as Connexions and the Local Education Authority, in addressing their needs. The figure below shows the percentage of beneficiaries against the numbers of agencies to be involved. Although no agencies were to be involved in 13 per cent of cases, the mean average number of agencies to be involved was 4.46, with a median of 4 agencies. The number of agencies to be involved went up to 14, although half of beneficiaries were intended to receive support from between 3 and 5 agencies.

Figure: Numbers of agencies that RESET workers intend to involve in beneficiaries' cases



Base = 147; 59 missing

The specific agencies that workers were intending to involve are listed in the table below. By far the most common agencies that RESET workers intended to involve were Connexions and (other) specialist workers within the YOT. However, almost half of workers were intending to involve RAP, and about a third were intending to involve schools, and another third, Drugs agencies.

Table: Agencies the RESET workers intend to involve

Agency	Frequency	Percentage
CAMH	18	12%
Connexions	101	68%
Drugs	47	32%
Health	8	5%
Housing	29	20%
Learning mentors	14	9%
Local Education Authority	13	9%
Employers	29	20%
Jobcentre Plus	42	28%
Schools	50	34%
Voluntary agencies	11	5%
Mentors	41	28%
Youth services	12	8%
YOT	101	68%
Training	36	24%
Sports development officer	5	3%
Social services	12	8%
Police	10	7%
Probation	3	2%
RAP	67	45%
Money advice	4	3%
Others	12	8%

Base = 149; 59 missing

Mean average number is 4.46, with median of 4

5.4 SUMMARY

It has been possible to present a picture of the RESET client base from the data provided. Although the numbers were only a small proportion of custodial recipients across the country, and taken from particular urban geographical areas, this picture does give us some idea about the type of young person requiring intensive resettlement work. To summarise this picture, the 'typical' profile of a RESET beneficiary is described through a homunculus in the boxes below:

- Male (unless part of the Cookham Wood group)
- Probably White (but if not, then probably Black rather than Asian)
- Older juvenile (possibly 17 years old)
- On a short 4 month DTO
- Placed in a YOI (unless part of the Cookham Wood group)
- Stayed in the same placement during custody
- Almost equal chance that this was more than 50 miles from home
- Not typically vulnerable, although there is a reasonable possibility
- Equal chance that he is a member of a vulnerable group or not; if so, probably drug or alcohol misuse
- Does not have a disability
- Has no qualifications
- Unlikely to be engaged in education, training or employment immediately before custody
- If was engaged, then it was probably in education
- Very unlikely to be receiving state benefits immediately prior to custody
- Has committed more than 25 recorded offences
- Has been described as a “persistent young offender”
- Has committed a relatively high gravity offence (level six)
- Started offending in early teens (possibly 14 or 15 years old)
- May well have breached a court order previously
- Probably has multiple areas of need to be addressed
- These areas are most likely to include needing more constructive activities in his life, and need specific help focused on his offending behaviour
- Possibly also needs help dealing with unemployment or low skills
- Possibly has family problems that need to be addressed

In addition, we know that in their RESET story, this ‘typical’ beneficiary:

- Probably started his involvement with RESET in Winter 2005/06
- Probably stayed involved for approximately 7 months until Summer 2006

6 RESET BENEFICIARIES – INVOLVEMENT AND OUTCOMES

6.1 PLANNED AND ACTUAL RESET ACTIVITIES OUTSIDE

The table below compares the support that RESET workers intended to provide to beneficiaries with what they later said actually took place

successfully. Earlier we examined the numbers of beneficiaries in which RESET workers identified specific problems that needed to be addressed for resettlement, and also whether those needs were going to be addressed for those beneficiaries through RESET. These respective figures are repeated in the first two figures columns of the table below. Moreover, the table follows these beneficiaries through RESET to examine whether they actually had their needs addressed *and improved* (according to the RESET workers' subjective judgment). The third figures column shows the numbers of those intended to receive support in each of the areas of need who actually had the need addressed and improved. The fourth figures column shows the final "achieved figure" as a percentage of those where support was intended.

Table: Proportion of planned support actually addressed and improved (workers' judgement) during RESET

Priority concern needing support	Frequency of beneficiaries needing support	Frequency of these intended support	Frequency of these actually addressed	As a percent of intention	(Missing cases)
Racial discrimination	3	→ 2	→ 0	0%	1
Gender discrimination	2	→ 0		0%	
Constructive activities	91	→ 76	→ 30	39%	13
Family problems	52	→ 32	→ 12	38%	4
Unemployment	69	→ 57	→ 18	32%	7
Drugs or alcohol problems	58	→ 48	→ 22	46%	5
Homelessness	34	→ 25	→ 10	40%	1
Other discrimination	5	→ 3	→ 0	0%	1
Low qualifications or skills	58	→ 48	→ 9	19%	8
Offending behaviour	74	→ 59	→ 25	42%	9
Physical health issues	1	→ 0		0%	
Mental health issues	11	→ 10	→ 1	10%	1
Employability	9	→ 9	→ 2	22%	0
Anger management	40	→ 28	→ 8	29%	6

Base = varied; see final column for cases where no data was returned on whether the activity took place

There are two concerns to note before we examine the figures. First, focusing on those beneficiaries who need support in an area, then those for whom support was intended, and then those for whom it was achieved does result in low numbers in some case. Such results should be read cautiously before assuming generalisation if any programme was rolled out. Second, in some priority areas of support there were a fair amount of missing data on whether the needs were met, which can make a substantial difference to percentage figures with numbers this small. The numbers of missing data are provided in the final column of the table. The real figure will be somewhere between the number provided in the

“Frequency of these actually addressed” column and that number plus the figure in the “Missing cases” column (e.g. between 30 and 42 people who intended to receive support on constructive activities, actually did so [39 per cent to 57 per cent]).

Notwithstanding the above concerns, the table shows that for most areas of priority need, RESET workers managed to address and improve these (in their own opinion) for between a third and half of intended beneficiaries. It seems that it was easier for RESET beneficiaries to have their needs addressed successfully if the problems were related to drugs or alcohol (46 per cent), offending behaviour issues (42 per cent), homelessness (40 per cent), the need for constructive activities (39 per cent) or family problems (38 per cent). However, areas of intended support that proved much harder to address included mental health issues (10 per cent) and low qualifications (19 per cent). It may be that these latter areas are more difficult to arrange effective support for during resettlement, or just that they are intrinsically more difficult to rectify.

The picture of which areas were more successful is enhanced further by examining what types of support were recorded by RESET workers in their “Weekly Activity Forms”. The table below examines what support was recorded as being given to beneficiaries at any point during their RESET involvement. Again, it is worth noting that there were substantial data missing on these returns from RESET workers (approximately a third to a half of cases for each activity area), so the real picture could be somewhat different. However, the available data can certainly provide another indication of which areas of support were more and less provided to beneficiaries during their involvement. The most common area of support recorded was face to face contact between RESET worker and beneficiary, which was noted in almost all cases (95 per cent). This was followed by education support, which may be considered particularly high at 81 per cent considering that not all young people will have been seeking education rather than employment. Offending behaviour work (72 per cent) and family support work (72 per cent) were each provided for almost three quarters of beneficiaries, which combined with their high “improvement” figures above suggests that these were issues easier for RESET workers to address.

Table: Support given to beneficiaries at any point during RESET, according to weekly activity forms

Activities recorded in weekly records	Frequency	Percent of beneficiaries	Base
RESET worker face to face contact	122	95%	129 (79 missing)
Offending behaviour work	86	72%	120 (88 missing)
RAP work	51	55%	92 (116 missing)
Substance misuse work	55	53%	104 (104 missing)
Education	83	81%	102 (106 missing)
Training	56	62%	91 (117 missing)
Mentoring	53	62%	86 (122 missing)
Family support	72	72%	100 (108 missing)
Accommodation support	73	54%	136 (72 missing)
Health Services help	27	20%	136 (72 missing)
Social Services help	31	23%	136 (72 missing)
Youth services help	64	47%	136 (72 missing)

Base = varies; see last column

However, noting the proportion of beneficiaries who received at least some support in each area of activity does not indicate the amount of support that they received. The table below shows the average total hours that the beneficiaries were supported for in some of these areas of support. It shows that education (given to one of the highest proportions of beneficiaries – see above) was provided to beneficiaries in a much larger amount (mean = 146.3 hours) than any other activity, with training being the second highest (mean = 76.6 hours). However, beneficiaries were still provided with a mean average of about three full days worth of support in each of the areas of offending behaviour work (21.4 hours), RAP work (19.8 hours) and face to face contact with the RESET worker who may or may not have been their caseworker (18.1 hours). It is interesting to note that in each of the activity areas, the median average total hours was substantially lower than the mean average total hours. This means that a minority of beneficiaries were receiving substantially more support than the majority.

Table: Average total hours of different types of support given to beneficiaries during RESET

Activities recorded in weekly records	Mean total hours	Median total hours
RESET worker face to face contact	18.1	9.8
Offending behaviour work	21.4	9.3
RAP work	19.8	8
Substance misuse work	5.5	2.1
Education	146.3	26
Training	76.6	7.5
Mentoring	6.8	4
Family support	3.8	1.75

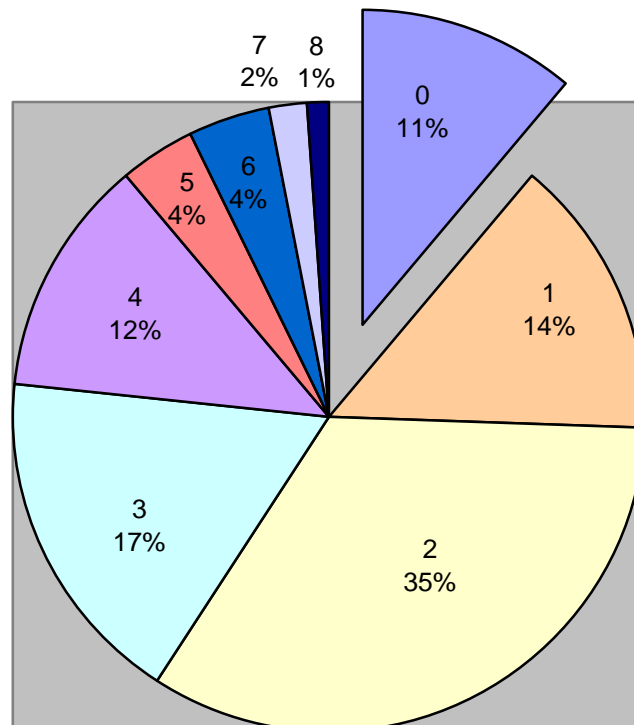
Base = All involved in activities; varied from 51 to 122

6.2 PLANNED AND ACTUAL AGENCY INVOLVEMENT

We saw earlier that RESET workers intended to involve multiple agencies in providing support for beneficiaries. The figure below shows the number of agencies involved in providing support and the percentage of beneficiaries who benefited from them, mirroring an earlier figure for showing workers' intentions. The numbers of agencies involved ranged from none (11 per cent) to 8 (1 per cent). Although this higher figure is substantially lower than the 14 agencies intended for one beneficiary at the beginning of RESET involvement, along with the other 10 per cent of beneficiaries who received support from five or more agencies, it does suggest that it is possible to provide a coordinated multi-agency response to resettlement needs. Having said that, almost half of beneficiaries (49 per cent) only received help from one or two agencies, with a further 11 per cent not receiving help from any.

The mean average number of agencies involved for a beneficiary was 2.53. However, like the number of hours of support per beneficiary, this mean average is somewhat higher than the median of 2, meaning that a minority of beneficiaries received help from a disproportionately high number of agencies. This reaffirms the suggestion that support from RESET was not even across beneficiaries, and that some received substantially more than others.

Figure: Total number of agencies involved with beneficiaries during RESET



Base = 161; 47 missing

Interestingly, the median average number of 2 agencies actually involved in each case is two less than the median number of agencies that RESET workers had intended to involve. This suggests that forming contacts and partnerships in resettlement was tougher than anticipated. This, in turn, suggests that RESET workers were not managing to get as many agencies involved as beneficiaries needed in order to address areas of concern.

So, which agencies were most commonly involved in providing support, and which were less likely to be involved in partnership to provide beneficiaries with support? The table below (again mirroring one earlier showing who RESET workers’ intended to involve) shows the proportion of all beneficiaries to which each agency provided some support. It shows a varying level of involvement with resettlement. The most consistently involved were Connexions (75 per cent), the Police (64 per cent) and specialist YOT workers (63 per cent), who were all involved in the majority of cases.

Table: Agencies involved with beneficiaries during RESET

Agency	Frequency	Percentage
CAMH	13	8%
Connexions	121	75%
Drugs	69	43%
Health	13	8%
Housing	35	22%
Learning mentors	17	8%
Local Education Authority	10	6%
Employers	14	9%
Jobcentre Plus	23	14%
Schools	48	30%
Voluntary agencies	3	2%
Mentors	31	19%
Youth services	10	5%
YOT	130	63%
Training	28	14%
Sports development officer	9	4%
Social services	23	11%
Police	134	64%
Probation	1	1%
RAP	70	34%
Money advice	5	3%
Others	5	3%

Base = 161; 47 missing

However, low figures in the above table do not necessarily mean that it was harder for RESET workers to involve in resettlement – it might be that only a few beneficiaries needed the involvement of these agencies. In

order to work out how successful RESET workers were in involving agencies, it is necessary to examine the experiences of those beneficiaries where RESET workers expressed the intention to involve certain agencies (while accepting that these intentions are dynamic). The table below compares the numbers shown previously for how many beneficiaries workers intended to arrange agencies' support for (the first figures column) with how many of *these* beneficiaries actually received the intended help (the second figures column). This is then expressed as a proportion (third figures column). Again, it should be noted that focusing only on beneficiaries for whom agency involvement was intended can provide small numbers and some missing cases, so caution should be taken in generalising findings where this is the case.

Table: Proportion of agency involvement with beneficiaries that actually took place during RESET

Agency	Frequency of planned involvement	Frequency of <i>these</i> actually involved in case	As a percentage of where planned	(Missing cases)
CAMH	18	→ 7	41%	1
Connexions	101	→ 71	86%	18
Drugs	47	→ 27	63%	4
Health	8	→ 3	50%	2
Housing	29	→ 14	54%	3
Learning mentors	14	→ 7	58%	2
Local Education Authority	13	→ 4	40%	3
Employers	29	→ 2	19%	8
Jobcentre Plus	42	→ 6	30%	6
Schools	50	→ 17	43%	10
Voluntary groups	11	→ 1	10%	1
Mentors	41	→ 14	44%	9
Youth services	12	→ 2	20%	2
YOT	101	→ 71	82%	14
Training	36	→ 12	36%	3
Sports development officer	5	→ 1	25%	1
Social services	12	→ 7	70%	2
Police	10	→ 4	44%	1
Probation	3	→ 0	0%	0
RAP	67	→ 45	79%	10
Money advice	4	→ 2	50%	0
Others	12	→ 1	11%	3

Base = varied; see final column for cases where no data was returned on whether the agency was actually involved

The table indicates that partnership in providing resettlement support was more successful with some agencies than with others, with the proportion of intended help achieved varying from 10 per cent or under to almost 80 per cent. The most successful partnerships (in terms of managing to

provide some support, however effective) were with Connexions (86 per cent), specialist YOT workers (82 per cent), RAP (79 per cent) and social services (70 per cent) – each providing help to more than two thirds of beneficiaries where the RESET worker had identified that need. Some agencies stand out as particularly problematic for RESET workers to engage and are worth highlighting here, despite overall numbers being quite low. First, there was very low engagement of the voluntary sector, where only 1 beneficiary received support from voluntary groups despite the intention to involve them in another 11 cases (10 per cent success). Second, RESET workers seemed unable to engage local employers, with only 2 out of 29 potential beneficiaries being helped (7 per cent).

This low figure for employers, together with the figures of less than a one in two success rate for involving the Local Education Authority (40 per cent), local schools (43 per cent) and training providers (36 per cent) do not bode well for outcomes in education, training and employment. Together with housing, we turn to these specific areas in the next section of the report.

6.2.1 Housing

The first thing to note about beneficiaries' accommodation during the supervision period of their sentences is that the majority (56 per cent) stayed with their parents for at least some of the time. However, this figure is substantially lower than that for the earlier DTO evaluation (Hazel et al, 2002) of 78 per cent. The difference may reflect the older age of RESET beneficiaries, but certainly shows that finding suitable accommodation away from the family home was more of an issue for this group.

Table: Numbers of beneficiaries living with their parents during the supervision period

Where beneficiary lived	Frequency	Percent
Lived with parents	90	56%
Lived away from parents	71	44%

Base = 161; 47 missing

As an outcome measure of RESET involvement, such suitable accommodation did not seem to show a positive impact, as the table below shows). Albeit with lots of missing data, ASSET forms suggested that there was no significant difference between the proportion of beneficiaries living in unsuitable accommodation at the end of their involvement with RESET (23 per cent) compared with the start of their involvement (24 per cent) (McNemar Test).

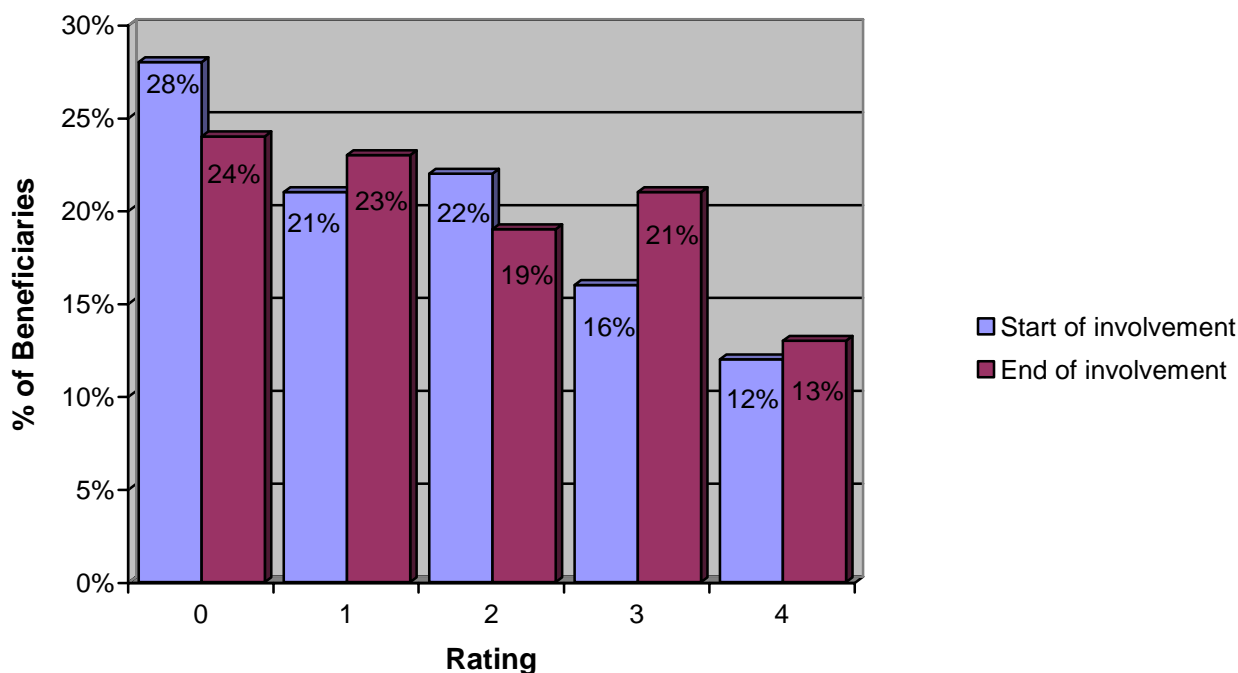
Table: Comparison of suitability of beneficiaries' housing at the beginning and end of RESET involvement

Whether housing meets needs	Start of Involvement		End of Involvement	
	Frequency	Percent	Frequency	Percent
Suitable	66	76%	67	77%
Unsuitable	21	24%	20	23%

Base = 87; 47 missing from ASSET (121 missing from All)

This finding is reaffirmed by YOT workers' scores for the suitability of living arrangements on the ASSET form, shown in the figure below. Like the previous table, these scores show some very slight improvements in those for which we have ASSET data on housing, but not statistically significant (Wilcoxon Test). Indeed, of the 131 for which we have data at the beginning and at the end of RESET involvement, the situation was improved for 25 beneficiaries, stayed the same for 95 beneficiaries, but actually got worse for 13.

Figure: Comparison of beneficiaries' ASSET living arrangements rating at the beginning and end of RESET involvement



Base: 131; 3 missing from ASSET forms (77 missing from all)

6.2.2 Education, training and employment

Beneficiaries' involvement in education, training and employment (ETE) during their supervision period can be described as mixed. The table below

shows the percentages of beneficiaries who were involved in each of these areas, including some involved in both education/training and employment. Although it should be noted that information was provided by RESET workers for less than half of beneficiaries, the table indicates that one in five beneficiaries (21 per cent) did not start any education or employment during their supervision period. However, more than half of all beneficiaries (62 per cent) were involved in education or training, and just over a quarter involved in employment (29 per cent). That success figure for education is approximately the same as found in the DTO evaluation (59 per cent).

Table: Beneficiaries' involvement in Education, training or employment at any point during supervision

	Frequency	Percent
In neither education nor employment	20	21%
In education / training	47	50%
In employment	16	17%
In both education and employment	11	12%

Base = 94; 114 missing

Possible explanations for the proportion not involved with ETE are that there may have been difficulties in arranging provision, or because of reluctance on the part of beneficiaries to engage, or a combination. Certainly a lack of engagement is evident in a substantial minority of cases from ASSET forms, which ask YOT workers to rate the young person's attitudes to ETE. Unfortunately, the majority of forms for the beneficiaries did not include a rating for this section. However, where data were provided, about a quarter of trainees had a negative attitude to ETE. Perhaps more importantly, the table below shows that for the 57 beneficiaries where data was available at the beginning and end of RESET involvement, this proportion did not appear to change significantly (McNemar Test). Overall the figures are slightly worse, but the numbers are so small that it was not significant nor very meaningful. The small shift was caused by just 3 beneficiaries who were not negative towards ETE at the beginning of their involvement with RESET, becoming negative by the end. Importantly, no young people were said to have improved their attitude to ETE while being involved with RESET, implying that there was no positive impact in this area.

Table: Comparison of beneficiaries' attitudes to ETE at the beginning and end of RESET involvement

Attitudes to ETE	Start of Involvement		End of Involvement	
	Frequency	Percent	Frequency	Percent
Negative	13	23%	16%	28%
Not negative	44	77%	41%	72%

Base = 57; 77 missing from ASSET (151 missing from all)

The other side of the equation was about problems in providing ETE during the supervision period. Focusing on education, where any educational arrangements at all were made (n74), the majority of beneficiaries (76 per cent) ended up starting the education at some point during the supervision period. That was a higher proportion of successful following through on arrangements than in the 2002 DTO evaluation (64 per cent).

Evidence suggested that RESET workers were given a good start in arranging education by the custodial institutions who provided good amounts of information on what education and training had taken place in the first part of the sentence. As the table below shows, RESET workers recorded that such information was provided in full for the majority of beneficiaries (60 per cent) and at least partially for almost 9 in every ten beneficiaries (88 per cent). However, these figures are only slightly improved, compared with those from the DTO evaluation of 2002, which saw full information in 55 per cent of cases and at least partial in 86 per cent of cases (Hazel et al, 2002).

Table: Extent of information on education and training available from institutions for after custody

Extent	Frequency	Percent
Full	40	60%
Missing	8	12%
Partial	19	28%

Base = 74; All where some education arrangements made

Even so, this information was said to have allowed a “continuous programme in education/training” in only 53 per cent of cases where education was being arranged (Base = 161; 47 missing). Despite the specific focus on resettlement in RESET, this figure was lower than the 62 per cent of cases in the previous DTO evaluation.

The evidence suggests that the problems in ensuring a continuous programme began even before the beneficiary was released from custody. As the table below shows, where any education arrangements were made, education was sorted by the time of release from custody for less than two thirds of beneficiaries (61 per cent). This figure was lower than the 74 per cent recorded in the DTO evaluation, suggesting that RESET’s focus on resettlement did not have a positive impact on managing education provision in the transition from custody to community.

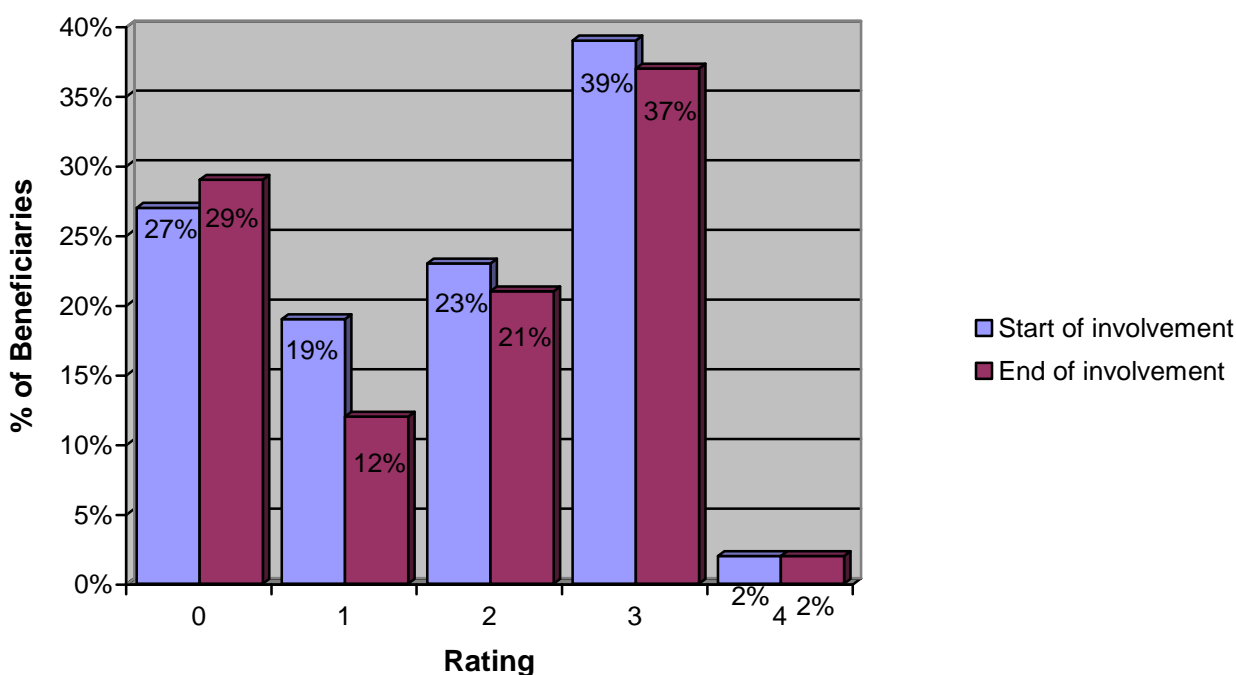
Table: All education arranged prior to release from custody

	Frequency	Percent
Arranged	45	61%
Not arranged	29	39%

Base = 74; All where education was arranged

Given the numbers involved in education during RESET, it is perhaps disappointing that there was no improvement in the ASSET education rating when comparing ASSET forms from the beginning and end of RESET involvement (although the amount of missing data limits any meaningful analysis). The figure below shows that overall, the scores are very slightly worse at the end of RESET involvement, but numbers too low to be particularly meaningful (e.g. the 0 rating went up from n14 to n15) and not with a significant worsening (Wilcoxon Test). Of the 52 who were given an education rating, 5 got worse over their time with RESET, while 2 improved.

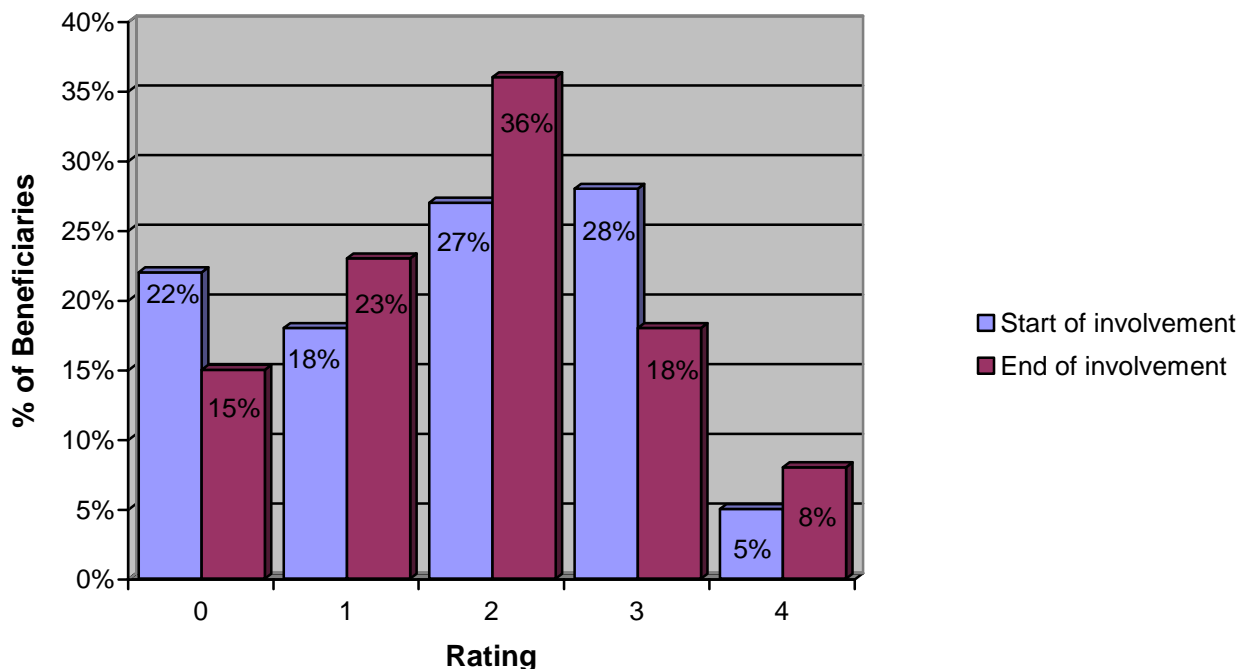
Figure: Comparison of beneficiaries' ASSET education rating at the beginning and end of RESET involvement



Base: 52; 82 missing from ASSET forms (156 missing from All)

A similar picture of a lack of positive impact emerges in relation to ASSET scores for employment at the beginning and end of involvement with RESET, shown in the figure below. The data contained a lot of missing data. However, for the 78 cases where we have an employment rating at both times, there are some interesting shifts. It appears that there might be some improvement in the worst cases, while the middle ground had been lost slightly. However, any improvement was slight and was not significant (Wilcoxon Test). Individually, 11 beneficiaries had worse scores, 14 had improved and 53 had stayed the same.

Figure: Comparison of beneficiaries’ ASSET employment rating at the beginning and end of RESET involvement



Base: 78; 56 missing from ASSET forms (130 missing from All)

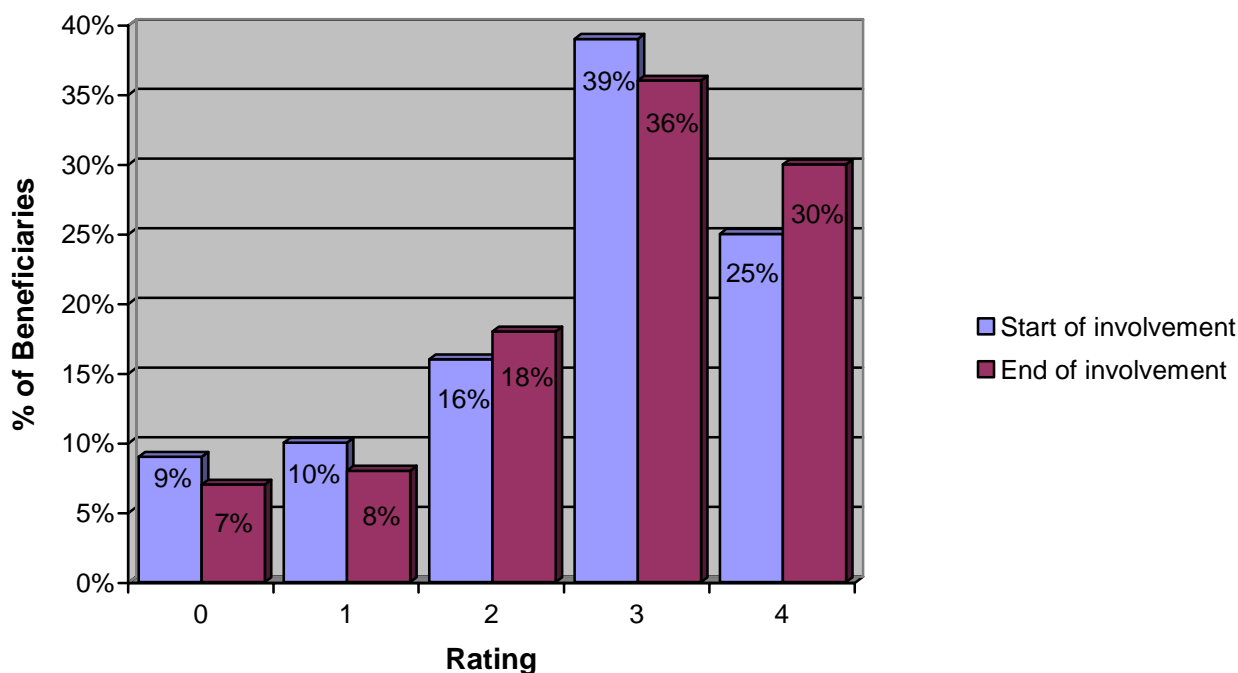
6.2.3 Leisure

The ASSET form suggested that the majority of beneficiaries had little positive leisure activities, and that this situation did not improve during their time with RESET. Of the 91 beneficiaries for whom data were available (43 missing), 66 were said to have had nothing to do in their spare time at both the beginning and the end of their involvement. The situation only improved for 2 young people, and got worse for 3 young people.

These findings were borne out by what the RESET workers had to say about organised leisure activities during the Project. Less than a third of beneficiaries (29 per cent) were said to have had organised leisure at time during their involvement in RESET (Base = 161; 47 missing). Worse still, only 9 per cent were still involved with these organised leisure activities when they were finishing with the Project (Base = 161; 47 missing). Curiously, the beneficiaries in the North West (43 per cent) were significantly more likely to have been engaged in organised leisure activities than those in London (17 per cent) (chi square; $p < 0.05$). This was a consistent finding across the board, with every North West project having a higher number of beneficiaries engaged in these activities than any London project.

The lack of significant difference in leisure also seemed to be reflected in the ASSET scores for the lifestyle of the beneficiaries (Wilcoxon Test), as shown in the figure below. Out of the 99 people given a lifestyle rating at both times, 6 had got worse, 14 had improved and 79 had stayed the same.

Figure: Comparison of beneficiaries' ASSET lifestyle rating at the beginning and end of RESET involvement



Base: 99; 35 missing from ASSET forms (109 missing from all)

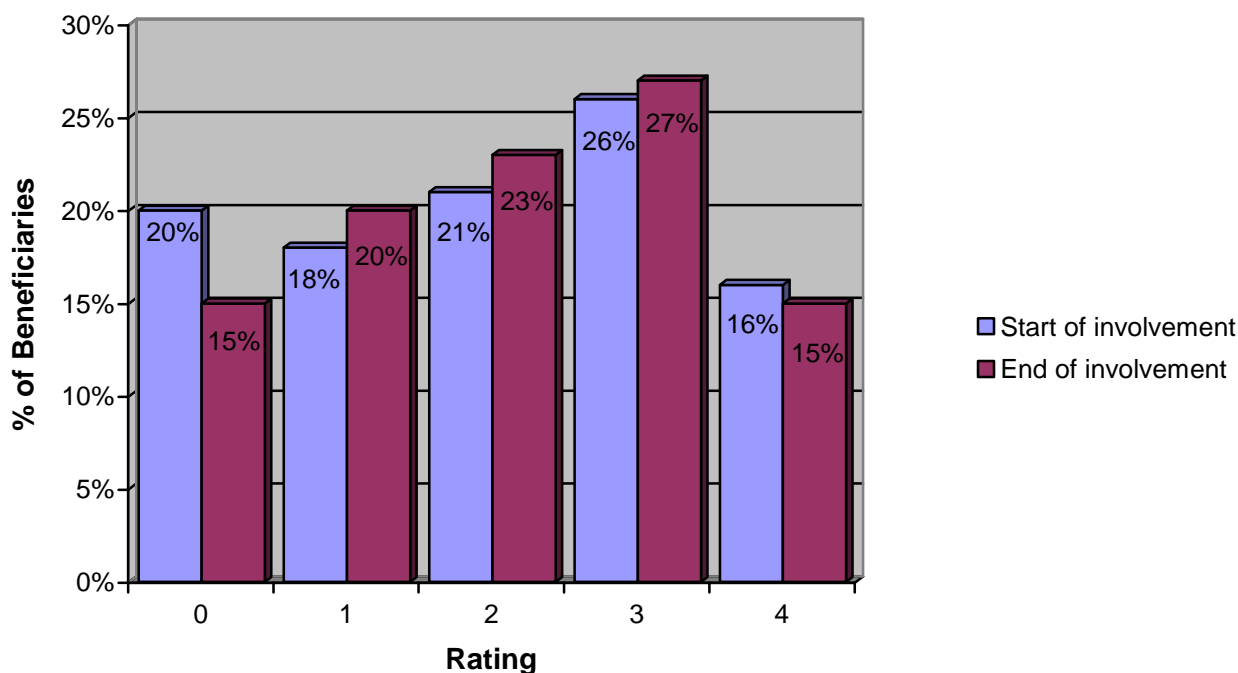
Another indicator of any impact of RESET to leisure time might be the ASSET form's figures for whether the beneficiary is involved in "reckless activities". However, here, the pattern is the same as above, with no significant improvement during RESET (McNemar Test), and two-thirds of beneficiaries (n56 out of 85) were described as involved in reckless activities in both ASSET forms. Broken down to individuals, 2 beneficiaries had got better and 5 had got worse during involvement with RESET.

6.2.4 Other areas

Another area for which ASSET provides data that might show some 'soft' impact of RESET on beneficiaries is "personal relations with others". ASSET provides a family and personal relationships rating, and this section was completed in nearly all the 138 ASSET forms available (out of our 208 beneficiaries). Unfortunately, this did not show any significant impact by RESET. During their time in RESET, 13 got worse, 20 got better and there

was no difference in 95 beneficiaries. Although bearing in mind this lack of statistical significance, the figure below does suggest an intriguing drop in the proportion of beneficiaries receiving the lowest rating, perhaps suggesting that further investigation might be made into whether RESET was having an effect on the family and personal relationships when these were particularly problematic. This would correspond with the focus on addressing family problems in the support during RESET involvement (see above).

Figure: Comparison of beneficiaries' ASSET family and personal relationships rating at the beginning and end of RESET involvement



Base: 128; 6 missing from ASSET forms (80 missing from All)

6.3 BREACHING AND REOFFENDING

Ultimately, when measuring success of any intervention in youth justice, an evaluation would wish to measure how far it meets the current overall aim in the youth justice system in England and Wales of “preventing offending” (Crime and Disorder Act, 1998). The preferred way to measure this would be to look at reconvictions within two years of either release or of completing involvement with the Project. However, for this Report, such a timescale is not possible, and other “proxy-measures” are necessary. There are two “hard” outcome measures in the evaluation of RESET, which examine how successful the Project was in supporting the beneficiaries to abide by their sentence. These are (a) whether the beneficiary did something during supervision that was against the conditions of their Order (a “breachable action”), and (b) whether they were arrested for an offence

allegedly committed during the supervision period.

Just less than half of beneficiaries (48 per cent) committed a breachable action during their supervision period (Base = 161; 47 missing). This was about the same as the proportion found to commit a breachable action during the evaluation of the Detention and Training Order (50 per cent). This suggests that RESET membership made no positive or negative difference overall to the proportion of trainees released from custody actually cooperating fully with authorities during their supervision period.

However, there were differences in this breach figure between the different RESET projects (as shown in the table below), although this was only statistically significant if Cookham Wood, with a very low figure, was included (chi square; $p < 0.05$). The problem with such an inclusion is two-fold: First, Cookham Wood had a different type of trainee (female only); second, it was institution-based, which meant that RESET workers providing data were involved mostly in the first half of the sentence and may not know whether or not they were breached in the second. Theoretically, the latter should not have any effect, because the RESET worker could answer that they did not know, but we cannot be sure of this. Nevertheless, there was still a range of 39 per cent between the highest breaching rate of 79 per cent in Oldham and the lowest of 40 per cent in Lewisham.

Table: Numbers of beneficiaries committing breachable actions, by RESET project

RESET Project	Numbers breachable/all beneficiaries	As a percentage
Cookham Wood	3/19	16%
<u>London</u>		
Greenwich	12/20	60%
Lewisham	6/15	40%
Newham	10/23	44%
<u>North West</u>		
Rochdale	15/24	63%
Oldham	11/14	79%
Stockport	8/15	53%
Tameside	13/31	42%

Base = 161; 47 missing

There was no significant difference between the two RESET geographical areas (chi square). As such, although there was a variation in the percentages committing breachable actions, with beneficiaries in the North West committing more, we cannot be sure that this difference could be replicated if there were more beneficiaries. The lack of significant difference in the proportion committing breachable actions was repeated

when comparing the different models of specialist resettlement worker (52 per cent) and generic caseworker (53 per cent), when Rochdale is grouped with the London projects.

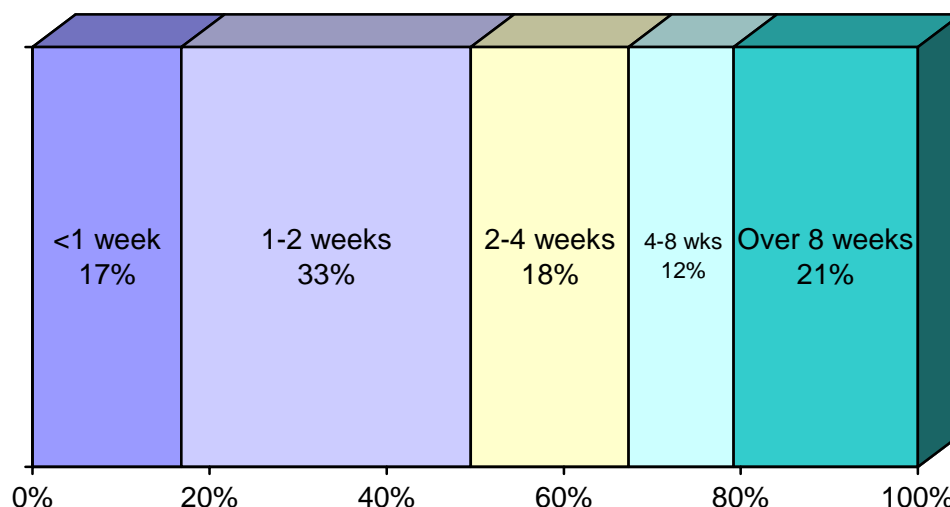
Table: Numbers of beneficiaries committing breachable actions, by RESET area

RESET Project	Numbers breached/all beneficiaries	As a percentage
London	28/58	48%
North West	47/84	56%

Base = 142; 47 missing

For beneficiaries who commit breachable actions, the first action tends to come fairly quickly after release from custody. Indeed, the figure below shows that if an action is going to take place, it happens in the first two weeks for half of beneficiaries (50 per cent). This was double the rate found in the DTO evaluation, which showed that 24 per cent of trainees who were going to breach did so in the first two weeks. First, this reminds us of the critical nature of the early period after release, which seems to be exaggerated here. Second, that exaggeration does not suggest that RESET managed to do anything to smooth the transition period in resettlement in order to ensure compliance with Order conditions.

Figure: Weeks to beneficiaries' first breachable action



The table below shows that in those cases where the beneficiary committed a breachable action, the majority of times the first action was a failure to attend the meeting with their Supervising Officer at the Youth Offending Team (52 per cent). The only other substantial category was when the young person gets into trouble with the police again or re-offends (25 per cent).

Table: Type of first breachable action by beneficiaries

Breachable action	Frequency	Percent
Failure to attend education/training	1	1%
Failure to attend supervision	40	52%
Failure to live at specified address	6	8%
General failure to co-operate	6	8%
Getting into trouble/re-offending	19	25%
Other	5	7%

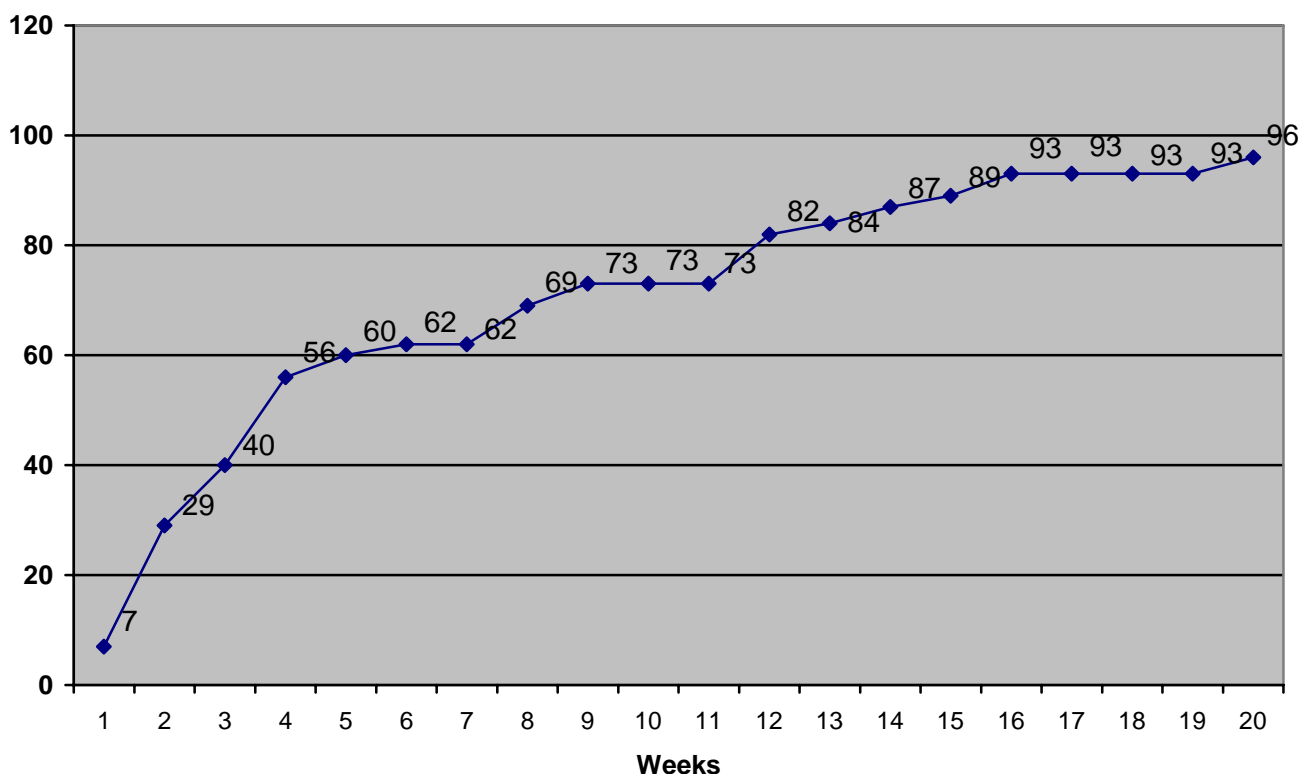
Base = 77 (131 missing)

There was little causally to distinguish between those who committed breachable actions from those who did not. One finding was that those young people involved with a RAP project were significantly more likely to breach, despite the extra focus on them. 60 per cent of those involved with RAP committed a breachable action during supervision, as opposed to 40 per cent for those who did not attend RAP (chi square = 6.618; $p < 0.05$).

Just less than a third of beneficiaries (30 per cent) were arrested for an offence committed during their supervision period when involved with RESET (Base = 161; 47 missing [77% returns]). This contrasts to a substantially higher figure (42%) for trainees in the DTO study (90% returns). Consequently, it does appear that something in RESET may make a difference to reoffending rates even if little significant difference is observed in other softer indicators of impact.

Like the breachable actions, when a beneficiary did offend, it was likely to happen fairly quickly after release. Indeed, the figure below shows that more than a quarter of those arrested for an offence (29 per cent), were likely to have committed that offence within the first two weeks of the supervision period. More than half (56 per cent) of those committing an offence do so within the first four weeks. This was a much faster rate than in the DTO evaluation, which saw 37 per cent of those who would reoffend doing so within the first four weeks. Again like the breachable actions, this suggests that RESET did not manage to smooth the transition between custody and community to ensure that beneficiaries did not go off the rails in the critical early period after release.

Figure: Weeks to beneficiaries' first offence (leading to arrest) during RESET



Base = 45, All those committing offence leading to arrest during RESET (2 missing)

This transition might partly depend upon what information was known about the work that was taking place on offending with the beneficiary before they were released. However, as the table below shows, RESET workers only received even partial information on addressing offending behaviour work for half the beneficiaries (50 per cent). Despite the focus on resettlement and links between custody and community in RESET, this was substantially lower than the 79 per cent of trainees for whom the same level of addressing offending information was received in the DTO evaluation. Similarly, the proportion for which RESET workers stated that it was possible to provide a continuous programme in addressing offending behaviour through the custody and community periods (37 per cent; Base = 161; 47 missing) was substantially lower than in the DTO evaluation (63 per cent).

Table: Extent of information on offending behaviour available from institutions for after custody

Extent	Frequency	Percent
Full	35	33%
Missing	51	49%
Partial	18	17%

Base = 104; 104 missing

Unfortunately, it should be noted that there were only 11 people who were assessed for attitudes to offending at both the beginning and end of their involvement with RESET, not providing any meaningful comparison figures.

Like the figures for breachable actions, there are significant differences (chi square; $p < 0.05$) in reoffending rates between the different RESET projects, although, again, these just fail to make significance if Cookham Wood is not included ($p = 0.055$). However, the range of differences between the projects shown in the table below, from 13 per cent in Lewisham to 53 per cent in Stockport, does suggest that there is some impact that the individual projects are having on reoffending rates that warrants further investigation. In addition, the extremely low rate for Cookham Wood needs exploration to find whether there really is an impact as shown, or whether the difference is methodologically based (e.g. RESET workers focusing on the first half of the sentence possibly being an unreliable source of information on reoffending).

Table: Offences leading to arrest during RESET, by RESET project

RESET Project	Numbers arrested/all beneficiaries	As a percentage
Cookham Wood	1/19	5%
<u>London</u>		
Greenwich	7/20	35%
Lewisham	2/15	13%
Newham	4/23	17%
<u>North West</u>		
Rochdale	11/24	46%
Oldham	7/14	50%
Stockport	8/15	53%
Tameshade	8/31	26%

Base = 161; 47 missing

Certainly, the difference in reoffending rates between projects becomes significant at the area level (chi square; $p < 0.05$), as shown in the table below. Beneficiaries in the North West projects were significantly more likely to offend (41 per cent) than those in the London projects (22 per cent), although the breakdown in the above table showed that the rates were not consistent within these groups.

Table: Offences leading to arrest during RESET, by RESET area

RESET Project	Numbers arrested/all beneficiaries	As a percentage
London	13/58	22%
North West	34/84	41%

Base = 142; 47 missing

One might hypothesise that the geographical difference might be something to do with the difference in caseworker models, except that the North West project that used the specialist resettlement worker role (Rochdale) seems to be in line with the other North West project. Instead, it is Tameside that is more in line with the London projects, and it is rather unclear why this should be so. Consequently, the difference in offending rates between the specialist resettlement worker model (29 per cent) and the generic caseworker model (38 per cent) was not significant (Base = 142; 47 missing).

Further examination of other factors that may be hypothesised to make a difference to reoffending rates similarly fell short of statistical significance. For example, the number of contact hours with services or other activities seemed to make no difference to the probability of either doing something breachable or getting arrested (chi square; $p=0.234$). The table below shows the amount of services contact (all services recorded) sliced into four, against whether the young person was arrested. There is no clear proportionate pattern with, for instance a beneficiary receiving between 76 and 221 hours supervision being just as likely to offend as one receiving less than 19 hours supervision.

Table: Offences leading to arrest during RESET, by amount of contact hours with support services

Amount of contact	Frequency Arrested	Percentage
<=19 hours	6/26	23%
20-75 hours	14/32	44%
76-221 hours	7/27	26%
>221 hours	14/34	41%

Base = 119; 89 missing

Similarly, involvement in education, training or employment during the supervision period made no significant difference (chi-square) to arrest rates ($p= .621$) or committing breachable actions (.640).

6.3.1 Respondent perceptions of impact on young people

The qualitative data-set contains a wide range of feedback both from stakeholders and beneficiaries, concerning the impact of RESET work on young people.

One respondent focused on small-scale successes with individual young people but recognised that these could have a larger impact in the longer-term:

(Front-line resettlement worker)

I try to look at small successes, at ground level, in what I do and there have been successes, like getting young people accommodation, getting a young person off drugs and getting young people into colleges and things like that, but sadly those aren't really measured, it's all about reducing re-offending rates, even though those things might have an impact on re-offending rates further down the line.

A YOT Manager made more general reference to impact, but also qualified claims about specific impact on re-offending:

(Manager of front-line resettlement worker)

I think its had a great impact on the young people [that the RESET worker] has worked with. It's not stopped them re-offending but I think that would be unrealistic, I think its about slowing the rate of re-offending and reducing the seriousness of offending and I've had the impression that it's worked in that way.

Perhaps unsurprisingly, feedback concerning impacts on re-offending in particular were quite varied, with some making reference to available figures to back up claims about impact.

(Manager of front-line resettlement worker)

At the moment the figures look very encouraging, out of all the young people who went through RESET, I know that 31% went back into education, training or employment. That doesn't sound a lot but it's actually twice as much as you would normally get for this group. Equally, 31% were recalled or committed new offences, which doesn't sound good, but it's twice as good as the normal result for this group of young people. You have to be cautious with these kinds of figures but it is looking good. Also in terms of case studies, there was one young man who came to us, I think it was a violent offence like robbery, he got twelve months and he was into selling drugs and he was making lots of money and had a nice lifestyle, apart from the fact it was illegal. He got caught and did his term of imprisonment and through that, going through the whole through-care, he's now completed his license and is in a traineeship and he is working for an honest living. He's also really pleased that he's making an honest living and he doesn't have to look over his shoulder all the time. He's ditched all his old friends, he's not into drugs and he's living at home. That's just one example of a very positive outcome. . . . We usually have 80 -100% reconviction within twelve months [from within the custody group], so they are generally very damaged individuals who have a welter of different issues.

Other respondents claimed either that RESET had no discernable impact of any sort, or even (in one or two cases only) that it had a negative impact of one sort or another:

(Manager of front-line resettlement worker)

There was no impact from [the resettlement worker's] work, I couldn't tell you there was any positive impact from [the resettlement worker's] work and if anything there was a negative impact because he/she was failing to arrive at DTO meetings and missing appointments. Even at that basic level he/she was failing and wasn't recording, even to this day we have serious holes in terms of information.

(Manager, external)

Very little really. I think the worker was very good and grasped it and hit the ground running but as a concept and as an aid to the whole resettlement agenda I don't think [she/he] had any more impact than any other case manager and I never believed that [she/he] would. I just don't think it had any significant long term effect here and it certainly didn't bring any of the resources that were promised. I think that was one of the most poorly managed projects I've ever worked with or come across. I think one of the issues was that a lot of it was based in London, but I also don't think that the management locally was very good. . . .Putting the project in the hands of a voluntary agency when there is a statutory beast behind the agenda, I'm not sure how effective that was and it certainly didn't work here. Some young people moved on because it was the right time for them, but quite a lot were recalled or breached or re-offended. If I compare the RESET worker to some of the other case managers who carry a lot of custodial cases I don't think there was any significant difference.

(Front-line resettlement worker)

I mean a lot of the young people I have worked with have re-offended, they are back in custody, but although some were new offences, many of them it was just not sticking to their orders, which was quite common. It doesn't matter what you put in place, if they are going to breach their order there is nothing you can do, when that self – destruct button kicks in there's very little you can do. Building the relationship with them helps, but you can't always stop that kind of behaviour, you may know some of the triggers that set them off, but you can't account for everything.

(Manager of front-line resettlement worker)

We didn't use the RESET worker as a case manager, we used them to augment our resettlement and aftercare team and they did intensive work with young people who already had a case manager. Their role was to be involved in developing practice in resettlement and I think they were able to that, to engage with a young person early in their sentence and work with them through to release. He was able to concentrate on issues like accommodation and conduct a mapping exercise about what was available and improve relationships with local providers. It allowed us to have that extra time to devote to the really chaotic young people. It doesn't mean we've actually stopped them going back inside, but we may have minimized the harm that they may do to themselves and others. I think its important that the programme was voluntary and that he wasn't a case manager, that voluntary engagement was key and we had good attendance and engagement from those who were ready to access support and make changes.

Several of the front-line resettlement workers gave examples of feedback that they had received from beneficiaries about RESET work. Some of these were very powerful stories that cannot be told in full in this report because of the risk of being able to identify the individuals involved. However, the example below is typical of the type of young person who will need a great deal of intervention from various agencies:

(Front-line resettlement worker)

I mean, I had a girl... she was in on a drugs offence, and she should never have been in custody. When you talk about what had been going on in her family. Her dad was a violent alcoholic... and her mum had mental health problems, severe depression... And this girl had to deal with that, and ... she'd gone out and got into trouble, you know? But she'd fallen through the net.

Comments from many RESET stakeholders suggest that the RESET focus on family interventions work has been particularly beneficial as help with family problems appears to be a substantial gap in general provision for resettlement for young people. In this sense, RESET is being innovative in trying to tackle these types of issues and they may well turn out to be of central importance to a young person. A resettlement worker gave a prime example:

(Front-line resettlement worker)

...No-one's gone, 'what's going on with your family?' I was talking to one of the girls, and I said, 'has anyone talked to you about your family?' and she just started to cry and said, 'no, my family's been on hold for a year, I haven't spoken about them', and I rang the mum, and she did exactly the same thing...

Other resettlement workers reported examples of individual success stories with young people. In this first case, a young person returned to custody had asked to work with the RESET worker again, suggesting that a relationship had been built and that the young person recognised that they needed further assistance:

(Front-line resettlement worker)

There's been good feedback from young people, in the sense that a couple of young people I'd been working with have unfortunately gone back into custody and when the case manager went to carry out an assessment they asked to work with me again. That shows that there's a relationship there that's been built up. I've had good feedback from young people, I was speaking to one of the families the other day and the father said to me that his son had been talking about me and in a really positive way and that's got to be good.

In this second example, the RESET worker had managed to get a young person living back at home when only a few weeks earlier the parents had said they did not want them home:

(Front-line resettlement worker)

I think with any service that you offer young people, it depends on the young person and where they're at with their lives. But with them getting those flats and getting that support, yeah, it's made a huge difference. And getting a young person back home to live with his parents when before, a few weeks before, the parents were saying they didn't want them home.

I: Has that happened?

R: Yeah that's happened.

Managers also reported positive feedback from many beneficiaries and their families:

(Manager of front-line resettlement worker)

We have anecdotal evidence such as letters from families thanking us for the work done. Those attending the partners and families resettlement board have been very supportive of what we've been trying to achieve. There's been no negative feedback; it's all positive.

(Manager of front-line resettlement worker)

We've had a lot of feedback generally from young people around RAP and RESET and I think they lump them together really. Feedback is that they have benefited from the extra input. RAP being voluntary means that it's a different type of input and they appreciate the consistency of it and the length of time that it's there.

(Manager of front-line resettlement worker)

Absolutely, we've got letters and all sorts from the young people... and the feedback is very good, it's encouraging.

But there was also recognition that this type of work is very difficult, and success is not always instantly achievable:

(Manager of front-line resettlement worker)

But yeah I think we are reaching the right people... there's some incredibly positive stories coming out... I think there's some good stuff happening, but it's not easy and I think the workers find that hard because they do a lot while they're in, and of course the young people promise a lot while they're in, and very genuinely mean it, but the day they're out, everything changes and I think we need to look at that in terms of, 'what does that mean in terms of resettlement?'

(Manager of front-line resettlement worker)

We can't compete with their peers and we can't change people over night; it's about the drip, drip effect, it can take a great length of time for someone to change.

Resettlement workers themselves acknowledged these kinds of problems, and the difficulties of sometimes trying to work with young people who are perhaps not always completely engaged with the process:

(Front-line resettlement worker)

I think some of the young people because they've been in custody, when they get me it can be their second or third time of going through the process really, but some of them do thank you and sometimes they just kind of expect it and that's that.

(Front-line resettlement worker)

And some of them have been very, very grateful for the intervention and, you know, can see where I've done work. A large number [of beneficiaries] disengage after release because, well the because is a big question, sometimes because the sentence is too short, or I haven't established a relationship with them, sometimes they sign up when they're inside because they think it will help them get out earlier and then when they come out, they're not interested in seeing you, so I just close the case.

6.3.2 The importance of relationships between workers and young people

Feedback from both stakeholders and beneficiaries also highlights the importance of relationships between service deliverers and young people – a finding which also resonates with findings from other research in this area.

While it is obviously important that practical issues such as providing accommodation or providing assistance in setting up bank accounts are addressed, a key strand of feedback suggests that the quality of relationships can provide a sort of “cement” or continuity of interest which may well play an important causal role in the generation of positive outcomes.

As one worker put it:

(Front-line resettlement worker)

I think in relation to the support we've been able to give, in things like going to housing with them, just being able to have general chats with them, that kind of thing. I've had a lot more time to be able to build a relationship with the young people whereas a case manager normally is very much a conveyor belt with their clients and doesn't really have the flexibility to spend time with them. In relation to offending I think we've managed to reduce it, but not stop it, they haven't all re-offended but I think the severity of offending has been reduced. I think it's just being there for them, filling in forms with them, taking them to pick up their stuff, discussing what they actually want out of life and what is happening for them so you can build up trust and let them speak to you. One young man said to me 'I don't want to let you down' which is about the relationship we had built up and I think was really positive.

The reference to a young person not wanting to “let the worker down” is perhaps especially telling, not least because that sort of factor could play a role in likelihood of breach and similar issues.

Other respondents made similar comments:

(Manager of front-line worker)

You've got the basic relationship going. I think it's really important for a young person to have someone who will visit them on a regular basis, who they can write to, who they can phone, who they know will be there for them when they get out.

(Front-line resettlement worker)

I'd say it worked better with the chaotic ones, who would come out and be continually breached and find themselves going back to court within the first few days. I think it was a better way to go about it, to provide support and have more contact with those young people. It wasn't always successful, but I think it was a better way of working. I think the clients were generally out longer, it seemed to me that you would get more of a relationship and they would stay out of trouble because they didn't want you to have any bother. There seemed to be some sense of guilt around letting the worker down, with us they would often breach within a day and be back in court and that is a very negative experience from start to finish. RESET seemed to give them a little more leeway to get more stable, so I would have thought it was more effective, whether they were out for longer or less serious offences I'm not sure.

(Front-line resettlement worker)

I think it is just that I've had more time to spend with the young people so I've had the chance to build stronger relationships with them. There was one young woman who wasn't happy about having to change her YOT worker again, and has been passed around but now I've been able to spend lots of time with her and she doesn't feel like she's being passed around. If she does come into the office because my case loads is a bit lower I can make time to see her and I can just drop things a little bit more and spend time with her. I think the exit strategies as well, has made us think about setting up formal exit strategies with a young person. We used to try and do that but it wasn't as formal and I think often we ended up just saying if you need anything just pop back. But now it's more planned, I've sent out letters and set up voluntary appointments so they can come back afterwards and there is some kind of follow on. I don't think it's taught us anything we didn't know about resettlement but it's about getting the good practice together, and focusing on the end of an order. I think there is a lot of focus on the order itself rather than what happens at the end and you need to plan as much for the ending. National standards are very focused on what happens during the order, but it's important to focus on after.

Young people themselves often commented on this aspect of RESET's work and what it meant to them:

Just having someone to come and talk to me and just give me good advice. Every time she saw me, it was good advice, it was positive, it was never... but even when she gave me negative advice it was for the best innit. I must say she was good. If it wasn't for her, I don't think I'd be here, I'd probably be in prison again. Yeah she helped a lot. . . .Guidance really in that they need somebody they can trust like when they slip that won't just ... that won't go and get at them, but someone who will help them when they slip, pick them and keep helping them, that won't just get at them by telling them straight away that "you are going back to prison" just ... and keep them confident. Cos that's like a lot of the time when you come out of prison you just know that ... you feel that everyone's watching you and waiting for you to slip, and just one thing can send you back to prison, that's what it feels like. And for someone there telling you just keep pushing, like if you slip to get back up. And that's what you need, guidance really ... someone to trust, that's the main thing.

(Case study 2)

It was noteworthy in some cases that the RESET beneficiary spoke very positively about their RESET worker in particular, against a background of

obvious cynicism about such workers in general. This made their praise of individual RESET workers that much more believable. As one beneficiary put it:

When I heard about RESET I thought it was rubbish. . . . I'm saying that's what I thought. You always get that like people... I was being told, not promised yeah, but in my last... those people that come up to me and say "Yeah we're going to help you, we're going to do this, we're going to do that, we'll do that." So I was used to someone just coming to chat rubbish to me basically innit. So I just thought yeah whatever. So that's... honestly that's how I thought innit. But I was wrong. . . . [The RESET worker] is helpful, really helpful, he's a nice person and that, but he's more of a YOT worker than that woman there. He's helped me with loads of things, he's helped me with my bank account, to go onto the housing and that, like help with the homeless place whatever. But the YOT worker, she's no YOT worker, she ain't done nothing. She just stays in her office and just jams like, she don't do nothing. Like what was she doing? You know what I mean, if that was the case, me and [the RESET worker] getting on fine, they should make [the RESET worker] the YOT worker. . . . He's got a passion, I don't know, he's got some drive or something like that innit.

(Case Study 7)

6.3.3 The problem of “worker proliferation”

Some of the latter quotes raise issues that were also commented by some of the young people, about not only having quite a confusing range of agency and other workers involved in their “case”, but having quite high levels of staff changes over time, which leads to a perception of being “passed around”.

As one beneficiary put it:

I've got too many workers man, too many people working for me. . . . There's too many of them doing the same thing. Instead of them doing different things, everyone's doing the same thing. So I'll explain one thing to someone that does, then you ask me exact the same question and I keep on saying, it gets annoying after a while. I've had about three Connexion workers and I've told the same thing instead of me just having one.

(Case study 3)

6.4 CONTEXTUALISING INDIVIDUAL RESET INVOLVEMENT – SOME EXAMPLES

We have included four examples below drawn from our case studies, of the complex way in which forms of involvement with RESET interact with the life circumstances and experiences of individual young people.

Case study names have been changed to safeguard the identities of individual beneficiaries.

Case study 27 – Liam

Success built on effective early partnership with employer

Liam's time with RESET was described by his worker as "very successful", and this success seems to have been built on successful early partnership with a local employer. He began his involvement with a project (with a fairly good RESET reoffending record) in the winter of 2006 after being sent to a YOI close to his home. He is White British and was 17 and a half years old at the time. Liam had an offending history stretching back three years to when he was 14 years old, with his half a dozen or so convictions being a mixture of public order and violent offences. The offence for which he received his current two-year Detention and Training Order was Public Disorder with violence, after he got into a confrontation with a stranger leaving serious injuries. Liam has a stable family background and is very close to his family, who were supportive towards him trying to address offending. Unfortunately, he has (and looks up to) a close cousin who also has a history of violent offending, and lives in a high crime neighbourhood. Nevertheless, he was thought to have an understanding of his offending problems and wanted to change them.

Upon Liam joining RESET, his worker stated that education, training and employment were of particular concern. Liam was still in school prior to custody, but wasn't very engaged, complained that he was bullied, was frequently in fights, and had poor relations with his teachers. The worker planned to involve local schools, employers, Connexions and jobcentre in trying to support him address this. In reality, he managed to involve Connexions and a local employer, but this proved to be enough. A job was arranged by his RESET worker and the local YOT before he was released from custody, a year into his sentence. Consequently, he started his new full-time work with a builder in the first week after release, and stuck with it throughout his sentence. His employer is pleased with him, and the feeling is mutual, with Liam now having a positive attitude to his education, training and employment.

Liam went back to living with his mum after release. However, he had nothing much to do in his spare time and his friends were predominantly offenders. Although his worker didn't get any information on addressing offending needs or psychological problems undertaken when in custody, he did spend considerable time working to address these during the release period to prevent Liam coming off the rails and spoiling his employment progress. They spent three times the median average in face to face meetings, and three times the average amount of hours addressing offending behaviour. Consequently, offending behaviour was an area thought to have particularly improved during his involvement with RESET. Indeed, Liam abided by his Order conditions perfectly during his supervision period, attending all his supervision meetings and not reoffending. He exited the project in the spring of 2007 after his RESET worker felt that he had achieved his aims.

Case study 2 – Peter***Mixed results –some improvements but not enough stability and too many temptations***

Peter, a black 16 year old, started his involvement with a RESET project in spring 2006, having recently been transferred into the area. His life has not been particularly stable, moving to Britain only fairly recently and been subject to a Care Order. He was also living with a relative, hundreds of miles away from his family home at the time of conviction for his DTO. More positively, he's also considered an "extremely gifted" athlete and was a very serious amateur in a number of sports. Our interviewer described him as quiet. He received a six month DTO for assault occasioning grievous bodily harm, in which Peter hit his victim, causing serious injury. He was placed more than 50 miles from home, although he received regular visits from his parents while inside.

Upon Peter joining RESET, his worker noted and prioritised a lack of qualifications. In the end, she managed to involve Connexions and a local school to address this. The worker received full information on education provision that Peter received in custody, and felt that it was possible to organise a continuous education programme across the custody to community transition. Despite this view, however, it was still not possible to arrange the education before the he was released - indeed, it took several weeks for Peter to start a college placement, partly because of the Summer holidays. Unfortunately, once he started, Peter never really engaged with the placement, failed to attend most of his lessons, was said to be disrespectful to teachers, and was suspended.

The other main focus for the RESET worker was the lack of constructive activities during Peter's spare time. Given Peter's sporting gifts, the worker planned to focus on engaging him in sporting activities. The worker was also concerned with racial discrimination, drug or alcohol abuse, and addressing offending behaviour. She managed to involve a sports development officer, a YOT officer and a mentor, as well as a counsellor. He received higher than average face to face with his RESET worker, family support, and mentoring support. The worker felt that several areas had been improved during Peter's time with RESET: the amount of constructive activities, family relations, his housing situation, and his work on qualifications. In addition, he was indeed involved in some sporting activities during his supervision period. But there were problems with arranging supervision, and he had several YOT caseworkers. Peter later reflected that he'd have probably not reoffended if he'd remained with his first supervisor.

As his education experience suggested, Peter didn't manage to abide by his Order conditions. Although Peter lived back with his Aunt's family (still away from home) immediately following release, it was noted that his cousin, also living there, was a violent offender. Consequently, he was given an independent RESET housing placement, but still associated with the offender (said to be a gang member), which was a problem for an "easily led" young man (RESET worker). Within two months he first failed to attend supervision, then failed to attend college. He offended after three months, with a related 'violent weapons' event for which he was charged and convicted (although not returned to custody) for drugs procession. He says that he did want to stop offending "a little bit, but I don't know, it's just how I grew up, on the streets innit". On the penultimate day of his DTO, he received an ISSP. His involvement with RESET ended at this time.

Since then, he talks positively about his ISSP: "It keeps me occupied and I learn new things like nearly every day, so I'm not really out there [offending]."

Case study 6 – Scott***Temporary success in ETE, but lack of things to do and slipped into re-offending***

Scott, a fairly quiet and withdrawn white male, was 17 years old when he first joined a RESET project in Winter 2005, two months after his DTO sentence had started. He had been known to the local YOT ever since he first started getting caught offending about two years previously, and by the time of his joining RESET he was considered a persistent young offender. He had received a number of different community orders before he went to custody, for a variety of offences including motor offences, criminal damage and robbery of a mobile phone. The DTO was for a public order offence of causing intentional harassment and robbery, when he was placed in a YOI more than 50 miles from his home. Scott's home-life wasn't the most conducive to addressing offending behaviour. He lived with his family, where he is the middle one of seven siblings living with their mum and stepfather, both of whom had received Parenting Orders. Other members of his family are known to be violent offenders, and it was felt that his stepfather condoned this behaviour. Indeed, most of his offending is carried out with family members and/or friends. He doesn't have any qualifications, and before he went into custody, he was involved in various bits of casual work. He was said to be easily bored and he complained that he hung about in the streets back home (in a high crime and gang area) because there wasn't much to do in his spare time.

His RESET worker stated that she received full information on what was done to address Scott's education, offending and psychological needs while he was in custody; and felt that it was possible to provide a continuous transition between custody and community in all three areas. Certainly, it appears that by the time he was released, the worker (with his YOT caseworker and Scott himself) had managed to form a partnership with a local training provider and arrange a full-time college place for Scott. Having said that, it still took at least a fortnight after release for Scott to start at the college, studying for a City and Guilds certificate. But once he started, the placement only lasted a short time, then his attendance started to slip as he got disillusioned with the teaching not being vocational enough: "*it's a fake college, basically*".

Scott's RESET worker considered that some progress had been made in a number of areas during his time with the project, including: constructive activities, family issues, and housing. Work in these areas included partnership with Connexions, housing services, the local YOT, youth services, family support services, the local RAP project and mentoring services. He received more hours addressing offending behaviour than the RESET average, as well as considerable effort from social services and housing services (he lived in independent housing during supervision) – although Scott complained that people helping to live independently just come to his flat and sit there in silence. Unfortunately, the mentoring relationship that was "*keeping me off the streets basically*" died due to management problems, and this stopping was possibly linked to later problems. Certainly, it does seem that a lack of things to do fuelled his difficulties.

Although the transition from custody to community seemed fairly smooth, things later started to go wrong, and Scott later commented that he always thought the supervision was too long for him to remain straight. Scott eventually slipped back into offending, which he put down to "*hanging around with the wrong crowd and nothing else to do*". Indeed, the first time that he did anything to breach his Order was through reoffending – he was arrested and charged for a burglary three months into his supervision period: "*I knew if I had money I'd have something to do ...and it was there like, so I've just done it*". After going on the run, he was remanded back in custody for the further offence and for breaching his DTO, although that sentence was later served in the community. He has been convicted of further offences since then, during which time he continued his association with RESET. His involvement in RESET eventually ended as the Project itself came to an end in June 2007.

Case study 4 – Beth***Successful temporary work placement arranged from custody – but then what?***

Beth, a white 17 year old female, was one of the RESET beneficiaries being helped by a worker attached to Cookham Wood, which actually isn't that far from her home (after an initial period that was hundred of miles from home). She began her involvement with RESET in the summer of 2006, partway through a long custodial Section 91 sentence for a violent offence. Beth is described as being a "bright girl", who already had 5 GCSEs and was still in school prior to custody, but her mum admitted to the judge that she just couldn't cope with her "*terribly rebellious...hardened...monster*" and actually asked that she be imprisoned.

Beth's RESET worker's principal aim was to support her in training and employment, and planned to involve a variety of different agencies to this end, including voluntary groups, her local YOT, local employers and the custodial institution. She hoped to supplement this support with counselling (particularly on self-esteem issues), dealing with family issues, providing constructive leisure activities and further help in numeracy. Despite being based in the institution, the RESET worker stated that she only received partial information on what education work had been carried out in there. Despite that, she managed to arrange training and work experience back in the community even before Beth had been released by using a national employer who had a branch local to the beneficiary's home. Beth started that placement within a fortnight of being released and it lasted its set duration of a month. The placement was part-time training and part-time employment, and involved working towards NVQ qualifications.

A number of other areas were thought by the RESET worker to have improved during Beth's time with RESET. These included family relations, following support from the local YOT Family Intervention Worker, which Beth felt was "*what we've always needed*" and had "*definitely helped*". Indeed, after release Beth was back with her parents for the duration of her involvement in RESET. There was also felt to be improvement with drug and alcohol issues after the involvement of a drug support agency. Finally, Beth's self-perception issues were addressed to some extent through counselling, although the worker felt that this was primarily achieved through her work placement. Beth was nervous about avoiding offending temptations when she was released, predicting that "*I know I won't breach, but there's always that worry in the back of my mind. But if I stay focussed then I know I'll be alright*". She did stay focussed for some time. Beth didn't do anything against her Order, including keeping a clean offending record, during her time with RESET. Beth's involvement with RESET ended in the spring of 2007, when the RESET worker felt that her aims had been achieved successfully after "*wonderful changes*". Beth was also very pleased with her RESET worker, and her mum couldn't praise RESET enough, describing it as "*marvellous and I think all youngsters should have it*".

However, after the work finished and her involvement with the institution-based RESET ended, her mum could see things "*slipping and sliding*". The RESET support was missed by her mum: "*And there's nothing. And no. No there wasn't the support after [custody] which is the time that you need it isn't it?*". Beth was bored, desperately looking for jobs in the local paper. She started drinking, then taking drugs, then dating a known offender, then breaking her curfew. After moving in with him, they got kicked out of their accommodation for damage, lived with his mum, got kicked out again and then lived temporarily with Beth's grandmother.

The last time we heard from Beth, she was struggling to keep to her Order conditions, and was managing to do so, though with some difficulty. She was working for a local supermarket, and importantly she was not offending. But her grandmother couldn't keep her any longer, and she was searching for somewhere to stay...or face being returned to custody for being homeless. Unfortunately she can't go back home because her mum says, "*she's exhausted this avenue*" and they no longer speak. Her mum, crying as she holds a photo of her daughter's 18th birthday just after release, looks back on that period as the family's "*happy time*". Her mum ends our final interview by commenting..."*Hopefully she'll be alright. I hope. You know she might just be*".

7 SWINFEN HALL: YOUNG ADULTS

7.1 INTRODUCTION

This analysis describes the sample of male offenders that were enrolled onto the RESET programme at HMP Swinfen Hall. The data covers those offenders that accessed the resettlement support offered by the scheme between the start of November 2005 and the end of July 2007. During this period of nearly two years, a total of 139 offenders had accessed the programme (four were still receiving on-going support at the time of the data collection).

7.2 PROFILE OF THE BENEFICIARIES

The tables below show the length of sentence, age and ethnicity for the beneficiaries at Swinfen Hall. The majority of those who had accessed the project (86 per cent) were serving custodial sentences that were over three years in length. Nearly two-thirds of beneficiaries (63 per cent) were between the ages of 18 and 21; in terms of ethnicity, just over two-thirds of the sample (68 per cent) were classed as 'white'; and less than a tenth (9 per cent) had a disability of some kind, the most common of which was learning difficulties.

Table: Swinfen Hall – Length of sentence

Length of sentence	Frequency	Percent
Up to 24 months	2	1%
25 to 36 months	17	12%
37 to 48 months	57	41%
49 to 60 months	47	34%
61 to 72 months	12	9%
More than 6 years	4	3%

Base = All

Table: Swinfen Hall – Age at start of programme

Age	Frequency	Percent
18	5	4%
19	15	11%
20	18	13%
21	49	35%
22	27	19%
23	9	7%
24	5	4%
25 or over	9	7%

Base = 137; 2 missing

Table: Swinfen Hall – Ethnicity

Ethnicity	Frequency	Percent
White	94	68%
Black	20	14%
Asian	16	12%
Mixed	9	6%

Base = All

Prior to their most recent custodial sentence, over three-quarters of beneficiaries (78 per cent) had not been in any form of employment for over three years, as the table below shows. However, despite this, only 11 per cent admitted to have been claiming Job-Seekers Allowance.

Table: Swinfen Hall – Length of unemployment period prior to custody

Length of unemployment	Frequency	Percent
6 to 11 months	1	1%
12 to 23 months	15	11%
24 to 35 months	13	9%
Over 36 months	109	78%

Base = 138; 1 missing

In terms of the categories of vulnerable groups that have been shown to face exclusion from the labour market, the table below shows that over three-quarters (76 per cent) of beneficiaries were from a disadvantaged area and around a quarter (27 per cent) admitted to have been abusing drugs and/or alcohol prior to their sentence.

Table: Swinfen Hall – Numbers of beneficiaries belonging to vulnerable groups

Vulnerable group	Frequency	Percent
Homeless person	6	4%
Drug & alcohol misuser	37	27%
Roma person & traveller	4	3%
Labour market returnee	138	99%
Jobseeker with low basic skills	83	6%
From a disadvantaged area	106	76%

Base = All

In addition, despite being at least 18 years of age, over a fifth of the beneficiaries (22 per cent) claimed to have no qualifications of any kind, and nearly a quarter (23 per cent) only had a qualification below the NVO level. Of the four per cent that had other qualifications, these included GCSEs, AS-levels and A-levels.

Table: Swinfen Hall – Qualifications at the start of involvement

Existing qualifications	Frequency	Percent
No qualifications	30	22%
Qualifications below NVQ1 or equivalent	32	23%
NVQ1 or equivalent	35	25%
NVQ2 or equivalent	31	22%
NVQ3 or equivalent	5	4%
Other	5	4%

Base = 138; 1 missing

7.3 RESET INVOLVEMENT

Of the 135 offenders who had completed their programme of support with RESET, whilst a third (34 per cent) were on the programme for less than 30 days, nearly two-fifths (38 per cent) were on the programme for more than 60 days. There were, however, no significant correlations between time on the programme and either length of sentence, support/activities received, or outcomes.

Table: Swinfen Hall – Length of involvement with RESET

	Frequency	Percent
1 to 10 days	16	12%
11 to 20 days	14	10%
21 to 30 days	16	12%
31 to 40 days	13	10%
41 to 50 days	11	8%
51 to 60 days	14	10%
61 to 70 days	12	9%
71 to 80 days	18	13%
81 to 90 days	13	10%
Over 91 days	8	6%

Base = All (135)

In terms of the general support measures offered, all of the beneficiaries had counselling, guidance and advice. In addition, nearly two-thirds (65 per cent) benefited from literacy and numeracy support. Other general support measures included a pre-release course (45 per cent) and mentoring (16 per cent).

In terms of individual activities carried out with the beneficiaries, all received support with 'training', 'motivation and orientation', 'help into lifelong learning' and 'helping people to join in, assessing the needs of individuals and individual action planning'. In addition 96 per cent of the beneficiaries received 'employment aids and job-search help' and 60 per cent received 'key and basic skills support'.

When looking at what happened after the beneficiaries completed or left the RESET programme, four per cent (n=5) went into full-time employment and 1 per cent (n=2) went into training or further education. For the remaining, the outcomes were not known.

8 BEYOND RESET – LEGACY AND CONTINUITY

Respondents were asked for their views about what RESET might leave in its wake or end up contributing to the field, and about what changes might be in store for relevant services after RESET leaves the scene.

Respondents' comments concerning legacy and continuity of service delivery are summarised in separate sections below.

8.1 RESET'S LEGACY

Although the time-limited nature of RESET was recognised, many respondents thought the project would leave a positive legacy, and that it would have a useful impact on both policy and practice:

(Strategic level - internal)

There won't be a 'son of RESET', it's a time limited project, but some of the aspects of it may be mainstreamed within the YOTs themselves. I'm highly optimistic that our findings will be incorporated into policy...

(Strategic level - external)

I think it will continue in another form. It was ahead of the game and the national offender organisations are now working together. I don't think the work will be lost. It will leave a legacy.

Some respondents were more specific in claiming that they thought the legacy would be about facilitation of more joined up work and cross-agency working:

(Manager of front-line resettlement worker)

Joined up working, avoiding duplication of some of the work we do. I would hope that we would work together more closely in the future.

(Manager of front-line resettlement worker)

Locally, hopefully, we will have established more relationships with providers in the community that the worker has been able to develop.

Not all respondents were as positive in their views however, and some were reluctant to predict whether RESET would have a meaningful legacy or impact on practice:

(Strategic level - external)

Yeah, is it going to have a lasting impact is the real test isn't it? I don't know if I'd go so far as to say 'optimistic', cautious really, [I'd say] cautious.

Others expressed concern that the short time span of RESET could limit the impact of RESET:

(Local stakeholder - internal)

I think there will definitely be learning that emerges from RESET... I think if we had another whole year, I think we could have made a significant difference. I think as it is we will make a difference, it's just whether it will be significant enough.

(Front-line resettlement worker)

I know that, from my area, one of the things they want to come out with is, in the end, is kind of a guidance and a report about what works and what doesn't, but its going to be hard to produce that when the work's been going on for such a short time, just over a year, which is not very long to try and get this up and running and to get enough work to back up what we're going to be writing. [It] is going to be quite a challenge, I think that's the hardest thing.

A few respondents were more pessimistic about the future:

(Manager of front-line resettlement worker)

I think, given that the overall goal is the model and there's a lack of clarity I find it hard to see how that is all going to come together. Obviously I hope it will in terms of delivery to young people... I'm optimistic in that I think there are incredibly committed staff who will continue to do really good work. I'm not optimistic about what we leave behind and how we are judged.

8.2 HANDOVER, CONTINUITY OF SERVICE AFTER RESET

All respondents were also asked for their views about service delivery up to and beyond the end of RESET, and about how they would describe the scope for sustainability.

As noted in earlier sections, some respondents clearly felt that sustainability, mainstreaming, and the facilitation of more "joined up practice" must be the defining features of RESET's "success", and some respondents reaffirmed this view in responding to our questions in this section.

Respondents commented more specifically on the need for handover,

mainstreaming, and so on, to be thought out more clearly and in more detail however, with many commenting on the need for an exit strategy.

(Strategic level - external)

It's unlikely that [the YJB would] be able to roll it out so the exit strategy... so RESET needs to think about how it's going to hand over, the inheritance that the system will have.

Managers of resettlement workers in particular commonly expressed concerns about service continuity after RESET funding ends in 2007 and many highlighted the need for an exit strategy:

(Manager of front-line resettlement worker)

It's difficult. Once funding's dried up we need to find an exit strategy otherwise the benefits will be lost. So we're in the process of working on a strategy to secure future provision post RESET... The money for that is in doubt because of insecurity of political horizons... So it's difficult to plan for the future.

(Manager of front-line resettlement worker)

I wish I could mainstream the post, but I've had to fight to keep my budget this year and there are just no additional resources coming our way. We really need to have a discussion about exit strategies and possible funding sources. That's the problem - there are lots and lots of short-term funded projects.

(Manager of front-line resettlement worker)

It has taken pressure off the rest of the team, but when the post ends in 2007 we'll have to redistribute those cases across the rest of the team, which won't be good.

Strategic level respondents also recognised the need for an exit strategy:

(Strategic level - internal)

So I'm positive, I think, 'thank God there is a project like RESET around to try to help them'. I do have concerns about when RESET comes to an end, who's going to step in and bridge the gap?

(Strategic level - external)

On a scale of one to ten? If they and we can get their communications and exit strategy right, I'll probably be a seven point five. If we don't get it right I'll probably a four point nine.

RAP funding continued after the end of RESET, but not all RESET YOTs were also receiving RAP funding:

(Manager of front-line resettlement worker)

Well, I'm concerned really, I've put it on the agenda for our cluster meeting because what's going to happen post March 2007? Because it's the only funding we have, we don't have RAP funding, I would miss that post hugely and I've no idea what is going to happen...

For one respondent, the availability of RAP funding would ease the transition at the end of RESET:

(Manager of front-line resettlement worker)

I think in the YOTs we have a lot of partner agencies and some come and go quite quickly and leave a legacy behind where services have disappeared. We hope that won't happen with RESET because we've also got RAP in place and we're hoping there won't be a gulf when RESET disappears.

However, there was recognition that RAP funding was also temporary and the political climate uncertain:

(Manager of front-line resettlement worker)

Obviously the concern is about what's going to happen when the post goes. There is RAP for now, but that funding is also temporary. For the moment the YOTs are at the point where they can't grow any further and a lot of the money is starting to dry up in terms of prevention and we don't even know if the YJB will exist in five years time.

One resettlement worker felt that there may be a need for training other YOT staff to continue the RESET work once the funding finishes:

(Front-line resettlement worker)

In the community where RESET has put in extra YOT workers it's about skilling up the existing YOT workers so that when the money goes they can carry on that work.

PART IV – CONCLUSIONS AND RECOMMENDATIONS

9 REFLECTIONS, LESSONS AND RECOMMENDATIONS

Presented as a 'reflective discussion', this chapter is intended to help us begin to learn lessons from the RESET experience. Even before we have longer-term outcome data, it will provide the opportunity to consider what the programme was able to put in place and what it struggled with, what it taught (or reminded) us, and what pointers it gave concerning how we can enhance the effectiveness of resettlement practice in the future. It does

not dwell on procedural difficulties, implementation issues or similar organisational points with the programme itself – these are covered in the main report above – but on key emerging findings and lessons that are useful to the wider development of resettlement.

At the end of a large, multimillion pound programme - involving dozens of partners, in numerous locations, conducted both at the strategic and local level – digesting and making the most of the experience is always a complex task. That process will take time, and this chapter is intended to kick-start it. The chapter should be used as a starting point for further discussion among policy makers and practitioners about the future of resettlement support. In particular, the recommendations presented in italics are intended to inform a planned debate on ‘practical recommendations for resettlement from RESET’, to be coordinated by Rainer at a strategic level in the months following the formal end of the RESET programme.

In terms of what has emerged from the RESET experience in general, then, we would highlight the following areas, in no particular order:

9.1 RESET FOCUSED ATTENTION ON A KEY ISSUE IN YOUTH JUSTICE

There seems to be a consensus that the partners involved in RESET did a very good job of galvanising interest and support around a key political issue. It would appear that resettlement of young offenders was a topic ripe for attention, and Rainer and colleagues were right to try to tackle this issue at this time – whatever the outcomes for beneficiaries involved in this programme. As such, credit should be given for spotting an opportunity for consensus and practice development in the divisive political area that is youth justice. Subsequent political, press and practitioner interest in RESET suggests clearly that the programme successfully raised awareness of the relevant issues, although it is too soon to assess the durability of this sort of impact.

The programme generated a strong consensus around the importance of the need to tackle resettlement, which helped drive RESET along and maintain the commitment of staff and interest of many partners at national and local levels, despite a lack of specific objectives, changes in personnel and other problems. It demonstrated that diverse groups can work together in the challenging area of youth justice if there is a common concern. It also demonstrated that there is enough recognition of the importance of resettlement nationally and locally for further development at both levels. There is no reason why the end of RESET should mean that policymakers and practitioners stop drawing on this capital of concern with resettlement; they should continue to stress and focus the importance of resettlement when engaging partners.

Policymakers and practitioners should not lose sight of the importance of resettlement. Partners involved should continue to give resettlement a high profile and find ways to spread the learning now that the issues have been raised. Policymakers and practitioners should continue to use the capital of concern around resettlement to engage others.

One indicator of the broad consensus of interest in resettlement was the very large number of partners engaged at the national level – over fifty. While this was positive for raising the profile of resettlement in all quarters, it also proved difficult to weave together a web of partnership work at a more practical level. Indeed, it could be argued that RESET did not make the most of these partners' involvement, mainly because they were not sure what they were supposed to be doing or how they could best help. Again, this may be partly because of a lack of clarity about the objectives of RESET itself.

There is a clear benefit to the involvement of multiple partners in national initiatives like RESET, and their continued involvement in resettlement, but there must be clarity on the role of each and the objectives of their involvement.

9.2 ...PROMOTED THE DEVELOPMENT OF INNOVATIVE TOOLS

The programme provided the focus and opportunity to develop, try out and disseminate a number of publications and tools relating to resettlement. Like other aspects of the programme, these have both raised the profile of resettlement generally and provided some interesting practical developments. There was a perceptible feeling of 'learning' taking place at both national and local levels.

Moreover, many of these tools and written lessons have been produced in conjunction with the RESET beneficiaries; showing that it is possible to engage young people in resettlement issues, including their own resettlement plans. Of particular note have been the "Road to Resettlement" material generated out of the work at Swinfen Hall, the "Young Person's Checklist", the Resettlement Mentoring Operations Manual, and the resources for families of young people in custody.

Although it was not possible to assess these products fully as part of this evaluation, they clearly have strong roots in practice experience, and preliminary feedback from stakeholders has been highly positive.

Research should be undertaken to evaluate tools and publications from the RESET programme. Comments about "lessons learned" contained within these should also be considered in the light of this report.

Wherever possible, resettlement should continue to involve the young person in planning in order to maximise engagement, commitment and responsibility.

9.3 ...LACKED CLARITY OF PURPOSE AND ROLES

The overall vision of RESET was very ambitious. However, such an ambitious vision, while attractive to funders, was not easy to translate into clear operationalisable objectives, let alone achieve them. Indeed, one of the strongest themes running through the research was that, beyond the overall aim of enhancing resettlement practice, there was a lack of clarity and understanding among partners about what specific things RESET was trying to achieve, or what specific differences the programme was trying to make. This meant that there was a lack of common direction. Moreover, this seemed to cause problems when trying to sell the programme to managers and practitioners locally, and while working to keep them engaged. In addition, having no common language or direction may have presented problems with joined up thinking between agencies.

The lack of clarity also sometimes allowed RESET money to be used by local managers more as a way of filling resource gaps in resettlement, or even just another caseworker (albeit one taking custody cases) to spread the load, rather than for achieving clear or considered goals. While this did underline the shortage of money and resources in the area of resettlement, using money from a short term project like this was clearly not the best way to ensure sustainable local development in this area.

Any continuation of RESET work (and future initiatives of this kind) should make it clear what value is being added to youth justice and resettlement. This need not involve detailed targets, but clearly stating what differences could be made in terms of operationalisable objectives.

The plus side of this lack of clarity was that it could work to the advantage of the local team, who might appreciate the flexibility to deal with localised problems. Clearly there is a balancing to be struck in terms of clear objectives, to be met in a flexible way.

Future resettlement policy should retain flexibility to take account of local situations, existing partnerships, closeness of institutions etc. Consideration should be given to how this flexibility is balanced with shared objectives and purposes.

9.4 ...ALLOWED STRATEGIC THINKING AT A LOCAL LEVEL

Practitioners particularly appreciated the opportunities that RESET presented for consideration of resettlement issues in a much more strategic way in their own areas. The RESET funding meant that not only national

level partners, but also local managers and frontline workers could take time out to consider how best to tackle resettlement problems – a real luxury in day to day work on youth justice. As one stakeholder put it above, it was an opportunity for “*getting people talking strategically*” together about resettlement. This process allowed the changes in attitude, focus, interest and policy locally that was needed before we see any changes in practice or outcomes. It enabled local teams to consider what could be done about resettlement in their area, according to the local conditions. It allowed people time to ‘think outside the box’, to consider what new things to try. RESET gave them ‘permission’ to put into practice what was already thought to work with resettlement but that they had not had time or support to try. That process of strategic thinking and sense of innovation within should be retained in resettlement work.

In the development of resettlement locally, time and resources should be taken to think strategically about what can be done locally. Agencies should seek to create opportunities for considering how to operationalise what is already thought to work, and to innovate in this developing area within their particular local context.

9.5 ...SHOWED THE WORTH OF HAVING A LOCAL RESETTLEMENT WORKER

Although there is a debate about the precise role of a resettlement worker (see below), there was clearly some benefit to having somebody in the local youth justice team charged with this area of interest. RESET showed that a resettlement worker could coordinate efforts, develop relationships with partners and benefit from the efficiency and expertise that comes with specialising. It also helped guard against a tendency for generic caseworkers to treat young people in custody as out of sight and out of mind, where those inside are neglected due to the demands of everyday community supervision. Such a tendency would clearly have made it impossible for workers to have made community arrangements before the offender is released – recognised as important to successful resettlement.

Local area youth justice teams should have a worker specialising in resettlement, in order to allow expertise to be developed, and to strengthen the development of partnerships and relationships in the local area.

9.6 ...EXPLORED ALTERNATIVE MODELS OF RESETTLEMENT MANAGEMENT

The RESET programme presented the chance to test out different ways of incorporating dedicated resettlement work into everyday practice. Although in practice, of course, each RESET worker within each team delivered this extra resource in different ways, we could analyse a crude

division between those who occupied a largely 'coordinating role' and those adopting a more usual Supervising Officer 'case management' role. In the coordinating role, the specialist worker focused on arranging and coordinating resettlement activity, without statutory casework requirements. In the case management role, the worker acted as a normal caseworker with statutory responsibilities, but would mainly take on custody cases. While results so far have not significantly distinguished between the two for offender outcomes, there were some indications from both the quantitative and qualitative data that the coordinating role was preferable. Stakeholders suggested that the specialist coordinating role allowed more focus on resettlement goals, without being absorbed in the day-to-day fire-fighting that characterises case management.

Further consideration should be given to developing specialist resettlement workers, rather than simply caseworkers who look after custody cases. The young people can be referred to the resettlement workers by their caseworkers specifically for seeking partnership support for meeting resettlement needs.

9.7 ...SHOWED THE CHALLENGING CHARACTERISTICS OF YOUNG PEOPLE IN CUSTODY

Gathering data on the RESET beneficiaries gave the opportunity to profile the type of person likely to need resettlement. It showed us the characteristics of our young people in custody, who workers are charged with trying to prevent reoffending. Primarily, it reminded us what a challenging group this is, and what a challenging task it would be helping any of these young people to avoid reoffending – and that is without the added problems caused by having to reintegrate them into their community after being locked away. We saw that these are often vulnerable young people, with a long history of offending, no qualifications, not in education or employment, lacking constructive activities and has family problems etc. It was worth reminding ourselves that these are not just bad kids, but complex individuals with multiple difficulties. There is no simple solution to their offending, and any successful resettlement involves a significant commitment, over a long period taking substantial resources. Indeed, case studies showed how even after significant initial resources, particularly when arranged from custody without the same resettlement focus locally, beneficiaries could still fail without continued support.

Policymakers and practitioners should not underestimate the difficulty of resettling the type of challenging young people in custody. They should also appreciate the resource implications of effective resettlement work, especially where such work involves working with particular young people over the longer term.

It should be recognised that the impact of custody itself makes solving the difficulties in the lives of these young people even more challenging – trying to integrate young people into a community after key ties may have been cut. There should be a renewed commitment by policymakers to make custody a last resort and to solve these problems through integration and support rather than resettlement.

9.8 ...HIGHLIGHTED THE NECESSITY OF ADDRESSING MULTIPLE NEEDS

Consistent with the complex and challenging characteristics of young people in custody, RESET showed clearly that many beneficiaries had multiple problems in their lives. In terms of resettlement, this meant multiple needs to be addressed in order to reduce the likelihood of re-offending. Consequently, RESET reaffirmed that the successful resettlement of young offenders, and thus the prevention of re-offending, is about much more than simply addressing offending behaviour directly. It is about supporting other aspects of their lives. It is, for instance, about ensuring that the young person has somewhere safe and suitable to stay, that they have something to occupy their time, that they have some way of getting money etc. In order to meet these multiple needs, workers in RESET found it necessary to adopt an holistic approach. They intended to involve multiple agencies.

9.9 ...HIGHLIGHTED THE DIFFICULTIES OF ENGAGING MULTIPLE AGENCIES TO ADDRESS MULTIPLE NEEDS

However, RESET showed that it was not straight forward to engage multiple agencies to address these needs. Although multiple agencies were indeed involved for each young person, generally this was not as many in each case as workers had intended. And generally not all the needs of each young person were met. Workers commented on the length of time that it took to establish partnerships with agencies in order to draw on their help in cases. There were particular difficulties engaging employers and education. However, given the apparent consensus about the importance of resettlement, it has been shown to be possible to engage with employers and others beyond the traditional youth justice support agencies – but it takes time and resources. As one worker suggested, this is so crucial that guidance on best practice in establishing such partnerships may be useful.

A wide range of partnerships should be developed early in any resettlement development process in order to meet the needs of young people.

Particular attention should be paid to engaging partners beyond the normal youth justice sphere, including local employers and voluntary agencies.

Policymakers should consider developing guidance and providing further help how best to establish partnerships with agencies and other stakeholders.

9.10 ...HIGHLIGHTED THE IMPORTANCE OF COORDINATING PARTNERSHIPS

Given the multiple needs of young offenders in custody, when considered strategically, it invariably turned out that the issue of resettlement was largely about coordination of these partnerships. First, workers had to coordinate a reserve of local partners locally to draw upon for any young person, and second to coordinate a response using these partners for the multiple needs of each young person. RESET showed that resettlement work was about ensuring that partners covered the young person's needs, and about effective multi-agency working. The programme gave a focus, money and resources in order to kick-start this coordinating process – forming partnerships, procedures etc. The available partners and maybe even typical beneficiary problems are different in each area, so the process of identifying and engaging potential partners needs to take place locally and should be an early focus for resettlement work. Indeed, RESET was sometimes useful at a local level in allowing some time and resources to shore up partnerships in areas where provision had been patchy and where young people's needs were not being met. Again, this is another example of where RESET's flexibility proved to be an asset.

Resettlement work should be recognised as involving a key coordinating role, employing people with the skills appropriate to that role. It is important for local teams to use the strategic commitment to build partnerships and processes that will enable early engagement and continuing support for the young people.

9.11 ...DEMONSTRATED THE IMPORTANCE OF HAVING AN INDIVIDUAL "CHAMPION" WORKER

The project indicated that the staff members working on RESET were one of its main strengths. Certainly previous research on the DTO showed how important the individual caseworker was to the success of a supervisory relationship and to the re-offending rates of a young person – and this research seemed to reaffirm that. Indeed, it is difficult to explain the differences in re-offending rates between individual project areas if it does not come down to the impact of the individual resettlement worker. Case study and interview data supported this, with young people and parents stressing the importance of their relationships with the individual workers. It is difficult to build this into policy, but it does suggest that we should not lose sight of the high value of a good youth justice worker to positive outcomes in terms of re-offending (or indeed other measures).

Policymakers should remember the value and importance of a good resettlement worker, with resource decisions reflecting this. At the local level, encouragement should be given to workers 'championing' resettlement.

9.12 ...REAFFIRMED THE IMPORTANCE OF THE TRANSITORY PERIOD

Both quantitative and qualitative data showed how critical the early period after release was to preventing offending. When young people failed to meet their Order conditions, they tended to do so quickly during this period. If resettlement support is important to prevent offending, then resettlement support in place for this transitory period is crucial to address this rapid failure.

Stakeholders were already clear about the importance of this transitory period, but the experience of RESET beneficiaries reaffirmed the importance of this time. The programme experience should remind us how crucial it is to get released young people into organised activities early enough. Practically, this means ensuring that agencies are engaged and activities arranged for this period prior to release from custody. The proportion of beneficiaries where education, training or employment was not arranged prior to release shows how difficult this is to achieve. In contrast, Cookham Wood, where arrangements were made from custody, seemed to show better results during this transitory period (although case studies suggested that longer term success would not follow without local support). It should also be noted that there were particular difficulties when young people were released during school/college holidays, without sufficient daytime activities.

It is critical to focus on the early period after release, and arrangements should be made prior to the young person leaving custody. Practitioners should ensure that services and activities are in place for release. ETE should be organised prior to release for starting in the first few days after release.

Further consideration and research should be given to organising resettlement from custody in order to smooth this transitory period, but attention should be paid to how this can still allow longer-term support.

Activities / courses should be organised for those who come out in the school/college holidays.

It is necessary to consider further how to smooth the transition from custody to community in order to provide a better foundation for success after release. Policymakers should look again at ways to "dovetail" this transition, perhaps with greater preparation for release, days home etc as well as considering how to provide continuity of support.

9.13 ...SHOWED THAT THERE IS STILL A LACK OF COMMUNICATION BETWEEN INSTITUTION AND LOCAL YOUTH JUSTICE TEAM

Providing services during this transitory period was certainly not made any easier by a lack of communication between the institution and resettlement worker about what work was done with the young person in custody on education, addressing offending behaviour, addressing psychological needs etc. This was seen in previous research on the DTO, and was reaffirmed for the RESET beneficiaries – despite the particular focus on preparation for resettlement here. It is impossible to see how the DTO or other custodial sentence can be continuous into the community without knowing how their needs have been addressed inside the institution.

Procedures need to be put in place to ensure information about work done with the young person in the institution is conveyed to those responsible for resettlement in the community. Policymakers should consider how a record of work done could precede the young person in order to ensure a continuous sentence.

9.14 ...HIGHLIGHTED THE POOR QUALITY OF DATA COLLECTION AT LOCAL LEVEL

ASSET was meant to go some way to solving this communication issue between custody and community. It was intended that an ASSET form would be completed at different times during the sentence, although it would not necessarily give advice *prior* to release on what was done inside. However, the data collection process for RESET showed how poor the record keeping was, both for our own evaluation forms and (perhaps more importantly) for ASSET. There were large numbers of forms missing, and substantial data missing within those forms. Again, it is difficult to see how effective communication and resettlement support can be given without clear awareness and records of the young person's needs and activities.

Steps should be taken at local level to ensure that ASSET forms are completed consistently. Policymakers should reconsider whether the current systems for data collection are working, and how they could be improved.

9.15 ...GAVE EARLY INDICATIONS THAT A FOCUS ON RESETTLEMENT CAN IMPROVE OFFENDING RATES

It is too early to provide a proper reconviction comparison study for RESET beneficiaries (they have not been out of custody long enough). However, in comparison with previous research on young people coming out of custody, there were some indications from quantitative data that the RESET work might be making a positive difference to offending rates

(albeit relying on data from workers). This was supported by qualitative testimony and case studies suggesting that a focus on resettlement was having a qualified positive impact on these young people.

Statistical testing (limited by the poor data and record keeping locally – see above) did not show clearly any particular aspect of resettlement work that seemed to be making this difference. However, it was noted that the lower re-offending rate was not universal across the RESET projects, suggesting that there are specific localised factors involved – again possibly the quality and enthusiasm of the local resettlement worker. There were some indications that the management model may have been making a difference in some areas (i.e. workers in the ‘coordinator role’ improving outcome), and that organising resettlement from custody (for Cookham Wood – see above) lowered re-offending rates, at least in the short term.

Reconviction studies are needed to examine indications that the focus on resettlement has improved re-offending outcomes for young offenders, including further research on the RESET beneficiaries (if data permits).

Further research should explore the hypotheses presented by the RESET experience of positive outcomes from resettlement workers in a specialist ‘coordinator role’, and from resettlement workers based in the custodial institution.

In summary, then, RESET has shown that there is a consensus of concern about the predicament of young offenders released from custody and supporting a clear focus on resettlement in order to “prevent offending”. It has shown the usefulness (and suggests a positive impact) of a local focus on resettlement in the form of a specialist resettlement worker, probably in a specialist worker role rather than just a statutory caseworker with more custody cases. Whatever role, the quality and enthusiasm of the worker and their ability to form a relationship with the young person has again been shown to be crucial. In addition, the role of any worker in resettlement is as a coordinator, as the wide development of partnerships is necessary to meet the multiple needs of these young people. This is a challenging but crucial task, and it needs to be done early to ensure that support (with improved communication and recordkeeping) is established for when the young person leaves custody to help them through the critical transitory period.

This chapter has reflected on key messages coming out of the RESET experience. It has provided a starting point for a discussion on what the programme has taught us, and how we might progress resettlement in the future. Recommendations for discussion have been highlighted in italics.

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