

Evaluation of Ingeus Commissioned Rehabilitative Education, Training & Employment Provision

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ingeus

 Russell Webster

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Executive Summary

Introduction

This report presents the findings of an independent evaluation (undertaken by Russell Webster) of the education, training and employment (ETE) provision delivered under the Commissioned Rehabilitative Services (CRS) programme by Ingeus Justice in three probation regions (the East Midlands, North & South Central England) for a period of just under three years (27th June 2021 to 29th March 2024).

The service

The CRS ETE provision started on “Day One” of the newly renationalised probation service in June 2021. The provision could only be accessed by people on probation who were referred to the ETE service by their supervising officer who was required to determine the “complexity” of the needs of the person being referred and to specify one or more of four outcomes:

- **Outcome 1:** Service Users obtain suitable training, education and employment.
- **Outcome 2:** Service Users maintain suitable training, education and employment.
- **Outcome 3:** Service Users demonstrate improvement in the skills and attitude which enable self-development and increase employability.
- **Outcome 4:** Service User overcomes barriers to obtaining/maintaining suitable training, education and employment.

The designated level of complexity effectively determined the extent of ETE provision to which an individual person on probation was entitled (between five and twelve sessions).

Ingeus Justice ETE advisors provided a range of one-to-one and groupwork interventions including help with preparing CVs, understanding how to make the most of transferrable skills, improving interview techniques and disclosing previous criminal convictions. The programme also worked in partnership with other agencies that provide educational and training opportunities to ensure that the new employee adapted well into their working environment.

Findings

The new referral system proved problematic and probation staff made many fewer referrals than had been anticipated although numbers grew steadily throughout the three year period. There was also confusion about the process by which probation practitioners selected required outcomes. In practice, Ingeus advisors overcame this problem by retaining a focus on developing an individually tailored package of support co-produced with the person on probation.

The level of intervention which people on probation could receive under the CRS ETE provision was substantially less than that delivered in previous iterations. Nevertheless, Ingeus Justice maintained its existing culture of providing an individualised approach based on a co-produced assessment rather than a standard package of service delivery. This approach resulted in better engagement from people on probation and facilitated better outcomes.

Across the three regions, Ingeus Justice staff adopted a common set of principles and approaches including: a focus on building motivation and confidence; raising aspirations so that people could aim for employment which provided job satisfaction and career opportunities rather than simply any job which generated income; detailed work on disclosure techniques which was vital in raising motivation and hope that it was possible to find work despite a criminal record; and advocacy when training providers or employers were not prepared to consider an individual because of their previous offending.

Ingeus Justice ETE teams also invested considerable time in building relationships with a range of employers and training providers. Another critical addition to the service was Ingeus Justice's willingness to make available funding to facilitate individuals' progress.

Outcomes

It was only possible to access detailed outcome data for the last 12 months of the contract (April 2023 – March 2024) in which 3,071 people accessed the service. This cohort of people were referred for a total of 7396 outcomes, an average of 2.4 each. The outcomes were impressive:

- A total of 2841 people were referred with the objective that they would “obtain suitable training, education and employment”. Almost half (1374 = 48%) achieved this outcome with a further quarter (749 = 26%) partially achieving it. This is an extremely high figure and even more impressive given the low intensity service allowed by the contract.
- A total of 999 people were referred with the objective that they would “maintain suitable training, education and employment”. Almost two out of five (379 = 38%) achieved this outcome with nearly a further fifth (194 = 19%) partially achieving.

- A total of 1603 people were referred with the objective that they would “demonstrate improvement in the skills and attitude which enable self-development and increase employability”. Almost half (758 = 47%) achieved this outcome with a further fifth (344 = 21%) partially achieving it. Again, this is an extremely high figure.
- A total of 1953 people were referred with the objective that they would “overcomes barriers to obtaining/maintaining suitable training, education and employment”. More than half (1045 = 54%) achieved this outcome with a further fifth (422 = 26%) partially achieving it. Once more, the fact that seven out of ten people were able to make progress in overcoming the well-established barriers to employment facing people with criminal convictions who often face an additional range of personal problems, is to be commended.

Critical success factors

Feedback from service users, probation practitioners and other stakeholders (primarily training providers) was overwhelmingly positive. By combining the findings from the data analysis and this feedback it was possible to identify the main critical success factors:

- **A positive leadership culture** – the Ingeus Justice senior leadership team gave a consistent message to their staff delivering the ETE service that they were valued and would be fully supported in any initiatives which helped the client group.
- **The high level of morale and motivation of ETE advisors** – the culture of the ETE team was to believe that everyone could benefit and there was a willingness to focus on achieving real outcomes for individuals rather than on meeting contractual targets.
- **An appetite for partnership work** – it was only by working in partnership with employers, training providers and a wide range of specialist support services across the three regions that Ingeus Justice has achieved such outstanding outcomes.
- **An emphasis on working together with service users** – people were encouraged to set their own goals and to take responsibility for their own progress alongside the support, motivation and interventions provided by staff.
- **Valuing lived experience** – the fact that Ingeus Justice trained and employed so many people with lived experience of the criminal justice system had a number of positive impacts. People with lived experience working as ETE advisors inspired the people they worked with and were hugely passionate about and committed to their work.

Considerations for the next iteration of commissioned ETE work

The CRS ETE contracts were described as limited by both Ingeus Justice staff and probation practitioners who suggested a range of issues to be considered in future iterations of ETE work with people on probation.

- A more extensive service, providing the flexibility to match the duration and components of the intervention to an individual's needs, including support for people in the early weeks of employment.
- A simpler referral system.
- Access to the probation case management systems to facilitate communication between provider and probation practitioner.
- Verified outcomes made available to providers.
- A more integrated approach which explicitly includes pre-release work as well as facilitating more integration with other CRS provision.

Introduction

The Commission

Ingeus Justice commissioned an independent, external consultant, Russell Webster, to evaluate the education, training and employment (ETE) provision delivered under the Commissioned Rehabilitative Services (CRS) programme – the mechanism by which His Majesty's Prisons and Probation Service (HMPPS) funds a range of interventions to meet the rehabilitative and resettlement needs of people on probation.

Ingeus Justice delivered this CRS ETE provision in three probation regions – the East Midlands (Derbyshire, Leicestershire, Nottinghamshire and Lincolnshire), North East (Northumberland, Tyne and Wear, County Durham and Tees Valley) and South Central England (Berkshire, Buckinghamshire, Hampshire, the Isle of Wight and Oxfordshire) for a period of just under three years (27th June 2021 to 29th March 2024).

The structure of this report

This report is organised in a straightforward fashion. Chapter 1 describes the CRS ETE model and how Ingeus Justice delivered it. Chapter 2 provides a brief summary of the outcomes of the ETE provision. Chapter 3 presents the views of stakeholders including service users; it also includes case studies to provide a clearer picture of the service delivered. Chapter 4 summarises the report and presents conclusions.

Chapter 1: The CRS ETE model

Context

Employment, training and education interventions are heavily associated with successful desistance journeys and reduced reoffending. There is a clear consensus from the evidence base that there are four main ways in which having a job promotes desistance:

1. An individual can fill their time constructively and become economically independent.
2. Employment facilitates reintegration into the wider society by helping individuals to move away from criminal networks and develop social relationships with a wide range of people.
3. Being in paid employment enhances individuals' self-esteem and helps them to build a renewed and positive sense of self, which helps to protect against a return to crime.
4. The status of being an employed person acts as an important symbol to the individual of their ability to return successfully to a conventional life.

Summary of the model

The CRS ETE provision started on "Day One" of the newly renationalised probation service in June 2021. The provision could only be accessed by people on probation who were referred to the ETE service by their supervising officer using the official HMPPS CRS referral tool. Supervising officers were required to determine the "complexity" of the needs of the person being referred and to specify one or more of four outcomes:

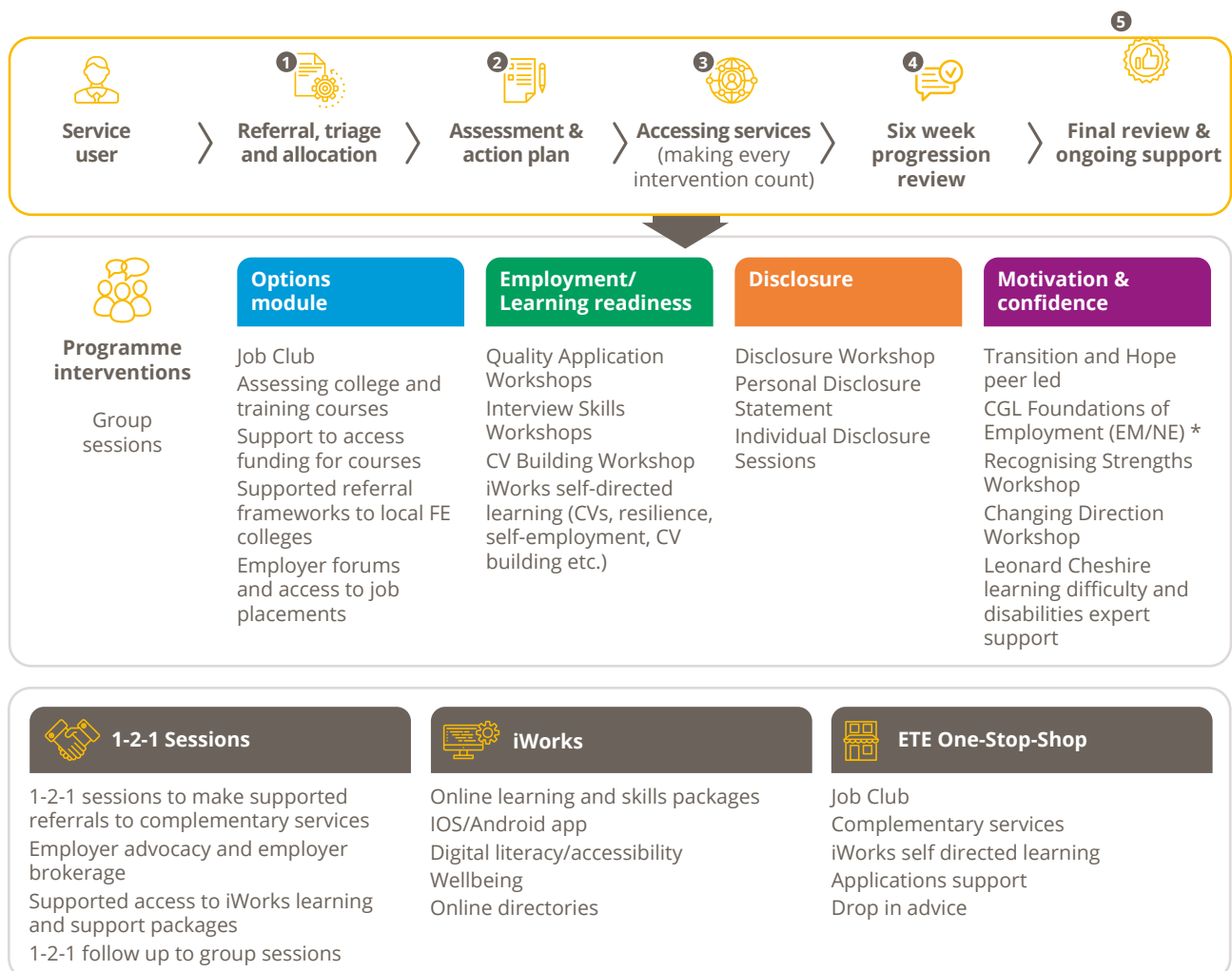
- **Outcome 1:** Service Users obtain suitable training, education and employment.
- **Outcome 2:** Service Users maintain suitable training, education and employment.
- **Outcome 3:** Service Users demonstrate improvement in the skills and attitude which enable self-development and increase employability.
- **Outcome 4:** Service User overcomes barriers to obtaining/maintaining suitable training, education and employment.

The designated level of complexity effectively determined the extent of ETE provision to which an individual person on probation was entitled. Individuals classified as having a “Low” level of complexity received a maximum of five sessions, those designated “Medium” up to seven sessions and people indicated as “High” were entitled to as many as twelve sessions. Appendix One provides more detail on the definition of complexity levels and outcomes.

Ingeus Justice ETE advisors provided a range of one-to-one and groupwork interventions including help with preparing CVs, understanding how to make the most of transferrable skills, improving interview techniques and disclosing previous criminal convictions.

The programme also worked in partnership with other agencies that provide educational and training opportunities to ensure that the new employee adapted well into their working environment. A comprehensive service was provided as indicated by the reproduction of the service user journey component of the official Ingeus Justice/HMPPS information below:

Service User Journey



Although this range of services provides a comprehensive package of ETE interventions, in practice this remained a significantly reduced level of support when compared, for example, with the ETE service which Ingeus Justice delivered immediately prior to the CRS contract as the lead organisation in the Reducing Reoffending Partnership which operated the Derbyshire, Leicestershire, Nottinghamshire and Rutland and Staffordshire and West Midlands Community Rehabilitation Companies (CRCs) between 2015 and 2021. Through their CRC delivery, Ingeus offered tailored ETE support for up to six months and a further period of 13 weeks in-work support for those who successfully found employment. We return to an analysis of the different models of ETE provision in our conclusion.

The next section of this report describes service delivery in detail under three main headings: the referral process; interventions and best practice. The findings are based on the interviews with Ingeus staff.

The referral process

There has been a consensus within the probation sector that the new 'refer and monitor' process by which CRS interventions are accessed, in particular how updated case information is shared following the initial referral, has been problematic. The Chief Probation Inspector's most recent annual report¹ focused on the issue, reporting that "both probation practitioners and CRS providers highlighted teething problems with the new system, which persisted for some time". This report notes some progress but that problems continued to persist at the time of publication (September 2023).

It is unsurprising that the referral process proved problematic since it was a new system which came into operation as probation practitioners were adapting to being in a new reunified probation service with a completely new set of structures in addition to becoming part of the civil service for the first time. The fact that there were separate referral forms for each of the eight resettlement pathways also made the new system more challenging for probation practitioners.

There was a consensus from the ETE advisors that the referral system had some structural shortcomings. These included requiring probation practitioners, usually at the start of a period of supervision before they had the opportunity to develop a relationship and good knowledge of an individual's personal circumstances, to make a referral which required them to choose both specified outcomes and the level of intervention (using the complexity matrix described above). Advisors questioned why these decisions were the province of the referring probation officer when a specialist Ingeus advisor with ETE expertise would be better placed to make an assessment of individual need. In addition to very low referral levels (which increased throughout the contract period but remained well below initial predictions), advisors reported that probation practitioners often selected all four outcomes (even though finding work and maintaining employment at the outset were clearly contradictory options) and/or at a low level of complexity which meant interventions were restricted to five sessions, usually insufficient to attain the specified outcome(s).

¹ HM Inspectorate of Probation (2023) Annual Report 2022/2023

There were additional complications relating to the outcomes; for example if a probation practitioner referred someone with the sole outcome of finding work, the contract specified that the provider should only provide a service relating to this outcome. However, this was impracticable, since without addressing the outcome of improving employability – typically including developing a CV, practising interview skills and developing a disclosure strategy – it was unlikely that many people would succeed in getting a job.

Advisors attributed these problems with the referral process to a new, overly complex system and the fact that probation practitioners were adapting to working within a new organisation and were experiencing workload pressures from being under-staffed for a prolonged period of time. In the same Annual Report, the Chief Inspector of Probation, Justin Russell, highlighted this issue:

“the extent of this staffing shortfall didn’t become known until re-unification, when it became evident that the service was thousands of officers short of what was necessary to deliver manageable workloads”.

In practice, ETE advisors overcame this problem by retaining a focus on developing an individually tailored package of support on the basis of an assessment and action plan co-produced with the person on probation. As advisors developed working relationships, most probation practitioners were more than happy for Ingeus Justice to exercise their professional judgment in the best interests of the person on probation supervision.

One other key difference of the new refer and monitor system was that ongoing communication between probation practitioners and advisors was often adversely affected by the former’s workload pressures. Under the new system, ETE advisors were locked out of the probation caseload monitoring system (nDelius) and were therefore unable to be proactive about accessing updated information. Advisors reported repeatedly not being informed about key issues such as updated risk management information, changes of telephone number and even recall to prison.

Interventions

Context

The contract started when social distancing restrictions were still in place in many organisations, including the probation service. This naturally meant that many interventions were initially provided online. This was particularly the case in two of the three probation regions in which Ingeus Justice delivered the ETE service (the East Midlands and South Central) where Ingeus ETE services were co-located with probation. While Ingeus Justice could book probation rooms in these regions, these facilities were naturally often already in use by probation staff. The consequence of this situation was that only the North-East region delivered a substantial number of groupwork interventions.

² Ibid, page 7.

Therefore, although all regions provided the same range of ETE interventions, the form of service delivery varied. In the North-East region, ETE advisors encouraged people on probation to attend Ingeus Justice premises and encouraged take-up by also offering their (typically more welcoming) premises to probation staff to work in. This meant that appointments could be aligned so that the same person on probation could see their supervising officer and ETE advisor at the same time, reducing the number of journeys required.

While this option was not available to ETE advisors in the other two regions, there was a positive side-effect with advisors forming closer links with probation practitioners through spending most of their working days on probation premises.

There were specific challenges in delivering the ETE service across the South Central region which included a large number of small towns over a wide geographical area. This meant that there were rarely sufficient numbers of individuals requiring the same intervention at the same time in the same location. The Ingeus Justice service in this region evolved so that it frequently ran “mini-groups” of 3-5 people which although more resource-intensive, had the advantage of providing a more bespoke service, tailoring the information presented more explicitly to the individual needs of a few people.

An individualised approach

Despite the changes to the ETE contract, Ingeus Justice maintained its existing culture of providing an individualised approach based on a co-produced assessment rather than a standard package of service delivery. This individualised approach resulted in better engagement from people on probation and facilitated better outcomes. The 14 ETE advisors interviewed for this report identified a common set of principles and approaches. These included: a focus on building motivation and confidence; raising aspirations so that people could aim for employment which provided job satisfaction and career opportunities rather than simply any job which generated income; detailed work on disclosure techniques which was vital in raising motivation and hope that it was possible to find work despite a criminal record; and advocacy when training providers or employers were not prepared to consider an individual because of their previous offending.

Advisors also provided a range of support to neurodiverse people and enabled them to access the Do-it Profiler at no cost. This assessment tool both identified neurodivergent conditions with which people required support and identified individual strengths as well. People on probation and their probation practitioners provided very positive feedback on this tool.

Ingeus Justice ETE teams also invested considerable time in building relationships with a range of employers and training providers.

Another critical addition to the service was Ingeus Justice’s willingness to make available funding to facilitate individuals’ progress. Funding was linked to a person’s specific needs and covered everything from fares to attend appointments and job interviews, money for safety clothing to be able to start work on a construction site and even funding for specific training courses.

Ingeus Justice also created a range of online support materials via the iWorks digital platform which and provided a more extensive service for people on probation who were able to access the platform for six months after their ETE case was formally closed by the probation service. The platform was an easy to access online destination which maintained a list of available jobs in addition to a range of information and training material designed to reinforce content already delivered to people on probation in one-to-one or groupwork sessions. The screenshot below shows the range of resources on offer.



The infographic on the following page summarises the range of interventions available to all people referred to the Ingeus Justice ETE service.

The Ingeus Justice ETE approach



Best practice examples

To convey fully what this individualised approach meant to a person, we have included a number of examples of work with specific people on probation.

Advocacy work

One person on probation was resettling well but still could not find work three years after release from a long sentence owing to the nature of his conviction. This individual wanted to work on the railways and needed a railtrack qualification. The Ingeus Advisor had built a relationship with a Local College who provided that qualification but they were concerned about taking on people with criminal convictions and rejected this individual. The advisor appealed that rejection successfully and the college agreed to overhaul their whole risk assessment process to be more inclusive of people with criminal convictions. The person on probation successfully completed the training, found work with railtrack and is now an advocate for the college as part of their inclusivity agenda.

Developing new training provision to plug local gaps

A number of people in Skegness wanted to work in the construction sector but found there was no training provider for the CSCS accreditation which is a requirement to work on any construction site. The Ingeus advisor negotiated with a training provider to deliver this training located at the local probation office to make it accessible to people on probation. The course was established and several individuals attained their CSCS cards and went on to find jobs in the construction sector. The Ingeus Justice team then developed the range of locally available training further by finding another provider to deliver forklift training which qualified people to apply for a number of local positions. Again people on probation attended the training and subsequently found work as forklift drivers. There were a number of other examples of ETE advisors developing new training provision in different areas of the country.

Addressing online stigma and discrimination

One advisor Developed an expertise in getting online news articles about individual offences removed or changed in order to enhance the employment opportunities of people on probation. This was in the context of several individuals being refused employment as a result of employers or potential new colleagues googling the individual and finding very old online articles detailing their offence. In one particularly distressing case a person on probation had been threatened by members of his local community because his photograph had been wrongly published next to the story of a sex offence (the article also covered this individual's offence of dishonesty). Again the advisor succeeded in getting the article taken down by the newspaper in question.

Chapter 2: Outputs and outcomes

Overview

Unlike previous evaluations of Ingeus Justice's ETE work, the analysis of output and outcome data was limited for the CRS contract. This is simply because it was not possible to access most of the data which was held centrally by HMPPS with only partial information made available to the contract providers.

Nonetheless, we do know that a total of 8,203 people on probation made use of the ETE service in the three regions between 27 June 2021 and 29 March 2024. We do not know how many people were referred to the service, since the contract specified that probationers were not able to access the service until the initial action plan had been approved by the supervising officer.

We do however, have detailed outcome data for the last 12 months of the contract (April 2023 – March 2024) which was made available by HMPPS in June 2024. A total of 3,071 people on probation accessed the Ingeus Justice ETE service in that year. This cohort of people were referred for a total of 7396 outcomes, an average of 2.4 each.

Breakdown by outcomes

The next section shows the best available information on the percentage of people on probation who were successful in achieving each of the four specified outcomes:

- A total of 2841 people were referred with the objective that they would “obtain suitable training, education and employment”. Almost half (1374 = 48%) achieved this outcome with a further quarter (749 = 26%) partially achieving it. This is an extremely high figure and even more impressive given the low intensity service allowed by the contract.
- A total of 999 people were referred with the objective that they would “maintain suitable training, education and employment”. Almost two out of five (379 = 38%) achieved this outcome with nearly a further fifth (194 = 19%) partially achieving it.
- A total of 1603 people were referred with the objective that they would “demonstrate improvement in the skills and attitude which enable self-development and increase employability”. Almost half (758 = 47%) achieved this outcome with a further fifth (344 = 21%) partially achieving it. Again, this is an extremely high figure.

- A total of 1953 people were referred with the objective that they would “overcomes barriers to obtaining/maintaining suitable training, education and employment”. More than half (1045 = 54%) achieved this outcome with a further fifth (422 = 26%) partially achieving it. Once more, the fact that seven out of ten people were able to make progress in overcoming the well-established barriers to employment facing people with criminal convictions who often face an additional range of personal problems, is to be commended.

Outcomes from the North-East

In addition to this limited information from the official dataset, the Ingeus Justice team delivering the ETE service in the North-East also recorded information on how many people on probation they worked with who were known to have gained an accredited qualification or found paid employment. These are minimum figures as many individuals will have secured these outcomes after the small number of sessions with their ETE advisor and there was no mechanism to inform advisors of successful outcomes. This information is based on the combination of data gathered by each of the 14 ETE advisors who worked in the North-East and recorded outcomes on an ongoing basis throughout the period of the contract.

1,970 people started the ETE service in the North-East with the objective of obtaining suitable training, education and employment. A minimum of 443 (22.5%) of these attained an accredited qualification and 214 (10.9%) found paid work.

The next chapter examines the views of partners and service users and includes case studies to give a more rounded picture of the work undertaken.

Chapter 3: Feedback and case studies

Introduction

This chapter shares feedback from six stakeholders who were interviewed for this evaluation (three partners who provided training courses and three probation practitioners) before examining feedback from the people on probation who used the ETE service.

Stakeholder views

The three training providers to whose service Ingeus Justice ETE advisors referred people on probation shared the same positive view of the organisation. They agreed on three key issues:

The service was professional, communicated well and reliably and was proactive about resolving any individual difficulties.

- “Referrals are appropriate, we always get the information we need for our risk management. They are good at providing additional information and support to us around disclosure and DBS [criminal record checks].”
- “They ensure that clients all have proper ID, which, unfortunately, lots of other referrers don’t”.

A clear commitment to the individual person on probation:

- “We have tweaked our services to better meet the needs of people on probation on their advice. We deliver outreach services to make it closer to people, because they are not our centres we didn’t have tea & coffee or lunch but we have added those to engage more people.”
- “Ingeus has premises so we have delivered on site which improves take-up.”
- “I do like working with them as we are both trying to tackle the revolving door.”
- “We have a key contact at Ingeus who is very accessible & helpful. They have even helped us continue to work with people now that their contract is ending so that clients aren’t disadvantaged.”

A commitment to proper partnership work:

- “I can’t see anything obvious that can be improved, the team at Ingeus have always been brilliant, good at making personal connections. The better we work together, the better for the person – we both have

the person at the heart of our services, Ingeus are very happy to do the best they can and be proactive at helping people”.

The three probation practitioners interviewed for this evaluation (one of whom had consulted with the other members of her team to inform her comments prior to interview) were also very positive about the service.

Again, there was a clear consensus with interviewees highlighting the same issues:

Reliable and professional communication:

- “All the advisors get back to me promptly, I get regular feedback. They’re also good at not sending through meaningless emails.”

That positive outcomes were common but they would have liked a longer intervention (which interviewees understood was not permitted by the contract)

- “We had a lot of positive results. The help with CVs and disclosures was particularly important, especially for the increasing number of sex offenders we have. I don’t have a clue about disclosure so I was very happy to refer”.
- “People who were work ready did well but others were not so successful, they needed more help”.
- “The only improvement would be a more comprehensive, longer service. Our ETE advisor was more than happy to get a re-referral but a break in service meant people often dropped out of touch.”

Real concerns about the lack of a specialist ETE service now that the CRS contract has ended:

- “It’s a blow losing them. Accommodation, ETE and mental health support are the three main factors linked to reoffending. We are feeling the loss already, we refer to job centres but people don’t want to go to the job centre which they associate with benefits and problems.”
- “There’s a massive gap now without that service, just about nothing for people not ready to refer to a recruitment agency.”
- “There’s a real stigma at the Job Centre. It’s not a pleasant experience, people are worried that if they apply for a job and don’t take, they will be sanctioned. Unlike Ingeus Justice, it’s not a tailored, person-centred approach, doesn’t take account of neurodiversity etc.”
- “The Job Centre doesn’t help, they often say ‘we understand you can’t get a job until this conviction is spent’. That’s no help.”

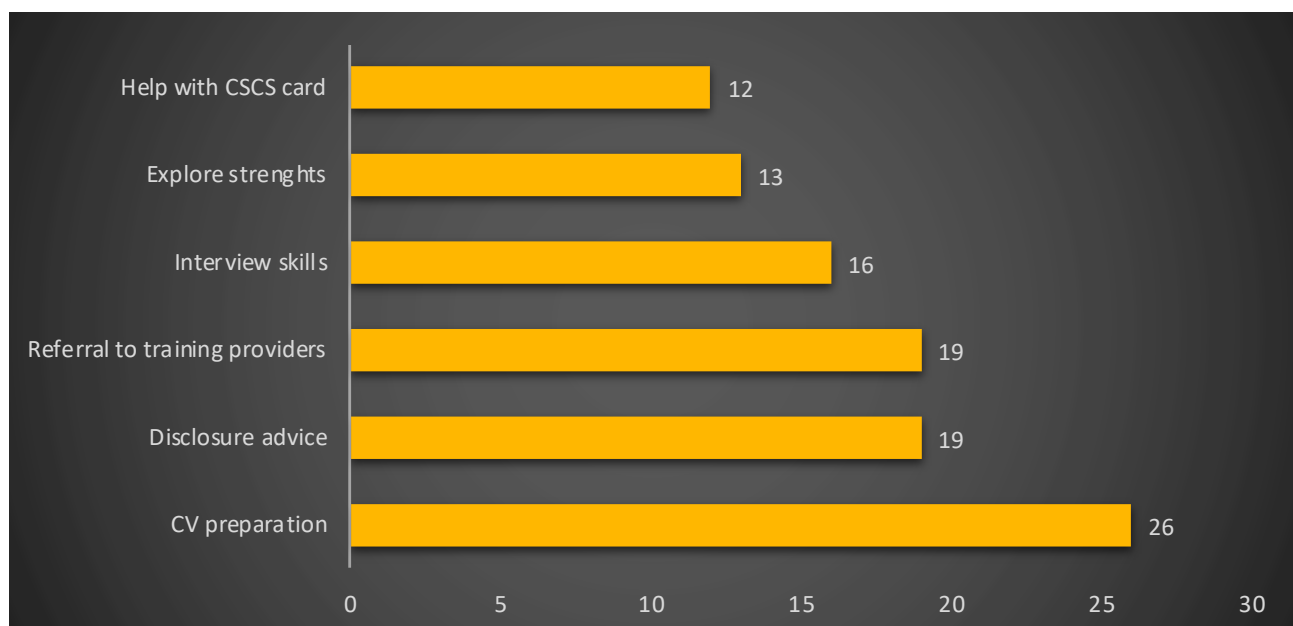
The views of people on probation

Ingeus Justice North-East region ETE team supplied the evaluator with the scores from feedback forms completed by 188 people on probation who attended a range of groupwork interventions (recognising strengths, developing a CV, disclosure strategies, interview skills, making a quality job application, building personal and social skills) in the last nine months of the contract. Participants were asked whether the groupwork had achieved its objective on a five point scale (Strongly Agree, Agree, Neither Agree or Disagree, Disagree, Strongly Disagree). A very large majority (95.2%) agreed that the groupwork had achieved its objective with 76% strongly agreeing and 19% agreeing.

Participants were also asked whether they would recommend the course to other people on probation on a three point scale (yes, no, neither yes or no). 162 out of 188 people answered this question with 152 (93.8%) saying they would recommend the course and 10 (6.2%) saying they would neither recommend nor not recommend.

In addition to these scores from the feedback forms, the North-East team provided a collated list of 237 verbatim feedback comments taken from service user forms administered at the end of the ETE service. Forty two of these were general expressions of thanks, often citing individual staff by name. A further 105 comments cited particular components of the service that people found helpful which are summarised in the chart below.

Interventions valued by North-East people on probation (n = 105)



The remaining 90 comments referred to the manner in which the service was delivered. People on probation appreciated the following four aspects of provision in particular:

Being treated as an individual whose needs were listened to and who were actively involved in co-producing a plan of action.

- "Listening and understanding without judgement towards myself and others."
- "Makes you feel safe, develops confidence and like I have a voice in what is going on in my own progression. They also have helped me in building skills I previously didn't have and developing the ones I already have."
- "Helped by listening to everything I said and what my work choices was and headed me in the right direction, very supportive as well."

Building confidence and motivation

- "Personable and approachable, managed to lift my confidence in job searching and prepare me for re-entering the world of work."
- "It makes you feel welcome and safe and that you have a future to look forward to."

A supportive and welcoming environment

- "Everything, support and help give me confidence and to make appointments."
- "Safe and constructive atmosphere. Assisted in pointing me in the right direction."

A non-judgmental approach

- "No judgement on convictions, treated fairly and honestly, given good advice and instructions."

Case studies

All the case studies below have been anonymised from real cases and demonstrate the range of approaches and Ingeus Justice's commitment to help people facing a wide range of barriers to employment.

Building motivation

Ishmail had never held down a legal job before he was jailed for drug related offences. When he was initially referred to the Ingeus Justice ETE service, he only attended a minority of his appointments and made little progress. Some months later, his probation officer re-referred Ishmail with the hope that his ETE advisor could help build his motivation to find paid employment. After some resistance, the advisor successfully encouraged Ishmail to attend a Changing Direction workshop, using the fact that he was due to become a

father as a new source of motivation. Ishmail benefitted significantly from the workshop where he was able to link in with a peer mentor who acted as a positive role model and source of inspiration. Ishmail's previous offending was for a criminal operation run by his father and brother. The opportunity to meet an older man who had moved away from offending gave him a chance to see the benefits of a non-offending lifestyle.

After discussions with his ETE advisor, Ishmail developed the ambition of working on the railways and was successfully referred to a Rail Academy course. Ishmail progressed well on the course and was offered a full time contract with a rail maintenance company.

Changing careers

When the Ingeus ETE advisor first met Barry, he said there was no point in meeting as he would never be able to work again. Barry had worked as a milkman for many years but had lost this job because he had been convicted of a sexual offence. Ingeus Justice slowly rebuilt Barry's motivation and spent considerable time in talking about disclosure, including him attending the disclosure workshop. Barry accepted that he had transferable skills as a professional driver but needed to find employment in a business to business field. He was successfully referred to a free HGV course which he completed, going on to successfully gain full time employment with a bakery delivering to supermarkets, shops and restaurants.

Addressing needs to make progress

When Steve turned up for his first appointment with the Ingeus ETE advisor, he was unsure why he had been referred. The advisor explained the ETE service and during the initial assessment Steve disclosed that he had previously used drugs and alcohol and that he was finding it difficult living in approved premises, and was struggling generally to adapt to life outside of prison after a long sentence.

It was clear that Steve had a range of complex needs and the ETE advisor helped build a package of support, introducing him to the Dependence and Recovery team who explained that they could help him with steps and techniques so that he can clean stay clean and sober. He was then introduced to the Personal Wellbeing team who explained that they can help him with his social anxiety. Owing to the small number of sessions available within the CRS contract, the advisor also referred Steve to the CFO3 advisor who was able to provide long term support - for up to three months after his parole had finished. The ETE advisor also referred Steve to the Ingeus Justice peer mentoring service to provide another level of support. In all, Steve ended up with support from six members of staff. He became emotional and said he was overwhelmed by the range of support and help that he was getting because he thought that his probation officer had just passed him over to us to get him off their books, he had not anticipated receiving support on his release.

When the CRS ETE support concluded, Steve reported feeling much better having adjusted to life in the community and being enrolled on training courses which had a high chance of leading to employment on completion.

The next chapter summarises the findings from the evaluation and presents conclusions.

Chapter 4: Conclusions

Overview

Ingeus Justice was determined to replicate the success of the organisation's previous ETE work despite the limitations of a much more restricted contract (and associated resources) and the difficulties arising from a new referral system from an under-pressure probation service.

Critically, the organisation, in particular the frontline staff (most of whom had extensive experience of working on ETE issues with people on probation) retained the key values of providing an individualised approach which focused on successful outcomes rather than merely delivering the requirements specified in the contract.

Partners, probation staff and, critically, the people on probation who used the service, were all overwhelmingly positive about the provision. The main concern was the limited number of sessions available to each individual and the lack of ongoing support. All stakeholders felt that outcomes would have been higher with a more open-ended service which included support for people in the early stages of a new job.

Critical success factors

By combining the findings from (the regrettably limited) data analysis and interviews with staff, partners and service users it has been possible to identify the main critical success factors.

A positive leadership culture – the Ingeus Justice senior leadership team invested significantly in ETE services and consistently emphasised the importance of the work as the cornerstone of desistance. Critically, senior leaders gave a consistent message to their staff delivering the ETE service that they were valued and would be fully supported in any initiatives which helped the client group. This empowering approach had a substantial impact, best illustrated by the number of new training opportunities developed by advisors to plug local gaps in provision.

The high level of morale and motivation of ETE advisors – the culture of the ETE team was to believe that everyone could benefit from the service and there was a willingness to focus on achieving real outcomes for individuals rather than on meeting contractual targets.

An appetite for partnership work – it was only by working in partnership with employers, training providers and a wide range of specialist support services across the three regions that Ingeus Justice has achieved

such outstanding outcomes. The organisational culture has been one of working together in partnerships, valuing partners as equals and investing and supporting them.

An emphasis on working together with service users – people were encouraged to set their own goals and to take responsibility for their own progress alongside the support, motivation and interventions provided by staff. This enabled service users not only to develop skills and find work but to build self-confidence and a sense of their own agency – key elements of successful desistance. Challenging people on probation to aspire to employment they would enjoy – to pursue careers rather than jobs – was effective in both making people feel valued and engaging them in the ETE service and building motivation which increased the likelihood of positive outcomes.

Valuing lived experience – the fact that Ingeus Justice trained and employed so many people with lived experience of the criminal justice system had a number of positive impacts. People with lived experience working as ETE advisors were living examples of rehabilitation, inspired the people they worked with and were hugely passionate about and committed to their work.

Finally, of course, the old adage that success breeds success has a basis in reality. Because so many people were finding work and moving away from crime, staff developed a real sense of pride and ownership of the service they delivered and were determined to improve it and expand to help even more people. Critically, advisors found informal means of discovering whether the people they worked with had been successful in completing training courses and/or finding work. The service was built on a desire to make a difference, so the need to know outcomes (mainly unavailable officially because of the limited nature of the contract) was critical to staff and team morale.

Considerations for the next iteration of commissioned ETE work

In describing the CRS ETE contracts in comparison to the more comprehensive ETE work formerly delivered by Ingeus Justice, one ETE manager summarised the key difference:

“The CRS contract is limited; it’s an education, upskilling piece of work. We are giving people an ETE ticket, rather than going on the journey with them to make sure they get where they want to go.”

This final section of the report provides a brief summary of key issues which ETE advisors and probation practitioners interviewed for this evaluation suggested should be considered in future iterations of ETE work with people on probation.

- A more extensive service, providing the flexibility to match the duration and components of the intervention to an individual’s needs, including support for people in the early weeks of employment to help them maintain what is often a first “proper” job.

- A simpler referral system, preferably a universal approach which allows providers direct access to people on probation to promote uptake of ETE work.
- Access to the probation case management systems to facilitate communication between provider and probation practitioner which would both encourage advisors to be proactive in resolving difficulties and reduce demands on probation practitioners.
- Verified outcomes made available to providers. This focuses the contract on its real purpose, in addition to building and maintaining motivation for provider staff and encouraging referrals from probation practitioners.
- A more integrated approach which explicitly includes pre-release work as well as facilitating more integration with other CRS provision to enable people on probation to receive a holistic package of support with each component reinforcing the others in a co-ordinated manner.

Appendix One

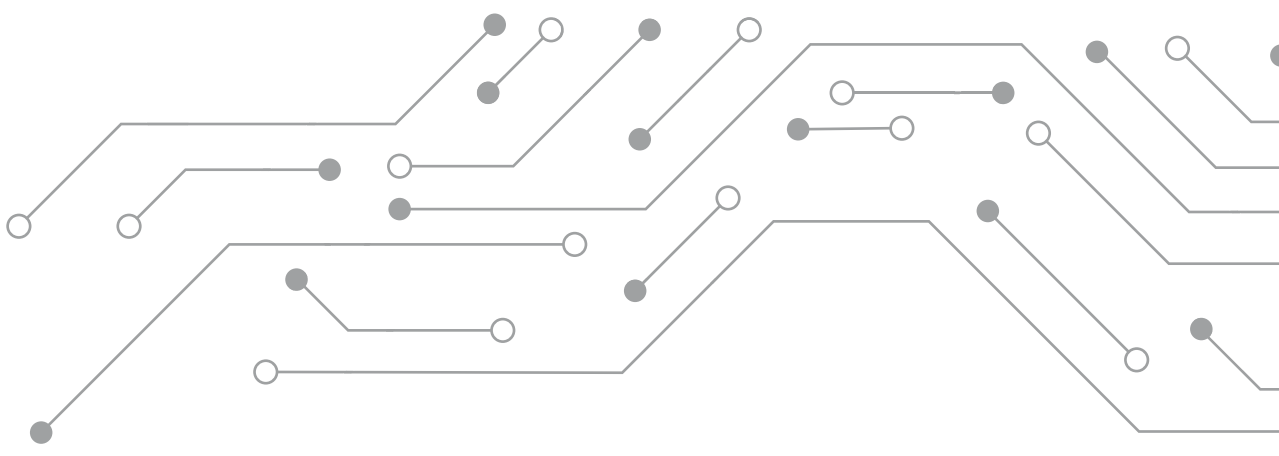
ETE Complexity and Outcome Guide

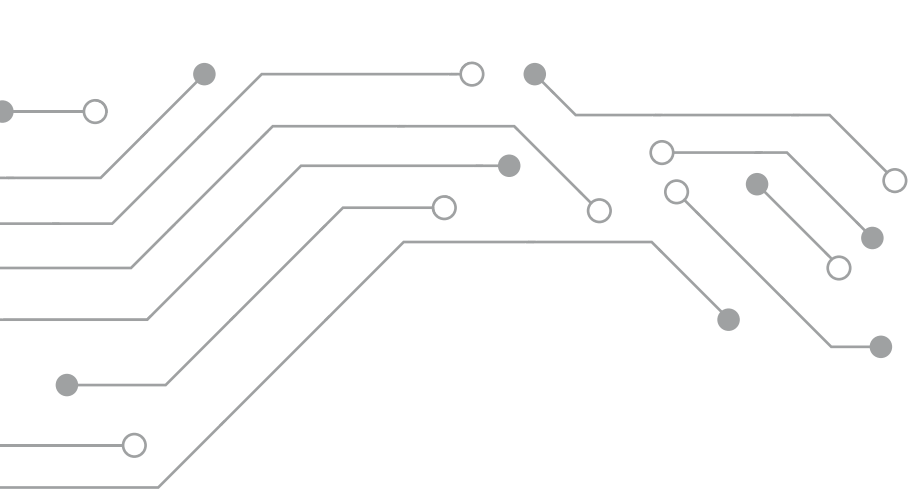
Complexity		Sessions
Low	The Service User has positive attitude towards sentence and is keen to engage with service providers to address a limited number of identified, criminogenic needs, in order to move away from offending. It is anticipated that service delivery will be short term and reasonably straight forward.	Up to 5
Medium	Service User demonstrates more difficulties in engagement and a more complicated mixture of identified criminogenic needs. They may be over reliant on others rather than being independent. It is anticipated that service delivery will take longer than short term delivery and there may be a number of competing issues and barriers to overcome.	Up to 7
High	The criminogenic needs identified are highly complex. The service User maybe entrenched in criminal behaviour or may have committed a serious offence, placing a number of barriers in the way of their ability to address their needs. The order in which the needs are addressed may be critical in addressing their risk of harm or further offending. Service delivery may be complex, with a number of competing issues and barriers to overcome. Support may be required over a longer period to achieve/maintain outcomes. Risk of Harm and/or Risk of Further Offending may be high.	Up to 12

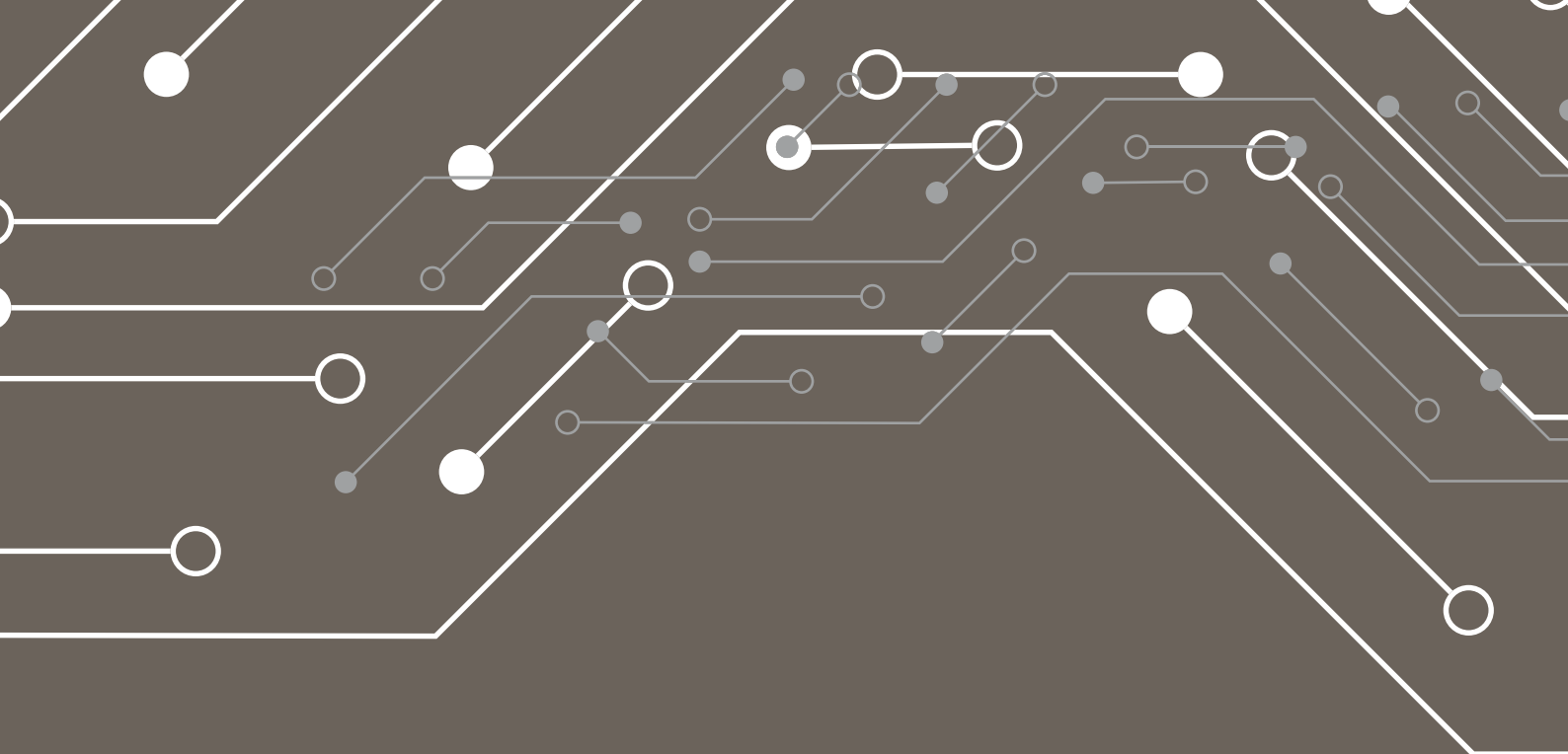
Outcomes

Please consider the maximum number of sessions before choosing multiple outcomes

<p>Outcome 1</p> <p>Service users obtain suitable ETE</p>	<p>This option is suitable for people on probation who are looking to obtain suitable Education, Training and employment and have many of the skills required. SUs in this category can gain support in:</p> <ul style="list-style-type: none"> • Disclosure of offences • Engaging with work, training, or apprenticeships • Securing further accreditations e.g., CSCS
<p>Outcome 2</p> <p>Service users maintain suitable ETE</p>	<p>This option would be suitable for those who are in current employment, training, or education. SUs in this category can gain support in:</p> <ul style="list-style-type: none"> • Disclosure of offences • Maintaining employment • Improving literacy or numeracy
<p>Outcome 3</p> <p>Service user demonstrates improvement in skills and attitude – Increase employability</p>	<p>This option would be suitable for those who would like to pursue Education, training or employment but require extra support to improve employability e.g., preparing a CV. SUs in this category can gain support in:</p> <ul style="list-style-type: none"> • Disclosure of offences • CV writing • Writing Applications • Interview skills • Finding ETE opportunities
<p>Outcome 4</p> <p>Service user overcomes barriers</p>	<p>This option would be suitable for those who require support with barriers such as motivation, engagement to enter education, training, or employment. SUs in this category can gain support in:</p> <ul style="list-style-type: none"> • Disclosure of offences • Support in finding Education, Training, or employment • Developing skills through volunteering • Obtaining ID







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Ingeus, Second Floor, 66-68 East Smithfield, Royal Pharmaceutical Building, London, E1W 1AW www.ingeus.co.uk

Enquiries regarding this evaluation should be sent to info@ingeus.co.uk.

