

Evaluation of the Family Support In, Out and Beyond Project

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Executive Summary

The Family Support In, Out and Beyond Project is a joint project between West Yorkshire Community Chaplaincy Project (WYCCP) and Jigsaw Visitors Centre (Jigsaw). The Project's aim is to build stronger and safer relationships in and across communities by increasing family stability and reducing re-conviction to prison. The project works across West Yorkshire and provides: One-to-one support for men coming out of prison; One-to-one support for family members of prisoners; A Counselling Service; and Training and supporting volunteers to support ex-prisoners and their families.

Overall, the evaluation found that the Family Support In, Out and Beyond Project has enabled individuals to overcome a wide range of issues, including those related to their, or a family member's, imprisonment. This has led to positive outcomes for individuals – both ex-prisoners and family members of prisoners - such as improvements in housing, finances, health, wellbeing and future outlook. The project – where appropriate – has also helped ex-prisoners to remain engaged with family members, and/or to re-establish relationships where they had been disrupted. The project also supported family members to support their family member in prison and on release, or to ensure their own safety (e.g. fleeing domestic abuse). There are also strong indications that the Project is positively impacting reoffending rates, with the average reoffending rate of 31% one year from release being considerably lower than the average for prisoners serving short sentences in West Yorkshire (which would cover HMP Leeds) of 63%. A Cost Benefit Analysis found that the value of the project benefits was £12.84 (ranging from £6.98 and £18.40) for every £1 invested in the project. As such, the social and economic value that is created by the Family Support In, Out and Beyond Project far outweighs the financial investments made.

Over the two-year period this evaluation covers (specifically 1st April 2021 to the 31st March 2023), the Family Support In, Out and Beyond Project (and WYCCP as a whole) worked with 136 ex-prisoners and 34 family members, provided 33 project participants with counselling and recruited/trained 25 volunteers. Aside from the number of prisoners worked with, the project has not met the targets agreed with the primary funder, the National Lottery Community Fund. This is partly due to the effect of the pandemic, which e.g. reduced prison visits at the beginning of the project, and reduced the project's ability to recruit and train volunteers. The reduced number of families supported is due to the project not supporting both prisoners and their family members in many cases. This is due to a variety of reasons, including families not realising they need support, the family member being a sex offender (who WYCCP cannot support), or families not wanting to be in contact with their imprisoned family member (e.g. due to domestic abuse). These issues are not surprising when considering the variety and complexity of the lives of prisoners and their family members, but it is worthy of note that there are indications that the original model - when it does work as predicted - does seem to work well when considering reoffending levels. I.e. the 24 ex-prisoners whose families also received support had a low reoffending rate of just 16%.

There are other issues that could also have resulted in lower numbers of family members accessing support over the last two years, which includes issues in project staffing, especially on the family support side. Recruitment has been an issue, likely linked to the number of volunteers recruited during the last two years, which has reduced the pool of potential job applicants (many of WYCCP's staff were previously volunteers). Hopefully, now volunteer numbers have rebounded after the pandemic, any vacant posts will be quickly filled. However,

if recruitment issues continue, it may be that Jigsaw/WYCCP need to review the salaries, terms and conditions of roles to make them more attractive.

The evaluation cannot rule out the possibility that families in large numbers are just not in need of the support the Family Support In, Out and Beyond Project offers. We know that there is considerable variety in the way families react to imprisonment and the impact that it has on their lives, so not all families will require the same type of support. There was some discussion of whether to apply for funding to continue the family support work at the end of the current Lottery grant. Ahead of this, in the final year of the current grant, it is recommended that project staff explore approaches to try to drive up referrals from family members, including overcoming some of the barriers to engagement identified by project staff and family members. These approaches include: providing more information to visitors coming to the prison, including on their second or third visit, when the visitation process won't be so overwhelming; Have Family Support In Out and Beyond project staff wear something different to other Jigsaw staff, so they are easier to spot on visiting days; and advertise the project through other organisations. If project staff do all they can to generate more referrals and engage more family members in the final year of the current grant, the project steering group can then make a more informed decision about whether the family support element of the project should continue.

It should be noted that WYCCP does have a strong approach to data collection and analysis. However, there were a few identified areas for improvement. It should be noted that the project is conflating actions/outputs with outcomes. They also use a self-assessment tool called a 'spider tool' (essentially an outcome star) which staff regularly use, but more so to develop or review support action plans than to monitor service users' progress. This is because whilst it is possible to use the database to look at the progress of individuals across their different spider charts, currently it is not possible to analyse cumulative/summed progress across all those supported. Being able to analyse the spider charts across individuals would enable staff to understand the difference the project was making as a whole, understand how these outcomes differ year on year, and to understand wider changes/trends. This evaluation therefore recommends that next time improvements to the database are planned, WYCCP should work with the developer to introduce a way of summing the progress of all spider charts across specific (searchable) timeframes. WYCCP also seeks to understand their impact on re-conviction rates by checking men's location both 6 months, 12 months, 18 months and three years' post-release, to see if they are still in prison. Whilst this approach is commended, as many charities working around the criminal justice system do not try to determine their impact on desistance rates, there are some caveats to this methodology that WYCCP are aware of. E.g. it could be possible that men have returned to prison, but are just in the community on the dates that are checked, which would mean the reoffending rates are higher than those reported in this evaluation. Alternatively, men could be in prison for breaching their licence, rather than for having committed another offence. Ministry of Justice's reoffending rates exclude these individuals – by counting them in their figures, it could mean that the project is reporting higher reoffending rates than would be found in reality. To help triangulate/confirm this reoffending data, this report recommends alongside continuing this approach, that WYCCP consider submitting data to the Ministry of Justice's Justice Data Lab, which would track project beneficiaries two-years post-release and would compare their reoffending rates to a matched control group of ex-prisoners. This could help WYCCP to verify the reduction in reoffending seen through their in-house method.

A project beneficiary receiving one-to-one support

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Methodology

The Bright Ideas Partnership was appointed by West Yorkshire Community Chaplaincy Project (WYCCP) and Jigsaw Visitors Centre (Jigsaw) to undertake an evaluation of their National Lottery Community Fund Reaching Communities funded Family Support In, Out and Beyond Project. This evaluation covers the first 2 years of the three-year Lottery grant, specifically the 1st April 2021 to the 31st March 2023.

Bright Ideas has experience of producing evaluations of projects on behalf of organisations including Victim Support, the Basement Project, Porchlight, Help for Carers and Justlife. The Bright Ideas Partnership is a Social Value Pioneer with Social Value UK. Jo Ryan, the evaluator, also has a Masters in Forensic Psychology and Criminology, which covered in detail qualitative and quantitative research methodologies, and is a member of the UK Evaluation Society.

In early 2023, Jo Ryan, of the Bright Ideas Partnership, Jane Daguerre, Director of WYCCP and Lee Stephenson, Project Director at Jigsaw met to confirm the aims and objectives of the evaluation and the proposed research methodology. A schedule for completing the evaluation in summer 2023 was agreed.

The following research has been conducted to produce this evaluation:

- Desktop analysis of documents associated with the project.
- Reviewing relevant quantitative and qualitative data, including beneficiary case studies, beneficiary feedback, outputs/outcomes data, reoffending data collected by WYCCP and the project's Spider charts.
- Interviewing 5 prison leavers who have received support from the project, 2 family members who have received support from the project and 7 volunteers.
- Undertaking an online survey of professionals in other organisations who have come into contact with the Family Support In, Out and Beyond Project, completed by 8 professionals.
- Undertaking a survey, delivered by Jigsaw staff on visiting days at HMP Leeds, of 24 family members.
- Undertaking one-to-one interviews with Jane Daguerre, Director of WYCCP and Lee Stephenson, Project Director at Jigsaw.
- A focus group with frontline staff of the Family Support In, Out and Beyond Project, including Kirsty Harrop, Resettlement Worker; Laura Ward, Family Outreach Worker; Jenna Hunter, Family Outreach Worker; Richard Garratt, the Volunteer Coordinator; Rahima Adam, Resettlement Worker; Kelly Manton, Office and Finance Manager; Mandy Perkins, the Counselling Coordinator; and Cat Davey, Senior Resettlement Worker.
- Desktop analysis of financial figures for project spend vs the original budget.

This evaluation is based on the information provided. If any of the information supplied is incomplete or inaccurate, the findings of this evaluation may be rendered invalid.

The Bright Ideas Partnership would like to take this opportunity to thank everyone who contributed to and took part in this evaluation.

Project background

About the Project Partners, and background to the Family Support In, Out and Beyond Project

The Family Support In, Out and Beyond project is a joint project between West Yorkshire Community Chaplaincy Project (WYCCP) and Jigsaw Visitors Centre (Jigsaw).

Jigsaw, a registered charity, provides a range of services at HMP Leeds, HMP Wealstun and in the community, offering emotional support, advice and guidance, rehabilitation and family time. Jigsaw welcomes over 45,000 visitors a year and aims to enable offenders and their loved ones to sustain meaningful relationships to benefit them during time in custody and beyond. Jigsaw has operated the Visitors Centres at HMP Leeds since 1993.

WYCCP aims to create a better society by working alongside men who have been in prison to help them achieve settled and productive lives back in the community. Located at HMP Leeds since 2005, they work 'through the gate' with men pre and post release. They also work in partnership with Jigsaw to support prisoner's families. They support around 200 men a year.

WYCCP and Jigsaw are based in the same building, in adjoining offices. The Directors of WYCCP and Jigsaw started to explore the potential for partnership working in 2015, identifying a need to offer support to family members of prisoners, alongside supporting ex-prisoners. They developed a project and successfully applied to the National Community Lottery Fund for three years of funding, from 2017 to 2020. An external evaluation of the 'Family Support- In to Out' project found it had been successful in meeting its aims, had a positive impact, had a significant, positive impact on reoffending and had delivered considerable cost savings (i.e. cost savings of not being in prison, a reduction in crimes committed, savings to family and savings from the value of volunteering) (Safe Offender Healthcare Ltd, 2019). Utilising their track record and developing the project model based on the recommendations from the external evaluation, WYCCP and Jigsaw secured a further 3 years of funding from the Lottery. The Family Support In, Out and Beyond project fully came to life on the 1st April 2021.

The need for the Family Support In, Out and Beyond Project

HMP Leeds, where the Family Support In, Out and Beyond Project is located, is a category B local prison serving a catchment across West Yorkshire, holding just under 1,100 adult men, many in overcrowded conditions (HM Chief Inspector of Prisons, 2022). Adult male prisoners across the UK have complex needs: 24% have been taken into care as a child; 27% have experienced abuse as a child; 64% have used Class A drugs; and 23% have been identified as suffering from both anxiety and depression (Prison Reform Trust, 2023). This can be seen in HMP Leeds, where many prisoners have significant needs (HM Chief Inspector of Prisons, 2022), nearly a third present a high or very high risk of harm and over 60% report mental health problems (HM Chief Inspector of Prisons, 2019).

Good resettlement services post release are key to reducing reoffending. Prison leavers are more likely to reoffend if they are not resettled into the community, for example if they have nowhere to live, no job or other income, and have poor continuity of healthcare (National Audit Office, 2023). Prisoners also need support to learn practical life skills to prepare for/manage life outside prison, with skills such as budgeting, debt management, accessing emotional support and finding job opportunities in the community all identified as critical (Prison Reform

Trust, 2023). Leaving prison can be as traumatic as entering it—recently released male offenders are eight times more likely to commit suicide than other men (New Philanthropy Capital, 2009). However, a recent review concluded that the government is not consistently supporting prison leavers in preparing for release and/or resettling into the community and that the quality of services has declined in recent years (National Audit Office, 2023). It is therefore no surprise that 2 in 5 adults released from custody between April 2020 and March 2021 reoffended in the 12 months post-release, on average (National Audit Office, 2023).

In HMP Leeds, most prisoners spend comparatively short periods in the prison, which results in a considerable population turnover each week - the prison receives into custody about 388 new prisoners every month and releases back into the community approximately 172 (HM Chief Inspector of Prisons, 2022). As a result, the demand for resettlement services is high (HM Chief Inspector of Prisons, 2022). However, there is inconsistent provision of resettlement support for sentenced prisoners, and remanded prisons (almost half of all prisoners in HMP Leeds) had very little support with planning for their resettlement (HM Chief Inspector of Prisons, 2022). Practical release arrangements at the prison also need some attention. For some prisoners being released, their discharge from reception was the first time they had seen their licence conditions. There is also no way for prisoners to charge their phones before leaving the prison. Finally, although there were clothes that released prisoners could choose from if they had little of their own to wear, there were no holdalls to carry them in (all from HM Chief Inspector of Prisons, 2022). The prison does not currently have reliable data to show how many prisoners had been released to sustainable accommodation or employment (HM Chief Inspector of Prisons, 2022), however, in the 2019 inspection, a quarter of prisoners were released without permanent accommodation (HM Chief Inspector of Prisons, 2019). This may now be higher – nationally, less than half (45%) of people released from prison between 2021–22 had settled accommodation on release (Ministry of Justice, 2022). There is a clear need for resettlement support for prisoners leaving HMP Leeds – and the ongoing support offered by WYCCP for prison leavers to resettle in the community was positively noted in the most recent inspection (HM Chief Inspector of Prisons, 2022).

Positive relationships with loved ones outside of prison can also help to increase prisoners' resilience and motivation (Prison Reform Trust, 2023). Prisoners who receive family visits are 39% less likely to reoffend than those who do not receive visits (based on stats from the Prison Reform Trust). Family and friends are a highly significant factor in enabling successful resettlement on release (Criminal Justice Joint Inspection, 2014). However, arrangements to help prisoners maintain and strengthen family ties are variable across prisons and are not given sufficient priority or resources (The Farmer Review, 2017, which positively references both WYCCP and Jigsaw). Therefore, any support to bolster family relationships, where it is appropriate/safe to do so, has the potential to improve resettlement post-release and reduce reoffending rates.

It is not just prisoners who are negatively impacted by imprisonment. Prisoners' families are vulnerable to financial instability, poverty, debt and potential housing disruption following the imprisonment of a family member (Joseph Rowntree Foundation, 2007). Disadvantage associated with imprisonment of a family member include high rates of depression and physical illness (Joseph Rowntree Foundation, 2007). The transition faced by families when someone receives a custodial sentence also include emotional loss, loss of social mobility, stress and stigmatisation (Hardy and Snowdon, 2010).

The negative impact of imprisonment on families is considerable and can also have long-term implications. Compared to their peers, children of prisoners have been found to have three times the risk of mental health problems, anti-social behaviour and other adverse outcomes (Jones et al, 2013). For example, they are less likely to do well at school (Rakt et al, 2012). A child's own risk of involvement with the criminal justice system also increases as a result of parental imprisonment, with studies showing over two thirds of prisoners' sons go on to offend themselves (Farrington et al, 1996). Therefore, there is a clear need to support prisoners' families – and that this support is key to reducing intergenerational offending. The value of the support offered by Jigsaw – specifically the counselling support on offer from WYCCP/Jigsaw – was also highlighted in the most recent inspection of the prison (HM Chief Inspector of Prisons, 2022).

The aims of this evaluation

This evaluation looks to identify the impact of the Family Support In, Out and Beyond Project in the first two years of the Lottery grant, and to make recommendations on how the project could be improved going forward.

A project beneficiary with their volunteer link worker



Project Description, Outputs and Outcomes

Project Description

The Family Support In, Out and Beyond Project's overarching aim is to build stronger and safer relationships in and across communities by increasing family stability and reducing re-conviction to prison. The project works across West Yorkshire, and is comprised of several strands:

One-to-one support for men coming out of prison. Referrals come from family members, from agencies within the prison (including the Prison Chaplaincy, and from the National Probation Service) and 80% from men themselves. Where possible, Resettlement Workers visit prisoners for assessment and to build rapport prior to their release and will meet men at the gate on the day of their release. The project provides holistic and person-centred:

- practical support (including helping men to access and maintain accommodation, addressing their health and addiction problems, accessing correct benefits, dealing with their debts, developing their employability and find meaningful activity to fill their time);
- support to re-establish contact with partners/parents/children where appropriate, or help them come to terms with the fact that they cannot (for legal reasons) have access to their former partner and children; and
- emotional support, including helping men to modify how they feel about themselves, to stop self-identifying as 'offender' or 'addict' and develop more positive self-images.

Support usually requires contact with other agencies/people, including with a man's probation officer, seeking available accommodation and completing housing applications, and being in touch with family members. Support is for as long as a man needs it; this will be more intensive at first, with staff/volunteers meeting with the service user weekly, either in the office or a community venue (e.g. cafe, library), with contact by phone in between, and then becoming more 'light touch' (e.g. regular phone calls and occasional meetings) over time, with men gradually and gently encouraged to take ownership of their lives.

One-to-one support for family members of prisoners. Family members self-refer, are identified during prison visits, referred by their loved one in prison (with appropriate permissions) or via a partner agency. WYCCP do not support prison-leavers who have caused sexual harm, as they require a level of specialist support, but they are able and equipped to support the families of men who have committed sexual harm.

Support for family members is person-centred and includes emotional support (to adjust to their new situation and deal with feelings of shame, isolation or stigmatisation) and practical support (including with debts, finance, health issues, issues with their children). Support is usually provided on a weekly basis, at a time and place in the community convenient for the family member/s being supported. Support can also include: signposting to other services (e.g. Step Change or the CAB); liaising with schools and Social Services; accompanying family members to medical appointments and assessments; completing Personal Independence Payment forms and appeals; and liaising with housing services. Support is

provided for one year; following this service users will be signposted to Adult Social Care or other supportive agencies.

A Counselling Service to address the emotional needs of both prison leavers and family members, available seven days a week, to enable individuals to work through and explore their issues (e.g. emotional issues caused by a loved one's imprisonment, or histories of trauma which may have been factors in a person's criminal behaviour). Prospective counselling clients are assessed by the Counselling Co-ordinator, and then allocated to a volunteer counsellor (who are all qualified or are students in the last year of their Counselling Diploma at Leeds City College). Sessions happen both face-to-face and remotely and can continue for as long as is helpful and meaningful to the client (with a review after the 4th session to check/ensure that the sessions are helpful for them and if they wish to continue).

Training and supporting volunteers to support ex-prisoners and/or their families. The Family Support In, Out and Beyond Project has a volunteer programme, which is integral to the services they provide. Volunteers act either as counsellors or as Link Workers (providing the 1-2-1 support for prison-leavers and family members outlined above). Each volunteer is provided with a comprehensive training, support and supervision programme, including on how to keep clear and comprehensive records of all work undertaken; the Link Workers will also shadow Family Workers and/or Resettlement Workers (including 'prison gate pick ups' to provide support on the day of release). Volunteers usually work with the project for at least 4 hours a week for a year.

There is a Project Advisory Group to manage and oversee the project, which meets at least quarterly. The group is comprised of the Directors and a trustee of both WYCCP and Jigsaw. These trustees represent their respective boards and report back to other trustees.

WYCCP and Jigsaw work closely with other organisations across West Yorkshire, to share knowledge/best practice, and to ensure service users can access the support they need. The charities are key members of several community partnerships, such as Leeds Crime Reduction Network and local Volunteer Managers Networks. They connect with national charities, such as Pact, Catch 22 and St Giles. They maintain good relationships with prison and probation staff, including in HMP Leeds, where they are based. They have close links with accommodation providers, such as The Saviour Trust, The Orchard Salvation Army Hostel, 'Growing Rooms' (a rehabilitation project linked to St George's Crypt) and to local Approved Premises (NPS) in Leeds. They also work with Council Street Homeless teams in Bradford and Leeds, StepChange (who support people with limited income and debts), Citizens Advice, Leeds Welfare Support, Bradford Assisted Purchasing scheme, Linking Leeds (focused on improving mental wellbeing) and a St Giles Trust project which supports young people whose parent is involved with the criminal justice system. Finally, they maintain good working relationships with local Adult Social Care and Children's Social Services.

Outputs and outcomes with the Lottery bid

The overarching outputs and outcomes for the 3-year grant included in the final (revised) bid submitted were:

- At least 70 ex-prisoners with family issues will access intensive support in the community, have better chances in life and be less likely to reoffend. The overall difference for these 70 prisoners will be that they will feel better prepared for release, confident in the knowledge that they will receive individual resettlement support. There will hopefully be increased contact with families, and they will know that, through the project, they are receiving appropriate support in the community. In cases where contact is not allowed ex-prisoners will be supported to manage this. All this will lead to a reduction in stress and improvement in mental health in prison which will in turn benefit the prison as men are likely to be more co-operative. The individual support men receive will increase the likelihood of their coping in the community without offending and lead to an improved rate of successful resettlement.
- At least 100 family members of prisoners will access intensive support in the community to reduce family breakdown, family members' offending and increase family functionality. Families will be prepared for the release of their family member and will be able to help with their family member's release and resettlement. Furthermore, benefits, debt and accommodation issues will be resolved; health and disability issues will be supported; adult family members will be supported to access volunteering, training and employment and parenting will improve.
- At least 75 project participants will access the project's free person-centred counselling service, increasing their resilience and capacity to deal with day-to-day practical issues and helping resolve issues from the past. Counselling can have profound effects on relationships with others, can build people's confidence, and can help address values, beliefs and behaviours. These in turn can affect motivation and influence health behaviours, such as around diet, exercise and/or alcohol and/or drug consumption, or people's ability to re-establish relationships, friendships and social networks and/or drive engagement in meaningful activities such as work and thereby reduce re-offending rates.
- At least 60 people will become more active citizens by being trained and working as volunteers to support ex-prisoners and/or their families thereby making their communities stronger. The training and work experience volunteers will receive will improve their confidence and skills and improve their employment potential. At least 30 volunteers will demonstrate their improved skills and confidence by accessing further training or securing employment.

There are no specific yearly outputs agreed with the Lottery, but WYCCP and Jigsaw split the targets across the 2-year period this evaluation covers in the following way:

- 45 ex-prisoners (at least 20 in year 1 and at least 25 in year 2) will access intensive support in the community, have better chances in life and be less likely to reoffend.
- 65 family members of prisoners (at least 25 in year 1 and at least 40 in year 2) will access intensive practical support in the community to reduce family breakdown, family members offending and increase family functionality.
- 45 people (at least 15 people in year 1 and at least 30 in year 2) eligible for WYCCP or Jigsaw services access the counselling service.
- 35 more active citizens (15 in year 1 and 20 in year 2) trained and working as volunteers.

There were also two additional outputs for Year 2:

- Develop telephone counselling service.
- At least 4 family service users attend Family Service user Advisory group.

Outputs and outcomes achieved

Between the 1st April 2021 to the 31st March 2023, the project (and WYCCP as a whole) has achieved the following:

- 136 ex-prisoners were supported intensively (53 in year 1 and 83 in year 2), receiving a minimum of 200 minutes of support. It should be noted that these are all of WYCCP's beneficiaries. Just looking at the Resettlement Worker funded by the Lottery would be a third of this total (i.e. 45 people), which would mean the project has met their target above (which was related specifically to the work of this Lottery funded Resettlement Worker) rather than significantly exceeding it. Of these 136 men, 24 men (14 in year 1 and 10 in year 2) presented with family issues. In these cases, for some, but not all, the project's Family Outreach Worker worked with their family member/s. It should be noted that the beneficiaries spoken to as part of this evaluation came from a wide range of backgrounds, and some had low levels of literacy or had English as a second language. Project staff report that they have achieved 920 positive outputs/outcomes for these 136 men, such as: 94 accommodation outputs/outcomes, including helping men source accommodation and maintain tenancies; 380 finance and debt outputs/outcomes, including ensuring men receive the correct benefits and managing debts/their finances; and 194 health and substance misuse outputs/outcomes, including supporting men to get appointments, going with them and advocating on their behalf around treatment and medication. The project also has reoffending data (detailed in the discussion section) for any ex-prisoner supported who has been out of prison for a year. 61% of the men supported have stayed out of prison for a year or more.
- 34 family members received intensive support (21 family members in year 1 and 13 in year 2), receiving a minimum of 200 minutes of support. This is lower than the target of 65 family members, which is discussed in the sections below. The project noted 165 positive outputs/outcomes for these families, including 35 emotional support outputs/outcomes (which included making referrals to the counselling service), 33 debt and finance outputs/outcomes, e.g. helping people to deal with debt issues, 12 health outputs/outcomes and 69 'other' outputs/outcomes, e.g. sourcing free baby milk from a baby bank, sourcing a range of Christmas gifts for children, supporting a woman to flee domestic abuse and supporting someone who is a hoarder to embark on clearing her house.
- 33 project participants, ex-prisoners or prisoner family members, received counselling (18 people in year 1 and 15 in year 2). This is lower than the overall target of 45 people receiving counselling.
- The project developed telephone counselling during Covid-19, and as such it was up and running at the start of year 1.
- During year 1, the project recruited 12 new volunteers, meaning they had 14 active volunteers by the end of year 1, including 6 student counsellors. During year 2, the project recruited 13 new volunteers (10 new volunteer link workers and 3 volunteer counsellors), meaning that by the end of the year, they had 15 active volunteers with a

further 6 people due to attend volunteer training. This is lower than the overall target set (of 35 more people volunteering), primarily due to the impact of Covid-19.

- By the end of year 2, the project had not established a Family Service User Advisory group, so has not met this milestone. However, project staff had an Away Day at the end of March 2023, which was attended by four of prison-leaver service users. They made a number of suggestions for project improvements, and developments, as they were keen to be able to volunteer for WYCCP and become more involved in a variety of ways. This included reviving the Service User Advisory Group (which has been on hold since Covid). WYCCP report that since this evaluation was undertaken, a group of service users is now meeting on a monthly basis and have named themselves the Fresh Start Group.

Wider/Qualitative assessment of impact

External Evidence

A review of wider evidence finds that resettlement support for individuals leaving prison has been shown to be important in reducing reoffending, possibly more important than interventions carried out in custody (HM Inspectorate of Probation, 2021). Reductions in reoffending also appear to be directly related to the availability of support following release (New Philanthropy Capital, Breaking the Cycle, 2009).

Maintaining family ties and in particular family visits have been linked to reductions in reoffending (HM Inspectorate of Probation, 2021). Resettlement work, and support to strengthen family relationships, also directly address a number of factors that have been identified to aid the desistance of crime and reduction of reoffending, namely: family and relationships, including family ties (Ministry of Justice, 2016; De Claire and Dixon, 2015; May Sharma and Stewart; Niven and Stewart, 2015; Farmer, 2017, 2019); preparation for life after release (providing work activities and experience of key employability requirements), support around finances, benefits and debt management and engagement with Department for Works and Pensions Work Coaches (Ministry of Justice, 2016); help with accommodation (Ministry of Justice, 2016; May, Sharma and Stewart, 2008); hope and motivation; not having a criminal identity; increasing age and maturity; and being believed in (Ministry of Justice 2016; May, Sharma and Stewart, 2008, Probation Service North West, 2021).

Evaluations of similar services support the conclusion that the support provided by the Family Support In, Out and Beyond Project has the potential to deliver positive outcomes for prisoners and their families. For example, an evaluation of Barnardo's Community Support for Offenders' Families Service found the service filled an important gap in service provision, with evidence of a number of benefits for families who engaged with the service, who were often struggling with multiple and complex issues, which included assisting families in addressing practical or financial concerns, provide advice and strategies to help build parenting capacity, and facilitate contact and/or address concerns regarding contact with the offending family member. The evaluation also found the service had an important role to play in building the self-esteem and confidence of the children and young people who had been negatively affected by their parent's offending, and in tackling the isolation and stigma experienced by families of offenders (Barnardo's, 2015). An external evaluation of Nepacs' integrated family support programme in prisons and in the community across the North East identified positive outcomes/impact including: prisoners either starting or improving family relationships, which had improved their wellbeing and compliance with prison regimes; prisoners and families being better prepared for release; and found the project had reduced reoffending in all of the prisons where family support was provided (Barefoot Research and Evaluation, 2016).

There is less available evidence on specific through-the-gate/resettlement services for prison leavers, especially recent data. One service, cited in the Breaking the Cycle report from 2009, is the Elmore Community Services, based in Oxford, which offers help to prisoners released from short-term sentences to get back on their feet, including intensive support and advice to address their accommodation, financial and health needs. The report stated that the project has reduced levels of reoffending, with the project service users having a reoffending rate of 19% compared to the usual 59% re-offending rate of short-term prisoners (although it should

be noted that the project only worked with a very small cohort) (cited in New Philanthropy Capital, 2009). An analysis of St Giles through the Gates found that project beneficiaries' re-offending rate is 40% lower than the national re-offending rate (Pro Bono Economics, 2009).

Internal Qualitative Evidence

To develop an understanding of the actual outcomes/impact of the Family Support In, Out and Beyond Project, beneficiary case studies and interviews/focus groups with volunteers and project beneficiaries (both men coming out of prison and family members of someone in prison) were undertaken.

The below case studies illustrate how the support provided by the Family Support In, Out and Beyond Project has enabled individuals to overcome a wide range of negative issues, including those related to their/a family member's imprisonment:

Alfie, 44, was referred to WYCCP by the National Probation Service whilst he was on a community order. Alfie has severe mental health issues including anxiety and depression, is alcohol dependent (drinking up to 24 litres of alcohol a week) and has a fractured back due to falling off scaffolding whilst employed. The majority of Alfie's crimes were committed when under the influence of alcohol. Alongside this, Alfie was street homeless, and all his living relatives were deceased, apart from his children, who he could not reside with. After the initial assessment, WYCCP's Resettlement Worker immediately got him assessed by the Prison Leaver's team who secured him temporary accommodation in Leeds. The Resettlement Worker also created a Leeds homes account with Alfie and put in several housing applications to different agencies on Alfie's behalf. As a result, Alfie was able to move from the temporary accommodation to be housed with Bridge-It Housing, where he still currently resides. This is a shared accommodation with 3 other men, which has helped relieve some of Alfie's anxieties about being around strangers, as he has formed a bond with the people he is living with. The Resettlement Worker also completed a Personal Independent Payment (PIP) application for Alfie. This was accepted and Alfie received back pay of £1,940 and now receives £396 monthly. Alongside Alfie's universal credit payments this has helped ease his financial issues substantially.

The Resettlement Worker also matched Alfie with a WYCCP volunteer Link Worker. This volunteer started attending meetings with Alfie, to calm his anxieties and ensure Alfie was engaging with the agencies he needed to reduce reoffending and improve his quality of life. WYCCP also referred Alfie to Forward Leeds, to address his alcohol misuse. The volunteer Link Worker attends appointments with Alfie to ensure his engagement, which has resulted in Alfie significantly reducing his alcohol intake. Alongside this, the Link Worker also attended probation meetings with him and completed Rehabilitation Activity Requirements (RAR) days outside of these appointments. Alfie has now completed all necessary RAR days and only has two Probation appointments left before his community order is revoked. His physical and mental health is in his own words in "*the best state it has ever been in*". He is also in stable accommodation with a stable financial income and has not reoffended, nor does he wish to in the future. In Alfie's own words "*WYCCP is like my little family, I would not be where I am today without them.*"

Crystal had moved to the UK from the Caribbean to be with her partner at the end of 2022. Not long after, her partner was taken into custody for a violent attack on a member of the

public. Crystal came to visit her partner in prison for the first time and broke down to the project's Family Outreach Worker at the Leeds Prison Visitors Centre. She stated she was really struggling. The shock of the events had caused her mental health to deteriorate. Crystal was also diabetic and had not been feeling well lately. Crystal was very worried about her partner, as he suffered a lot with episodes of depression and psychosis. As well as this, Crystal was experiencing issues with housing (as she and her partner had been staying with his aunt) and finances (Crystal was a student, so her partner had been supporting them both with his income) due to her partner's arrest. Crystal was unsure what she was going to do and felt extremely isolated – she had no family or friends in the UK.

At their first meeting Crystal and the project's Family Outreach Worker set out an Action Plan, and the support Crystal required. This included urging Crystal to contact her GP to ensure she was seen by a diabetes specialist; she was accepted, meaning she then had ongoing support to manage her diabetes. The family Outreach Worker referred Crystal to Money Buddies who advised her of her entitlement as a student and helped her apply for the correct bursaries. The Family Outreach Worker also assisted Crystal in applying and securing part-time employment which she could do alongside her studies. The project also delivered food parcels to Crystal's home during times of need. In addition, the Family Outreach Worker encouraged Crystal to discuss the housing situation with her partner's aunt, who agreed to be a guarantor on a rental property, enabling Crystal to have secure, longer-term housing. Crystal was also referred to the project's counselling service, to help manage her mental health. Crystal and the Family Outreach Worker also met regularly, to provide ongoing emotional support, practical help and to help guide Crystal through the processes of the prison and ways in which she could help her partner. Crystal reported that the support of the Family Support In, Out and Beyond Project has really helped her cope.

Harry has been diagnosed with Schizophrenia, paranoia, depression and possible Alcohol Foetal Alcohol Syndrome; he is prescribed anti-psychotic medication. He is prone to self-harming, has severe learning disabilities and a very short attention span. Harry has in excess of thirty offences, mainly thefts and violence against previous partners, family members, and, on occasion, members of the public. Harry's first offence occurred when he was 14. Harry didn't cope well with his last prison sentence. His mental health declined quite dramatically to the point where he attempted to sever his arm. This caused extensive blood loss and he had to be resuscitated in his cell. It was at this very low point that Harry submitted a self-referral for support to WYCCP. Over time, the Resettlement Worker was able to build a good relationship with Harry, and he started to come out of himself more and engage in conversation more freely. It was apparent that Harry would need intensive community support. As well as his mental health issues, Harry also needed support with his housing, debt and budgeting, and with family issues. WYCCP's Resettlement Worker met Harry upon release, along with a WYCCP volunteer Link Worker. He was in a very high state of agitation and had to be managed delicately. He needed constant reassurance, in order for him to stay calm and not lose his temper at his probation appointment, the Housing Office (where a police officer had been on standby in anticipation of Harry's release) and even at his dental practice. However, with WYCCP's support, Harry got through the day without incident.

On release, Harry was looking at eviction from his council property and had the papers served on him due to rent arrears and anti-social behaviour. WYCCP assisted Harry in finding a solicitor who then got a capability assessment through a private doctor, who concluded that

Harry had the mental capacity of a small child. This resulted in the arrears being paid off and Harry being able to remain in his accommodation. Harry also had a pending court appearance for an assault on two of his neighbours. WYCCP worked closely with Harry's Probation Officer and solicitor and supported him at court. The Resettlement Worker actually addressed the court and answered the Magistrates questions. They stressed that Harry did not cope well in custody and with Harry's mental health issues, a community disposal would not be appropriate – as a result, Harry received a fine. Harry is now under the local Community Mental Health Team and is compliant in taking his medication. His mental health is now stable, but Harry continues to have monthly psychiatrist appointments. Harry continues to receive support from WYCCP. His physical health is currently not good, so WYCCP are supporting him with outpatient appointments for two impending operations. However, Harry has, with support, improved his behaviour and continues to learn new skills. He is settled in his accommodation, has not had further involvement with the criminal justice system and there have been no issues with his neighbours.

Gemma, 36, approached the project for support when her partner was in prison. Gemma has split personality disorder, bi-polar disorder and severe paranoia, so it was a very big step for her to reach out. Project staff had to work hard to keep Gemma engaged, which in the beginning was difficult as Gemma found it hard to be around new people and in places she didn't know very well. Project staff persisted and managed to gain Gemma's trust. This resulting in Gemma opening up more so she could be supported. The change in Gemma was very noticeable, she went from not engaging at all to turning up regularly at WYCCP's office as she felt safe to do so. This enabled the project to get Gemma much needed food parcels, update her PIP claim, create her a Leeds Homes account so she could bid for social housing, get a Legal Aid debt cleared for her and get the disability element of her Employment and Support Allowance (ESA) reinstated. After her partner was released from prison, he and Gemma ended up sleeping rough, in a tent. Gemma then approached project staff support after experiencing a terrible domestic incident by her ex-partner, where he tried to burn the tent down whilst Gemma was inside it. As a result, project staff urgently contacted the local council's domestic violence team who put them in touch with refuges which had availability. After numerous phone calls over 5 hours, project staff were able to secure Gemma a place in a local refuge for her and got Leeds housing options temporary accommodation team to fund the transfer. The project is continuing to support Gemma, for example sorting out ID and opening a bank account just in Gemma's name, but this is happening step-by-step, as Gemma can become overwhelmed. Gemma has told the project she is very grateful for the support she has received, when she needed it the most.

The following quotes from beneficiaries' feedback highlight the need for the project:

“Even the day I got released, I got released to the street homeless. I got released from prison after two years in a wheelchair with nowhere to live. Probation, they...put you in a property where they're happy and secure that you're living in, regardless of conditions. But it were WYCCP that were having to ring around till 4:30 on the Monday...to try and get me a hotel to stay in. So, WYCCP had to pay for hotel for the night I got out”.

Ex-prisoner, one-to-one interview

“I just lost, you know, £1800 a month [the family member who went to prison] in his wages. I was only getting like £676 or something. I was...extremely financially stressed... [but] I

couldn't get any support. I couldn't get Legal Aid. I couldn't get Universal Credit. I didn't have anyone [to help] because I hadn't got kids, and I hadn't ended up homeless and I hadn't been the victim. So, yeah, [apart from this project] there was nothing for me".

Family member, one-to-one interview

"Before, it were like, oh my god, I've got nowhere to live. I'm getting £72 a week to live. Then they [prison/probation] are telling me I've got to go sleep in hostels, or find somewhere to sleep. And it were like, oh my god, every day doing this, as well as trying to stay clean from drugs, and not reuse, and keep out of trouble and attend appointments. And you know, the things that you have to do, sometimes it's like, you've got to jump through hoops. And like I say, it's easy to see people fail because I've seen people fail in the past".

Ex-prisoner, one-to-one interview

It was clear how much beneficiaries value the caring, non-judgmental, one-to-one support available to them through a very difficult time in their lives:

"It's like someone being there for you, and even if it's an ear to listen, do you know what I mean?...Because I struggle with...doing any sort of like application for things or anything important...I get overwhelmed. It's good to have someone there who can sit, can give me a little help".

Ex-prisoner, one-to-one interview

"The difference is knowing that I could ring them up and go, oh, I'm having, you know, because of the mental health side, or I'm struggling with this, or I'm struggling with that. And if I didn't have that, and I didn't have the ability to be able to phone them where potentially would I be?...So definitely, I'm in a better place because of the support that WYCCP has given me".

Ex-prisoner, one-to-one interview

"Frankly when it felt nobody else wanted to help me at all, Jigsaw was there for me. Made me feel like a human being and not just a statistical casualty. I probably haven't even listed everything they did. Nobody knows what it's like to be connected with someone pending trial on remand or in jail better than these people. There are things nobody who hasn't gone through it or works with them can know or understand, and for someone like me with absolutely no experience family, friends or otherwise really of prisons or criminal trials or anything like that, they have been a godsend. I was so totally out of my league and frustrated to the point of despair and feeling suicidal, and there were times when knowing I'd got a meeting with one of them helped me make it through one week to the next".

Family member, one-to-one interview

"I went downhill, and I ended up in prison. And obviously, I get out and I have nothing. I have to start again. It's a daunting task. A lot of people don't make it. I mean, I don't know how many people do, but thankfully with their help I did, but they [the project] helped do that day-to-day thing, you know?"

Ex-prisoner, one-to-one interview

Beneficiaries also talked about a number of positive outcomes following engagement in the project. This included around housing:

"[With the project's support] I've got a roof over my head, the benefits are up and running, they've helped me with food parcels, clothing, getting me GP sorted. Everything basically, I'd have been absolutely knackered without them, ...I can't thank them enough. Without them, I'd be absolutely, I'd be out in rain now".

Ex-prisoner, one-to-one interview

"WYCCP, actually, they got me somewhere to live straight away within a week of being introduced to them, they got me an interview with somebody called The Saviour's Trust. I don't know if you know them, and they got me a shared house in Armley, which I was on sofas in a friend's house, which it was a big thing to have my own bedroom. I got that within a week of being introduced to them. So, that was a massive step forward...while COVID was happening, I would get food bank parcels, and help for heating and stuff like that".

Ex-prisoner, one-to-one interview

"[Without the project sorting out] my housing, ...I wouldn't have given myself much time, and I'd have been back in prison, to be honest".

Ex-prisoner, one-to-one interview

"I've now got a purpose-made ground floor flat with a wet floor bathroom...it's taken three and a half years to get here. But in the end, though, if I had to do it myself, I don't think I would have done it. But they [WYCCP] have been behind me giving me the push and the encouragement".

Ex-prisoner, one-to-one interview

"I remember the Family Outreach Worker helped me plan and also advocated for me as in was willing to discuss with because they must have some contact with the council who handle homelessness and emergency accommodation. So, they actually also helped me with setting up a profile because it was not easy, online, to enable me to apply for, you know, another place to live...Again, they took stress and time, and, you know, having to deal with people when you're already incredibly stressed out, away from me."

Family member, one-to-one interview

And around health and wellbeing:

"[After support] just things started, seemed a bit easier, do you know what I mean? [Previously I would] get overwhelmed really easily over things, now I'm able to like, relax a bit and just take my time, and you know, because I know I got someone there".

Ex-prisoner, one-to-one interview

"My experience of the counselling service from the start – it was really a life saver for me".

Family member feedback

"[My mental health] did improve, definitely. That, you know, that's not through the NHS, which, you know. Which was appalling. For most places, if you go for counselling, there's always massive waiting lists. So the fact that I only had to wait a couple of weeks, it was just brilliant. Absolutely brilliant. Yeah, I would think it's one of the most important services, really. So, yeah, I did it for quite a few months, then I had a break over the winter...But then recently, he [my son] is coming out in August, and potentially coming to live with me. So, you know, I was

beginning to get anxious again, so I've restarted counselling with a new counsellor. I've only had two meetings, but that's going well".

Family member, one-to-one interview

"I lost...close friends, mutual friends, and to put it bluntly, with everything that's happened no one really knew what to do, what to say. They all just clammed up...You know, I didn't have anyone other than one person that went to the trial with me for me. So...I was in a really bad place...I was struggling and if I hadn't had the help from them [project staff], from outreach, doing things and just also someone to go and talk to, I mean, I was suicidal. I might have seriously thought about killing myself. I might not be here [if not for their support]".

Family member, one-to-one interview

"They [the project] are always there, [I had] an appointment in hospital, one of them there to come with me when I went to do the procedure...it was, honestly, it's like I don't have no family here, but they are my family, so they are there, anything's regarding my health or doctors, they are there with me, so really supportive".

Ex-prisoner, one-to-one interview

As well as improvements in their financial position and/or work prospects:

"She [my Resettlement Worker] just came to me because I get PIP, Personal Independence Payment, so she actually the last two times has been an in-person assessment. She has gone with me to that. Again, if she hadn't gone to me with that, I would have lost it, so the difference is losing or gaining something. It's practical".

Ex-prisoner, one-to-one interview

"I had sorts of meetings and phone calls just to talk things over...somebody from Jigsaw, agreed that I ought to apply for PIP, which I'd never done, so they helped me all through the process of applying for PIP. [This has really] improved [my financial position]. Because getting the PIP meant that I'm getting a higher rate of ESA as well, so, I mean, yeah. Just, I mean, it's nearly doubled my income."

Family member, one-to-one interview

"I was asked is there anything else you're struggling with? And I told the Family Outreach Worker] that one of the things was, I don't have any qualifications to prove that I do the job that I do...And so, she was like, right, okay, so she went, she must have gone off and gone online and possibly asked other people for links to free training that I could access online that would be related to [the work I do]. She gave me a whole load... there was one at least I managed to do. So, I've actually got something on my CV thanks to her".

Family member, one-to-one interview

"The Family Outreach Worker also got me TEFL stuff...teaching English as a foreign language...and she went looking just to see if there was any other website...[any] other resources. I think one of the most effective things that they're doing, is they're taking the time investment you need to make away from you. So, you know, if I had to do what they had done, bear in mind, I am already stressed to my limit, and I have already been managing mortgage, utilities, banks I've got joint accounts, I've gone through hell with all of these things. So, you know, finding alternative career prospects, looking at my CV, this sort of thing, not top

of my list...but at the same time, everything is at the top of my list. Everything should be. But what they...went off and spent the time googling or checking or using...and they use those to help give me a list, a starting point, and that's invaluable."

Family member, one-to-one interview

Prison leavers also strongly felt the support provided had prevented further or more entrenched engagement with the criminal justice system:

"Oh, yeah, definitely [the project has reduced the likelihood I will come into further contact with the police or the criminal justice system]. Because it's things like benefits and like, with PIP, you know, it makes your life a little bit easier where I don't struggle financially as much now".

Ex-prisoner, one-to-one interview

"[Without WYCCP,] I could be locked up by now, to be honest. I could be like committing crimes and stuff like, and I'm not."

Ex-prisoner, one-to-one interview

"[If WYCCP didn't exist] I'd probably be back on streets with all me old associates on drugs. I could do it now so very easily, but it's not what I want in my life... but everything I've worked on got through at this point, would just be a waste of time. I've got a daughter that I want to be in my life....If it wasn't for WYCCP, if it wasn't for them, I'd have been recalled and sent back to prison by now".

Ex-prisoner, one-to-one interview

"From February, I've not committed no crime. WYCCP...have been advised me a lot about what is going to be a risk if I do this again, if I need anything, or if I'm struggling with anything, they are there for me to speak to me, and to help, they can help if I need food or anything. I've never been [more than] three months outside of prison. I always breach my licence. I've been out for one year now...Even my family, my kids, my ex-partner, they are so amazed to see me stay outside".

Ex-prisoner, one-to-one interview

"I might be dead or back in prison if I didn't have that support, so that's probably the highest recommendation, I can give them. You know, there's very little support for us [veterans in prison]".

Ex-prisoner, one-to-one interview

This is supported by the project's reoffending statistics – for those beneficiaries who had been out of prison for a year, 31% had reoffended. This is lower than the average for adults released from custody who have a proven reoffending rate of 32.4%, and it is considerably lower than the average reoffending rates for those serving custodial sentences of 12 months or under in West Yorkshire (which would cover HMP Leeds) of approximately 63% for men (West Yorkshire's Reducing Reoffending Strategy 2019 – 2021, West Yorkshire Police and Crime Commissioner). An analysis of the sentence length of a sample of Family Support In, Out and Beyond Project's beneficiaries found that a fairly high proportion had served short sentences. This reflects the population of Leeds prison – over three quarters of inmates are serving short sentences, on remand or in prison following recall (HM Chief Inspector of Prisons, 2022).

Beneficiaries also reported that the project had provided support around family issues – either with supporting people to maintain/improve relationships, or to move away from relationships where beneficiaries felt that would be best:

“I probably wouldn't be here now [without the project], ...I probably would have been dead, the way I were going. But, yeah, my life's changed completely. Got me in touch with me daughter, so I'm having her back in my life now”.

Ex-prisoner, one-to-one interview

“I enjoy my life now. I have contact with my son and daughter, which when I first come out, I didn't have that contact for about a year. And that were same again, my Resettlement Worker encouraged me to just keeping on sending text messages and keep pressing for it, and eventually, it will come and it did”.

Ex-prisoner, one-to-one interview

“I'd been told [by prison staff] I had no choice but to interact with my husband. He'd been arrested for a very serious crime. It wasn't against me. It blew my life to pieces. Absolutely no one saw it coming, if you know what I mean. He had a good job and everything else. So, I did not want to have anything to do with him, ...what I was really looking for was someone who would help me communicate without having to deal with him directly....what I found was the Leeds...family outreach [support]. And I was very appreciative to have their help because they helped with all sorts of things”.

Family member, one-to-one interview

“They helped me sort out getting myself put on the list as a contact, I think first, then...they told me where to go, who to ring, what to do. And then I think they helped me when I needed to do parcels. So, initially, the prison blocked any attempt by me to talk to the people that take parcels, it was horrifying because there was not—the information, there was no like, standard information place that I could go to, to get a full list of what they're allowed to receive, ...and all this sort of thing. [The project]...helped me kind of plan around...that, being prepared, know what I needed to put, sort of helped me ask the right questions, I suppose. In the end, I found out that I should write a letter, I should list the things I was going to offer.”

Family member, one-to-one interview

It was clear from beneficiary feedback that the support would extend to whatever they needed help with, leading to a wide range of positive outcomes:

“I had immigration problem, which never I was thinking someone can find the way to sort the situation because...every solicitor [before had] tried to contact the Home Office, the Home Office would say no, no way. I didn't understand what...WYCCP [did] to go through there, [but the Home Office recently] to send me my leave to remain”.

Ex-prisoner, one-to-one interview

“I am a hoarder. My Family Outreach Worker and her colleague and some volunteers have, they've come twice, they're planning to come again to help me do some sorting at my house. Because obviously, I mean, it was full anyway”.

Family member, one-to-one interview

“When the banks fall down, it was my Family Outreach Worker that was helping me, when the solicitors were not helping me, it was my Family Outreach Worker giving me some ideas about things I could do or couldn't do”.

Family member, one-to-one interview

There was also a lot of general positive feedback on the support provided:

“They seem to go above and beyond. You know, I don't know what it is, they just seem to go really above and beyond, and they're just there for you, they take their time. Other agencies, I've worked with they seem to rush and get onto next job, or whatever or go home. WYCCP, I don't know, they just seem to take their time, and they're just there for you, it just feels like they're above and beyond”.

Ex-prisoner, one-to-one interview

“They [project staff] have done everything that I want to be able to do, basically. So, I'm here today because of them. That's it, I can't speak highly enough of them”.

Ex-prisoner, one-to-one interview

“WYCCP...did a lot, I don't have a word to explain all of this. [Before] I did not have hope for life, I lose work...I was fearing forever using drugs...But with WYCCP with them advising..., I can see how my life changed”.

Ex-prisoner, one-to-one interview

“I thought it [the support] was outstanding. I think that they are lifesaving. I think probably that's it really just that they did an amazing job. And I'm very, very grateful. I mean, you know, there are any number of points to be honest, which I might have chosen to end my life. There are several things that had they not been there, there was a good chance that I would have been probably suicidal. And it's because you stop worrying about it because you know someone else is helping you. So, you know, that is a weightlifting. That is just lifesaving, frankly”.

Family member, one-to-one interview

“I was getting help from WYCCP, [without that] I wouldn't, I really don't think I'd be without them, to be honest. I know it sounds melodramatic, but having their support was just absolutely essential”.

Family member, one-to-one interview

It is not just prison leavers and family members who have benefited from the Family Support In, Out and Beyond Project. Volunteers also highlighted that the project had enabled them to improve their confidence and skills and improve their employment potential:

“It's just like, improved my confidence, like, each time I do it, and it's got easier as well”.

Volunteer, feedback from focus group

“[Volunteering is] building my knowledge, building my skills, and also helping with the hours towards accreditation”.

Volunteer counsellor, feedback from focus group

“I think [you develop your] skills...Obviously, you learn a lot at uni, but you don't actually see it for real life”.

Volunteer, feedback from focus group

“[Now] I think I would feel less nervous in a sense [going into a new role]. I'm always, I'm very much someone that I can feel nervous, but I'm willing to push myself because I know it's going to help, you know, made me stronger in the sense”.

Volunteer, feedback from focus group

The fact that the project is effective at developing the confidence and capacity of their volunteers can be seen in the numbers who go on to secure employment – over the 2-year period this evaluation covers, 15 volunteers have moved into employment. Volunteers also reported seeing first-hand the difference the project makes to beneficiaries:

“I always wonder, where would they be without the service? And I think probably be in like worse mental health state, and like not really knowing how to navigate the system”.

Volunteer, feedback from focus group

“When you've got a family member in prison, it's very, you need to know that this, not just anybody is listening, but somebody who's I suppose used to it, won't judge them for it. So, I think what it offers, what this service offers is something very, I suppose unique for those people”.

Volunteer counsellor, feedback from focus group

“One client, she was such in a state...[counselling support focused on] moving forward, getting, you know, her partner out, ...trying to deal with the family, giving her tips and kind of signposting her to the right idea, giving her ideas when she had the triggers, concentrating on the triggers that made her feel like that and working on that basically. She's really good now”.

Volunteer counsellor, feedback from focus group

“I've been in the office once, when someone's knocked on the door that has just come out of prison and needed to be at a probation meeting, and he had got let out of prison late, and he was so upset. You know, and WYCCP was so welcoming, and they got him a taxi there, and they're right, you know, they just took all that kind of stress away from him, which, I think, will make a massive difference when he's come out to like, the person that I matched with, we were sat today, and someone came that were coming out of prison, and he was just like, you know, I'd never go back in there, you know, I'm so settled now. So, yeah, I think if he didn't have WYCCP, then it probably would be a different story because he wouldn't have that support to fall back on, really”.

Volunteer counsellor, feedback from focus group

The positive impact of the project was also underscored by the 8 professionals/partners who completed the survey:

“I think the support and service that this whole team do is truly amazing, not many organisations help family of people that have received a custodial sentence, and that is one of the reasons why this team are unique. Almost the impact on the families of prisoners is often

forgotten about and the impact on a loved one going into custody could be very traumatic for the families. However, WYCCP offer an amazing support to both prisoner and families. Right from the start of the prisoner going into prison they liaise with all parties and support them to get the best outcome for the customer being released. They are always at the end of the phone, should we need advice too and the support they give prior to release and long after release is second to none, they help customers completing a housing application to be able to bid for housing, they help them with claims for their benefits, they even bring customers to Housing Options to be able to be assessed”.

Kelly-Anne Simpson, Senior Housing Advisor (Prison Team) Leeds Housing Options
Leeds City Council

“The Project is invaluable it provides an alternative service for the establishment to contact where there is difficulties finding accommodation through normal routes”.

Anonymous respondent, HMP Leeds

“[If the project did not exist] I would think that prison leavers would exit the gates without knowing their options and regardless of how determined would return to the people and places they know by necessity. The result would be a sharp increase in recidivism and a higher early mortality rate in this already multiply disadvantaged group”.

John Pollock, Beacon Pathways

“WYCCP has provided lots of support to several of my service users. They would have really struggled to access services and move towards rehabilitation without the support of WYCCP”.

Anonymous Probation Officer

“The Resettlement team worked with a patient I was working with in hospital. They were invaluable with helping him with a range of practical issues such as applying for benefits, registering with a GP, liaising with housing and bidding on properties etc. Without them he would have really struggled with these issues. Their support reassured him and helped his mental health as well as helping him practically. They communicated really well with us and it was great to work alongside each other to support the person. It is reassuring to know they will remain involved and provide on-going support now the patient has left hospital”.

Michelle Wilson, Leeds Teaching Hospitals NHS Trust

Beneficiaries, volunteers and partners were asked how the project could be improved. Many felt that it should continue you as it is:

“Its brilliant in all honesty and the long term support it provided to the service users is unique”.

PC Tom Golding IOM 6th HUB HMP Leeds, West Yorkshire Police

“I think they do just so much. I don't think there's much else they could do”.

Ex-prisoner, one-to-one interview

“I wouldn't change anything about it [the counselling service]”.

Family member feedback

However, other did highlight possible ideas for improvement:

“Do a training/briefing at Waterloo House, Probation Service to increase awareness”.

Jordan Dower, Probation Officer

“I think the number of different agencies need to talk to each other more and agree strategy for dealing with different areas and men. I am not sure that that they always link well with partners, and this can cause overlap and potential duplication of resources”.

Anonymous respondent, HMP Leeds

“There's no communication anywhere nowadays. Nobody tells what the other person is doing or what's happening. So, when it comes to it, they're all looking with, don't know what to do. WYCCP itself has got everything there, they always find out at last minute, and I don't think that's right. They're actually in the prison service, they come into the prison daily or weekly. So, if anyone should know or should have the rights to be helping, then it should be them... I think probation need to step down a little bit. Especially for those that have got nowhere to live and this that and the other because they use that and get released into their own properties and going back to the mums or the partners or whatever, yeah, they're fine. If they're getting released to street, and they've been through drug issues, I think WYCCP should have number one role. I really do”.

Ex-prisoner, one-to-one interview

“I think they do an amazing job, and that I wished they would support all prison leavers throughout the country and not just local HMPs”.

Kelly-Anne Simpson, Prison Liaison officer, Leeds City Council, Leeds Housing Options

“Just be more visible. Just be more visible to people. Maybe open it [expand the service] to all the prisons in Yorkshire”.

Ex-prisoner, one-to-one interview

“I think when offenders come out of prison they obviously are hit with life. So, it's very unstable, sometimes obviously, they don't trust, it's very chaotic. I feel that having a couple of counselling sessions in the prison before they leave would be really useful because they get to know who you are. You build that rapport, you build that trust. So, that then actually they know you are a safe person because when they come out, as I say, they're not going to trust anybody. And everything's very chaotic, so I think it needs that kind of a bit more of a link or at least that some promotion that this service is available while still inside”.

Volunteer counsellor, focus group feedback

“It's hard because his category of crime [a sexual offence] isn't covered by WYCCP, so it's hard. I mean, if they could access funding to support people like my son...I mean, that would be brilliant if they could. You know, it's not that they– they don't stigmatise them in any way. It's just, they haven't got the funding to do it. I mean, that would be my major thing. If they could, that they could get funding for that”.

Family member, one-to-one interview

“This work is vital, much needed, and they should be based at all prisons. I can't say better than that, really. So I mean, I don't know whether, you know, WYCCP would aim to let, you know, if they got expanded funding, whether they would aim to sort of duplicate the model in other places”.

Family member, one-to-one interview

“[They should] definitely make the list of all the things that hit you when someone goes into prison. So, they weren't aware of the insurance, for example....my ex [when he] comes out, his car insurance, bearing in mind that he will probably want to do driving as a job, his insurance will be a nightmare. His wages probably will not match what he would need to pay for insurance to own a car to do the job that he's most qualified to do. So, it is that this kind of thing”.

Family member, one-to-one interview

“Technically, you don't know when I last had sugar or a drink or food. You don't know when I last had something, so the fact that there might be, I guess the only thing I would say is perhaps means testing but maybe give someone a meal... and also, any other support that can be accessed. So, I guess, for me, I already knew about the community centre where I live, but in theory, they could have told me about the community centre.”

Family member, one-to-one interview

Some of these suggestions are outside of the project's jurisdiction (i.e. in terms of what prisons or probation should or would do e.g. in terms of better communication), would not be practical (i.e. the counselling sessions in prison, as WYCCP need to build a relationship with service users before understanding if they would benefit from counselling, and undertake a risk assessment, which would not be feasible so far ahead of release) and/or would require large amounts of funding (to e.g. expand to other prisons). However, some of these suggestions are considered in the Discussion and Key Conclusions section below.

**A project beneficiary
enjoying settling into their
new home**



Project spend

This evaluation considers the cost of the Family Support In, Out and Beyond Project for the 2 years between the 1st April 2021 to the 31st March 2023. The partners received a grant of £235,093 from the National Community Lottery's Reaching Communities fund, of which they have spent £220,077, which is outlined below:

Grant funded revenue costs	Year 1 budget	Year 1 Actual	Year 2 amended budget	Year 2 Actual
Salaries, NI & Pension	82,857.00	82,857.00	87,367.00	86,026.00
Recruitment	200.00	200.00	0.00	200
General running expenses	1,000.00	1,000.00	1,025.00	1,025.00
Training	1,500.00	814.35	1,140.00	1,467.00
Travel	1,000.00	802.00	1,025.00	159.97
Consultancy & advice /evaluation	0.00	0.00	10,000.00	1,000.00
Clinical Support	480.00	480.00	492.00	492.00
Publicity	1,000.00	823.80	300.00	0.00
Utilities	1,500.00	1,500.00	1,538.00	1,538.00
Volunteer expenses	2,000.00	705.63	2,050.00	366.67
Management	18,307.00	18,307.00	20,312.00	20,312.00
TOTAL REVENUE	£109,844	£107,490	£125,249	£112,587

The overall underspend, of £15,016, is due to this external evaluation being delayed, gaps in staffing and a reduction in volunteer and travel costs (primarily due to Covid reducing community activity). This underspend is likely to be utilised fully in year 3, with the evaluation being completed and a stable staff team now in post, seeing an increasing level of referrals (which will result in more spending on travel and volunteers).

The Lottery is not the only funder of WYCPP's work, which also includes funding from the Lloyds Foundation, NHS Leeds Clinical Commissioning Group, the AB Charitable Trust, The Liz and Terry Bramall Foundation and the Charles and Elsie Sykes Charitable Trust. In total, the two-year expenditure for supporting all 136 men engaging with WYCPP between the 1st April 2021 to the 31st March 2023 was £629,291.02. This means the per beneficiary cost of the project, considering the 170 ex-prisoners and prisoners' family members who have received intensive support from the Family Support In, Out and Beyond Project (receiving at least 200 minutes of support) over the evaluation period is £3,701.71. To try to quantify the project's Return on Investment (ROI) a Cost Benefit Analysis of the Family Support In, Out and Beyond Project was undertaken as part of this evaluation (see Appendix 1). This found that for every £1 invested in the project, there was a return of between £6.98 and £18.40.

This is in line with the costs and ROIs seen in Cost Benefit Analyses undertaken of similar services. For example, a Pro Bono Economics analysis found that St Giles' Through the Gates service provided substantial positive net benefits to society, with a cost-benefit ratio of at least 10:1 (Pro Bono Economics, 2009). An analysis by New Philanthropy Capital found that the support provided by Elmore Community Services to prison leavers found that for every pound invested in the service, £13 is saved for the taxpayer (New Philanthropy Capital, 2009). Elmore's costs also work out as £2,889.53 per person, adjusted for inflation.

However, the project exceeds the return on investment seen in a Social Return on Investment study of the Westminster Pathfinder Project, which provides intensive support to families who face multiple problems (which could include parental imprisonment) in a similar model to this project (i.e. through intensive outreach workers), found that for every £1 spent on the pathfinder a financial benefit of between £1.21 and £2.68 had been generated (York Consulting, 2011). In addition, a study commissioned by the Prison Advice and Care Trust found that for every £1 invested in supporting prisoners' families could save the taxpayer £11, taking into account the extent to which the integrated family support service reduced reoffending, improved health and social care outcomes, and aided prisoners' resettlement on release from custody, but without including any financial evaluation of the benefits to the children of prisoners, such as improved educational attainment and mental health (New Philanthropy Capital, 2012). Other family support services have similar costs to the Family Support In, Out and Beyond Project – the Joseph Rowntree Foundation's 2007 report on Poverty and disadvantage among prisoners' families gave example costs. For example, comprehensive ongoing family support was cited as costing £914 per person. This equates to £1,467.41 when adjusted for inflation.

However, per person costs and Return on Investment figures should not be directly compared to other, different interventions¹. This is because many factors, such as location and focus of an intervention can impact on ratios. Furthermore, the Cost Benefit Analysis was also evaluative, looking at the return on investment purely over the last 2 years. However, the effects of some outcomes will last longer than this defined period and will therefore continue to generate value going forward. Bearing this in mind, the evaluator believes that a return of between £6.98 and £18.40 for every £1 invested over the evaluation timeframe represents good value for money. This is confirmed in beneficiary feedback, with those spoken to outlining how much they value the Family Support In, Out and Beyond Project and the support it provides.

¹ We are also not directly comparing the ROI found in this evaluation to the previous one undertaken by Safe Offender Healthcare Ltd in 2019, which found that for every £1 spent on the project a saving of £18.40 was made, as the methodology and proxies used are very different. In the current evaluator's opinion, some of the proxies used in the previous cost benefit analysis may have been over-inflated.

Discussion and key conclusions

Following interviews/discussions with project staff, desktop research, analysis of case studies and beneficiary feedback (including through the one-to-one interviews), it is clear that there have been a number of successes, as well as lessons learnt, during this project. These are discussed below:

Impact and Referrals

It is clear that the Family Support In, Out and Beyond Project has enabled individuals to overcome a wide range of issues, including those related to their, or a family member's, imprisonment. This has led to positive outcomes for individuals – both ex-prisoners and family members of prisoners - such as improvements in housing, finances, health, wellbeing and future outlook. The project – where appropriate – helped ex-prisoners to remain engaged with their family members, and/or to reestablish relationships where they had been disrupted. The project also supported individuals to support their family member in prison and on release, or to ensure their own safety (e.g. fleeing domestic abuse).

It is probable that the support provided has resulted in ex-prisoners reducing the likelihood of re-offending and re-conviction, by improving their resettlement in the community, which will ultimately increase their contribution to society. This is supported by the project's reoffending data – 59 men supported by the project have not returned to prison a year from release. Looking at reoffending statistics for those beneficiaries who had been out prison for a year, 31% had reoffended. An analysis of the sentence length of a sample of 93 Family Support In, Out and Beyond Project's beneficiaries found that 26 (28%) had served sentences of 'over 12 months' and 67 (72%) had served sentences of 'under 12 months'. Given that the average reoffending rates for adults released from custody after longer sentences is 32.4% (Ministry of Justice, 2023), and the average for adults released from custody in West Yorkshire (which would include those release from HMP Leeds) who have served short sentences of less than 12 months is approximately 63% for men (West Yorkshire's Reducing Reoffending Strategy 2019 – 2021, West Yorkshire Police and Crime Commissioner), you would expect the cohort of men supported by the project who reoffend with a year of release to be 50.6% (assuming the breakdown of all beneficiaries mirror that of the sample, with 28% serving longer-sentences and 72% serving sentences under 12 months). This is higher than the reoffending rate of 31%; assuming that this reoffending rate will apply to all men supported by the project (likely given WYCCP see relatively stable reoffending levels year-on-year) will mean the project has prevented at least 26 men from reoffending over the last 2 years.

Some caution needs to be applied to these figures. The beneficiary numbers are small, so we cannot determine if this reduction in reoffending is statistically significant or not. Furthermore, WYCCP track reoffending rates by checking if men previously supported are in prison (using the prison's database C-NOMIS, which they have access to) on a given day 6 months, 12 months, 18 months and 3 years post release. This shows likely long-term effects on reoffending with 81% of 576 men (over a 7.25 year period) found not in prison on date of monitoring three years post release. WYCCP has also very recently started doing the same with a 'control group' (men who chose not to take up support from the project on release from prison), to allow a compare and contrast to beneficiaries. Although this in its early stages, it is indicating that men who take up support are doing better than men referred who did not

engage (with a 21% reduction in reoffending compared to the control group 6 months from release). Overall, this approach is commended, as many charities working around the criminal justice system do not try to determine what impact their support has on desistance rates. However, there are some caveats to this methodology that WYCCP are aware of. For example, it could be possible men have returned to prison, but are just in the community on the dates that are checked, which would mean the reoffending rates are higher than that reported. Alternatively, men could be in prison for breaching their licence, rather than for having committed another offence. Reoffending rates would normally exclude these individuals (as is the case with the Ministry of Justice's figures), which could mean that the reoffending rate is lower than that reported. A realistic prospect, given that a recent report by the HM Inspectorate of Probation found that on average 30% of prisoners are recalled to custody (A thematic inspection of Offender Management in Custody – post-release, 2023). WYCCP could overcome the first issue by checking everyday – but this would not be reasonable or proportionate for a small charity. Alongside continuing this approach, this evaluation would recommend WYCCP consider submitting data to the Ministry of Justice's Justice Data Lab (JDL), which tracks beneficiaries of an intervention two-years post-release and compares their reoffending rates to a matched control group of ex-prisoners. In theory, this enables organisations to assess the impact of their work on reducing reoffending. However, JDL do often face issues identifying individuals on the Police National Computer (PNC), which will lead to a reduction in the sample size. WYCCP will need to submit a reasonable number of individuals in order to offset this issue, and to boost the chances of getting a statistically significant result. More information on JSL, and the process followed, can be found here: [User Journey Document Update PDF.pdf \(publishing.service.gov.uk\)](#). By submitting data to JDL, WYCCP may be able to verify the reduction in reoffending seen through their in-house method of determining reoffending rates.

In the opinion of the evaluator, all positive outcomes seen – including reductions in reoffending – for both ex-prisoners and family members of prisoners are being delivered on the basis of the trusting relationships and non-time limited nature of the support provided:

We ideally start supporting them three months prior to release. Building up a relationship. They have a lot of walls built up, so in that three months, ideally we'll chip away and break them down. By the time they're released, they know us and they usually meet us at the gate. But whilst they're in custody, we'll make action plans of things they need".

Senior Resettlement Worker

"You know, a lot of these bigger, wider organisations are time limited. You know, just, there's another organisation, I won't say their name, but they worked with them [our beneficiary] for 21 days".

Office and Finance Manager, WYCCP

"I've been working with WYCCP, and...wow, they've helped me with everything. They're...just a very worthwhile organisation. A...lot of agencies will only work with you when you're on licence".

Ex-prisoner, one-to-one interview

This model/approach is to be commended and continued. Even putting aside the inconsistent provision by resettlement services within HMP Leeds, there is a noted gap/lack of

communication between prison and probation staff, with “a succession of failures to bridge this gap between the two organisations” (The ‘Seamless Sentence’ to ‘Through The Gate’: Understanding the Common Threads of Resettlement Policy Failures, Matt Cracknell, Middlesex University, British Journal of Community Justice, 2021). By building rapport with prisoners prior to their release, and meeting men at the gate, men are more likely to engage in support and receive the support they need to successfully resettle in the community. Furthermore, the more in-depth and longer-term support is offered, the greater the effect on reducing reoffending (Nepacs, 2016).

Despite the positive outcomes secured, over the last 2 years, the project has faced challenges with referrals, initially for ex-prisoners and on an ongoing basis for family members. For ex-prisoners, this was entirely due to Covid. For family members, this is partly due to the impact of Covid, with prison restrictions meaning project staff had limited access to Leeds prison wings throughout 2021. During the time, family visits weren’t happening at all and then restarted on a very limited basis:

“We got the funding in 2021 when we were still actually in COVID. You know, and the visits were still very limited. So, in a way, we were working with our hands slightly tied behind our backs then”.

Director, WYCCP

“We fully reopened I think...in May 2022. First part of the first year...visits were just starting back up, gradually. So, I think it weren't until middle of the year one or later on, we were fully open, back to [pre-Covid levels]”.

Director, Jigsaw

Even when the visitors centre initially opened, many prisoners and their families preferred to continue having video calls, due to the restrictions in place for visiting:

“A lot of prisoners at that time, they preferred the video meetings with families because if they came to the visits, they had to sit behind Perspex and like, I can't give you a hug, can't touch you. We can't do anything, you might as well just stay at home, and I'll speak to you on a video screen”.

Senior Resettlement Worker

However, project staff now report:

“We're back to pre-COVID level, and that's probably [been the case for] say the last 9 to 12 months. Really, we shouldn't have had problems getting to the numbers, [of clients]...”.

Director, Jigsaw

It can be seen in referral numbers that the numbers of ex-prisoners receiving support has significantly increased since the beginning of the project. WYCCP is working well within Leeds prison:

“The issue at the moment,...is that they [prison staff] have been so understaffed that prisoners have been locked down 23 hours a day...23/7, which is really, really horrendous. So, that

caused us a bit of local difficulty. But generally speaking, we've got really good access [to prisoners]".

Director, WYCCP

"We've got publicity for the prison, actually they put some publicity in the visits hall as well. But the resettlement workers do mention it [the support on offer] to the guys and the...Prisoner Information Desk workers...it's the green band prisoners. They're the ones who manage the Prisoner Information Desk information. So, they'll get information [about the project], and they identify people who may be referred".

Director, WYCCP

However, some of individuals spoken to as part of the one-to-one interviews did highlight how they had 'fallen through the net':

"I wasn't aware of WYCCP when I was in prison...I was not actually in Leeds, and I never knew that they were there...I got moved to Wealstun Prison at Wetherby...So, when I got released, I wasn't aware of anybody to help me. And then it was only when I came back to Leeds, that probation said, look, there's some people that can help you and that's how I got in with them".

Ex-prisoner, one-to-one interview

"I didn't see them [WYCCP] inside...I was on F Wing...it's also protection wing, so for instance, you've been targeted, or you're high profile, or you're a getting bullied for being LGBT, they will be put on F Wing. But the thing is...it's predominantly probably 80%, 90% sex offenders, so the issue is a lot of the organisations they will not go on to the wing. But...that's an issue, [as you don't see any organisations prior to release]".

Ex-prisoner, one-to-one interview

If the project has capacity to support more ex-prisoners (and only where funding and staffing allows), it is recommended that information for the project is provided within other prisons in Yorkshire, if prisoners are likely to resettle in Leeds on release. Similarly, information could be provided to prisoners on F Wing, but making clear the criteria for support (i.e. that the project doesn't support people who have committed sexual harm). WYCCP state this is a sensitive issue, and as such they prefer to liaise with trusted prisoners (PID workers) who secure referrals for the project. However, it may be that PID workers, if briefed, could refer suitable prisoners from F Wing.

However, whilst referrals for prisoners have increased significantly (when looking at WYCCP's work as a whole), the numbers of referrals from family members are much lower than predicted. This is because the project rarely supports both prisoners and their family members:

"In reality, a lot of the guys we work with, their families don't identify that they need the help. The ones that do, are the families of sex offenders, and we don't work with them [the sex offenders themselves, the project does support their family members]. So, that's kind of where we've hit a stumbling block because, we don't want to say, well no, we can't work with you because we can't work with your family member. Because they really do need the help and support more than any other family".

“[The other reasons that we are supporting a family but not the man] would be if the man...[has] got a very long sentence, they're not coming out. If they don't engage. If they just don't want it, but the family does, that will be the other main reason. So, if we've got the support direct from Jigsaw, from a family referring themselves, we wouldn't necessarily go to the guy and say, do you want support? We might say to the family member, oh, does your son or partner want support? If so, ask them, and then if they say, yes, we'll go and see them”.

Director, WYCCP

“This is one of the barriers as well, so the man's inside, he thinks everything is hunky dory. Then I get a referral. I have to check them out on the prison system to make sure that they're eligible for us to work with. And then I'll find out there's a restraining order. Although he's told us his partner needs support, and can we contact her, we can't do that....we've got GDPR to think about as well”.

Office and Finance Manager, WYCCP

These issues are not surprising when considering the variety and complexity of the lives of both prisoners and family members, which will of course impact on who is able/willing to engage with the support on offer. However, it is interesting to note that there are indications that working with both prisoners and their family members does seem to work well when considering reoffending levels. The 24 ex-prisoners who presented with family issues and were supported by the project had a very low reoffending rate of just 16%. This is encouraging, but because of the small numbers, it is not possible to say with confidence that there is a causal link between these family relationships and/or how the project has improved these relationships and the reduction in reoffending levels.

On consideration, it is likely that the number of referrals for family members is going to be lower if the project is not regularly supporting the families of the ex-prisoners they are supporting. However, there are many other identified issues that could also have resulted in lower numbers of family members of prisoners accessing support. One reason has been issues with staffing in the project, especially on the family support side:

“I think [one of the previous] Family Outreach Workers struggled a little bit...because it is quite hectic, and you got to have sometimes the right people, the right skills to go up and talk to people...some staff are really good at it, some people love doing that. I think the...initial outreach worker probably struggled a little bit around that...and that side of things. So,...if you haven't got the right person, the right people to do that [role], it's a bit of a struggle, and I think we've struggled a little bit at the beginning [getting referrals in] with that just down to the person...we employed”.

Director, Jigsaw

“One Family Outreach Worker, when she started, managed to get quite a good number of referrals and cracked on quite nicely with it. So, it seemed to be going quite well....But...then, a member of staff left, and she asked if she could move across to WYCCP...[to be one of the resettlement workers] as...her main interest was working with the guys. She applied for it, and she was very good, and we gave her the job”.

Director, WYCCP

“Another Family Outreach Worker..., when there was a vacancy that we actually advertised for one of our resettlement workers, she, came to me and said, I want to apply for that. So, I said, okay, what we'll do is we'll advertise, and as soon as I've got a family worker, then you can move across in the same way that the other One Family Outreach Worker did. So, we advertised. We didn't get any applications, or very few...we were really, really struggling”.

Director, WYCCP

This movement – from the family support roles to the resettlement roles – are likely linked to the interests of individuals:

“They both had studied criminology and, you know, I can't remember, forensic psychology or criminology, so both of them their first interest was really in the guys [ex-prisoners]”.

Director, WYCCP

However, it may be a catch-22 situation, related to the lower levels of referrals, which then causes staffing gaps which further impact referral numbers:

“I suppose it's probably they [the Family Outreach Workers] might migrate because it's ...harder to get referrals on our side. But, with the men, because...men self-refer in, and...it's easier.... So, I guess they might get a little bit discouraged we're not getting any referrals, so they might get discouraged around that, and thinking, is it me, am I not doing my job properly...[but] you go to WYCCP, where the numbers, they all come to them, so it would be easier. So, that's probably could be the reason, really, it could be the reason why some have gone to that side because hitting targets might be slightly bit easier and less discouraging, shall we say?”

Director, Jigsaw

Whatever the reasons, both the Director of WYCCP and of Jigsaw report issues with recruiting – not only to these vacated Family Outreach Worker roles, but across the board. Recent reports highlight that in the UK, the not-for-profit sector has the highest voluntary staff turnover rate of all sectors surveyed (Waves Charity Consulting, 2022). 70% of charities report having found it difficult to recruit and retain staff last year, with poor pay in the sector contributing to the challenge (Pro Bono Economics and Nottingham Trent University, 2023). 70% of charities surveyed also reported the rising cost of living is affecting their workforce (CAF, 2023), which might be driving individuals to find better paid work. The team report staffing levels and abilities are currently acceptable:

“The staff that we've got now are a lot more engaged, a lot more confident”.

Director, Jigsaw

COVID has also impacted on the numbers of volunteers, which have long been a pipeline for staff:

“Two of our long-standing resettlement workers left at the beginning of 2022 and a third went on maternity leave in summer, in addition our long-standing volunteer programme manager left in January 2023 and we are currently inducting a brand-new volunteer co-ordinator. We were able to recruit former volunteers to two of our vacant posts, an ideal model for us, as we

get best value out of the training and support we give to volunteers and gain staff who are fully conversant with our ethos and methodology”.

Extract from Year 2 report to the National Community Lottery Fund

Hopefully, as volunteer numbers continue to rebound after the pandemic, any vacant posts will be quickly filled. However, if these recruitment issues continue, it may be that Jigsaw/WYCCP need to review the salaries, terms and conditions of roles (which may include holiday allowances and/or more hybrid working), to make them more attractive. In the face of recruitment and retention issues, other charities are trying to innovate to stand out from the competition (for example, Livability has a new recruitment plan in place which includes offering £1,000 bonus to new staff who stay for a year (reported in Third Sector, 2023)).

Of course, it might be that despite the issues faced above, families in large numbers are just not in need of the support the Family Support In, Out and Beyond Project offers. We know that there is considerable variety in the way families react to imprisonment and the impact that it has on their lives. It is, therefore, important not to assume that all families will require the same support or types of support. This is not to undermine the support the project provides to individual families:

“If we don't hit target, I do know that we're still making a difference to families...because sometimes it's not about numbers...if we're spending months and months with a family or with a service user, then I know it's because that support is needed. I know we're making a big difference to that person... what we do with families is vital and it makes a big difference”.

Director, Jigsaw

However, it may be that the families who need support are in the minority. Some staff believe this might be the case:

“I mean...the need is not, I don't think as great as we thought it was”.

Director, Jigsaw

This is potentially backed up by the survey of 24 family members undertaken as part of this evaluation. Of the 24 families surveyed, 12 were unaware of the support provided by the project - but only 2 of that 12 then wanted support once they knew it was on offer (although one respondent stated they might want support in the future). Furthermore, of the 12 that were aware of the project, only two respondents had actually accessed support, with some respondents stating: *“My family and I are coping fine”, “My family and I don't need support”, “I am receiving support from family and friends”.*

However, some responses were more ambiguous: *“Other families will benefit more than me” “I'm not ready to talk just yet”, “I'm only a friend not family”.* This highlights there may be other barriers to families engaging with support, rather than an indication of the level or not of need for support:

“Sometimes some families are reluctant to ask for help and even though we...offer it, they say, oh no, we're fine, even though deep down they know they're not”.

Director, Jigsaw

“I think one of the barriers is the families don't always realise they need that support or willing to admit they need it as well”.

Office and Finance Manager, WYCCP

There is a myriad of other reasons beyond the project's control regarding why families might not engage with support, including not being in contact with imprisoned family members, or prisoners not being allowed to (e.g. in the case of restraining orders). However, staff did identify some potential barriers with the project itself which may be impacting on the numbers of families engaging in support:

“[For new visitors] what we do [is a] member of staff will sit down with you and go through our first-time visitor process. Telling you what you can and can't do, what to expect, that kind of thing, and part of that is, then we'll say look, also, we've got this service you can tap into if you want it, i.e., into our project, counselling service, that side of things. [But] for me [the first visit], it's not [the best time to engage families]. But, at least it will make people aware of it [the support available]”.

Director, Jigsaw

“Emotionally as well, that first visit is awful because from walking in through those doors to visitors centre, then getting over to the prison and coming back. It's just, it's an experience that you wouldn't ever normally, yeah. So, to have different people coming up to you with, you know, do you need this? Do you need that? It's a bit overwhelming”.

Office and Finance Manager, WYCCP

“Whereas the families are coming for the very first time as a visit where they're already overwhelmed, and it's really daunting. So, you kind of starting from day one and there is a barrier there with the families where that emotional support is there for the families, but it's getting out to them, and it is building that trust where a lot of them, it's like, it's a shock. They've no idea what was going on, so all of a sudden, their partner is in prison and, you know, where do you start with that trust?”

Counselling Coordinator

There may also be a barrier about perceptions of staff. Other Jigsaw staff take the photos and fingerprints of visitors, so visitors may not see or understand that Jigsaw are separate from the prison. Given that some families are cautious and wary of involvement from outside agencies, especially those they perceive as another statutory service, based on previous negative experience or being 'let down' by services, this may well be another barrier to engagement. This was touched on by project staff:

“I think the [Jigsaw] staff that are downstairs that do the booking, and they're dressed the same as us as well, and sometimes they don't know who does what role. That could be confusing”.

Family Outreach Worker

The previous evaluation also identified the number of referrals from families being lower than anticipated, as this is a long-term issue with the project. Many of the same barriers were identified in that evaluation e.g. limited numbers of referrals coming through the Jigsaw Visitors Centre, with this not being the ideal environment to engage family members (as

people are rushing to/from visits), the need for time/engagement to build relationships and trust with family members before they may be willing to take up support and the potentially wariness of visitors to Jigsaw staff if they are perceived as a statutory service linked to the prison. That evaluation recommended that the project advertise itself more widely (to reach family members who do not visit the prison for a number of reasons) and to engage other agencies already in contact with supporting families who have established trust, who could refer families in need to the project. The implementation of these recommendations has been limited, primarily due to the impact of Covid and the staffing issues faced in the project. However, some initial progress has been made around contacting other agencies:

"[To try and drive up referrals] we've been in contact with community centres".

Family Support Worker

"The Family Support Workers, they have been to New Wortley Community Centre, which is a local agency. And I have suggested...the school clusters that they could go to".

Director, WYCCP

This work has yet to significantly impact referral numbers. Overall, there was some discussion of whether or not to continue the family support work at the end of the current Lottery grant:

"It's been a bit of a struggle to get family [referrals]. I thought there was a need [but maybe]...we're doing it wrong, or...the need is maybe not as much as we thought. Would I do it [apply for a grant to support family members] again?...I'm not quite sure... if our numbers were really high...it would be different".

Director, Jigsaw

We know that families do have to live with a range of negative issues relating to a family member's imprisonment, including stigma, shame, guilt, isolation, and financial, social and psychological consequences. However, research also indicates that the very reasons for their needing help and support often prevent them from asking for it because of the stigma attached (Action for Prisoners' and Offenders' Families, 2017). It is recommended that project staff explore all options to increase referrals from family members in the final year of the grant before deciding if they should apply for further funding to continue the support offered to families in the future. It is recommended that the Family Support In, Out and Beyond Project try the following approaches to attempt to drive up referrals of family members:

1. Provide more information/advertise the project more to visitors coming to the prison, such as by using larger posters (suggested by the family members who completed the survey).
2. Provide more easy-to-read/attractive information to families, which could include colouring for children (suggested by service users at the project's Away Day in March 2022).
3. Have Family Support In Out and Beyond project staff wear something different to other Jigsaw staff, so they are easier to spot on visiting days (and making it clearer they are separate to the 'prison visitation' staff (suggested by both family members who completed the survey and project staff).

4. Give family members information again, in their second or third visit, when the visitation process won't be so overwhelming.
5. Promote the project to families at a different time to prison visits, as those are usually busy and stressful (suggested by the family members who completed the survey).
6. Advertise the project through other organisations. This should include schools, Social Services, (who will be engaging families in crisis, which will include families of people in prison) and community groups e.g. travellers (suggested at the project Away Day in March 2022).

If project staff do all they can to generate more referrals and engage more family members in the final year of the current grant, the project steering group can then make a more informed decision about whether the family support element of the project needs to continue beyond the life of this grant. By undertaking the above activities, project staff would also be addressing some of the potential improvements suggested by service users and partners through the surveys, focus groups and one-to-one interviews.

There are positive signs that change might be possible. Since the staff interviews for this evaluation, there has been a (possibly temporary) increase in referrals for family members. This may be due to the more stable staffing team now in place, although some staff report some changes have been made to the 'first visit' process with families. Hopefully, by implementing the above recommendations, the project will continue to see referrals for family members who would benefit from its support steadily increasing.

Monitoring and evaluation

WYCCP leads on monitoring and evaluation across all elements of the project (including counselling and family support). The work of the Family Support In, Out and Beyond project is monitored using a bespoke database. Staff report they use this database to:

"...log tangible outcomes achieved, these are practical actions that would not have been achieved without our intervention (the 'but for' test). For ex-prisoners outcomes include accommodation, health and substance misuse, debt and finance, relationships, volunteering, training and employment. Family outcomes also include children and emotional support."

Original application to the National Community Lottery Fund

This does allow the project/WYCCP to effectively monitor each individuals' case, and the support provided. However, it should be noted that much of what the project report as 'outcomes' are in fact actions and outputs, and as such the project is conflating actions/ outputs with outcomes. Some of the 'outcomes' are steps towards e.g. improving an individual's housing such as completing the Social Housing Forms on Leeds Homes, whereas others are genuine outcomes e.g. an individual moving into stable accommodation. This can be seen across all outcome areas (e.g. assisting an individual to complete a PIP form vs someone receiving PIP which increases their financial stability and referrals to the Mental Wellbeing Team to registering at a GP, which are all steps towards improving health/wellbeing but do not improve health/wellbeing directly). All actions are clearly detailed on their database, so it is clear when reading this which are outputs (which are still important to monitor) and which are genuine outcomes. However, since funders would normally see just a summation,

WYCCP going forward should be clear that the actions recorded cover both outputs and outcomes.

WYCCP do also use a self-assessment tool called a 'spider tool' (which is essentially an outcome star) for identifying service users' needs (with both ex-prisoners and family members) and tracking their progress in eight areas:

- Emotional Support
- Relationships
- Children and Education
- Child Welfare
- Health
- Substance Misuse
- Benefits, Debt, Budgeting
- Education, Training and Employment

This self-assessment tool is meant to be used three times over an approximate twelve-week period (i.e. baseline, midpoint and after some significant change has happened). Staff regularly use this tool, but tend to do so more to develop or review support action plans than the progress of service users:

“So the spider assessment is like our support tool, so the families and the guys are given a set of eight statements and on each statement, on each page for each category, there's eight statements [based on HMPPS's Pathways to Resettlement]. So, we ask them to tell us where they think they are on each statement. So, once they say something like, say on accommodation, they say, I'm number two, I'm homeless, but I've got a local connection, then we will sort of get them to elaborate on it, so why are you homeless? What are your circumstances? What's your local area? Where's your connection? Would you go to shared accommodation? Would you be prepared to do this? And we do that with each spider leg and it, it builds up then an action plan. So, by the time we've done the first assessment, we've got the initial action plan going forward... So, then that's the next thing on the action plan and then every so often we do more spiders to like refresh what the action plan's going to be. So, they might start off scoring a number two on the accommodation. But three months after release, they might be number eight, like stable, full-time accommodation. So, our aim is to get all them ones, twos, threes, and fours, at initial assessment to sevens and eights. And when they get to sevens and eights, that's when we look at closing them with support complete. So, we do a spider pre-release, on release and post-release and then after that, every so often, we'll do another one”.

Senior Resettlement Worker

Staff are primarily using the spider tool in this way because whilst it is possible to use the database to look at the progress of individuals across their different spider charts, currently it is not possible to analyse cumulative/summed progress across all those supported by the project. As a result, project staff rely on the actions recorded on the database to show progress towards outcomes:

“We use the outcome information [the actions recorded on the database] instead of the spider information. An outcome is something that would not have happened without our intervention.

So, it can be tonnes of things. So, it can be somebody has a doctor, somebody has a dentist, somebody gets their PIP money, somebody gets moved up on the housing banding, their banding gets increased, somebody actually gets accommodation, somebody gets a food parcel”.

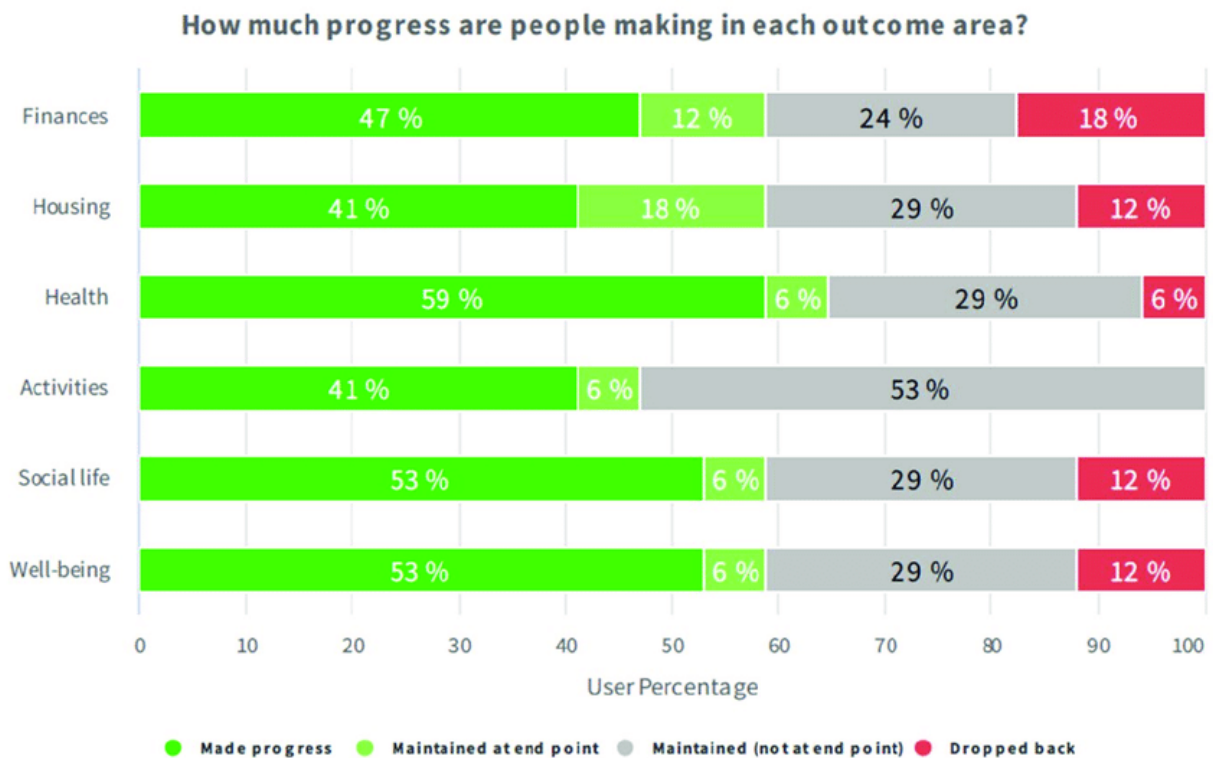
Director, WYCCP

Which is recognised as being less than ideal:

“It’s more [a list] of actions...rather than distance travelled and impact”.

Director, Jigsaw

However, if project staff were able to analyse the spider charts across individuals this would enable the project/partner organisations to understand the difference the project was making as a whole, and also across specific outcomes (linked to each spoke of the spider chart). The data would ideally be presented in a similar way to this (the following diagram is provided for illustrative purposes only, as this does not match to the spider chart currently used in the project):



Being able to analyse all spider charts to produce a similar report to the above would also enable the project team to understand how these outcomes might differ year on year, and what might be influencing any changes/trends. For example, if debt outcomes worsen year on year, this may be due to more aggressive/punitive approaches to benefits/PIP assessments, and it may trigger the need for more advocacy around PIP assessments. This might well be happening on a case-by-case basis, but using the spider charts to monitor changes in progress project-wide, would enable earlier corrective action being taken, which can boost outcomes. WYCCP do, at intervals, commission improvements to their database, although this does have cost implications. This evaluation would recommend that the next time

improvements to the database are planned, that WYCCP work with the developer to introduce a way of summing the progress of all spider charts (similar to the above) across specific (searchable) timeframes.

It should be noted that WYCCP does have a strong approach to data collection and analysis. Alongside the above, the charity also gathers feedback and case studies from service users and volunteers, and as outlined above, attempts to understand their impact on re-conviction rates by checking men's location both 6 months, 12 months, 18 months and three year post-release on C-Nomis. This information is regularly reviewed by frontline staff (e.g. in their weekly case meetings) and by senior managers on a monthly, quarterly and annual basis. This is commendable and does mean the partners have an already good understanding of the positive impact of their work, and where changes/adaptations can be made. By implementing the above recommendations, these monitoring and evaluation processes can be further strengthened.

Recommendations

This report makes several recommendations:

1. WYCCP and Jigsaw should consider submitting project data to the Ministry of Justice's Justice Data Lab (JDL), which may enable them to verify the figures seen through their in-house method of determining reoffending rates.
2. If – and only if - the project has capacity to support more ex-prisoners, it is recommended that information for the project is provided within other prisons in Yorkshire, if prisoners are likely to resettle in Leeds on release. Similarly, information could be provided on F Wing, but making clear the criteria for support (i.e. that the project doesn't support sex offenders).
3. If the recruitment and retention issues continue within the Family Support In, Out and Beyond Project, it may be that Jigsaw/WYCCP need to review the salaries, terms and conditions (e.g. holiday allowances) of roles, to make them more attractive.
4. The Family Support In, Out and Beyond Project needs to do all it can to drive up referrals from family members. This should include: providing more information, in different formats; Have Family Support In, Out and Beyond project staff wear something different to differentiate them from other Jigsaw staff; Give family members information again, in their second or third visit, when the visitation process won't be so overwhelming; Promote the project to families at a different time to prison visits; and Advertising the project through other organisations, include schools, Social Services and community groups.
5. If project staff do all they can to generate more referrals and engage more family members in the final year of the current grant, the project steering group can then make a more informed decision about whether the family support element of the project needs to continue beyond the life of this grant.
6. When providing a summation of actions taken (recorded on WYCCP's database) to funders, it should be made clear that these actions cover both outputs and outcomes.
7. The next time improvements to the database are planned, WYCCP should work with the developer to introduce a way of summing the progress of all spider charts across specific (searchable) timeframes.

A project beneficiary at home, with their dog



Appendix 1: Cost Benefit Analysis

Executive Summary

It was found that every £1 invested in the Family Support In, Out and Beyond Project generated around £12.84 of benefits. By applying a sensitivity analysis, or varying any assumptions made in the calculation, the value of the benefits derived ranged from £6.98 and £18.40 for every £1 invested in the project. As such, the social and economic value that is created by the Family Support In, Out and Beyond Project far outweighs the financial investments made. This figure may be even higher due, as the analysis did not consider the value of outcomes sustained in future years much beyond the two-year period of the evaluation, due to the difficulty of determining if/how long-term changes can be ascribed to the project.

Introduction

The Family Support In, Out and Beyond Project is a joint project between WYCCP and Jigsaw, which support ex-prisoners and their families in the community to prevent re-conviction, break the cycle of reoffending, minimise the impact of imprisonment on families and decrease the chances of intergenerational crime. The evaluation associated with this Cost Benefit Analysis found that the project has enabled individuals to overcome a wide range of issues, including those related to their, or a family member's, imprisonment. This has led to positive outcomes for individuals – both ex-prisoners and family members of prisoners - such as improvements in housing, finances, health, wellbeing and future outlook. The project – where appropriate – helped ex-prisoners to remain engaged with their family members, and/or to reestablish relationships where they had been disrupted. The project also supported individuals to support their family member in prison and on release, or to ensure their own safety (e.g. fleeing domestic abuse).

This Cost Benefit Analysis (CBA) will explore and quantify what has been achieved by the Family Support In, Out and Beyond Project in the two years between the 1st April 2021 to the 31st March 2023. This process will support the development of an understanding of the value that has been provided by the project, and to which individuals/groups/agencies this value has applied.

CBA Principles

In recent years there has been increasing emphasis on the need for voluntary and community organisations to demonstrate their value. In particular, organisations are being asked to measure and provide evidence of the social, economic and environmental value of the services they provide and activities they generate. While undertaking such evaluations and analyses can prove challenging (especially for smaller charities and not-for-profits) they do offer an opportunity for the social and environmental value of their work to be recognised.

A Cost Benefit Analysis (CBA) is one method by which organisations can establish whether the outcomes of an intervention are worth, on a financial level, the money and resources invested in them. There are two types of CBA: Evaluative, which is conducted retrospectively and based on actual outcomes that have already taken place; and Forecast, which predicts

how much social value will be created if the activities meet their intended outcomes. This CBA is Evaluative and is based on the running of the Family Support In, Out and Beyond Project between the 1st April 2021 to the 31st March 2023.

A CBA is about value, rather than money. It looks at the social, environmental and economic change a project or intervention creates, and then uses monetary values to represent them. Money is simply a common unit and as such is a useful and widely accepted way of conveying value. This enables a ratio of benefits to costs to be calculated, for example, a ratio of 3:1 indicates that an investment of £1 delivers £3 of 'social value'.

There are several caveats that must be borne in mind when considering the findings of a CBA:

- Return on Investment figures must not be considered in isolation nor directly compared to the social return ratios of other, different interventions. This is because many factors, such as location of an intervention, can impact on ratios. In the same way that investors need more than financial return information to make investment decisions, social investors should read all the information produced as part of this combined evaluation and associated Cost Benefit Analysis. However, an organisation can, and even should, compare changes in its own social return over time – assuming a similar methodology is applied - and examine the reasons for changes (The SROI Network, 2012).
- Much of the wider value associated with activities that take place in the real world is not easily quantifiable in strict financial terms. This can result in relevant aspects being overlooked, despite their perhaps having an immense impact in relation to people's lives and wider communities.
- Accounting for complex change, in a world beyond the confines of an activity, will always present challenges. Whilst a Cost Benefit Analysis provides a framework within which value can be conceptualised, it is not an exact science, so it is important to be clear that this sometimes requires assumptions, reliance on secondary data and/or judgments to be made when value is being assigned. This will limit the accuracy of the findings.

As a result, all findings made in this CBA should be used with care, with a full understanding of the limitations that may exist within the data and the assumptions upon which the analysis is based.

There are also some limits to the applicability of findings. Not all values will be 'cashable'. Cashability refers to the extent to which a change in an outcome or output (e.g. fewer children in care) will result in a reduction in expenditure to the degree that the expenditure released from that change can be reallocated elsewhere. A non-cashable saving is when the costs of running a service will remain the same, even though the costs for the individual are avoided. The ability to 'cash' benefits will depend on the type of benefit, scale, timing and the leadership in place. For some outcomes, such as benefits payments, cashability is almost 100%. For example, where a person enters employment a Jobseeker's Allowance payment is no longer made. For other outcomes – such as those related to improvements in health or reduced crime – cashability is often lower as decommissioning a prison or a hospital wing requires a reduction in service demand at scale. There is a risk that the reductions realised through successful interventions will be offset by other activities and unmet demand – a

problem that often arises in acute services across the criminal justice system, social care and NHS. For example, the unit cost of housing a prisoner is in the region of £40,000 per year when the total cost of the prison estate is divided by the number of prisoners. But if 100 people are prevented from going to prison that does not affect the fixed costs and is unlikely to achieve the full unit cost reduction per prisoner (as these prison places will be filled by others). However, the costs identified are proxies for valuing the outcomes achieved and demonstrate that the services assessed may well free up 'real world' resources that external services (e.g. the NHS or Ministry of Justice) can reallocate to other beneficiaries or services.

This CBA, as an Evaluative CBA, will only look at the potential cost savings during the 2 years evaluation period (or 2 years from the point of initially engaging with the Family Support In, Out and Beyond Project's support), and will not map out potential savings ongoing into the long-term. However, it should be kept in mind that the effects of some outcomes will last longer than this defined period and will therefore continue to generate value going forward. However, without robust longitudinal evidence demonstrating the life span of outcomes, it is very difficult to determine if the duration of the outcome is just while the intervention is occurring, or if it will last in the medium-term (up to 5 years) or the long-term (5 years plus). In addition, the longer the duration, the more likely it is that the outcome will be affected by other factors, and the less credible any claim that the identified value is solely the consequence of a particular intervention.

Our approach, the processes followed, and the assumptions made, are based, wherever possible, on best practice from existing guidance. This includes 'Supporting public service transformation: cost benefit analysis guidance for local partnerships', HM Treasury and the New Economy (2014), 'A Guide to Social Return on Investment', The SROI Network (2012) and the Greater Manchester Combined Authority (GMCA) Cost Benefit Analysis guidance and documentation. Some of the key principles we adhere to are:

- Value the things that matter (i.e. avoid the temptation of only including indicators that you think are easy to measure or are readily available).
- Put a value on both the positive and negative outcomes, to ensure we reflect the full social value.
- Only include what is material.
- Don't over claim (only claim the value that a project or organisation are responsible for creating, testing assumptions about direct impact, what might have happened anyway, who else contributed to the outcomes).

Aim and Scope

The aim of this CBA is to identify, understand and quantify, where possible, the value that the Family Support In, Out and Beyond Project has created, specifically between the 1st April 2021 to the 31st March 2023.

This CBA has been informed by the associated evaluation of the Family Support In, Out and Beyond Project in August 2023, which utilised a combination of qualitative and quantitative data, including beneficiary numbers/statistics, one-to-one interviews with beneficiaries, focus groups with volunteers, surveys of both family members and partner agencies and interviews with WYCCP and Jigsaw employees. This mixture of research methods and tools allowed the

recent evaluation to 'triangulate' and validate the outcomes of the Family Support In, Out and Beyond Project, in conjunction with project stakeholders (i.e. project beneficiaries, volunteer, partners and staff).

Stakeholders

Stakeholders are people and organisations who have a stake in the Family Support In, Out and Beyond Project. For the purposes of this CBA, we are specifically referring to those people or organisations who experience change as a result of what the project does.

The following stakeholders were identified: beneficiaries, volunteers, staff, funders and other agencies (who refer to the project or receive referrals). CBA and related Social Return on Investment guidance allows for the 'falling away' of stakeholders for whom there is no confirmed or significant social impact, or where there is a risk of 'double counting' outcomes/impact. This resulted in the removal of other agencies and the majority of the funders (on the basis that the work of the Family Support In, Out and Beyond Project would not create change for the organisations themselves) and WYCPP/Jigsaw staff (as little or no data was provided confirming the outcomes secured for these stakeholders), leaving the Family Support In, Out and Beyond Project main beneficiary groups (ex-prisoners and family members) and the project's regular volunteers.

It was also recognised that substantial benefits were likely to arise in relation to agencies around the criminal justice system, if the project reduced reoffending and future crimes; as such criminal justice agencies were identified as an important, if indirect, stakeholder. This would also generate benefits for individuals who did not become future victims of crime if the project was successfully able to prevent reoffending. Furthermore, if the health and wellbeing of beneficiaries was improved during/following support this would also make the NHS another indirect stakeholder, as, beneficiaries improved their physical and mental health and accessed support, the demands placed on NHS services would decline.

Inputs

The income that the WYCPP/Jigsaw received (and spent on the Family Support In, Out and Beyond Project) between the 1st April 2021 to the 31st March 2023 was £629,291.02, from the National Community Lottery Fund and other funders. This funding was used to pay staff costs, direct project costs and a fair contribution towards organisational overheads.

However, for every CBA it is important to include the full cost of delivering a service. In some situations, there are other contributions being made, including non-cash items, which need to be included and valued, as these are resources necessary for project activities. These primarily include:

- Volunteer time – the Family Support In, Out and Beyond Project has two types of volunteers: Volunteer Link Workers and Volunteer Counsellors. General practice is that the hours given by volunteers are given a value equivalent to the average hourly rate for the type of work they are doing. For example, if an administration volunteer does 5 hours a week in an area where administration work is paid on average £10 per hour, their weekly input would be £50. This value is given regardless of whether any

money is paid to the volunteer; it simply gives the input a value that can be added up with other inputs. WYCCP report that over the two-year period that the Link Workers volunteered a total of 1,021 hours, and the Volunteer Counsellors volunteered 283 hours. For the Volunteer Link Workers, we have used £10.90 per hour to value this support, which is the current National Living Wage (<https://www.livingwage.org.uk/>). This enables us to estimate a total of £11,128.90 for this support. According to [Counsellor Therapist Salary in United Kingdom - Average Salary \(talent.com\)](#), entry level counsellor positions start at £29,662, which equates to £16.29 per hour, based on a 35 hour week. Utilising this, we can value the contribution of the Volunteer Counsellors at 4,610.07. This brings the totalling volunteer input costs to £15,738.97. However, volunteer inputs should also include an allocation of the overheads that would be incurred if the person were employed. This would cover National Insurance, pension contributions and the costs of desk space, electricity, etc. We have estimated an add on of 15% to cover these costs, bringing the total for volunteer input up to £18,099.82.

- Contributions of goods and services in kind. For example, if a project is given free use of community facility or venue, CBAs should estimate the value of this. WYCCP and Jigsaw each receive office space from HMP Leeds, offered on a pro bono basis. For the Family Support In, Out and Beyond Project, the numbers of beneficiaries are based on all of the work of WYCCP, plus two part time Family Outreach Workers from Jigsaw. This equates to a total of 6.42 staff members, full time equivalent. Should WYCCP and Jigsaw need to source alternative (paid) office space, a brief review of office space in Leeds ([Office Space in Leeds | Spaces \(spacesworks.com\)](#)) highlights a cost of £369 per person per month for dedicated office space. For 6.42 staff members for 2 years, this would equate to £56,855.52.

The current convention in CBAs is that the time spent by the beneficiaries on a programme is not given a financial value.

Outcomes

The associated evaluation of the Family Support In, Out and Beyond Project involved consulting with representatives of relevant stakeholder groups (ex-prisoners, family members, volunteers, partners, WYCCP and Jigsaw staff) and analysing the project's data to determine the outcomes secured through the project. This process demonstrated the positive outputs and outcomes achieved by the Family Support In, Out and Beyond Project. It was important to remain open to the possibility that, for every positive intended outcome, there might also have been a negative unintended consequence. This was considered throughout the evaluation of the Family Support In, Out and Beyond Project, but none were identified.

The outputs/outcomes that emerged are:

- 136 ex-prisoners and 34 family members were supported intensively, which led to improvements in housing, health and wellbeing, financial position, work prospects and maintain/improve relationships (or to move away from relationships where beneficiaries felt that would be best).

- The project has reduced reoffending, with 59 men not returning to prison one-year post-release. Comparing this to expected reoffending rates means the project/WYCCP has prevented at least 26 men from reoffending over the last 2 years.
- 27 volunteers worked on the project, either as Link Workers or Counsellors, reporting improvements in their confidence, skills and employment potential.

Valuing Outcomes

Beneficiaries were asked about the value of the programme during the one-to-one interviews. Most were unable to provide a specific value to the support they had received from the Family Support In, Out and Beyond Project, but it was clear how highly the support had been valued:

“[If I had the money] I’d definitely be prepared to pay for it [support from the project]”.

Family member, one-to-one interviews

“If I won quite a lot of money, then the first donation I will give but be to WYCCP because they have been the constant in my life”.

Ex-prisoner, one-to-one interviews

However, no beneficiary was able to place a monetary value on the support provided. Therefore, we will need to utilise financial proxies from academic and Government data sources, as a reliable way of placing a monetary value on the changes experienced by beneficiaries. The academic and Government data sources used include, for example, the New Economy Unit Cost Database (which includes approximately 600 costs across the themes of crime, education and skills, employment, fire, health, housing and social services), HACT’s Social Values Bank, the Global Value Exchange database (which brings together over 30,000 social impact measurement metrics) and the Sustainable Investment for Health & Wellbeing website ([Sustainable Investment for Health & Well-being - International Health \(phwwhocc.co.uk\)](http://phwwhocc.co.uk)). The financial proxies found:

Enabling beneficiaries to improve their housing:

HACT’s Social Values Bank enables organisations to measure the success of a social intervention by how much it increases people’s wellbeing. To do this, HACT have analysed the results of large national surveys to isolate the effect of a particular factor on a person’s wellbeing. Analysis was then undertaken to reveal the equivalent amount of money (e.g. as experienced through receiving a pay rise) needed to increase someone’s wellbeing by the same amount, to determine a social ‘return on investment’. The Social Values Bank includes an average cost of moving from rough sleeping into secure housing (with no dependent children) as £21,401. It also includes an average cost of £8,019 for people moving from temporary/insecure accommodation to secure housing. The Family Support In, Out and Beyond Project does record housing ‘outcomes’ on their database, with 94 separate housing ‘outcomes’ recorded for ex-prisoners across the 2-year period covered by the evaluation. However, many of these are outputs instead of outcomes i.e. they include ‘Band A priority extended on Leeds homes account’ and ‘Beacon Housing T/C Assessment Completed’. Even where house moves happen, it is not clear if beneficiaries are moving from rough sleeping into permanent accommodation, or temporary accommodation into permanent accommodation

etc. As such, the evaluator cannot with reliability assess the value of the improvements in housing seen across the project.

However, a review of the case studies and interview transcripts identified the following housing outcomes:

- Three individuals moved from temporary accommodation into supported accommodation. Using the HACT values above, this equates to a value of £24,057.
- One person moved from homelessness (specifically sleeping on friends' sofas) into longer-term accommodation, which, based on the above, equates to £21,401.
- Two people moved from homelessness (e.g. sleeping in tent) into temporary accommodation. The HACT Social Values Bank has an average value of £16,448 for people moving from rough sleeping to temporary accommodation outside of London. Therefore, the value for these two beneficiaries equates to £32,896.
- One person moved from insecure to secure housing, along with their family. In fact, the support provided to this individual almost exclusively focused on housing:

Lisa came to HMP Leeds for the first visit with her partner. After the visit was over, Lisa hung around the Visitors Centre looking extremely overwhelmed. Jigsaw's Family Outreach Worker noticed and asked her if everything was okay. Lisa explained that she was having issues with housing and was being made homeless. She said she did not know where to turn for help. Lisa had three young children (two with additional needs) and was living in a two bedroomed, privately rented property. She explained that the landlord had issued her with an eviction letter through no fault of her own, as he was selling the property. The eviction notice was dated to November 2022, and we were now in May 2023. She said she was lucky the landlord was very understanding and would not kick her and the children on the streets and was willing to wait until she was offered another property, although his patience was running out. Lisa had already contacted Leeds City Council and they had offered her a property a while ago. Unfortunately, the property was uninhabitable. Every one of the windows had been put through and there was spray paint on the walls. Lisa had taken the keys and was intending on trying to clean up the mess but whilst there she was racially abused and threatened by neighbours. She did not feel this was a safe area for her children and returned the keys. Due to this, Lisa was given Band C and asked to start bidding again. As English was not Lisa's first language, she struggled and lacked confidence when trying to communicate with the Council and other organisations. She said she felt hopeless. The project's Family Outreach Worker contacted Leeds Housing Options on Lisa's behalf and explained the situation, asking for Lisa's situation be assessed again. After doing so it was agreed that they would assess Lisa again and she was given Band A as a result. Lisa was relieved and continued bidding until a month later when her banding went back down to Band C. Leeds Housing Options said they only upped her banding temporarily. The project's Family Outreach Worker contacted Leeds Housing Options again and explained this was not long enough and they reinstated Lisa's Band A. Three weeks later Lisa was finally offered a three-bedroom property for her and her children. She now feels safe and settled in her new home.

HACT Social Values Bank has a value of £8,036 for someone with dependent children moving from insecure to secure housing, which has been used to value this outcome.

- Two evictions were prevented. A suitable proxy is likely the HACT value of £8,019 for people moving from temporary/insecure accommodation to secure housing, as whilst people aren't actually moving, they are 'mentally' moving from insecure to secure housing. There would also be cost savings to landlords for any evictions prevented. The Cost Benefit Analysis tool from the Greater Manchester Combined Authority (GMCA) Research Team has a cost of £803 for Housing Providers (in terms of costs of legal proceedings and repair of property resulting due to/after an eviction). For these two individuals, a total value of £17,644 can be ascribed.

In total, the above equates to £104,034, considered to be one off and not repeated year on year. This has been added to the cost benefit calculations.

Given that these housing outcomes were seen in 75% of the case studies/transcripts reviewed, it is likely that further positive housing outcomes would have been secured over the last 2 years for the other 159 beneficiaries supported by the project. This is considered further in the sensitivity analysis below.

Improvements in health and wellbeing:

Both family members and ex-prisoners report that the project has improved their health, specifically their mental health.

A valuation method often used to identify a value for changes in health and wellbeing for beneficiaries themselves is quality of life adjusted years (QALY). QALY is an estimation of the impact of health services on quality of life and length of life. Another way of describing a QALY is that it is a measure of the welfare losses associated with different health conditions (Dezetter et al, 2013). A QALY has a generally accepted value of between £25,000 - £30,000 in U.K currency (Shiroiwa et al, 2010). Research shows that, on average, severe depression reduces the 'value of a life-year by 0.2 to 0.4 QALYs (Shiroiwa et al, 2010); other research estimates this specifically at 0.352 (The Sainsbury Centre for Mental Health, 2003). This can therefore be used to value, for example, reductions in serious depression (measured as being equal to £8,800 (0.352 x £25,000) or reduction in anxiety (which as assigned a QALY of 0.098 (which results in a valuation of £2,450 i.e. 0.098 x £35,000).

Further proxies include savings for the NHS of people improving their health, which will involve supporting someone to move from a high reliance to services to lower reliance, with the associated reductions/savings in the costs of acute/crisis points interventions. These are valued at between £5,581 and £12,808, depending on the level of severity and improvements seen (New Economics Foundation, on behalf of the Equality and Human Rights Commission and Local Government Improvement and Development, 2010).

However, the outputs that WYCPP and Jigsaw collect do not evidence directly health outcomes. For example, there include 'Gastroscopy procedure completed', 'hospital appointment attended' and 'repeat prescription ordered to pick up 2 weeks early'. Therefore, it is not possible to determine how many beneficiaries actually improved their health due to support from the Family Support In, Out and Beyond Project. Thus, this CBA cannot reliably

assign a value (either for beneficiaries or for health services) to the health outcomes secured by the project.

Other SROIs/CBAs have used the numbers of service users who have made a 'large positive change' in mental health on an outcomes star, then using proxies such as the QALY to estimate a value to these improvements. If the project is able to start utilising the spider charts to measure distance travelled for all service users (and therefore being able to determine the change in beneficiaries' health), it could be that a future CBA would be able to more reliably value improvements in beneficiaries' health.

Enabling beneficiaries to improve their financial position and/or work prospects:

As with the above outcomes, due to the nature of the information recorded (which does not separate outputs from outcomes), it is difficult/impossible to quantify how many people have improved their employability, secured work or reduced their debts from the data collected by the Family Support In, Out and Beyond Project. If it were possible, there are possible proxies that could be used. For example, HACT's Social Values Bank does cite a figure of £1,721 for people aged over 25 becoming debt free (outside of London) and £15,371 for a person aged over 25 moving from unemployment into secure full-time employment. There are also values that could be used for the savings to others e.g. each over 25 moving from unemployment into secure full-time employment would save the Government up to £4,409.60 per person in Job Seekers' Allowance.

However, the Family Support In, Out and Beyond Project has recorded how many people it has directly assisted to secure Universal Credit or Personal Independence Payments (PIP) over the last 2 years. They have:

- Supported 21 men to secure Universal Credit. The current level for single claimants aged over 25 is currently £368.74 per week. If we assume that people's situation is unlikely to change for the 2 period under review, this equates to a total of £185,844.96 in Universal Credit payments.
- Supported 14 beneficiaries to secure PIP. The current basic rate of PIP is £68.10 per week, although this can be as high as £172.75 per week. Taking the lower level, and again assuming that a person's situation is unlikely to change over a 2-year period, this equates to £99,153.60 in PIP payments.
- Supported 11 men to receive a total of £35,416 in back payments and supported 5 men to get advances on their Benefits to the value of £2,097.

In total, this equates to benefits of £322,511.56 for the project's beneficiaries, across the two years this evaluation covers, and represents a reliable proxy to utilise.

Beneficiaries maintain/improve their relationships:

Again, it is not possible to determine from the data WCYPP collects the numbers of ex-prisoners and family members who have improved their relationships. However, if they did (e.g. on their Spider charts), there would be potential proxies to use. For example, other CBAs have used the proxy of the cost of six sessions of low-cost relationship or family counselling sessions, which might bring about similar improvements in relationships. The cost of

relationship counselling in the UK ranges is cited as ranging from £40 to £100 per session. Taking the lowest level, six sessions would cost £240. Whilst we cannot apply this to all beneficiaries, the review of case studies/interview transcripts highlighted three individuals who had experienced improvements in their relationships with family members. A value of £720 has therefore been added to the value map to represent this.

Given that these improvements in relationship outcomes were seen in 25% of the case studies/transcripts reviewed, it is likely that similar outcomes would have been secured over the last 2 years for the other 48 beneficiaries who received support specifically related to family members (14 ex-prisoners) and who have family members in prison (the 34 family members supported). This is considered further in the sensitivity analysis below.

Reductions in reoffending:

Preventing a return to custody – the project has most likely prevented 26 people from returning to custody. To determine this value, we have made several assumptions:

- That the reoffending data collected by WYCCP is broadly accurate and doesn't over or under inflate reoffending levels.
- That reoffending is evenly spread across the project's beneficiaries, including those serving both longer and shorter sentence.
- We have assumed average prison sentence i.e. 4 months for those serving short sentences, and one year for those serving more than 1 year.
- That if beneficiaries reoffend, they would again receive a prison sentence, of the same length as the sentence they previously served. Whilst there is evidence that reoffending behaviour gradually reduces as individuals age (Farrington et al., 2009), WYCCP's reoffending data shows repeat offending is common. In the sample of 91 beneficiaries, the average number of previous offences is 17. Removing the outlier of the very prolific criminal (who has clocked up 415 previous offences) brings the average to 12 previous offences. In fact, only 17 individuals (19% of the sample) had one offence on their record. Taken together, it is therefore unlikely that the individual the project engages with would otherwise be likely to quickly desist from crime. Sentencing guidelines (Section 65 of the Sentencing Code) also state that previous convictions must be considered, and previous similar convictions can be considered an aggravating factor if they are recent (as would be the case one to two years following release from prison, which is the timeframe this evaluation is looking at). Previous convictions can also be taken as an indication of persistent offending, an escalation and/or failure to comply with previous court orders. As such, it is a reasonable assumption that any beneficiary who reoffended within the 2-year period of this evaluation would have been likely to receive a sentence at least comparable to that received for their previous offence.
- It has been assumed that those people who reoffend would be returned to HMP Leeds.

The above assumptions are considered further in the sensitivity analysis.

The cost per prisoner per year at HMP Leeds is £22,821 (Supplement to the HMPPS Annual Report and Accounts 2021 to 2022). Assuming that, of the 26 people the project has prevented returning to prison, that:

- 75% return for short sentences of 4 months each. This would save the equivalent of £111,252.38.
- 25% return for a sentence of one year. This would save the equivalent of £148,336.50.

In total, this means that the project makes a saving of £259,588.88 for HMP Leeds. Of course, if project beneficiaries reoffend within the first two years, it is likely that they will reoffend again, given the high level of repeat offending seen in the cohort of beneficiaries, even if they are slowly desisting from crime as they age. Some economic evaluations have attempted to model savings over the longer term. For example, the Matrix Evidence report (Matrix Evidence, 2009) modelled a 25-year time horizon, from when a hypothetical offender is aged 25, to when they reach 50 years of age, and a report from Barrett and Byford (2012, published in *The British Journal of Psychiatry*) also modelled the costs and outcomes of an intervention programme for offenders with personality disorders over a 25-year period. In the Matrix report, it is assumed that the reduction in reoffending observed after one year, continued throughout an individual's lifetime. This cannot be assumed, as it is likely that the reoffending rates of those who take part in those that have taken part in any criminal justice intervention (including the Family Support In, Out and Beyond Project) will converge on the offending rate of those that do not, over the course of an individual's lifetime, as people age and mature. In addition, the longer the duration, the more likely it is that positive change will be affected by other factors, such as family or other support services, or more recent events become relatively more important drivers of behaviour, and the less credible any claim that the identified value is solely the consequence of a particular intervention. This can lead to a model over attributing the reduction in reoffending to whatever intervention is being assessed.

Whilst a lifetime cost benefit analysis is unlikely to be accurate, or a fair attribution of the many reasons for behaviour change over the long-term, it is likely that only assessing the cost benefits of preventing one return to imprisonment is underestimating, and undervaluing, the impact of the Family Support In, Out and Beyond Project. Research has found that each year of age was associated with a two percent reduction in the odds of re-offending, and those serving short sentences are more likely to re-offend than those on longer sentences (Ministry of Justice Analytical Series, 2013). As such, for the beneficiaries for the Family Support In, Out and Beyond Project, there is still a high risk of reoffending in the years following the project's support. The cost saving of £259,588.88 calculated above assumes that each individual who did not reoffend following the support provided would otherwise have been convicted for one crime. But for example, if the Family Support In, Out and Beyond Project prevents two further prison sentences, this would save a further £259,588.88. In the attached value map, this second figure has been discounted at a rate of 3.5%, in line with guidance in the Treasury Green Book (HM Treasury, 2022).

Preventing other crimes -

Of course, if the project has reduced reoffending, it hasn't only prevented a return to prison, it will also have prevented at least one further crime, with the resultant costs to criminal justice agencies and victims.

There are a number of existing tools that look at the Cost Benefits of preventing specific incidents of crime, for example the Manning cost-benefit tool (<https://csrcm.cass.anu.edu.au/research/projects/manning-cost-benefit-tool>), which is a published and validated model for analysing the economic impact of services targeted at reducing crime. However, this requires you to know what an individual's previous offence was, so that you can work out the costs based on the crime they would have committed (assuming they would commit the same crime as previously) if an intervention hadn't happened. However, the Family Support In, Out and Beyond Project's beneficiaries have committed a wide range of criminal offences, so it is impossible to work out what 26 crimes have more likely been prevented by the project's work.

The Manning cost-benefit tool relies on data outlined in the Home Office's 'The Economic and Social Costs of Crime' from 2018, which is the most recent data available. From this, it is possible to determine an 'average' cost of specific types of crime. This 2018 reports looks at costs in three main areas:

- Costs in anticipation of crime, for example the cost of burglar alarms.
- Costs as a consequence of crime, such as the cost of property stolen or damaged, physical and emotional harm to the victim, lost output (time off work and reduced productivity whilst at work for victims of crime), health services (e.g. ambulance costs, medical procedure costs associated with physical harm, and counselling costs associated with the emotional harms) and victim services.
- Costs in response to crime, for example costs to the police and criminal justice system.

However, it does not estimate the economic and social costs of every type of crime; it concentrates on more serious victim-based offences which are likely to have the largest economic and social costs. Costs have been estimated for crimes against individuals and, for a limited number of sectors, businesses. Those crimes which are not committed against an individual victim – so-called crimes against society – are excluded from the analysis; for example, possession of drugs.

It also needs to be borne in mind that only a subset of crimes leads to a proven outcome. Some crimes are not reported, others are reported but do not result in a charge, conviction, or other proven outcome. As the Home Office report outlines, only counting the costs of proven offences is likely to undervalue an intervention, as it would be reasonable to assume that an intervention is likely to reduce all reoffending (including unproven crimes). This means that data on the number of proven offences need to be scaled up to account for crimes that are not proven. In the Home Office report, the authors Heek et al do this by using multipliers to convert the costs of recorded crimes into an estimate of unit costs for all crimes (including those not recorded by the police).

However, it is not a simple process to determine the average cost of crime. The cost estimates in the 2018 report demonstrate the wide differences in costs of crime types. Homicide is associated with an economic cost of £3,217,740, but there are a very small number of homicides each year. Fraud and cybercrime are associated with high volumes and lower average economic costs. Therefore, it is not a question of dividing all costs by the

number of crime types to get an 'average' cost per crime. We need to 'weight' these costs, to allow for volume and relative costs of different types of crime.

A model developed by Pro Bono Economics in 2020

(<https://www.probonoeconomics.com/Handlers/Download.ashx?IDMF=2f257459-4a78-4d16-8534-710fd4ae5397>) attempts to achieve this, using data in the 2018 Home Office report alongside further data from the Ministry of Justice on the number of proven offences and reoffences (i.e. convictions and cautions) per criminal offence category, to ensure the average crime costs across all categories reflect the relative proportions/incidences of each type of crime.

Even after this 'weighting' process, it would not be acceptable to use the Home Office's per offence costs. This is because this would understate the criminal justice costs associated with a proven offence, since many crimes (such as those which are not recorded) carry no criminal justice system cost, whereas a proven offence is guaranteed to involve the criminal justice system. As such, some of the costs in the Home Office data understates the criminal justice costs associated with a proven offence, since many crimes (such as those which are not recorded) carry no criminal justice system cost, whereas a proven offence is guaranteed to involve costs to the criminal justice system. For example, in the Home Office data, the prison service cost of the average rape offence is just £140, which does not at all reflect the likely costs (it is low because they have averaged costs across both proven and unproven crimes, and many rapes are unreported or do not result in a conviction/prison sentence). Secondly, data provided on a per-crime basis would require an assumption that the only reduction in reoffences committed by project beneficiaries is the reduction in reoffences which are proven, whereas it would be more reasonable to assume that the programme reduces all reoffending (in proportion to the reduction in proven reoffending).

The Pro Bono Economics model mentioned above does this e.g. it assumes that a typical proven offence for violence with injury is associated with 39 unproven similar crimes, and the cost per proven offence is therefore 40 times the cost per individual violence with injury outlined in the Home Office report. This approach may not be entirely accurate, as not everyone who commits a crime is a serial or prolific offender, nor are they responsible for all other unproven crimes. However, it is more accurate than assuming that the identified proven crimes are the only crimes to have occurred, or that all crimes are identified/proven equally (i.e. as some crimes e.g. sexual offences have much lower clear up rates than other offences), which risks not accounting for the costs of crime (e.g. costs to victims) that happen whether or not a crime is proven.

In the Pro Bono Economics model, further analysis is then undertaken to work out the weighted cost per proven reoffence (as reoffenders have a different profile in terms of crimes committed than first time offenders), to get the best possible understanding of the per crime costs committed by people who have committed other, previous offences.

As such, the Pro Bon model represents the most appropriate, existing, model to try and understand the true scale of the costs of preventing crime. However, the data from the Pro Bono analysis all comes from 2018. As part of this CBA, we have tried to identify any more up-to-date information. Some more recent data is available, however, although this only provides part of the information needed (e.g.

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesappendixtables>) has information on recorded crimes, but not levels of unproven crimes) and may not be directly comparable. In addition, using data from a range of years is likely to result in the data being less robust.

As such, this analysis uses the 2018 data included in the Pro Bono Economics analysis, but with the caveat that the total number of crimes and the total number of proven offences are likely to vary year on year. Other assumptions have also been made:

- That the ratio of reoffences to proven reoffences is the same as the ratio of offences to proven offences.
- That the costs of a crime within a particular category are the same, whether the crime is committed by a first-time offender or a reoffender.
- The detection and enforcement rate (i.e. the ratio of offences to proven offences) is the same for reoffenders as for all offenders, and is the same for Family Support In, Out and Beyond Project beneficiaries as for other reoffenders, although this is tested out in the sensitivity analysis.
- That the project reduces the number of crimes equally (i.e. it is not more likely to reduce some specific crime types than others).

In addition, the costs to the Prison Service outlined in the Home Office's Economic and Social Costs of Crime document are summed across all crimes and all prisons. Since we have the exact costs of keeping someone in HMP Leeds, we will therefore separate out the costs of individuals returning to prison following proven offences, as this has been covered above. Whilst we cannot determine what types of crimes have likely been avoided, the sample of 91 beneficiaries provided by WYCPP does outline the criminal offences they have been previously convicted of. We have used this data to remove any crimes that do not appear in the sample (e.g. murder) from the Pro Bono Economics' analysis, to try and make the results more accurate/relevant to the project beneficiaries.

The full analysis of the reduction in crimes can be found in Tab 2 of Appendix 1. Removing prison costs gives a weighted average cost of a reoffence (excluding homicide, rape, sexual assault, arson and cybercrime, which did not appear in WYCPP's sample) of £120,664 in 2015/16 prices, corresponding to **£154,480 in March 2023 prices** (as determined through the Bank of England's Inflation Calculator). If we assume the Family Support In, Out and Beyond Project had prevented 26 offences, one per beneficiary who has not returned to prison thanks to the Family Support In, Out and Beyond Project, this would result in savings totalling **£4,016,480** for society/victims/agencies/employers.

As outlined above, it is likely that only assessing the cost benefits of preventing just one crime (associated with one return to imprisonment) is underestimating, and undervaluing, the impact of the Family Support In, Out and Beyond Project. The cost saving of £4,016,480 calculated above assumes that each individual who did not reoffend following the support provided would otherwise have been convicted for one crime. But for example, if the Family Support In, Out and Beyond Project prevents a further prison sentence (and at least one more associated crime), this would save a further £4,016,480. In the attached value map, this second figure has been discounted at a rate of 3.5%, in line with guidance in the Treasury Green Book (HM Treasury, 2022).

However, this might well be underestimating the savings in terms of committed crimes. Unlike the Ministry of Justice, WYCCP do not distinguish between those returned to prison for committing further crimes, from those who have been recalled to prison for breaching their licence conditions. Whilst these two groups will incur the same/similar costs for prisons, only 16% of men recalled to prison in the last year because they were facing a further criminal charge (Ministry of Justice Offender Management Statistics, 2023). The remainder, 84%, were recalled due for non-compliance with the supervising offender manager, failure to keep in touch with the supervisor and failing to reside where directed. As such, these individuals may not have committed any further crimes. As such, by assuming that all 42 men who WYCCP found to be back in prison on their regular post-release checks on C-Nomis committed further offences could therefore be undervaluing the Family Support In, Out and Beyond Project's social value.

However, it is difficult to find figures to for the number of people who are in prison after being recalled, to how many are in prison for committing a reoffence. The number of people recalled to prison has risen dramatically following changes introduced by the Offender Rehabilitation Act 2014, which mandated post-custody supervision for all people serving sentences of more than one day. This means that the majority of people serving prison sentences who were sentenced to less than 12 months are now subject to statutory supervision and therefore at risk of recall. The most recent (July 2023) Offender Management Statistics reveal that the number of people recalled to prison jumped 23% to 6,824 in just the first quarter of this year compared to 2022. In the same time period, there were 17,139 first receptions into prison. However, this only measures a prisoner's first movement into custody for a particular set of offences committed, and therefore is only an indication of new prisoners – it does not distinguish between people on remand, those for whom this is their first time in prison and those who have reoffended. However, a 2023 report by the HM Inspectorate of Probation ('A thematic inspection of Offender Management in Custody – post-release') states on average 30% of prisoners are returned to custody. Reducing this to 25% (i.e. removing the 16% recalled but facing a further criminal charge) and applying this to the 42 men WYCCP found to be in prison, mean that we could assume that 10 further crimes were prevented from occurring one year post support, and a further 10 in year 2. We cannot assume this would be the full £154,480 per crime as outlined above, as there would be some costs incurred by criminal justice agencies. For example, an individual's Probation Officer will need to complete the paperwork needed, HMPPS's Public Protection Group (PPG) need to process and make the final decision to authorise recall and police may be called on to re-arrest an individual. There are no estimates in the public domain about the costs relating to recalling an individual. Therefore, as a conservative estimate, we will reduce the cost per crime by 20% - resulting in a per crime value of £123,584. This results in a value of £1,235,840 being added to the value map.

Individuals -

All of the above is focused on the cost savings that could be achieved to prisons, other criminal justice agencies and others (e.g. victims) as a result of a reduction of reoffending amongst project participants. However, there would also be significant benefits to Family Support In, Out and Beyond Project beneficiaries themselves. One limitation of existing estimates, e.g. the economic impact of offences estimated by the Home Office and published

in the Economic and Social Costs of Crime report (Heeks et al., 2018), is that they do not include the impact of offending and sentencing on the wellbeing of those being sentenced. However, there is likely to be substantial benefit for people's wellbeing if they can be spared the emotional trauma of further imprisonment. The inability to place a verified cost saving on this impact, means that this – and others' – analysis of the potential cost savings of interventions are likely to be undervalued. There is also the risk of 'double counting' here too, as an assessment of the improved mental wellbeing of prison leavers is already considered above.

Some organisations have tried to determine the financial cost to imprisoned individuals in other ways. For example, a Social Return on Investment study of Leicestershire Youth Offending Service used a proxy of 'opportunity cost in lost earnings' for the time an individual would have spent in prison, based on individuals working full-time at minimum wage. However, in this project, it would be very unlikely that all beneficiaries not in prison would be working, and even if working, to be working full-time, given the difficulties ex-prisoners face in securing paid employment. As such, the evaluator has determined this proxy value is not robust enough to utilise in this Cost Benefit Analysis.

Family members –

There are also financial costs to family members. If the imprisoned individual provided for the family financially, then there will be a big loss in earnings. In addition, assets, such as the family home, may be seized as they are deemed a proceed of the crime the individual family member committed. On top of losses, there are also the increases in expenses directly linked to the imprisonment. For example, travel for prison visits is often expensive: it costs on average £55 to visit a prison. The cost of supporting the imprisoned person (by sending in allowances etc) can also mount up (all from A Guide to the Emotional Impact of Imprisonment, Prison Advice and Care Trust).

There have been attempts to value the financial impact for families, and the agencies that support families with relatives in prison. The 2007 report 'Poverty and disadvantage among prisoners' families' from the Joseph Rowntree Foundation found the full cost per family over six months, including the cost to agencies and the cost of support provided by family and relatives, was estimated at an average of £5,860. The loss of prisoners' or partners' earnings averaged a further £6,200 over a six- month period. More recent figures (Paying the Price: Project on the Financial Impact on Families of Imprisonment and Release, Families Outside March 2023) outline that:

- Remand is an especially costly and stressful time for families, with £300 per month on average spent providing support, or half their income.
- During sentence, families spent on average £180 a month supporting the person in prison, or a third of the family income, and a day and a half a week of their time.
- When people are released from prison, the costs fall to families, with an average of £300 per month – or half the family income - spent in the first couple of months, before welfare benefit claims are set up.

Using the sentence and release costs, this would mean the cost to families for a family spending 4 months in prison (a short sentence) would be £1,320. For a longer sentence, of

say one year, this cost would rise to £2,760. However, these costs would only be avoided if the Family Support In, Out and Beyond Project prevented a family member's return to prison. However, in the majority of cases, the project has not been working with both prison leavers and their family members, so there is unlikely to be a reduction in reoffending in these cases. The 14 'family men' supported by the project had a reoffending/recall rate of 33%; compared to the expected reoffending rate of 50.6%, this means the Project has likely prevented 2 family men from reoffending, which would directly benefit two families. Taking an average of the costs above, this would mean the Family Support In, Out and Beyond Project has generated a saving of £4,080 for family members by preventing their family member's return to prison (and twice that if the Project prevents two returns to prison). We can add to this the average costs to Social Services and the NHS of £4,810 per family over a six-month period (as outlined in the 2007 Joseph Rowntree Foundation report). Adjusting this for inflation brings the per family cost to £7,578.97, which has been added to the value map.

Otherwise, the impact of offending and sentencing on the wellbeing of family members does not feature in e.g. the Home Office's analysis (Heeks et al) of the cost of crime, and therefore does not have an easily accessible financial proxy. There is also the risk of 'double counting' here too, as an assessment of the wider value of working with family members (e.g. improved health and wellbeing, improved finances, improved relationships) are already considered above.

Benefits of volunteering:

The HACT's Social Values Bank gives a wellbeing value of £3,772 for every person who volunteers at least once per month for at least two months. This has been applied to the 27 individuals who volunteered with this. It is assumed this value is one off and not repeated year on year, however long a volunteer offers their time for.

Cost Benefit calculation

The previous section suggested financial proxies to value the sort of change that was found to occur. However, external factors will sometimes have exerted influence in relation to identified outcomes. All associated impact could not then be claimed to have occurred as a direct result of the Family Support In, Out and Beyond Project. Deadweight, displacement and attribution are the three factors that need to be considered during a Cost Benefit Analysis process in order to calculate the actual impact of the Family Support In, Out and Beyond Project.

Deadweight is a measure of the amount of outcome that would have happened even if the activity had not taken place. It is calculated as a percentage. For example, if an evaluation of a regeneration programme found that there has been a 7% increase in economic activity in the area since the programme began, but the national economy grew by 5% during this time, only 2% of the increase seen would be down to the regeneration programme. The 'perfect' way to determine deadweight is to have a control group, which are affected by the same issues as beneficiaries, but who do not receive support. However, this is not a realistic or ethical approach for most charities. Therefore, deadweight will always be an estimate. For 'hard to reach' groups, deadweight is likely to be lower than for other groups. For example, the likelihood of someone who has been long-term homeless moving into employment without

support is low; the likelihood is that much, if not all, of the change is due to the support received.

In this project, beneficiaries who contributed to this evaluation believed it was unlikely that the identified changes would have occurred if the Family Support In, Out and Beyond Project (run by WYCCP and Jigsaw) had not existed. However, this cannot be assured, and it is reasonable to assume that a proportion of beneficiaries would ultimately have achieved at least some of the outcomes on their own. We know the local reoffending rate, so we have been able to estimate how many instances of reoffending can be ascribed reliably to the project's interventions. Therefore, we have not included a deadweight figure for these reoffending related outcomes. However, we have applied a 10% deadweight for the other outcomes in the project, in recognition to the fact that the project's beneficiaries (many of whom have entrenched issues and long histories of chaotic lives and contact with the criminal justice system) would have resolved their often-complex issues without the Project's support.

For the volunteers, deadweight was estimated quite high at 25%, as it could be expected that many would have developed their skills and confidence in other ways.

Attribution is an assessment of how much of the outcome was caused by the contribution of other organisations or people. In the interviews undertaken as part of the evaluation, beneficiaries made it clear that there were very few services available, and those that are do not make the difference the Family Support In, Out and Beyond Project does:

"I've worked with a few organisations while I've been out [CJL, St. Giles, Activate Hope were mentioned], but there's no organisation what's helped me like WYCCP".

Ex-prisoner, one-to-one interview

"If you have a problem, want accommodation, we can do that, so this is why I can say WYCCP particularly, they did help me better than others [organisations], which [I have used] previously".

Ex-prisoner, one-to-one interview

"St Giles didn't really help me. Because I remember, I wrote to the chief exec about it. Because it was, yeah, it was very, it wasn't very tailored, it was very generic, which doesn't help you at all".

Ex-prisoner, one-to-one interview

However, it is possible that support from other services or individuals (especially for those beneficiaries who chose not to take part in the evaluation's focus groups and interviews) may have affected and augmented beneficiaries' progression. As such, the evaluator has applied an attribution of 20% for all beneficiary related outcomes.

For the volunteers, attribution was estimated quite high at 25%, as it is again possible that the volunteers in the project were also volunteering or developing their skills elsewhere (which is added to the deadweight figure of 25%).

Displacement is an assessment of how much of the outcome displaced other outcomes. To give an example, an evaluation of a state-funded street lighting programme in one borough

found a reduction in crime; however, the neighbouring borough reported an increase in crime during the same period. Therefore, it is possible that the reduced crime was simply displaced. Displacement does not apply for every CBA, but it is important to be aware of the possibility. For the outcomes related to Family Support In, Out and Beyond Project, no displacement was considered to have occurred.

To determine the social value generated by the Family Support In, Out and Beyond Project we then multiplied the financial proxies by the quantity of the outcome to give a total value. From this total the percentages for deadweight, attribution and displacement are deducted. This gave an overall total of £3,799,205.

We now have a financial value of the Family Support In, Out and Beyond Project's inputs (£704,246) and the financial value of the social value generated by the project. This results in two numbers – and there are several different ways of reporting on the relationship between these numbers. We can now calculate the initial Return on Investment ratio, by dividing the discounted value of benefits by the total investment. This finds the Family Support In, Out and Beyond Project has generated **£12.84** of value for every £1 invested in the project (a social return ratio of 12.84:1). This demonstrates that the Family Support In, Out and Beyond Project has generated positive returns. From this total value, 3.6% of the benefits were for beneficiaries, 4.5% for HMP Leeds, 91.3% for other agencies/victims and 0.6% for volunteers.

Sensitivity Analysis

In calculating the return-on-investment figure, it has been necessary to make certain assumptions or to use data which is not subject to universal agreement. To assess how much influence this has had on the final value that has been calculated a sensitivity analysis should be carried out.

It is useful as part of this sensitivity analysis to consider alternative scenarios to develop an understanding of relative influence:

Scenario 1: it is more likely change would have happened without the Family Support In, Out and Beyond Project, or as a result of other services. Increasing attribution to 30% for beneficiary outcome measures would provide a ROI of £11.25 for every £1 invested. Attribution and deadweight would need to be more than 90% for the ROI to fall below 1:1. This is a significant increase, lending support to the analysis and impact of the Family Support In, Out and Beyond Project.

Scenario 2: It is recognised that deadweight for 'hard to reach' groups, of which prison leavers belong, is likely to be lower than for other groups. Reducing deadweight to 5% for all outcomes (except those applying to the volunteers) increases the ROI to 12.87:1 (£12.87 for every £1 invested).

Scenario 3: Data and evidence is old, incomplete or which factor in high levels of uncertainty around the assumptions. There are a number of points in the analysis where this might be the case. For example:

- We do not know the exact length of time beneficiaries spent in custody, and so this was estimated. Reducing the prison costs by 25% to remove possible over-inflation decreases the cost benefit ratio to 12.70 to 1.
- It has been assumed that the proportion of crimes that are proven is the same as the proportion of reoffences that are proven. However, it may be that reoffences are more likely to be proven because they are committed by individuals known to the Criminal Justice System agencies. This would have the effect of significantly inflating the per crime costs, as these factor in the costs of unproven crimes. It is unlikely that there is a 100% detection rate for those who reoffend. In 2018/19 (i.e. the same timeframe as this report), the police only charged/summoned a suspect in 5.7% of recorded crimes (Home Office Crime outcomes in England and Wales 2022 to 2023). This was often because a suspect was not identified (39.3%) or due to “evidential difficulties” e.g. where the victim did not want further action to be taken. So, it remains likely that for every proven crime there would be an unspecified or unknown number of unproven crimes. However, to try and account for a higher detection/prosecution rate, and the uncertainty around the number of unproven crimes, a 50% reduction was applied to the crime costs; this reduces the cost benefits to £6.98 per pound invested.
- This analysis separates out the costs of the prison places from the Home Office data, given we had the exact costs of imprisonment in HMP Leeds. However, removing the separate analysis of the costs to prisons, and just utilising the Home Office’s estimates reduces the return on investment to £12.45 per pound invested in the Family Support In, Out and Beyond Project.
- Some of the crimes committed by the project’s cohort e.g. Intent to Supply, driving offences and Public Order Offences are not included in the Home Office’s cost of crime analysis. Some of these crimes may not create the same level of costs e.g. for victims as, say, a violent crime. As such, it may be that the costs used are an over-estimate. Reducing the crime costs by 25% to allow for this reduces the cost benefit ratio to £9.91 per pound invested in the project.
- Given that the sample of beneficiaries provided had, on average, 17 previous convictions (even after removing the outliers) it is possible that the project could be reducing multiple incidents of reoffending. Increasing the number of reoffences prevented to three per person post support, this would add a further £3,912,873 to the value map (taking the year two value, and including a 3.5% discount rate, in line with guidance in the Treasury Green Book). This would increase the ROI to £18.40 for every £1 invested.
- We were not able to accurately determine the number of beneficiaries who experienced improved housing outcomes or improved relationships, due to limitations in the outcome data collected. As a result, these are likely under-estimates of the value created. For example, positive housing outcomes were seen in 75% of the 12 case studies/transcripts reviewed; assuming that 25% of the overall 159 beneficiaries also experienced positive outcomes, this would result in £459,484 in value. Similarly, 25% of the 12 case studies/transcripts reviewed experienced improvements in relationships. Assuming this could be scaled up to all 48 beneficiaries who received support specifically related to family members (i.e. 14 ex-prisoners and 34 family members supported), this would result in a total of £2,880 in value. Adding these to the impact map increases the ROI to £12.84 for every £1 invested.
- We have assumed that people choosing to engage in the project have the same mindset as other people released from prison who do not engage. However, there may

be differences in mindset and outlook, which would result in a lower chance of reoffending with or without the support of the Family Support In, Out and Beyond Project. Reducing the prison costs and crime costs by 25% to allow for this would reduce the return on investment to £9.77: £1.

Scenario 4: Optimism bias. This CBA was conducted by an evaluator independent of the Family Support In, Out and Beyond Project, using evidence from trusted sources. However, there is a possibility of over-optimism, especially where data and evidence is old or incomplete. Including a further discount of 5% to the values to correct for any optimism bias leads to an ROI of £12.20 for every £1 invested in the project.

Applying various alternative scenarios still provides an SROI of between **£6.98** and **£18.40** for every £1 invested in the Family Support In, Out and Beyond Project.

Verification of results

To verify the results of our evaluation and Cost Benefit Analysis we discussed the results with WYCPP and Jigsaw staff. Staff agreed with the impact and valuation outlined in this report. This gave us confidence that our CBA report is both accurate and credible.

CBA Appendix 1: Impact Map

Please see attached spreadsheet.

CBA Appendix 2: CBA Definitions

Attribution: An assessment of how much of the outcome was caused by the contribution of other organisations or people.

Deadweight: A measure of the amount of outcome that would have happened even if the activity had not taken place.

Displacement: An assessment of how much of the outcome has displaced other outcomes.

Financial proxy: An approximation of value where an exact financial measure is impossible to obtain.

Impact: The difference between the outcomes for participants, taking into account what would have happened anyway, the contribution of others and the length of time the outcomes last.

Impact map: A table that captures how an activity makes a difference. It conceptualises how resources are utilised to provide activities that then lead to particular outcomes for different stakeholders.

Inputs: The contributions made by each stakeholder that are necessary for the activity to happen.

Materiality: Information is material if its omission has the potential to affect the readers' or stakeholders' decisions.



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