



# **Options Appraisal & Recommendation**

Commissioning of Voluntary  
Throughcare and Mentoring  
Services

September 2023

# Contents

## **01 Executive Summary**

## **02 Introduction**

## **03 Definition of Throughcare**

## **04 Context**

## **05 Approach**

## **06 Project Parameters and Constraints**

## **07 Dependencies**

## **08 Key Aspects of Future Delivery**

## **09 Options for Consideration**

Option 1 – Updated PSP Delivery

Option 2 – National Throughcare Service

Option 3 – Expanded National Throughcare Service

Option 4 - Coordinator Service

Option 5 – National Through Service Providing Maximum Coverage

## **10 Conclusion**

## **11 Appendices**

Appendix 1 – Spending Objectives

Appendix 2 – Business Needs

Appendix 3 – Options Rejected at Longlist

Appendix 4 – Detailed Analysis of Option 1

Appendix 5 – Detailed Analysis of Option 2

Appendix 6 – Detailed Analysis of Option 3

Appendix 7 – Detailed Analysis of Option 4

# Executive Summary

- Current provision of throughcare services has demonstrated the effectiveness of providing intensive support to people leaving prison as a means of facilitating resettlement and reintegration and the partnership approach to services has been shown to be an effective and collaborative method of delivery. There is, however, a lack of strategic coordination in the current approach, variability in service offer and eligibility, and resources are not allocated in line with the latest needs and demographic evidence. Specialist provision for men, women and young people recognises the needs of these groups of people, however there is no in-year or year to year flexibility to respond to a shift in demand. This means that substantial changes to structures and delivery are warranted to improve outcomes and increase efficiency for future delivery of throughcare services.
- This options appraisal has utilised the [HM Treasury's Green Book Methodology](#) and has been conducted with a number of key parameters and constraints agreed by the Scottish Government (SG) and Community Justice Scotland (CJS), and others endorsed by stakeholders. These include that any new service must be nationally accessible, equitable in scope, and be delivered by the voluntary sector.
- The appraisal is underpinned by an array of research undertaken by CJS – including academic and practice literature and speaking with people who have lived experience of leaving prison – and recommendations are in line with research findings.
- Key objectives set for the commissioning of voluntary throughcare activity include the need to increase the number of people accessing services, improve outcomes for people accessing the services and allow for the strategic and flexible use of resources to support current and emerging policy priorities. Extending throughcare support to men on remand, who do not currently receive support, has been prioritised in line with current SG policy priorities and the scope for the CJS review initially set in Spring 2022.
- The current grant allocation of £3,800,000 poses some challenges for the future delivery of throughcare services. The need to maximise the effect of this money in the current challenging financial climate has resulted in a number of potential options being rejected. It also poses challenges to the future sustainability of any service, given the continuing effects of inflation, and makes a substantial expansion of throughcare services to men on remand challenging without additional resource.
- This options appraisal has, however, identified a number of viable options to update provision and allow for a limited expansion of support to people leaving prison following a short sentence or a period on remand within the current grant allocation, which we believe would also lead to improved outcomes for people accessing those services (Options 1 and 2). We have also identified several options that would lead to a marked expansion in the quality of future services and increase the number of people accessing them if additional money can be secured (Options 3, 4 and 5).

- These are:
  - [Option 1 – Updated Public Social Partnership \(PSP\) delivery.](#)
  - [Option 2 – A new National Throughcare Service.](#)
  - [Option 3 – An expanded National Throughcare Service.](#)
  - [Option 4 – An additional prison based throughcare coordinator service](#) (which could be bolted onto any of the other options).
  - [Option 5 – A new National Throughcare Service providing maximum coverage.](#)
- All of the options will require considerable resource from SG, CJS and the voluntary sector and other stakeholders to develop and implement, however we believe that all are viable and would improve the quality and quantity of provision.
- Having assessed the strengths and weaknesses of each of the options and costed each option so far as we are able, we believe that, on balance, Option 3 represents the best possible value for money, supporting a significant improvement in quality of provision and expansion of coverage in line with Scottish Government priorities at limited additional cost. We would therefore recommend that the Scottish Government consider adopting Option 3 as the basis for commissioning future voluntary throughcare activity.
- If no additional funding can be secured then Option 2 would be the most appropriate alternative set of arrangements.

# Introduction

Since 2012 voluntary throughcare services funded by this Scottish Government budget have been delivered by a range of Public Social Partnerships (PSPs). Currently these are: Shine<sup>1</sup>, New Routes<sup>2</sup> and Moving On<sup>3</sup>.

Community Justice Scotland have been undertaking a review of the current provision of commissioned voluntary sector throughcare and mentoring services, on behalf of the Scottish Government, with the purpose of generating potential options for the future delivery of commissioned throughcare services.

Substantial research was undertaken as part of this review, and underpins the options appraisal and recommendation. The research is the evidence base for the design and development of the voluntary throughcare and mentoring services and is grounded in a Strategic Needs and Strengths Assessment (SNSA) approach. The research aims to answer the following high level questions:

- a) What do we know about the current voluntary throughcare and mentoring services? (this includes how they're delivered, who accesses them, how do people access them, what are the strengths, challenges and opportunities for improvement in current service delivery)
- b) What do people need to help them re-integrate into the community following release from prison?
- c) How best can services support people with re-integration? This includes the design, access, nature of support (addressing 'need') and form of support (*how best to do this work*)

It incorporates a literature review on resettlement and reintegration, engaging with professional stakeholders about their experiences and ideas for future service design and speaking with people who have lived experience of release from prison or throughcare services. Analysis of demographics for those eligible for support and developing an understanding of the processes involved in pre-release planning and release as well and scale of services available helped build a picture of the needs for people eligible for this type of post-liberation support; and identified ways of supporting people to reintegrate following release.

This paper sets out the conclusions of the options appraisal process for commissioned voluntary sector throughcare services. It details the methodology used, key steps in the process, such as the spending objectives that have been determined and the business

---

<sup>1</sup> Delivering throughcare services to women on remand or leaving a short-term prison sentence and supporting women on Community Payback Orders (CPOs) and Drug Testing and Treatment Orders (DTTOs).

<sup>2</sup> Delivering throughcare services to men leaving a short-term sentence.

<sup>3</sup> Delivering throughcare services to young people leaving HMP YOI Polmont from a short-term sentence or remand and returning to the Highlands and West of Scotland.

needs to ensure improvements are made under any future service. It concludes with the options that have been identified as viable and our recommendation for the future commissioning of voluntary throughcare services.

## Definition of Throughcare

Throughcare is a term that can mean different things across a range of different policy areas, such as health, social care, and the children's care system. Even in a justice context, throughcare can relate to a number of different but related concepts or practices, with academic literature centring on theories of reintegration, resettlement, rehabilitation and desistance to explain the importance of prison and community based approaches to supporting people leaving prison.<sup>4</sup>

THROUGH-CARE IS THE SUPPORT PEOPLE RECEIVE IN PRISON, AND ONCE THEY LEAVE, TO HELP THEM (RE)SETTLE INTO THE COMMUNITY. THIS SUPPORT VARIES DEPENDING ON THE INDIVIDUAL NEEDS. IT CAN INCLUDE FINDING A HOME, PROVIDING OPPORTUNITIES FOR WORK AND IMPROVED HEALTH AND WELLBEING OR MENTORING.

THROUGH-CARE HELPS INDIVIDUALS DEVELOP CONFIDENCE AND SOCIAL TIES, SO THEY CAN BUILD BETTER LIVES FOR THEMSELVES, THEIR FAMILY AND THEIR COMMUNITY.

*CJS working definition of throughcare*

The project has adopted the working definition of throughcare opposite for the purposes of this options appraisal.

This definition was shared with stakeholders at the IRISS workshop events in Summer and Autumn 2022 and was received positively as working definition that captured the essence of throughcare support.<sup>5</sup>

---

<sup>4</sup> CJS will be publishing a review and summary of academic literature on throughcare as part of its Voluntary Throughcare Commissioning work to support the development of throughcare practice and policy.

<sup>5</sup> <https://communityjustice.scot/wp-content/uploads/2022/12/The-future-of-voluntary-throughcare-roundtable-workshops-reportv1.pdf>



# Context

The context for the delivery of voluntary throughcare services is one of challenge and some uncertainty, posing both risks and opportunities for the future delivery of commissioned voluntary throughcare activity.

In the last decade, the overall number of short custodial sentences imposed by the courts has been reducing in Scotland across all cohorts of people. However, this has not been a uniform decrease (e.g. increasing numbers of sentences of between 12-18 months and 18-24 months for men)<sup>6</sup> and short prison sentences still represent the vast majority of all custodial sentences imposed by courts, with sentences of under a year representing around 75% of all custodial sentences.<sup>7</sup>

While levels of crime are near to the lowest recorded levels since 1974,<sup>8</sup> recent statistics suggest that crime has risen across many crime types in recent years, including non-sexual crimes of violence and sexual offence crime types. Longer term trends, however, remain unclear and it is not yet apparent how the ongoing impact of the pandemic will (or will not) affect crime rates in future.

The prison population has, however, been rising in recent months and modelling from the Scottish Government indicates that this is expected to increase towards historic highs in the coming year if current trends remain unchanged. This continues an upward trajectory that was briefly interrupted by changes to policy and offending behaviour during the pandemic, and which has remained unchecked despite recent legislative developments such as the introduction of the Management of Offenders (Scotland) Act 2018 and the Presumption Against Short Periods of Imprisonment (Scotland) Order 2019. As of 15<sup>th</sup> September 2023, the total prison population for Scotland was 7893.<sup>9</sup>

Alongside rising prison numbers, the proportion of the prison population who are people on remand has increased markedly in recent years. This was especially the case during the COVID pandemic when it rose to a high of 30%<sup>10</sup> and it has remained high since despite recent legislative changes, dedicated funding from Scottish Government for local areas to provide supported bail service in recent years and a recent update of bail supervision guidance.<sup>11</sup> As of 15<sup>th</sup> September 2023, 27% of people in prison were either untried or awaiting sentence, with 24% of the total prison population being people awaiting trial. Men on remand represented 23% of the total prison population.

On average, excluding figures from during the pandemic, 8521 people leave prison every year following a short sentence and 7520 people leave prison after a period on remand. Dedicated throughcare support provided to those people is currently limited to that provided by local justice social work services, the commissioned voluntary sector PSPs, and other voluntary sector support services.

---

<sup>6</sup> See CJS Demographics Paper

<sup>7</sup> <https://www.gov.scot/publications/criminal-proceedings-scotland-2020-21/pages/13/>

<sup>8</sup> <https://www.gov.scot/publications/recorded-crime-scotland-year-ending-june-2023/>

<sup>9</sup> <https://www.sps.gov.uk/Corporate/Information/SPSPopulation.aspx>

<sup>10</sup> Vision for Justice - <https://www.gov.scot/publications/vision-justice-scotland/>

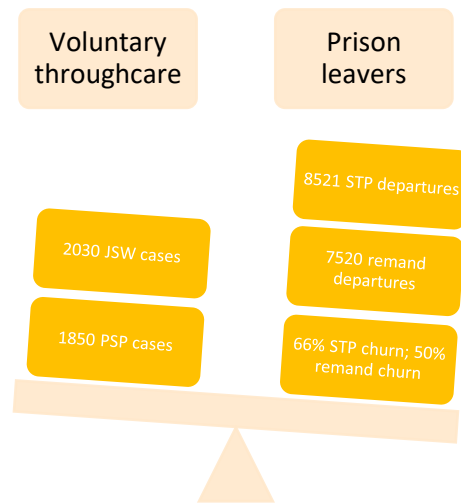
<sup>11</sup> <https://www.gov.scot/publications/bail-supervision-national-guidance/>

In recent years the amount of voluntary support provided by local JSW to people leaving prison has been decreasing, with an average number of 2030 cases per year.<sup>12</sup> In 2022/23, the most recent year for which data is available from the PSPs, around 1850 people were referred to commissioned

voluntary sector services.<sup>13</sup>

Figures for those people who are supported by other voluntary sector services on release are not collected centrally and given the variety of practice and the number and geographic spread of organisations, we are not able to estimate the total of number of people receiving this support. This notwithstanding, it is clear that the majority of people who could be accessing voluntary throughcare support are not doing so at

present. This may be due to a range of factors, such as difficulties for services in accessing and communicating with people in prison or people’s own personal characteristics or feelings towards the support they are offered, but it is clear that current capacity is also insufficient to provide a service to all those who might need it.



Academic literature is clear that all people leaving prison may require support for resettlement and reintegration following a period in prison, due to the adverse effects of time spent in prison and the challenges posed by returning to community after a short custodial sentence. This need for support is reinforced by the current “churn” in the short term and remand population: figures provided by Justice Analytical Services (JAS) indicate that around two thirds of all people leaving prison re-enter custody within a year of their release.<sup>14</sup> This figure is around 50% for people leaving prison after a period of remand. Academic literature is clear that one primary driver for people’s offending behaviour is unmet need relating to a range of issues such as health, housing and employment – needs that could be met through throughcare support.

Recent roundtable discussions hosted by the Cabinet Secretary for Justice and Home Affairs and the Scottish Government have further highlighted the gaps in support for people on remand as they leave prison. At present there is no consistent support provided to people leaving remand and the largest cohort of people on remand, i.e. men, are not eligible for a service under current PSP provision, a fact compounded by the lack of services or opportunities for people on remand while they are held in prison. There is therefore a clear gap in current provision between the need for support and the number of people accessing throughcare services.

<sup>12</sup> Most recent figures from during the pandemic indicate 1800 cases of voluntary support for people leaving prison were commenced during 2021/22 - <https://www.gov.scot/publications/justice-social-work-statistics-scotland-2021-22/pages/10/>

<sup>13</sup> Attrition figures provided by PSPs indicate, however, that a significant number of those people do not continue support for the full length of potential service engagement and may not even engage with the service through to their release from prison.

<sup>14</sup> See supplementary ad hoc paper from JAS provided alongside CJS Demographics paper.



The recommissioning of voluntary throughcare support is therefore a key opportunity to expand throughcare support to those who need it but are not currently receiving it. Successfully doing so will help to improve outcomes for those accessing services, support reintegration and, over the longer-term, desistance, thus reducing the likelihood of reoffending and ultimately reduce the chance of their re-entering prison, contributing to a reduction in the number of people in prison.

This work comes at an opportune time, with a range of emerging policy developments into which commissioned voluntary sector throughcare services could be integrated into or used to support the implementation of.

The recently passed Bail and Release from Custody (Scotland) Act will reform bail decision making processes, introduce a duty to engage in pre-release planning for people leaving prison and will establish new national throughcare standards that will establish a national minimum standard for JSW throughcare delivery. Likewise the National Strategy for Community Justice, the Delivery Plan for the strategy, and work being planned under *Transformation Change Programme 2 – Shifting the Balance from Custody to Community* will provide opportunities to address some of the key challenges outlined above. Effective commissioned voluntary throughcare services with the capacity to expand current delivery could be a key component in helping to achieve those aims and the commitments in the Programme for Government 2023/24 to deliver effective rehabilitation and to limit the negative effects of short term imprisonment and remand.

## Approach

This options appraisal has been conducted using the HM Treasury Green book methodology.<sup>15</sup> This process helps to ensure an objective consideration of potential options by reference to a range of relevant criteria and available evidence. The methodology is flexible and is intended to be adapted and used proportionately in accordance with the demands and scale of the project being considered.

---

<sup>15</sup> <https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government>



Figure 1 HM Treasury's Green Book process

Figure 2 HM Treasury's Green Book process

and benefits. The result is a range of options for future service delivery (including a recommendation by CJS for future delivery) that can be used by the Scottish Government to inform a final decision on the future of commissioned voluntary sector throughcare provision.

The process began by establishing key **Spending Objectives** for the project and developing an understanding of what improvements or changes are required to realise those objectives (the project's **Business Needs**). These can be found in [Appendix 1](#) and [Appendix 2](#).

A longlist of options was then established by generating potential options against the five key elements of any potential policy intervention: Scope, Solution, Delivery, Implementation and Funding. The viability of these potential options was assessed by considering a range of relevant factors, such how well they fit the spending objectives, their feasibility, cost, and potential equalities considerations. Options which did not meet key criteria or which cannot be supported by sufficient evidence were not progressed and those deemed viable were used to generate a shortlist of potential options. A full list of rejected options and the reasons for their rejection can be found in [Appendix 3](#).

Shortlist options were then considered further in terms of their potential costs

## Project Parameters and Constraints

The following key project parameters and constraints have been identified in the Options Appraisal process:

- Eligibility:
  - People leaving prison following a short prison sentence (up to 4 years) or a period of remand.<sup>16</sup>
  - People serving long term sentences of 4 years and above are excluded from the service scope
  - People in receipt of support or supervision by Justice Social Work (JSW) as a result of statutory orders are excluded from the service scope.
  - No exclusions by type of index offence have been placed on eligibility<sup>17</sup>.
- Equity: any throughcare service must be accessible equitably across all of Scotland and should be available to all prison leavers (in line with eligibility criteria).
- Budget: the expectation is that any future service or services will be delivered within the current £3,800,000 funding allocation. The Scottish Government (SG) indicated openness to consider options that require additional funding if these were to provide significant additional value.
- Additional budgetary constraints include:
  - Inflation – the value of money in real terms is likely to drop at least in the short term due to ongoing high levels of inflation.
  - Bute House Agreement – under the terms of the [Bute House Agreement](#)<sup>18</sup>, which have now taken effect, all grant recipients must pay the real living wage to employees.
  - The SG have indicated that, in line with a recent change introduced to central Scottish Government finance practice, all grant funding must now be paid in arrears, rather than the current practice of payments in advance. While exceptions to this may be possible, the current expectation is that any future service or services will be subject to this process.
- Timescale: The expected “Go Live” date for new service is 1<sup>st</sup> April 2025, subject to confirmation of extended delivery by existing providers.
- Funding period: The Scottish Government are currently only awarding funding on a yearly basis, given the restrictions of the SG’s annual budget cycle. SG have, however, stated that they are open to exploring alternative approaches to give an indication of longer term funding arrangements – for example, through indicative letters setting out future funding plans or defined review periods – although any such arrangement will have to be clearly caveated.
- Grant funding: The funding must be paid in the form of a grant and will therefore be subject to relevant public finance legislation and Scottish Government grant award processes.
- The funding can only be used to commission voluntary sector organisations.

---

<sup>16</sup> A short prison sentence is defined as any sentence less than 4 years in length.

<sup>17</sup> Whilst there are no exclusions by index offence type, providers would be expected to use appropriate assessment processes to assess whether they are able to offer a service to an individual / any measures that need to be taken to offer a service to specific individuals.

<sup>18</sup> SNP-Scottish Greens power-sharing agreement agreed in August 2021

# Dependencies

The following dependencies have been identified for the future commissioning of throughcare services:

## Prison based processes and services

- Throughcare services will require continued access to prison estate to conduct work in advance of a person's liberation.
- Awareness raising and information- Prison establishments and prison officers are key to making people in prison aware of throughcare services and providing information on how to access them.
- Referrals/encouragement to participate - where establishments have dedicated pre-release planning processes for people, these need to be aware of throughcare services and capable of directing people towards throughcare services at an early stage. Throughcare services will need to be integrated into any new pre-release planning processes developed following the introduction of the Bail and Release from Custody (Scotland) Act 2023.
- Any new service will require access to information on the prison based records system (PR2).

## Local support services

- Delivery of throughcare locally requires the existence of local support services, both specialist and "universal" to address the needs of people leaving prison.
- Access to services and effective pathways are key to delivering aspects of throughcare.
- Local community justice processes are also a key dependency - services will need to be able to engage with local coordination of community justice activity.



## Third sector

- Delivery requires sustainable and sufficiently resourced third sector, both to bid for the grant and to support delivery locally in partnership or through referrals to follow on or specialist services as required.
- Workforce numbers - third sector providers will need to be able to recruit or redeploy sufficient numbers of staff to run the service.

## Infrastructure for grant management

- Successful implementation of service will require adequate infrastructure for monitoring, evaluation, contract management and links to national policy and funding processes.

## Justice Social Work Services

- Those leaving prison are able to request justice social work assistance - coordination and collaboration with JSW services will therefore be important.
- Prison-based social work may also be a key interface for any future service. The future implementation of any recommendations emerging from the recently announce joint thematic review of prison-based social work may also affect any future service.
- Court processes - the delivery partner in court processes, currently GEOAmev, is key in considering delivering services to those released direct from court.

# Key Aspects of Future Delivery

Through the primary research<sup>19</sup>, literature review and discussions in the longlisting and shortlisting process, CJS have identified a number of key aspects that should be central to any future voluntary throughcare service:

- **Expansion of support to men on remand** has been identified as a key aspect of any future service scope and a key ambition of the project. Research shows that the challenges and impact of serving time on remand is similar to a short-term prison sentence<sup>20</sup>. The policy context is also clear that the service should be extended to men on remand, as COVID backlog and a consistently high percentage of the prison population relating to remand means more people on remand and are there for longer

Providing support for men on remand also increases opportunities for prevention – both secondary and tertiary. It could stop cases resulting in a prison sentence

by providing support when needed (e.g. for those on bail who could be considered for a community sentence as a result of their engagement with support services), could mitigate negative effects of remand (making re-offending less likely) and would also allow for earlier engagement with those who go on to receive a short prison sentence.

- Services must be **person-centred and needs led**, with support focused on health, mental health, addictions, employability, personal finances and benefits, and accommodation. Papers produced by New Routes and Shine, current PSPs, list common needs identified by most participants in their programme, including finance, employment, mental health and accommodation, as well as many participants also requiring support with substance use, education and training, relationships and physical health.<sup>21,22</sup> These findings resonate with other national and international research, with findings suggesting these needs as being the

---

<sup>19</sup> Research conducted by Progressive with people who have lived experience, professional stakeholders and professional stakeholder events facilitated by IRISS

<sup>20</sup> [The Scandal of Remand in Scotland: A Report by Howard League Scotland – May 2021 | Howard League Scotland](#)

<sup>21</sup> Fraser of Allander Institute (2022). Rehabilitating Scotland: Exploring the impact of mentoring-based throughcare. Source: [Rehabilitating Scotland: Exploring the Impact of Mentoring-based Throughcare \(strath.ac.uk\)](#)

<sup>22</sup> Shine (2023). Impact Assessment of Shine Women's Mentoring Service. Source: [SHINE REPORT\\_FINAL \(WEB ONLY\) May23.pdf \(shinementoring.org\)](#)

most important to resolve.<sup>23,24</sup> CJS' own primary research specifically exploring needs approaching, upon and post-release also endorse these findings.<sup>25</sup>

- Service design and delivery must be **trauma informed**.
- There must be **multiple points of access** to the service, including self-referral following release when people are in the community.
- Support in the weeks **preceding and in the six months following release** is most important; and support for people needs to flex over time.<sup>26</sup> European research proposes that some people may always require some kind of support from the system to become independent.<sup>27</sup>
- **Direct contact, preferably in person**, is the most effective way of engaging people in throughcare services – as such, an effective physical presence in every prison should continue to be a key aspect of future delivery.
- Engagement with the person **from earliest possible point and repeated engagement** over time prior to release was

---

<sup>23</sup> Scottish Government (2022). Prison population: substance use and wider support needs. Source: [Prison population: substance use and wider support needs - gov.scot \(www.gov.scot\)](https://www.gov.scot/resources/documents/2022/06/Prison-population-substance-use-and-wider-support-needs.pdf)

<sup>24</sup> Reid Howie Associates (2017). Evaluation of the SPS Throughcare Support Service. Source: [Evaluation of SPS Throughcare](#)

<sup>25</sup> [Commissioning of voluntary throughcare and mentoring services: Research findings - Community Justice Scotland](#)

<sup>26</sup> Glaser, D. (1969); Rosenfeld, R., Wallman, J. & Fornango, R. (2005) within, Durnescu, I. (2019). Pains of Reentry Revisited, Ioan). Source: (PDF) Pains of Reentry Revisited (researchgate.net and United Nations Office on Drugs and

identified as being key in maximising uptake and for supporting pre-release planning. This is backed up by research which suggests that pre-release planning and engagement, and 'through-the-gate' support is good practice for successful resettlement.<sup>28</sup>

- Support based on **establishing positive relationships** between workers and people in prison is essential to effective throughcare delivery and must be a key aspect of future delivery. Research shows that key principles of resettlement relate to practitioner relationship with the individual and the need for them to care about and be committed to them, to be able to access a wide network of community resources, and, where applicable, to balance the management and monitoring components of their role with support for resettlement.<sup>29</sup>
- **Digital/remote contact options** should be made available as standard, particularly where they can improve service capacity and efficiency and not compromise relationship development.

Crime (UNODC) (2018). Introductory Handbook on The Prevention of Recidivism and the Social Reintegration of Offenders. Source: 18-02303\_ebook.pdf (unodc.org)

<sup>27</sup> Rehabilitation: Sage Publications. 181 Larsen, B.K., Hean, S. and Ødegård, A. (2019). A conceptual model on reintegration after prison in Norway. Source: A conceptual model on reintegration after prison in Norway | Emerald Insight

<sup>28</sup> Cracknell, M. (2023). Effective practice in resettlement. Source: [Academic Insights 2023/01 - Effective practice in Resettlement \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/academic-insights/2023/01-effective-practice-in-resettlement/)

<sup>29</sup> Cracknell, M. (2023). Effective practice in resettlement. Source: [Academic Insights 2023/01 - Effective practice in Resettlement \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/academic-insights/2023/01-effective-practice-in-resettlement/)



- Clear approaches (including policies and procedures) to respond to and **accommodate the needs of people's protected characteristics**.
- Where appropriate, links and referrals to **external family and friend** support services to facilitate reintegration should be a key aspect of support offered. Research suggests the importance of strong relationships in relation to increased desistance, lower drug and alcohol use, and increased likelihood of finding employment post-release.<sup>30</sup> Where a person in prison has children, consideration should be given to the duties established by the [United Nations Convention on the Rights of the Child](#).

---

<sup>30</sup> Visher, C., Knight, C., Chalfin, A. and Roman, J. (2009). The Impact of marital and relationship status on social outcomes for returning prisoners. Source: [The Impact](#)

# Options for Consideration

Following a careful consideration of the options, we have identified 5 shortlist options for how commissioned voluntary throughcare services could be arranged and delivered for consideration by the Scottish Government.

In line with the Green Book methodology, this includes: a 'Do Minimum' option setting out the minimum change required to meet the spending objectives and satisfy the Business Needs outlined above (Option 1); a number of options that represent substantial change from current delivery or additions to current structures (Options 2, 3 and 4); and a significantly expanded option to show what expanded delivery might look like at considerable additional cost (Option 5).

CJS consider each of the options outlined below to be viable options that would improve outcomes for people accessing the services and would increase the number of people accessing throughcare support on release from prison following a short prison sentence or a period on remand.

Each option has been set out in relation to how it would approach the 5 key elements of any policy intervention:

**Scope** - what is the coverage of the service to be delivered, defined by one or several parameters including geographic, demographic, quality, time limits and any other relevant factors.

**Solution** – how the scoped outcomes preferred can be delivered, considering available technologies and best practice.

**Delivery** – who in organisational terms is best placed to deliver the scope, and choices preferred.

**Implementation** - how the proposal is to be delivered, E.g. pilot followed by ramping up, a phased implementation, or a 'hard stop' approach.

**Funding** - an indicative cost estimate in light of the preferences for scope, solution, delivery and implementation, and how will it be funded.

Each option has also been assessed in terms of its potential strengths, weaknesses, costs and benefits to support a final decision by the Scottish Government. The sections below contain a summary analysis of the options. A detailed consideration of the strengths, weaknesses and costs for each option can be found in Appendices 3-7 at the end of this document.

We have also made a recommendation as to the option which we consider to deliver the best possible outcomes whilst also representing the best possible value for money.

# Option 1 – Updated PSP Delivery

In line with the Green Book methodology, we are proposing a ‘Do Minimum’ option. These are the minimum changes to existing provision of throughcare services that we have identified as meeting the business needs and improving current delivery of services.

Current delivery has demonstrated the effectiveness of mentoring interventions and of using a partnership approach to delivering services as effective ways of supporting people leaving prison. Current structures, however, do not support a strategic approach to commissioned throughcare activity and the allocation of resources across the partnerships does not reflect changes to Scottish Government policy and prison demographics since the introduction of the PSPs in 2013. There are also significant differences in scope and eligibility across the services.

This option would therefore see changes made to the existing PSPs to support a strategic approach to voluntary sector throughcare; a consistent scope introduced to ensure equity of service offered across the partnerships; a standardisation of outcomes and reporting processes; and the expectation of continued PSP funding, subject to future SG budget allocations, with periodic review.

<b>Scope</b>	<ul style="list-style-type: none"><li>• Establish a consistent scope across funded PSP services so that support is provided to men, women and young people on remand or sentenced to a short prison sentence, including those leaving prison on Home Detention Curfew (HDC).</li></ul> <p>This would extend throughcare provision to men on remand and remove support for people on community payback orders (CPOs) or Drug Treatment and Testing Orders (DTTOs).</p> <ul style="list-style-type: none"><li>• Review the availability and equal accessibility of support services across all Scotland, with a particular focus on remote and rural provision; where evidence shows provision is patchier and more challenging. Where possible, delivery should be improved to address gap in service provision for these areas.</li><li>• Current length of engagement with services maintained (6 months) but review to be undertaken to explore feasibility of lengthening engagement to 12 months.</li></ul>
--------------	---

<p style="text-align: center;"><b>Solution</b></p>	<ul style="list-style-type: none"> <li>• Maintain current structures, however update service delivery to ensure support provided to people is more consistent across the services.</li> <li>• Update core outcomes, key performance indicators and reporting processes across PSPs to support consistency, ensure equality of service offer, and to support more consistent monitoring of performance across services.</li> <li>• Amend grant management processes to facilitate future service development in light of emerging evidence from national data and performance data across PSPs.</li> </ul>
<p style="text-align: center;"><b>Delivery</b></p>	<ul style="list-style-type: none"> <li>• Establish a national structure to facilitate a strategic and coordinated approach to throughcare delivery. This could be in the form of an integrated PSP group or board bringing together the national throughcare PSPs in a formal way, building on existing meetings facilitated by Scottish Government. This would provide a forum for sharing best practice or emerging challenges, support coordination of activity where relevant and support mutual exploration of common issues.</li> <li>• Rationalise current PSPs to remove any duplication and overlap and ensure efficient use of resources in light of current demand. Evidence indicates a diminishing number of young people being held on short prison sentences whilst there is no service provided to men on remand. Current delivery should therefore be reviewed in light of current demographics evidence and, where necessary, resources transferred between PSPs and delivery rationalised. This would ensure a more coherent service offer is provided to young people leaving all establishments and returning to all local authority areas and ensure men on remand are eligible to receive a service like women and young people are currently able.</li> <li>• Recommend a review of current PSP partners to ensure sufficient coverage in light of changes to scope and whether added value could be provided by including additional third sector providers within the partnership(s).</li> </ul>

<p><b>Implementation</b></p>	<ul style="list-style-type: none"> <li>• Creation of national structure and reviews of current provision outlined above to be conducted during 2024-25 between Scottish Government, the PSPs and CJS as grant manager (if applicable). First year of updated delivery 2025-26.</li> <li>• Funding of current delivery under updated partnerships provided with expectation of renewal, subject to future SG budget allocations, but with periodic reviews.</li> <li>• Given the existing relationship and original intention of PSP model to mainstream delivery following proof of concept, this could be achieved through a direct grant award and would not require a competitive re-award process.</li> <li>• Recommended minimum indicative funding period of 3-5 years<sup>31</sup>. First year of period to begin in 2025-26.</li> <li>• Ability to amend and adapt service(s) with funder's agreement.</li> </ul>
<p><b>Finance</b></p>	<ul style="list-style-type: none"> <li>• To be delivered within current £3,800,000 allocation.</li> <li>• SG should give consideration to how CPO and DTTO support for women provided by Shine can be separated out from throughcare provision and funded separately (Circa £400,000)</li> <li>• Reallocate funding between the PSPs to reflect spending priorities and to support expansion of a remand service to men.</li> </ul> <p>Expansion to provide a remand service to men is funded through withdrawal of funding for women's CPO/DTTO service and efficiencies from reviewing existing allocation of funds across the PSPs to maximise value for money.</p> <ul style="list-style-type: none"> <li>• Funding amounts to be kept under review through grant management processes to ensure funding sufficient and aligned to latest needs evidence.</li> </ul>

### Summary Analysis of Option 1

CJS consider that Option 1 will produce some improvements to throughcare delivery but will provide limited change and require significant resource to develop and implement. For a fuller consideration of the strengths, weaknesses and costs involved in Option 1, please see [Appendix 4](#).

---

<sup>31</sup> This would require CJS and SG justice to work together as agreed to develop an indicative funding arrangement alongside the current commissioning project.

## **Strengths:**

- This option would see the least disruption and change for people accessing services, providers and services and it would provide continuity of service.
- Rationalising the PSPs would reflect changes to prison demographics and emerging policy priorities. This option would focus services on throughcare – pre-release and post-release support – not supporting people serving community sentences.
- A cross PSP structure would support collaboration across services and was welcomed by current providers.
- An updated approach to outcomes, monitoring and evaluation would support improved outcomes over time.
- An indicative funding period of 3-5 years would support service development and stability and could be achieved without the need for a competitive process.

## **Challenges:**

- An expansion of services to men on remand cannot be achieved under Option 1 without transfer of resources from the Shine and Moving on PSPs.
- Maintaining current services will only allow for limited changes to delivery methods and structures and would preclude more significant innovation.
- Challenges related to rural and rural provision and family support are unlikely to be addressed without additional financial resources.
- The proposed changes require significant staff resource from SG, CJS and PSPs to develop, implement and sustain.
- High costs and ongoing challenges for the third sector pose challenges for the longer term financial sustainability of the services if the current grant allocation is maintained.
- Many partners in the third sector are expecting an open, competitive grants processes and this option would not provide for that.

## **Costs:**

- If the decision is made by the Scottish Government not to continue funding for the Moving On PSP then specialist provision for young people could be integrated into Shine and New Routes PSP through the reallocation of grant funding. The cost for doing this will need to be developed in conjunction with those providers and will likely involve the TUPE transfer of at least some Moving On staff.
- CPO and DTTO support for women should be separately from the total grant allocation for throughcare services, as we believe this support is outside of the scope of throughcare services. This could be achieved for around £400,000.
- Expansion of the New Routes service to men on remand will only be possible if grant funding is reallocated from Shine and Moving on.
- Depending on the amount that can be transferred without compromising delivery for young people and women, we would estimate that New Routes



could work with 225-500 men on remand, which equates to 4-9% of the average eligible population.

### **CJS Conclusion on Option 1**

There are some clear improvements from this option with minimal disruption to people accessing service users and existing structure and relationships:

- An increase in the number of people accessing throughcare services through the reallocation of resources to support the expansion of throughcare services to men on remand.
- Improved outcomes for people accessing services through the review of processes, outcomes and targets, supported by a consistent approach to monitoring and evaluation.
- Increased efficiency and collaboration through introducing a cross-PSP structure to support a strategic approach to commissioned voluntary sector throughcare services.

This would come at some cost and require transfer of resources from Shine and Moving On PSP and would involve a complex and resource intensive process to conduct the required reviews and establish a cross-PSP structure. These changes would support improvements to outcomes but would be primarily structural in focus and less focused on changes to provision than Option 2 and would largely maintain the current approach to supporting people leaving prison.

Implementing this option would also pose some risk of reputational damage to Scottish Government and Community Justice Scotland as it runs contrary to expectation of some voluntary sector providers that the commissioning process would be opened up to applications from new voluntary sector providers.

On balance, CJS consider that, while this remains a viable option, more improvements could be secured through the other options outlined.

CJS consider that, while this remains a viable option, more improvements could be secured through the other options outlined.

# Option 2 – A National Throughcare Service

This option would see the creation of a new national throughcare partnership, providing a needs-led service across the country to people in prison on remand, serving a short prison sentence or on temporary release from prison. This would be accessible whilst in prison or from the community after release and support would be provided for a 6 month period.

The service would take the form of a single national partnership providing an integrated service with the expectation that the partnership will organise delivery to ensure there is sufficient representation from specialist providers and appropriate processes in place to support key needs and populations identified by the research, demographics and literature review.

The service would provide a resettlement and signposting service offered as standard, with the option of more intensive support and mentoring for those that wish to receive it.

This reflects research evidence and literature review findings that lighter touch support is an effective means of addressing challenges for many people on remand or leaving prison. It also recognises the effectiveness of a mentoring approach to support, as demonstrated by the evaluations of current PSP delivery and a review of the available literature on mentoring, and the multiple and complex needs of many people leaving prison.

<b>Scope</b>	<ul style="list-style-type: none"><li>• The service would be available to all people on remand or sentenced to a short prison sentence, including those leaving prison on HDC.</li><li>• Available and equally accessible across all Scotland.</li><li>• Support provided to people accessing service for a 6 month period – in line with our analysis of Option 1 and the feedback received from voluntary sector providers, we do not believe current resources are sufficient to allow an extension of service offer from 6 months to 12 months as standard.</li></ul> <p>It may be possible to extend the length of support provided to some people in future under Option 2, e.g. those receiving a more intensive support service, due to shorter length of engagement that many people receiving resettlement support will have with the service. Caseloads, average periods of engagement and service user needs could be reviewed after a period of delivery following the introduction of the service with a view to establishing whether the maximum length of service offer could be extended for at least some people.</p>
--------------	---

<p><b>Solution</b></p>	<ul style="list-style-type: none"> <li>Needs-led service with a combination of resettlement, “mentoring” and intensive support offers – resettlement and signposting support offered as core service for all with additional mentoring or intensive support offered for those who need it.</li> <li>The support offer would be flexible and tailored to reflect differing needs of different people at different times.</li> </ul>
<p><b>Delivery</b></p>	<ul style="list-style-type: none"> <li>Single national partnership – Partnership model, with partners responsible for managing partnership activity, receiving and allocating funds between partners to deliver services, reporting and governance to the grant holder.</li> <li>Partnership agreement setting out collective responsibilities and geographic coverage. Partnership to include sufficient spread of organisations to enable specialist provision of support for key needs identified by research (to be included in grant specifications).</li> <li>Service specification to be developed through grant application process and finalisation discussions with successful grant applicant(s). Key elements to include: <ul style="list-style-type: none"> <li>Prison based presence.</li> <li>Geographic division of service to facilitate interface with local community justice partnerships to support strategic local engagement and to improve local connection for service.</li> <li>Proposal for including the voices of people with lived experience.</li> <li>Proposals for integrating referrals to family support services where appropriate.</li> </ul> </li> <li>Partnership responsible for providing equitable delivery to remote and rural areas – either through specific inclusion of partners operating in remote and rural areas; effective development of a service delivery mechanism for delivery in these areas; or, through developing spot purchasing processes.</li> </ul>
<p><b>Implementation</b></p>	<ul style="list-style-type: none"> <li>Service begins 1st April 2025.</li> <li>3-6 months funding for development of new service and transition, top sliced from current 2024/25 SG grant allocation budget for third sector throughcare. This would support start up, initial recruitment and staff transfer/TUPE if applicable.</li> </ul>
<p><b>Finance</b></p>	<ul style="list-style-type: none"> <li>Delivered within current £3,800,000 allocation.</li> <li>Indicative funding period of 3-5 years.</li> <li>In line with recommendations for Option 1, SG should give consideration to how CPO and DTTO support for women provided by Shine could be continued separate to the grant allocation for commissioned voluntary throughcare services (Circa £400,000)</li> </ul>

## Summary Analysis of Option 2

CJS consider that Option 2 will produce significant improvements to throughcare delivery and allow for a more strategic use of resources but that any expansion of provision will be limited within the current grant allocation. For a fuller consideration of the strengths, weaknesses and costs involved in Option 2, please see [Appendix 5](#).

### Strengths:

- A service providing resettlement support as standard would be an effective way of supporting many prison leavers and may allow for the service to work with more people than current providers.
- Retaining the option of more intensive support would reflect evidence from current provision and research that this is the most effective way to improve outcomes for some people.
- A single national partnership would allow for a more strategic approach to throughcare delivery and a flexible use of resources.
- A single national partnership would simplify processes for people accessing support and other stakeholders.
- An open grant application process could bring a range of benefits, such as allowing applicants to put forward new approaches to delivering throughcare services, greater efficiency, and the introduction of new partners and resources.
- Funding for transition will allow a new national service to provide an effective service from 1<sup>st</sup> April 2025.

### Challenges:

- Any expansion of throughcare support to men on remand will be limited under the current grant allocation. While a new partnership may be able to use their resources more efficiently than current providers, there can only be a limited expansion of throughcare support within the current budget.
- Even with efficiencies of scale and new resources brought by partners, maintaining current levels of delivery will be challenging within the grant allocation due to the ongoing effects of inflation.
- Any competitive grant process carries some risks, particularly if third sector providers do not deem the grant allocation sufficient to provide the service specification.
- This option will require the decommissioning of the current PSPs (as would be the case for any new throughcare service) and will require careful planning and transition funding to facilitate staff transfer (if applicable) and continuity of support for people already accessing throughcare support.
- A new service will require time to bed in and establish new relationships with external stakeholders.

## Costs:

- Costing a new national service and estimating the number of people it would be able to work with is difficult in advance of appointing a successful grant applicant, as applicants will bring a range of resources and different proposals for future delivery.
- We would expect a new national service to be able to provide support to between 1285 and 2846 people, depending on the final structure of the service developed and the needs profile of the people accessing the service.
- Using current delivery as a guide, we would conservatively estimate that a new service could work with around 1950 people per year, a slight increase on current provision. If a lower unit cost is possible, based on efficiencies of scale and the shift towards resettlement support then this could be significantly higher.
- Funding for transition could be top-sliced from the 2024/25 PSP budget. If the Scottish Government decided not to fund the Moving On PSP and to integrate delivery for young people into Shine and New Routes for 2024/25, then any money not required to support delivery could be used to fund service start up costs in Q3-4 of 2024/25 with no loss of service. Otherwise, to avoid a hard transition to the new service, additional funding would need to be provided to support the start up of the new service.

## CJS Conclusion on Option 2

This option would focus efforts on developing a new service for people leaving prison based on the latest evidence of need and changing prison demographics, rather than the structural changes and maintenance of existing delivery set out in Option 1.

CJS consider that Option 2 would provide a range of key benefits:

- A single, national partnership would improve strategic coordination of resource and activity, management, monitoring and evaluation. This will increase the ability to make improvements to the service and to improve outcomes for the people accessing it.
- Organising throughcare provision through a single national service will be more efficient and flexible.
- A new grant application process would open up throughcare to new providers, increasing the potential for innovation and efficiency, and would be in line with the expectations of the sector.
- Through efficiencies from integrating resources into a single partnerships, refocusing on resettlement, and concentrating all activity on delivering services to prison leavers (including an expansion to men on remand making the service more equal), we would expect a new national service to provide throughcare support to more people than current arrangements and to improve outcomes for people accessing the service.

Developing a new national service would carry a number of risks and its success would largely be dependent on the quality of the applications received – many of these risks, however, would be applicable to any competitive grant process and are not inherent weaknesses in the structure proposed. We believe that many of these challenges can be addressed through the grant application process and ongoing grant management activities.

Expansion of throughcare support, however, including a full roll out of a service to men on remand, will also be challenging in the absence of new resources. We would still expect an increase in service provision through this option, however the total increase will be difficult to predict in advance of appointing a successful grant applicant.

We believe that this option would be a more effective use of resources and produce a greater impact than Option 1.



# Option 3 – An Expanded National Throughcare Service

A substantial increase in throughcare provision could be achieved through providing additional funding of £1,500,000 for the delivery of throughcare services under the approach set out in Option 2 (i.e. a single national throughcare partnership offering a needs-led reintegration and resettlement service, with more intensive support and mentoring for those requiring it).

This could be targeted at supporting the roll-out of support to men on remand, would support expansion of throughcare provision to men on short sentences through allowing the integration of voluntary throughcare support into HDC processes, and would allow for the extension of the offer of support to 12 months.

As an integrated partnership, funding would allow for recruitment of additional staff for delivery that could be deployed flexibly across the service to support targeted efforts to expand access to throughcare service for men.

The remaining £3,800,000 could then be utilised to support women leaving prison following a short sentence or period of remand, men on a short prison sentence, and supporting integration of family support and improved remote and rural provision.

As well as allowing for a target expansion of throughcare services, additional funding could be used to mitigate high costs arising from inflation, giving the new national service a stronger financial position from which to begin delivery, and could support improved provision for remote and rural areas and better integrated family support.

<b>Scope</b>	<ul style="list-style-type: none"><li>• All people on remand or sentenced to a short prison sentence and to all those on temporary release from prison (e.g. HDC or other temporary licence).</li><li>• Available and equally accessible across all Scotland.</li><li>• Maximum offer of service extended to 12 months for those receiving more intensive support.</li></ul>
<b>Solution</b>	<ul style="list-style-type: none"><li>• Nationally commissioned throughcare service – lead provider model with multiple partners - with additional funding to increase capacity.</li><li>• Additional funding used to expand coverage for short-term male prisoners (including integrating the offer of voluntary throughcare support into HDC processes) and full introduction of remand service for men.</li></ul>

<b>Delivery</b>	<ul style="list-style-type: none"> <li>As per Option 2 outlined above. Additional staff could be recruited and used flexibly based on demand while service starts up and reviewed annually to ensure it is deployed in line with latest needs evidence.</li> </ul>
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Work begins 2024/25 with CJS, SG and SPS to review and develop opportunities for integration of offer of voluntary throughcare support from national service into SPS HDC processes.</li> </ul>
<b>Finance</b>	<ul style="list-style-type: none"> <li>£5,300,000</li> <li>In line with recommendations for Option 1, SG should give consideration to how CPO and DTTO support for women provided by Shine could be continued separate to the grant allocation for commissioned voluntary throughcare services (Circa £400,000)</li> <li>Indicative funding period of 3-5 years.</li> </ul>

### Summary Analysis of Option 3

CJS recognises that additional funding will be difficult to secure in the current financial climate, however CJS considers that Option 3 provides for a substantial increase in throughcare coverage, in line with current demographics evidence and policy priorities, whilst still representing value for money with limited additional expense. For a fuller consideration of the strengths, weaknesses and costs involved in Option 3, please see [Appendix 6](#).

#### Strengths:

- A substantial increase in the number of people accessing throughcare services, is only possible through additional funding. This option would allow for the provision of a national support service for men on remand, a key gap identified through recent roundtable discussions and identified as a priority in the recent Programme for Government.
- Under an integrated national service, resources could be used flexibly to meet demand across all demographics, whilst also being targeted at supporting current policy priorities such as the work being undertaken for the implementation of the Bail and Release from Custody (Scotland) Act and projects currently being developed under TCP2.
- For comparatively little additional spend this option would have a strong preventative effect, particularly if targeted at the “churn” population.<sup>32</sup>
- The extension of support from 6 month to 12 months would support improved outcomes for people accessing more intensive support, in particular women.

---

<sup>32</sup> See note 14 above.

- Option 3 would allow for the offer of voluntary support to be fully integrated into Home Detention Curfew processes, supporting improved outcomes for those being released on temporary licence, a reduction in the rate of breach and a reduction in the prison population.
- Additional funding would strengthen family support provision and allow for improved delivery in remote and rural areas.
- This option would increase the viability of a national service, increasing the financial viability and sustainability of the grant fund for providers.
- Additional funding would mitigate many of the potential risks identified for Option 2.

### **Challenges:**

- This amount of additional resource will be difficult to secure and sustain year on year.
- The additional scale of delivery may make recruitment and start up a challenge for a new provider, however the inclusion of a broader range of partners that this would facilitate may mitigate this.
- The change in Scottish Government policy to providing grant funding in arrears may be more challenging for a larger grant size.

### **Costs:**

- £1,500,000 could support the recruitment of an additional 30 staff for delivery, who would be able to support an additional 900 people.
- This would support the delivery of a remand service to 10-15% of the remand population and would provide extra capacity to support delivery to other cohorts.
- This additional funding would also provide around £200,000 for the new national partnership to bolster provision of family support and remote and rural provision, either through developing spot purchase arrangements or including additional partners in the partnership.
- The core £3,800,000 grant allocation would be allocated in line with spending considerations set out under Option 2 and would allow for the provision of support to men on a short term sentence, including integrating the offer of support into HDC processes, and women leaving prison following a short sentence or period of remand.

### **CJS Conclusion on Option 3**

CJS consider that this option produces the best possible improvement in outcomes and increase in the number of people accessing commissioned voluntary throughcare services, whilst still representing value for money.

This option would allow for a substantial improvement of outcomes for all those leaving prison following a short sentence of a period on remand. It would support a full roll out of a service to men on remand, in line with current policy priorities, and would support improved outcomes for people accessing the more intensive support provided by the new national service, especially women, by extending the potential length of engagement with the service to 12 months. When combined with a targeted integration of the offer of voluntary throughcare services into HDC processes, this would support improved outcomes for prison leavers, reduce the chance of reoffending and support a reduction in the number of people in prison.

This additional funding would also ensure the longer term financial viability of the service, mitigate a number of key potential risks identified in our consideration of Option 2 above, would support improved coverage of remote and rural areas, and would allow for a fuller integration of family support into a new national services.

An additional £1,300,000 will be difficult to secure and sustain year-on-year in the current financial climate; however, this is a small amount of money in comparison to the total Community Justice Division and Justice and Home Affairs Directorate budget, the use of which for throughcare activity will have a disproportionately positive impact on outcomes and would represent a preventative spend.

As such, CJS would recommend the Scottish Government adopts Option 3 as the basis for the future commissioning of voluntary throughcare services.

# Option 4 – National Prison Throughcare Coordinators

This option provides an additional service element that could be added to either Options 1, 2 or 3.

Our primary research and evidence gathered from the literature review indicates that the landscape of throughcare provision can be confusing for people in prison and high level service mapping indicates a wide range of potential third sector organisations involved in the delivery of throughcare or related services to people in prison.

This option would provide for a third sector coordinator to be funded and based in all prisons who have people on remand or serving a short-term sentence across Scotland. These coordinators would support prison based staff with prison outreach and supporting people in prison to engage with mentors, in line with current PSP practice, but their core focus would be on providing a central point of contact for any voluntary sector providers working in prisons seeking to deliver throughcare services.

Coordinators would facilitate prison access for those looking to engage with people in prison and would coordinate voluntary sector support based on the person's needs, referring people either into a national service or into other national or local throughcare services. This would allow those who would be better supported by specialist or local third sector services to be referred into these services appropriately and would free up national service resources, thereby increasing the number of people accessing throughcare services whilst maintaining a consistent level of national provision.

The coordinator would also serve as the main voluntary sector representative in SPS processes, including any new processes introduced to implement the duty to engage in pre-release planning created by the Bail and Release from Custody (Scotland). This adds value to SPS, JSW and local community justice partnerships, providing a voluntary sector representative to participate in relevant pre-release processes.

<b>Solution</b>	<ul style="list-style-type: none"><li>• Additional coordinator service - prison based service to support and facilitate third sector services providing throughcare support to people on remand or preparing to leave prison after a short term prison sentence.</li></ul> <p>Coordinators would support, or in some instance replace, prison based staff in outreach to support referrals to the national throughcare service but would also act as a central point of contact for other services seeking to work with people in prison, supporting referrals where appropriate.</p> <p>Coordinators would support SPS processes and could serve as key voluntary sector representatives in release planning processes, in</p>
-----------------	---

	particular new processes related to the duty to engage in pre-release planning to be introduced by the Bail and Release from Custody Bill.
<b>Delivery</b>	<ul style="list-style-type: none"> <li>• Prison based coordinator role recruited, delivered and evaluated through national partnership(s).</li> </ul>
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Initial development of approach in partnership with SPS 2024/25, including development of processes, identifying suitable establishments for pilot project and any hosting arrangements.</li> <li>• Potential for initial pilots 2025-26/2026-27, with small budget for evaluation.</li> <li>• Full rollout in 2027/28 based on successful evaluation and demonstrating value for money.</li> </ul>
<b>Finance</b>	<ul style="list-style-type: none"> <li>• Initial Pilot and Development budget of £166,000 for 2025/26 and 2026/27</li> <li>• An indicative early costing would suggest that this could be provided for £600,000, which would provide national management, 12 FTE coordinators and small budget to support delivery.</li> </ul>

### Summary Analysis of Option 4

CJS consider that Option 4 could increase the uptake of voluntary throughcare services through simplifying prison based processes for people accessing throughcare support, third sector providers and statutory partners. This option would, however, require piloting to demonstrate the effectiveness of the model. For a fuller consideration of the strengths, weaknesses and costs involved in Option 4, please see [Appendix 7](#).

#### Strengths:

- This option would provide coordination in a complex and busy landscape, making access to services easier for people in prison and supporting third sector providers to work in prison establishments.
- Through facilitating referrals into other voluntary sector services, the coordinators would increase the number of people accessing throughcare services whilst also freeing up capacity of the nationally commissioned service(s).
- This option would simplify engagement with the third sector for a range of stakeholders and would provide a strong third sector voice within prison based processes.

**Challenges:**

- The number of community based voluntary sector services means that coordinators may struggle to keep up to date with relevant referral opportunities.
- Workload for coordinators may be unmanageable in some prison establishments, necessitating additional resource.
- This option may add an additional layer of complexity to arrangements in local authority areas where well developed throughcare networks have already been developed.

**Costs:**

- An initial pilot project could be undertaken for £166,000 to establish the viability of the model and establish potential future scope.
- Subject to a successful evaluation, a full roll out of the coordinator role could be achieved for an estimated £600,000 per annum.

**CJS Conclusion on Option 4**

CJS believe that this option could be a valuable addition to either Option 1, 2 or 3.

The scope for supporting voluntary sector providers, simplifying the throughcare landscape for people in prison and the creation of a dedicated role to support the coordination of throughcare activity could lead to improved outcomes and an increase in the number of people receiving throughcare support as they leave prison following a short prison sentence or a period on remand.

Given the lack of a comparable role and the challenging financial situation, we would recommend that this option be developed further through a pilot scheme before any further rollout.



# Option 5 – National Throughcare Service Providing Maximum Coverage

This option would see delivery expanded through a new national service to bring provision for men being released from short sentences and on remand in line with current provision for women, aiming to provide throughcare support to 50% of all prison leavers.

We believe that this level of coverage would likely be the maximum level of uptake that could reasonably be expected, based on evidence from existing provision, which suggests that increases above this level are not likely for women leaving prison and current uptake and attrition rates for men accessing throughcare support. This option would see the highest level of delivery and would contribute towards significant cost reductions across the justice system but would require a substantial commitment of resource to achieve.

<b>Scope</b>	<ul style="list-style-type: none"> <li>All people on remand or sentenced to a short prison sentence and to all those on temporary release from prison (e.g. HDC or other temporary licence).</li> <li>Available and equally accessible across all Scotland.</li> </ul>
<b>Solution</b>	<ul style="list-style-type: none"> <li>Nationally commissioned throughcare service as per Option 2 with additional funding to increase capacity.</li> <li>Funding provided to target an increase in throughcare provision to 50% of all prison leavers.</li> </ul>
<b>Delivery</b>	<ul style="list-style-type: none"> <li>As per Option 2 outlined above. Additional staff could be recruited and used flexibly based on demand while service starts up and reviewed annually to ensure it is deployed in line with latest needs evidence.</li> <li>The significant resource involved would allow for a regional approach to delivery and delivery could be split across multiple services.</li> </ul>
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Work begins 2024/25 with CJS, SG and SPS to review and develop opportunities for integration of offer of voluntary throughcare support from national service into SPS HDC processes.</li> </ul>
<b>Finance</b>	<ul style="list-style-type: none"> <li>£16,500,000 - £17,000,000</li> <li>Indicative funding period of 3-5 years.</li> </ul>

## Analysis of Option 5

This option would provide the greatest possible cover and represent a significant preventative spend but would require a level of resource that is unlikely to be made available at present.

### Strengths:

- Provision on this scale would support the Scottish Government to fully realise the ambitions set out in Programme for Government and National Strategy for Community Justice and would ensure a resettlement, reintegration and mentoring service for all those serving a short-term sentence, eligible for HDC and leaving remand likely to access it.
- This would allow for a significant reduction in the churn population for short sentences and remand. Evidence indicates that around two thirds of all departures from custody result in a return to custody within a year, with around 50% of those returns being someone who was held previously on remand.<sup>33</sup> Evidence shows providing support to people on release contributes to resettlement, reintegration and, over the longer-term, contributes to desistance.
- This option would maximise the preventative capacity of throughcare services and lead to substantial savings across the justice system if implemented. The people that re-enter custody within a year or two years of release, especially those serving the shortest prison sentences, account for a significant proportion of police activity, represent a substantial amount of court business and equate to a sizeable portion of the annual prison population. Increasing the likelihood of desistance through providing an effective service that improves outcomes for these people would drive savings for all national justice partners.
- A regional approach to commissioning could support improved local connection and make the large grant amount more manageable for providers. The high total grant amount would mean that this would be a viable approach that would not compromise value for money.

### Challenges

- Recruiting such a high number of staff whilst setting up a new national service or multiple regional services would be challenging for providers. Expansion of delivery and recruitment of additional staff could be phased over time to mitigate the challenges of recruiting such a large number of staff.
- Current budgetary pressures on the Scottish Government mean that this level of financial resource will likely be difficult to secure and maintain year on year.

---

<sup>33</sup> See CJS Demographics Paper and supplementary "churn" paper from JAS.

## Costs

- Using average figures excluding numbers of people in prison or on remand during the pandemic, we would estimate that 50% coverage of all eligible prison leavers from remand and short sentences (including everyone released on HDC) would equate to around 8500 individuals.
- Using the estimated caseload and costings based on current provision set out in Option 2, this would cost around £16,500,000.
- Alternatively, using the average unit cost estimated in Option 2, coverage could be provided by a new national partnership for around £17,000,000.

### **CJS Conclusion on Option 5**

This option would provide the greatest possible number of people leaving prison following a short sentence or period of remand with prison support and would make a substantial contribution towards reducing the churn of people leaving and re-entering prison within a short period of time. This would lead to significant efficiency savings across the justice system and improved outcomes for those leaving prison.

The current financial situation means that this level of resource will be difficult to secure and sustain. It would, however, allow for a substantial implementation of the Scottish Governments policy commitments as set out in the Programme for Government 2023/24, The Vision for Justice and the National Strategy for Community Justice.

# Conclusion

The 'Vision for Justice' sets out key justice policy ambition of the Scottish Government to shift the balance between custody to community, using custody only as a last resort where there is a risk of serious harm to the public. The ambition is for people to be *"supported in rehabilitation by the most effective means, primarily remaining in our communities with support and opportunities for fair work, employment and housing"*<sup>34</sup>. The policy and strategic landscape means that commissioned voluntary sector throughcare services should, amongst other things, aim to:

- Support rehabilitation and contribute towards reducing the use of imprisonment by reducing reoffending
- Increase the number of people accessing voluntary throughcare support on release from prison
- Take special consideration of the needs of female prisoners, in particular female prisoners on remand
- Support and enhance social networks and family ties
- Support:
  - improved health outcomes by improving access to, and continuity of, health and social care following release from a prison sentence
  - improved employability outcomes and access to fair work for those leaving prison
  - improved housing outcomes by ensuring more people have access to suitable accommodation following release from a prison sentence
- Be trauma informed, both in terms of how the service itself is delivered and how it can support the people using it to address any previous trauma they have experienced.

Providing support to people leaving prison – both in advance of and upon release – is key to facilitating resettlement and reintegration and can contribute to desistance in the longer term.

CJS' research has concluded that, broadly, this is happening through current provision of throughcare services. These have demonstrated the effectiveness of providing intensive support to people leaving prison as a means of facilitating resettlement and reintegration and the partnership approach to services has been shown to be an effective and collaborative method of delivery. The same research showed there are improvements to

---

<sup>34</sup> Scottish Government (2022). The Vision for Justice in Scotland. Source: [Ministerial Foreword - The Vision for Justice in Scotland - gov.scot \(www.gov.scot\)](https://www.gov.scot/resources/documents/2022/06/Ministerial-Foreword-to-The-Vision-for-Justice-in-Scotland.pdf)

be made however, and substantial changes to structures and delivery are warranted to improve outcomes and increase efficiency for future delivery of throughcare services.

To start, improving strategic coordination, making the service offer and eligibility more consistent (whilst keeping flexibility), and ensuring resources are allocated in line with the latest needs and demographic evidence is required. Increasing the number of people accessing services, improve outcomes for people accessing the services are key outcomes of the review of voluntary throughcare and mentoring; in particular extending throughcare support to men on remand, who do not currently receive support.

Although the current grant allocation of £3,800,000 poses some challenges for the future delivery of throughcare services, this options appraisal has identified a number of viable options for the Scottish Government to update and expand the provision of support to people leaving prison following a short sentence or a period on remand within the current grant allocation, which we believe would also lead to improved outcomes for people accessing those services. It has also identified several options that would lead to a marked expansion in the quality of future services and increase the number of people accessing them if additional money can be secured. An option focusing on coordination of services is also proposed.

Having assessed the strengths and weaknesses of each of the options and costed each option so far as we are able, we believe that, on balance, Option 3 represents the best possible value for money, supporting a significant improvement in quality of provision and expansion of coverage in line with Scottish Government priorities at limited additional cost. We would therefore recommend that the Scottish Government consider adopting Option 3 as the basis for commissioning future voluntary throughcare activity. If no additional funding can be secured then Option 2 would be the most appropriate alternative set of arrangements.

Regardless of the option selected the grant allocation of £3,800,000 poses challenges to the future sustainability of any service, given the continuing effects of inflation, and makes a substantial expansion of throughcare services to men on remand challenging without additional resource. We believe a commitment in excess of this is required to remedy the gaps in support for people leaving prison after a short sentence or on a period of remand and that by expanding current provision significantly the Scottish Government would have an effective and flexible means of supporting its policy ambitions of supporting rehabilitation and limiting the negative effects of short term imprisonment and remand.

# Appendix 1 – Spending Objectives

In order to inform the options appraisal, Community Justice Scotland set 7 key spending objectives against which potential options would be considered.

These objectives were developed from the key parameters of the project work as set by the Scottish Government and from a thorough consideration of the evidence available on current PSP performance, the policy context in which any throughcare service(s) must be delivered, and a review of academic and other literature on throughcare.

It also drew on the primary research CJS commissioned into the needs of people accessing throughcare services and experiences of throughcare delivery to date<sup>35</sup> and on the extensive stakeholder engagement undertaken through events such as the Stakeholder Workshops facilitated by IRISS in Summer and Autumn 2022.<sup>36</sup>

In order to be a considered viable, an option must:

- Improve outcomes for people accessing throughcare services
- Increase the number of people accessing throughcare services
- Improve coordination of services for people accessing throughcare
- Improve allocation and flexibility of resources to meet identified and changing needs
- Improve the equity of services to support equal opportunity for improved outcomes
- Improve monitoring and evaluation to increase assurance and accountability of commissioned throughcare services
- Increase opportunities for people with lived experience to influence the design and delivery of services

---

<sup>35</sup> [Commissioning of voluntary throughcare and mentoring services: Research findings - Community Justice Scotland](#)

<sup>36</sup> [The future of voluntary throughcare roundtable workshops report draft 2.docx \(communityjustice.scot\)](#)

## Appendix 2 – Business Needs

The Following Business Needs were identified for the project by comparing the project Spending Objectives against current delivery of commissioned voluntary throughcare services and undertaking a gap analysis to establish the minimum developments required to improve future delivery of throughcare services.

Spending Objective	Current Position	Business Needs
<b>Improve outcomes for people accessing throughcare services</b>	<p>Outcomes and KPIs (key performance indicators) are set separately for each PSP and vary considerably.</p> <p>Variation in approach and in service between PSPs and across partners within the PSPs.</p>	<ul style="list-style-type: none"> <li>• Identification and agreement of core common outcomes for people accessing services.</li> <li>• Minimum service offer defined across service(s) to ensure consistency of delivery.</li> </ul>
<b>Better coordination of services for people accessing throughcare</b>	<p>3 national Public Social partnerships, that work independently of one another, with different approaches to structuring their services.</p> <p>Separate governance arrangements and partners (with some overlap).</p> <p>Differing referral processes and criteria.</p> <p>Engagement in local community justice partnerships and prison establishments varies geographically and by PSP.</p>	<ul style="list-style-type: none"> <li>• Coordination of nationally commissioned throughcare service(s) to ensure clear responsibilities and processes and to provide strategic direction to throughcare activity.</li> <li>• Establish clear and consistent agreed processes for referrals.</li> </ul>



Spending Objective	Current Position	Business Needs
<b>Improve allocation and flexibility of resources to meet identified and changing needs</b>	Funding provided separately to each PSP. Funding still set at amounts/ratios determined for initial PSP work. No in-year or year-to-year variation or transfer of funding between PSPs.	<ul style="list-style-type: none"> <li>• Mechanism, structure or process for considering how money is utilised across all commissioned voluntary sector throughcare activity, year on year, and reallocating funding where necessary to meet latest evidence of need.</li> </ul>
<b>Improve monitoring and evaluation to increase assurance and accountability of commissioned throughcare services</b>	<p>Outcomes, KPIs and reporting processes are set separately by each PSP and Scottish Government in line with Scottish Government reporting processes.</p> <p>Detailed performance data is not routinely published publicly and only 2 of the PSPs have been externally evaluated in recent years, by different organisations and using different criteria.</p>	<ul style="list-style-type: none"> <li>• Consistent evaluation and monitoring process for service(s). Consistent across services if multiple services developed. Primary focus will be on quality of provision.</li> <li>• Periodic evaluation built into funding arrangements to establish efficacy, ensure accountability and identify best practice.</li> </ul>
<b>Improve the equity of services to support equal opportunity for improved outcomes</b>	<p>Eligibility criteria and scope for each PSP is different. PSPs are currently streamed by population type (men, women, young people) and the service offered is different for each.</p> <p>National PSPs available across all of Scotland but challenges identified for remote and rural provision. Moving On delivered in only limited number of local authority areas.</p>	<ul style="list-style-type: none"> <li>• A consistent service scope across all commissioned voluntary sector throughcare services, that ensures all people leaving prison are able to access the same (or comparable) support.</li> <li>• Clear processes and policies at service delivery level for working with people with protected characteristics to ensure equity in achieving person centred outcomes.</li> <li>• Specific consideration of how to deliver throughcare services in remote and rural areas.</li> </ul>

Spending Objective	Current Position	Business Needs
<b>Increase the number of people accessing throughcare services</b>	<p>The number of people accessing each PSPs service differ considerably and percentage of eligible population accessing service varies across PSPs.</p> <p>Historically PSPs have not met KPIs related to the number of people accessing services and have expanded eligibility criteria following discussions with SG to include a broader range of people.</p>	<ul style="list-style-type: none"> <li>• Expand throughcare support to men on remand.</li> <li>• Increase prison presence/outreach to increase prison based referrals.</li> <li>• Effective processes for prison outreach and referrals to increase number of people accessing service.</li> <li>• Referrals after release from prison available for all services.</li> </ul>
<b>Increase opportunities for people with lived experience to influence the design and delivery of services</b>	<p>People with lived experience of the justice system are employed by all 3 PSPs. Lived experience and service user views are incorporated into processes differently by each PSP.</p>	<ul style="list-style-type: none"> <li>• Processes and structures to involve people with lived experience in throughcare design and delivery, including dedicated funding for service(s) to compensate people's participation where possible.</li> </ul>

# Appendix 3 – Options Rejected at Longlist

The Following potential options were considered as part of the longlisting process but were rejected as not being viable options for future delivery.

## *Option Rejected*

Scope

**Extending throughcare support to everyone on a CPO or DTTO** – This option would have seen support currently provided by the Shine PSP to people on Community Payback Orders (CPOs) and Drug Treatment and Testing Orders (DTTOs) extended to all men.

Expanding the scope in this way was rejected as an option as it was deemed to be outside of the parameters of the current process.

There is a clear benefit in providing such a service, and evidence from the current PSPs that do provide this support indicates it can be effective. This support was, however, deemed to be something different from throughcare as the needs profile of people on community orders is different than for those leaving prison. CPOs and DTTOs also have a much stronger element of local area coordination and include clear roles for local JSW teams, which would require a fuller assessment of local context and dependencies that this project has been able to undertake.

Extending provision to all men on CPOs would also significantly increase the number of people eligible for any future service. Figures from 2019/20, the last year before the pandemic, indicate that there were 16,296 CPOs and 493 DTTOs imposed by the courts. Extending service scope to these people would therefore not

be affordable within current spending amounts or would compromise the quality of service offered to all, leading to poorer outcomes.

Extending support to all people on a CPO or DTT0 would therefore require special consideration under a separate policy development process.

**Extending throughcare support to everyone subject to arrest referral or in police custody** – Consideration was given to offering throughcare support to people in police custody or subject to arrest referral processes.

The option was rejected as, while people in police custody and subject to arrest referral processes will experience some of the same adverse effects as those on remand or serving short sentences, the short periods involved and the types of need people are presenting with make them fundamentally different to the needs of people in prison. There is also significant work underway to address challenges for people in police custody being delivered by Police Scotland and by local Alcohol and Drug Partnerships (ADPs).

The numbers of people entering into police custody mean that this extension of scope would also not be affordable or achievable at the current time – for the year 2022/23 arrested persons were brought into police custody 97,113 times. Extending support to these cases would therefore require a separate policy development process and is outside the scope of this project.

**Coordinating service based in prisons and local areas** – Consideration was given to whether a service solely focused on coordinating voluntary sector throughcare activity locally and nationally would have been viable. This would have seen coordinators working to plan and support local providers to deliver throughcare support but not delivering a separate national support service.

This option was rejected as primarily it would be dependent on services existing to a sufficient level across Scotland to delivery throughcare services – mapping work shows considerable third sector provision across a range of relevant sectors but varying in quality and availability, indicating that supplier capacity and capability would be a challenge. This would mean that such an approach would likely not meet project objectives relating to the equitable availability of throughcare, wouldn't improve allocation and flexibility of

resources, and it would make monitoring and evaluation of outcomes for people accessing throughcare difficult.

Coordination of support was, however, identified as a key to improving outcomes for people in prison, giving the difficulties they experience in navigating the different offers of throughcare support available to them. A coordination service or aspect of delivery was therefore identified as a viable potential element combined with other approaches to service provision, either as a part of core service delivery or as an additionally commissioned element.

**Self Directed Support** – establishing a Self Directed Support (SDS) model, based on social care legislation<sup>37</sup> which enables individual control and planning of care budgets, was considered.

This option was rejected on grounds of feasibility - market conditions within the justice sector were deemed to be unsuitable for adopting this model, as initial scoping of third sector services across the country would suggest there are insufficient providers to contract and supply such a service for people leaving prison. Furthermore, most justice specific services do not operate in such a way as to allow the purchasing support packages by individuals. It would also not guarantee geographic equity and would likely not be able to increase the number of people accessing throughcare services.

Such an approach would also make it difficult for people in prison to source and purchase support prior to their release and its success would be dependent on support being available to assist them in doing so. Creating a service to do this was deemed not to be affordable within available resources, nor were meaningful personal budgets to facilitate the purchase of support (for example, £3.8m split across all people on remand and short sentences would give only around £250 per person). Finally, the approach was also not considered to be politically viable within the current policy and political climate.

---

<sup>37</sup> [Social Care \(self-directed support\) \(Scotland\) Act 2013](#)

The needs-led focus and empowering nature of a self directed support approach, as well as its strong focus on the voice and choice of people being supported, were identified as key aspects of any future throughcare delivery.

**Separate thematic services to meet needs** – this would involve delivering throughcare by providing national services focused on key areas of need, e.g. establishing a national accommodation service for prison leavers.

This was rejected primarily on grounds of affordability. Splitting funding to establish national prison leaver services for health and social care, accommodation and employability would mean limited funding for each and services would struggle to meet demand as people leaving prison often leave prison with multiple and complex needs. This would also therefore add complexity for people leaving prison and would still require a national support service to help people navigate and access support.

Local areas also already have well developed housing, health and social care and employability systems and services and universal public services have a responsibility to understand and meet the needs of prison leavers, just as they have for any other members of the public. Introducing national justice focused services would therefore add complexity, when ensuring effective links with existing processes and addressing barriers at both a local and national level for people leaving accessing these services would provide better outcomes for people.

# Delivery

**Local grant funding and delivery of services** – local funding and delivery of services, arranged either through Local Authorities under s27<sup>38</sup> or by a national grant fund process, was considered.

This option was rejected as it was unlikely to achieve the spending outcomes for the project, in particular the need for coordination in national throughcare provision and the need to increase the number of people accessing throughcare services within the current grant allocation and grant management capacity.

Local partnerships' processes and relationships with the third sector vary considerably across the country. Some areas do not have well developed relationships with local third sector partners and others have a limited third sector presence. A primarily local approach would therefore be unlikely therefore to support equal access to throughcare services for all areas of Scotland and scaling up local provision to meet current demand may not be achievable with limited capacity in the sector. This is particularly the case given the limited funding available – the need to scale funding and awards to reflect need across the country would likely result in smaller and remote and rural local areas receiving small pots of money that are unlikely to be able make more than a marginal improvement to throughcare delivery. Such an approach would therefore not represent value for money.

A local approach to throughcare funding and delivery would also have significant implications for the prison estate as, due to the nature of the population in different establishments; some prisons would need to facilitate access from throughcare services in every local authority area.

Despite the option being rejected, a national service(s)' link with the local arrangements was determined as important for any future throughcare service.

**Regional delivery by separate organisations or partnerships** – a regional approach to grant funding was rejected on similar grounds to local grants, as varying demand for throughcare across the country would mean that funding would have to be split proportionately, resulting in a less effective spend and geographic variation.

---

<sup>38</sup> [Social Work \(Scotland\) Act 1968 \(legislation.gov.uk\)](https://legislation.gov.uk/ukpga/1968/61/section-27) - The Community Justice (Scotland) Act 2016 amended section 27 of the Social Work (Scotland) Act 1968 so that funding for the delivery of criminal justice social work services now goes direct from the Scottish Ministers to local authorities.



Geographic divisions within a national service were, however, identified as a means of facilitating more effective engagement in local community justice processes and should be considered as part of any future model.

**Grant Framework** – A framework approach to grant allocation similar to the Dynamic Framework adopted by His Majesty’s Prison and Probation Service in England and Wales was considered and was rejected as not being feasible within the current funding envelope or market conditions.<sup>39</sup> Splitting of funding into lots would reduce the effectiveness of spend and would not achieve project outcomes in the absence of an additional national support service (which is currently provided by HMPPS in England and Wales).

**Volunteer Led Service** – A non-professional volunteer led service (including peer delivery by people with lived experience of the justice system), trained and coordinated centrally, was rejected as not being achievable due to limited capacity and capability. Recruiting, training and organising sufficient volunteers to meet demand prior to the service start date was deemed unlikely.

Volunteer and peer delivery was, however, identified as a valuable aspect of current PSP arrangements and should be considered as a fundamental aspect of future delivery.

**Remote and Rural Grant Fund** – A dedicated remote and rural fund to build capacity in remote and rural communities and to support an increase in throughcare provision as an additional add-on to other options was initially deemed a viable option for shortlist consideration. However, following discussions with SG colleagues on the new SG finance policy relating to in arrears funding, this option was removed as a viable option and the move to in arrears funding was added to the list of project constraints. Other variations of the proposed fund were considered but were not considered viable.

---

<sup>39</sup> For more information on the HMPPS Dynamic Framework, see [HM Prison & Probation Service \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

# Implementation

**Hard transition to new service** – A hard transition to any new service, with current delivery ending before new service delivery begins, was rejected as providing poorer outcomes for people accessing throughcare support.

This cliff edge would likely mean existing support for people would stop abruptly and there would be a period before any new service were established in which no one in prison would be able to engage throughcare support. A hard transition to a new service would also result in no time for handover or transition, including staff transfer and TUPE<sup>40</sup> if relevant, meaning learning, relationships, expertise and labour would suffer.

**One year of double delivery** – A year of double delivery while a new service ramps up and existing provision is wound down was rejected as not being affordable. It would also pose significant challenges for any prospective provider(s) as recruitment of staff to the new service would be challenging alongside ongoing delivery and would pose difficulties for any potential TUPE process.

---

<sup>40</sup> Transfer of Undertakings (Protection of Employment) TUPE regulations protects employee rights when people transfer to a new employer. A 'TUPE transfer' happens when an organisation, or part of it, is transferred from one employer to another or when a service is transferred to a new provider,

# Appendix 4 – Detailed Analysis of Option 1

This Appendix contains detailed analysis and costing for [Option 1](#).

## Strengths

- Maintaining current PSP structures would ensure that there is limited change to current arrangements and would therefore mean existing staff, process and relationships with external partners are all maintained. Expertise, good practice and learning developed across the partnerships to date would be continued and built upon for future, whilst also providing partnerships with an opportunity to review current practices and structures and to make changes to further improve delivery.
- This option would produce the least disruption for people already in receipt of a service and would preclude the need for handover processes.
- This option could be achieved through a direct grant award to the existing partners. There would therefore be no application process and consequently no additional costs relating to advertising, preparing and assessing applications, or service start up costs for Scottish Government, CJS, or voluntary sector providers. This would also avoid the uncertainty and risks inherent in a competitive grant application process.
- Indicative confirmation of funding for 3-5 year period, subject to future SG budget allocations, would support stability for the PSPs, improving staff retention and allow partnerships to plan development activity over a longer period. This is in line with supporting collaboration between the third and public sectors: A review of current evidence produced in October 2022<sup>41</sup> and agreement in principle between Scottish Government justice colleagues and CJS to begin working on such an arrangement.
- Creating a new structure to bring the PSPs closer together would enable a strategic approach to throughcare provision and would support the coordination of activity and the sharing of non- financial resources between services when required.
- An updated and standardised approach to evaluation, governance and monitoring across the PSPs would support improved grant monitoring and may lead to improved outcomes for people accessing services.

---

<sup>41</sup> [Supporting documents - Supporting collaboration between the third and public sectors: evidence review - gov.scot \(www.gov.scot\)](https://www.gov.scot/supporting-documents-supporting-collaboration-between-the-third-and-public-sectors-evidence-review)

## Challenges

- Reviewing PSP provision and rationalising service delivery may be complex and would require extensive internal and external negotiation. Currently the PSPs have different approaches to delivery, case management and partnership management arrangements. This will require significant resource from partners, the Scottish Government and CJS to review, renegotiate and formalise. Partners would be under no obligation to engage with negotiations or to comply with any suggestions for change and could decide instead to wind down services if they do not wish to participate in the process.
- A direct award would be contrary to expectation of some providers that a competitive process to commission throughcare services would be opened to the sector. Some voluntary sector providers may therefore be disappointed by any decision to maintain current delivery through a direct award. This could be mitigated to some extent by continuing partnerships reviewing their members and improving remote and rural arrangements and through clear and effective communication with the sector to manage expectations and to explain the process and reasons for which this decision was made.
- Maintaining the current numbers of people accessing throughcare services within the funding available will be challenging. While New Routes PSP has previously received a significant increase in budget in 2019 to support the expansion of service to men over the age of 25, when taken as a whole providers have not received increases in funding in line with inflation since their inception; for example, the money awarded in 2019 would equate to around £4,610,000 today had funding increases been provided in line with inflation in recent years.<sup>42</sup>
- In the next 5 years, services will likely see a real terms reduction in funding of around £312,530 - £391,546.<sup>43</sup> This will compromise the ability of current providers to deliver an effective service in the coming years.
- Existing arrangements and limited financial resources mean that resourcing the expanding coverage of throughcare services and opportunities for future development of services (e.g. expanding the length of service engagement) are limited. For example, expanding the service to men on remand can only be funded under current arrangements through transfer of resource away from women and young people or by providing additional funding; transfer of funding to respond to emerging need is not possible.
- A direct award of grant funding and maintenance of current delivery may lead to less innovation and efficiency by limiting the inclusion of new

---

<sup>42</sup> Amount calculated using Bank Of England Inflation Calculator - <https://www.bankofengland.co.uk/monetary-policy/inflation/inflation-calculator>

<sup>43</sup> Figures based on Treasury Green Book inflation guidance and using OBR medium term forecast GDP deflator figure. GDP deflation in 2023/24 is predicted to be between 5.1% and 2.9% and 1.4% for subsequent years.

partners and new approaches. However, a competitive approach to grant awards may also not produce these benefits and commissioning literature would suggest that competitive processes do not necessarily result in more effective services.

- In-year transfer of funding between partnerships will not be possible due to the annual nature of funding agreements. Any variation of resources between partnerships year to year will have to be undertaken annually following discussions with providers. This may limit the ability of policy makers, funders and partnerships to shift resources to meet emerging challenges. Varying resources between partnerships year to year could have contractual implications and create uncertainty for staff in a sector where uncertainty is frequently experienced due to the nature of funding.
- Current structures and existing staffing obligations could also limit potential for change in future. Current providers will also be tied into existing arrangements meaning there will potentially be opportunity costs as they will have limited capacity to support other initiatives.
- Whilst establishing a cross-PSP structure or board would support increased collaboration and strategic planning, it may increase bureaucracy and entail ongoing resource commitments from the PSPs, the Scottish Government and CJS. Establishing a cross-PSP structure will also incur start-up costs in the form of staff time and secretariat costs would like need to be borne by the grant manager or by the Scottish Government.
- Standardisation of monitoring and reporting processes may incur costs for providers, especially if new customer relationship management (CRM) or tools are required.
- Pulling together separate streams carries additional on-going resource costs for grant manager.
- A review of partnership provision in remote and rural areas alone may not be sufficient to increase coverage in these areas without additional resource to support improved delivery, especially in light of the higher unit cost involved in delivering a service in these areas.
- Integrating referrals to family support services has been identified as inadequate at present by stakeholders and a review of processes is necessary to ensure family support is integrated where possible. This may, however, not be sufficient to improve referrals without additional resource to support improved delivery.

### **Costs**

All costing below are provisional and are based on estimates provided from breakdowns of current budgets and delivery provided by the PSPs. As such they will require further development and agreement between current providers, Community Justice Scotland and the Scottish Government before any changes can be implemented.

**Rationalising PSPs** – Given the current overlap in eligibility between New Routes and the Moving On PSP, we would recommend that the Scottish Government reviews the current funding award with a view to rationalising throughcare delivery.

The low number of referrals to the Moving On service, the ongoing trend of decreasing numbers of young people in prison serving a short sentence in prison, the pending introduction of the Children (Care and Justice) (Scotland) Bill, the limited geographic availability of Moving On and the high unit cost of current delivery<sup>44</sup> means that current arrangements do not represent value for money.

If the decision is made to end funding for the Moving On, then specialist provision for young people leaving HMP & YOI Polmont could potentially be incorporated into the New Routes and Shine PSPs. We believe this would be feasible due to the small numbers of people accessing the service (30 prison based referrals in 2022/23), the fact that New Routes already operate in HMP YOI Polmont and the very low numbers of young women held there (<5).

Provided New Routes and Shine agree to integrate the delivery for throughcare support for young people into their service, this will have cost implications for the partnerships. Shine and New Routes will need to be sure that they have appropriate skills and processes for supporting young people, which may require additional staff and require them to take on some or all of the Moving On staff under TUPE processes. This could be funded through the reallocation of some of the Moving On grant funding to the Shine and New Routes partnerships. Further engagement with the Shine and New Routes PSPs would be required to establish the actual funding required to effectively integrate provision for young people into their partnership activity.

Stakeholder feedback highlights the potential risk of re-traumatisation and other adverse consequences for young people of transferring service provider where they are already engaged with a service. If support for young people is to be integrated into New Routes and Shine delivery then steps will need to be taken to mitigate any potential adverse effects for people currently receiving support under Moving On.

**CPO and DTTO Support for Women** – In addition to the above, the Scottish Government will also need to consider whether to continue the provision of CPO and DTTO support for women currently provided by the Shine PSP if proceeding with Option 1.

As we have indicated above, while support for people on community orders is important, we do not believe this support is an integral aspect of throughcare delivery and we are not able to recommend expanding coverage to all men on a CPO. Continuing to provide the service for women as part of commissioned voluntary sector throughcare service would therefore mean that only women and not men are in receipt of a service, which may have a differential equalities impact for men.<sup>45</sup> It will also mean that a significant amount of the total grant allocation for throughcare services continue to be used provide services that are not throughcare support for prison leavers.

---

<sup>44</sup> See Option 2 below.

<sup>45</sup> Exploring whether an equivalent CPO/DTTO service for men is required was out of the scope of this work and so we are unable to recommend fully funding such a service for women and men.

If this service is to be continued then the Scottish Government should give consideration to how it might be separated out from throughcare provision and funded separately to the total £3,800,000 allocation for voluntary throughcare and mentoring services.

For 2022/23 26% of Shine's referrals came from the community<sup>46</sup> and comments received from the Sacro providing feedback through the Options Appraisal process indicate that currently community referrals represent around 30% of all Shine activity. As a proportion of grant funding received by the Shine PSP, that equates to £372,000 - £420,000. The actual amount, however, will differ and there are potential additional costs for separating it out, if, for example, additional managers or infrastructure are required. However, it is a useful indication of how much a CPO/DTTO support service for women could cost to separately fund.

If CPO/DTTO support is funded separately then the funding currently used to deliver this service within the throughcare grant award could be transferred to the New Routes PSP to support delivery of throughcare to men on remand.

It is important to consider the implications if this service is not funded - if the support is not continued, this may have a range of detrimental effects on the women being supported and on women's offending more generally. Those receiving the service as it is wound down may experience a range of negative outcomes if support is ended early and would need to be referred into other appropriate support services to ensure continuing support where possible. This could be mitigated to an extent by establishing a clear cut off for new referrals linked to the length of service offered (e.g. 6-8 months before the end of the 2024/25 financial year and any removal of service).

More generally, if the service is serving a preventative function in keeping women out of prison through providing support to address issues driving offending and is supporting compliance with community orders and therefore preventing breaches, removing the service may increase number of women entering prison serving short sentences, thereby increasing the demand for throughcare services.

***Expanding Throughcare to Men on Remand*** – Expanding coverage to the male remand population within the current allocation of funding to the New Routes PSP is challenging. Feedback received from current providers is clear that an expansion of service to men on remand cannot be achieved if funding for the New Routes partnership remains at current levels. To do this effectively, without compromising the quality of current delivery or reducing numbers of short term prisoners accessing the service, will require either transfer of resource from existing grant funding or additional resource.

If the decision is taken by the Scottish Government not to continue funding for the Moving On PSP, then the redeployment of any remaining Moving On budget not reallocated to New Routes and Shine to integrate provision for young people into those services, and the transfer of funding from the Shine PSP currently utilised for providing CPO and DTTO support for women (£375,000 - £420,000) would allow for an expansion of throughcare services to men on remand.

As indicated above, the cost of integrating provision for young people into Shine and New Routes and the cost of separating out CPO and DTTO support for Shine will require will require further exploration and negotiation with the partnerships and a final amount of any

---

<sup>46</sup> 126 community referrals, 484 total referrals.



potential resource transfer to support expansion of delivery to men on remand is difficult to estimate at this stage. However, using current budgets and delivery to consider a range of potential transfer amounts, we would estimate that it could be possible to expand provision to between 225 and 500 men on remand. Using the average numbers for men on remand excluding data from the COVID-19 pandemic, this would equate to between 4% and 9% of the male remand population.

Potential Resource Available	Estimated Number of Mentors <sup>47</sup>	Number of People Accessing Service <sup>48</sup>
£400,000	9 -10	225 - 250
£500,000	11 -12	275 - 300
£600,000	13 -15	325 - 375
£700,000	16 - 17	400 - 425
£800,000	18 - 20	450 - 500

**Removing 6 month maximum service length** – evidence from the literature review, primary research and stakeholder engagement activity indicates that extending the maximum length of service engagement for people accessing throughcare services from 6 months to one year (or beyond) could improve outcomes for people accessing throughcare services. Anecdotally, providers have indicated that they are currently already providing services to some people that require them after the ‘official’ cut off point for support.

The effects of any extension are difficult to calculate and will depend largely on the people accessing throughcare services in future. However, feedback received from stakeholders, including current PSP providers, indicates that extending the maximum length of service engagement as standard would require additional resources.

Data from Shine and New Routes indicates that as the amount of time people engage with a service increases, so does the likelihood that people will leave the service before the official service cut-off point, whether that is a “planned” exit (i.e. leaving the service is communicated to and facilitated by the service provider) or an “early” or “unplanned” exit (i.e. without advance notice or planning). In the case of New Routes, over the total life of the service, 5% of people who have been referred to the service make it to a final assessment.<sup>49</sup> CJS are not aware of comparable published data from the Shine PSP; however, performance data indicates that across the life of the service 70% of all referrals are planned exits and 30% are unplanned (but not at what stage these planned or unplanned exits occur). Figures for 2022/23 indicated that 54% of all exits were planned and 44% were unplanned.

Given the potential significant costs highlighted in feedback received from third sector providers, the lack of data available and the need to prioritise expanding support to men on remand, CJS are not able to recommend an expansion of support beyond the current 6 months limit. However, if the Scottish Government choose to proceed with Option 1, we

<sup>47</sup> Higher number assumes no additional management costs but includes a proportionate increase in total PSP budget.

<sup>48</sup> Assumes current average caseload of 25 mentees per mentor

would recommend working with providers to review the possibility of extending support to one year of engagement and to model any potential numbers and costs.

***Creating a national structure*** – Establishing a new national structure to support cross-PSP collaboration will require resource from Scottish Government, Community Justice Scotland and the PSP providers to establish. The new structure will require initial collaborative work to scope and determine the structure, the development of a terms of reference for the structure, secretariat support and ongoing engagement to sustain. We would not expect this work to require additional financial resource to support, however it will require partners to commit significant staff resource to develop and sustain.

# Appendix 5 – Detailed Analysis of Option 2

This Appendix contains detailed analysis and costing for [Option 2](#).

## Strengths

- A stronger emphasis on resettlement over more intensive support would reflect evidence that a resettlement and signposting service will meet the needs of many people leaving prison, whilst maintaining the option of more intensive support for those who need it. This approach would also reflect research and evaluations of the current provision which shows more intensive “mentoring” type support to be an effective approach to supporting improved outcomes for people leaving prison. Combining the two approaches and developing a new service based on the latest evidence of need and current prison demographics could therefore support improved outcomes for a wider range of people than current provision.
- A service focused on resettlement and signposting as a default approach may be easier to deliver and could increase the number of people accessing throughcare by lowering threshold for support and better reflecting the immediate needs of prison leavers. A less intensive approach as a default could allow providers to work with more people if services and processes are set up in this way.
- An open, competitive process would meet the expectations of many in the sector and bring a number of opportunities:
  - A new grant process may allow for increased innovation – a new partnership would be able to begin service development and delivery arrangements without the need to adapt existing delivery. This, along with the involvement of new providers in the successful partnership, could allow for innovative approaches to service delivery.
  - The involvement of new voluntary sector providers in throughcare may increase the resources available and could lead to a more efficient use of resources. New providers may be able to bring new resources through match funding, charitable reserves or well developed volunteer networks. The larger grant value and single partnership may also allow for cost savings due to economies of scale.
  - This option could lead to an increased range of voluntary sector providers delivering commissioned throughcare activity beyond those partners already involved in PSP delivery. A new partnership may facilitate smaller organisations joining and a focus on geographic

coverage in the grant application process could support the inclusion of remote and rural providers.

- A single partnership would offer efficiency and flexibility of funding and resources as it would be able to allocate and reallocate resources as required amongst partners to reflect emerging challenges and gaps in provision without the need for updated grant arrangements under current processes. It will also mean that all resources are targeted at delivering throughcare services to those leaving prison, unlike current arrangements which have around a tenth of the total funding available allocated to providing community support services for women serving community sentences.
- Strategic national coordination of throughcare services would be easier within single partnership. This will allow resources for commissioned voluntary sector throughcare to be aligned more effectively to supporting national policy priorities such as the Programme for Government 2023/24, The National Strategy for Community Justice, implementation of the Bail and release from Custody Bill, the Children (Care and Justice) Bill and work currently being developed under Transformation Change Programme 2 – Shifting the Balance from Custody to Community.
- A single national partnership would be easier to administer from a grant management perspective and would have the benefit over Option 1 of removing the need for extensive work to review and update existing arrangements to support improved provision. It would also allow for a more targeted and intensive grant management and support for development.
- Providing funding for a transition period in 2024/25 will support continuity of delivery for individuals already accessing services. A 3-6 month transition period was viewed by providers as being adequate to support an effective handover. Funding would mitigate the risk of a hard transition to a new service on 1st April 2025 and support a more effective delivery of throughcare services from the first day of delivery. A sufficient transition period will also give provider(s) time to fully consider TUPE and staffing arrangements in transfer of services. This upfront investment in development and transition is likely to save money in the longer term as the service will be more resilient, better staffed and relationships with external stakeholders will be stronger.
- This option would have lower ongoing engagement costs for external partners as effective links would be required with only one throughcare service. This would reduce complexity for a range of partners included SPS, local community justice partnerships, and local authority justice social work teams.
- A single national partnership would have a clearer identity, making it easier for people accessing the service and for other partners to understand and recognise the service it offers.

## Challenges

- Significantly expanding the number of people accessing throughcare will be challenging within the allocated funding. While some additional capacity may be created by economies of scale and partners bringing new resources into partnership activity, TUPE considerations, ongoing high delivery costs and the effects of inflation in coming years will mean that any new partnership will face financial challenges in delivering effective throughcare services over time.
- While additional funding has been made available periodically since the introduction of the PSPs, total increases have not kept pace with inflation, meaning a real terms reduction in funding over recent years. A new national service would therefore be starting in a less financially strong position than that of the original PSPs when they began current delivery in 2013. For example, the money awarded in 2019 (when the last significant uplift in funding was awarded) would equate to around £4,610,000 today had funding increases been provided in line with inflation in recent years.<sup>50</sup>
- A competitive grant process carries a number of risks and its success will be dependent on any application process attracting a sufficient number of quality applications. While longlist consideration and high level sector mapping indicates that there are sufficient organisations nationally to apply for funding (including the existing PSP providers) and that the proposed option is achievable and feasible within existing resources, providers may be wary of assuming such significant risk in taking on a national service at what is a challenging time financially for the sector or may deem the funding insufficient to meet the minimum requirements specified. If the process does not produce applications of a suitable standard then an alternative arrangement will need to be considered.
- When consulted on shortlist options, some voluntary sector providers have also expressed concerns regarding the ability of providers to deliver the proposed service within the budget available without reducing the number of people accessing throughcare services overall when compared to current provision or compromising the quality of the service offered. To reflect these concerns we have reduced the scope of the service to reduce the proposed length of time a person engages with the services from 12 months to 6 months in order to reduce the costs involved. Based on the costings outlined below, we believe a new national service could at least match current provision and may increase the number of people accessing throughcare services.
- Competitive processes may increase friction and hamper collaboration between voluntary sector providers, however the requirement that grant applications must be on the basis of partnership delivery will mitigate this to a degree.

---

<sup>50</sup> Amount calculated using Bank Of England Inflation Calculator - <https://www.bankofengland.co.uk/monetary-policy/inflation/inflation-calculator>

- Partnership formation, development and coordination is challenging, as demonstrated by learning from PSPs to date. A new partnership would entail upfront costs for providers to establish and will require ongoing support to aid future development.
- A new partnership would need to develop relationships with external stakeholders and work would be required to integrate a new service into existing processes. This could be mitigated through handover period or if some or all of the current providers are involved in the new national partnership.
- A single national service may constitute a single point of failure – however, strict difference in eligibility criteria mean that this is already the case with the existing PSPs and a broad, cohesive and well-resourced partnership would mitigate the risk of total failure of service delivery. This risk would also be mitigated through due diligence requirements during the grant application process.
- New staff will require training, including trauma training and training to access the prison estate. This will be mitigated to an extent if TUPE considerations apply and existing staff are transferred into the new partnership.
- Even with funding to support transition to enable a full service rollout from 1<sup>st</sup> April 2025, a new service will require time to bed in. This may lead to lower numbers of people accessing throughcare services in the short term and monitoring and evaluation of the new service may take some time to establish effectively.
- A national service may face challenges in supporting local connections for people leaving prison. Service structures and processes, as well as developing relationships with local authorities and local referral agencies over time, will lessen this risk.
- Providing transition funding from the 2024/25 grant funding may lead to fewer people accessing throughcare support during that year. However, if the decision is made not to fund the Moving On PSP for the 2024/25 year and support for people leaving people from HMP & YOI Polmont is integrated temporarily into Shine and New Routes, then this funding could be used to support the establishment of a new service prior to full funding rollout in 2025/26 without any reduction in the number of people accessing throughcare services.
- While support for transition will allow for a more effective handover between current providers and a new national service, a change in provider may still have detrimental impacts for people who are already receiving throughcare support when they transition to the new service. Feedback from voluntary sector providers indicates that this is a particular risk in the case for young people receiving support. Any handover process will therefore need to focus on mitigating potential harm to those people already accessing services and to ensure as seamless a transition as is possible, including minimising the risk of re-traumatisation .

- This option would remove national provision of CPO and DTTO support for women as part of nationally commissioned throughcare activity. As we have indicated in our analysis of Option 1, we believe this is a valuable service but it is outside the scope of this work and of throughcare more generally. We would recommend the Scottish Government give consideration to how this support could be continued and funded separately to the total grant allocation for throughcare activity. Please see Option 1 for a fuller consideration.
- While the national service will still include specialist provision as part of the partnership, some existing staff may be unhappy with the removal of a specific structural focus on age and gender specialisms and not wish to be employed by a new national service, leading to a loss of experienced and skilled staff.
- This will be the first time that CJS have commissioned voluntary sector services. Processes and structures are still new or being developed and the commissioning process will require ongoing engagement and development work for both CJS and the Scottish Government.

### Costs

In line with project parameters established by the Scottish Government, the service would be expected to deliver services within the existing budget of £3,800,000.

Costing for a new national service will depend on the successful partnership proposals. Successful applicants will bring a range of assets and existing structures that will affect the cost of delivery, the number of staff that will be employed and, ultimately, the number of people that a service will be able to work with. A single national structure and economies of scale may also mean reduced management and infrastructure costs compared current arrangements, allowing more resources to be allocated to delivery.

While an exact costing of throughcare services in advance of finalising the grant award with the successful applicant(s) is difficult, comparing the amount of funding provided to current providers with the total number of people referred to the service allows us to generate a rough unit cost for each throughcare service.

Service	Funding Received	Referrals (2022/23)	Unit Cost
New Routes	£1,765,000	1322	£1,335
Shine	£1,431,000	484	£2,957
Moving On	£500,000	46	£10,870
All services	£3,696,000	1852	£1,996

These unit costs are rough figures and do not include non-financial and in-kind resources contributed by partners to partnership activities. Differences in referral numbers, eligibility criteria, delivery and structures across the partnerships also mean that it is difficult to compare unit costs.

Evidence from performance data, published reviews of the PSPs and the light touch PSP review conducted as part of the literature review, does however suggest that these unit costs reflect different levels of intensity of service offer and allow us to estimate a range for the number of people a new service could potentially engage.

Unit Cost	Number of Potential Referrals
£1335	2846
£1996	1904
£2146 <sup>51</sup>	1771
£2957	1285

A new national service under Option 2 will be providing a mix of resettlement support and more intensive mentoring type support and so would likely be providing a service with differing unit costs for each person accessing the service, dependant upon the profile and needs of the people accessing support. For example, a service providing an equal mix of resettlement support at the lowest possible unit cost and more intensive support at the highest unit cost could be expected to provide a service to around 2088 people.

Current delivery also gives an indication of how funding for a new national service could be structured but should be used for indicative purposes only as it is tied to current structures and budgets, which may differ considerable from those put forward by the successful grant applicant.

Financial information provided by Shine and New Routes, shows that current budgets allocate around 78% of funding to staff costs and 22% to non-staff costs such as accommodation, travel costs and a 10% management fee. Staff costs can then be further broken down into administrative and management costs for the partnership and service streams (around 30%) with the rest dedicated to delivery (70%).

Assuming similar staff costs, which will be the same for future delivery if TUPE is applicable, an employer national insurance contribution of 13.8%, and a pension contribution of 6%, then we would conservatively estimate that future partnership to be able to employ around 65 staff dedicated to delivering throughcare services.<sup>52</sup>

Working at a caseload of around 30 people per worker, we would expect a service employing 65 workers to reach around 1950 people per year.<sup>53</sup> This would represent a small increase on the 1850 people the current PSPs supported in the year 2022/23.

If successful grant applicants are able to bring match funding, in kind resources, developed volunteer networks or existing staff resources to partnership activities then we would expect this number to be higher.

---

<sup>51</sup> Median figure for New Routes and Shine costs. Moving On not used for comparison as specialist nature of service and ongoing challenges with referrals make this unsuitable for estimating future throughput of a national service.

<sup>52</sup> If TUPE does not apply or applies only to some staff, then a partnership may be able to employ more staff for delivery, as salary benchmarking would suggest an average salary for similar roles of £24,586, with a range of £21,555 - £27,776.

<sup>53</sup> This caseload would be higher than the Shine KPI of 15 people per 6 months and New Routes' averages of around 25 cases per mentor, which we believe would be justified by the focus on resettlement and the expansion of provision a service to men on remand, where many people will have comparatively low support needs.



We would therefore expect a new national service to provide support to between 1285 and 2846 people, depending on the final structure of the service developed and the needs profile of the people accessing the service.

*Transition Funding* – funding to establish the service for a transition period could be provided by top slicing the current grant allocation. If the decision is taken by the Scottish Government not to fund the Moving On PSP during the 2024/25 year then this money could be utilised to provide start-up funding for a new national service without compromising delivery of throughcare services. As indicated in our analysis of Option 1, however, some of the Moving On allocation may need to be provided to Shine and New Routes to allow support for young people leaving HMP & YOI Polmont to be integrated into provision for those services during the transition year.

Funding could be used for initial recruitment and service development. Key posts such as a partnership manager, service leads, and administrative support could be recruited during the 3-6 month period prior to the 1<sup>st</sup> April 2025. These posts would then be able to begin recruitment of key worker posts, including conducting negotiations with existing providers on TUPE and staff transfer if applicable, and develop key relationships and processes with stakeholders, with a view service delivery beginning in full on 1<sup>st</sup> April 2025.

The actual amount of funding required will depend on the successful proposals and discussions with the successful grant applicant.

# Appendix 6 – Detailed Analysis of Option 3

This Appendix contains detailed analysis and costing for [Option 3](#).

## Strengths

- Meaningful expansion of throughcare services, without compromising the quality of the service offered, will be difficult without additional resources. An increase in available funding would support increased coverage and could be aligned to projects included under the Scottish Government's Transformation Change Programme 2 – Shifting the Balance Between Custody and Community.
- Key priorities for use of additional funding would include:
  - Expanding coverage for the male short term population
  - Full rollout of service for men on remand (including support for those released direct from court)
  - Expanding and integrating voluntary throughcare support for people on HDC
  - Extending the length of potential service offer to 12 months.
- This option would support improved outcomes for a wide range of people, in particular men on remand (who do not currently receive a service). The additional resources would allow providers to focus on the quality of service provision whilst still expanding the number of people accessing throughcare services. The flexibility provided by additional funding would also allow a new national service to increase support for women should the number of women receiving a short sentence increase in future.
- This option would allow for a full roll out of a service to men on remand. Recent roundtable events hosted by the Cabinet Secretary for Justice and Home Affairs have identified considerable challenges for people leaving prison after a period of remand and have highlighted the lack of support available. The expansion of commissioned throughcare support for men on remand provided by Option 3 would ensure a consistent, nationally available support service for people leaving remand to help address the current gap in provision. This support could be introduced within a relatively short timescale and could be integrated into prison processes and other ongoing work being undertaken by SG to provide support to this cohort.
- The additional capacity could be further targeted at those people most at risk of returning to custody following release from prison. Evidence indicates that around two thirds of all departures from custody result in a return to custody within a year, with around 50% of those returns being someone who was held

previously on remand.<sup>54</sup> Targeting support at those deemed most likely to return to custody could allow for a reduction in the number of people re-entering custody within a year of their release and therefore to a reduction in the number of people in prison.

- The extension of maximum service length from 6 to 12 months would also support improved outcomes for those accessing the more intensive support provided by the new national service. Evidence from the evaluation of the Shine PSP indicates that women in particular may benefit from an increased engagement length with services.<sup>55</sup>
- Additional funding could be awarded without restrictions on its use to allow providers sufficient flexibility to improve delivery in areas where there are currently gaps (e.g. men on remand, integrated HDC offer, unplanned releases from remand direct from court). Funding could be used to increase support to meet rising costs, improve staff recruitment and retention, invest in training and service infrastructure, and support work to develop new approaches to delivery. It could also be used to integrate family support and improve provision to remote and rural areas, either through providing resources to engage new delivery partners in those areas, recruiting additional staff, or to providing additional resources for spot purchasing of support.
- While additional funding has been made available periodically since the introduction of the PSPs, total increases have not kept pace with inflation, meaning a real terms reduction in funding over recent years. A new national service would therefore be starting in a less financially strong position than that of the original PSPs when they began current delivery in 2013. For example, the money awarded in 2019 (when the last significant uplift in funding was awarded) would equate to around £4,610,000 today had funding increases been provided in line with inflation in recent years.<sup>56</sup>
- Additional funding is necessary to maintain current levels of delivery and ensure the viability of any service in future. While inflation is currently dropping, continued high levels of inflation in the short term and general inflation over the longer term will mean that within five years, the £3,800,000 funding available for commissioned throughcare services will be reduced in real terms by £312,530 - £391,546.<sup>57</sup> Any new service will need to plan future budgets and delivery accordingly. Without additional funding this will likely mean reduced capacity to deliver throughcare services and therefore a reduction in the number of people accessing throughcare.
- Increasing the amount of funding available for any new national service may increase the number and quality of applications made to the grant fund.
- Increasing the amount of funding would mitigate many of the risks and challenges identified in our consideration of Option 2. A new national service

---

<sup>54</sup> See CJS Demographics Paper and supplementary “churn” paper from JAS.

<sup>55</sup> [SHINE REPORT\\_FINAL \(WEB ONLY\) May23.pdf \(shinementoring.org\)](#)

<sup>56</sup> Amount calculated using Bank Of England Inflation Calculator - <https://www.bankofengland.co.uk/monetary-policy/inflation/inflation-calculator>

<sup>57</sup> See note 43 above.

with additional funding will be able to build in sufficient contingency to arrangements to ensure the financial viability of the service and would be able to expand delivery without compromise the quality of any service offered.

- In order for voluntary sector providers to consider leading or entering into a national partnership of this scope, they must be convinced that the funding available is sufficient to do so and stable enough to warrant the considerable upfront expense involved in establishing a partnership and service on that scale. This increase in the total amount of funding available for a national service means providers will be much more willing to assume the risk of providing such a service.

### **Challenges**

- Budgetary pressures on the Scottish Government and the recent Resource Spending Review, mean that additional resources within the Community Justice Division portfolio will be difficult to secure.
- Any increase in resources will need to be secured on a year on year basis, which will be challenging in the current financial climate. Providers may not be willing to assume the risks of delivering a substantial national service if they are not sufficiently reassured that funding can be maintained over time. Any reduction in the SG annual budget allocation would carry financial risks for providers (e.g. redundancy costs).
- Expanding existing provision through recruiting significant numbers of additional staff or establishing a new service at such a scale may prove challenging for providers. For a new service this may mean a longer start up period before full delivery can be achieved. This may be mitigated by the additional funding allowing for the inclusion of more providers in the partnership.
- The Scottish Government is currently transitioning away from providing grant funding in advance of spend to providing funding in arrears based on actual costs incurred. While there may scope to argue for an exception to this policy if a sufficient business case can be developed in advance of the financial year, the larger contract value may make this difficult for voluntary sector providers if a new service is to be developed and providers may not be willing to assume to large upfront costs and financial risks.
- Due to financial constraints, additional funding for core delivery would significantly reduce the likelihood of funding being made available to develop Option 4.
- This option would remove national provision of CPO and DTTO support for women as part of nationally commissioned throughcare activity. As we have indicated in our analysis of Option 1, we believe this is a valuable service but it is outside the scope of this work and of throughcare more generally. We would recommend the Scottish Government give consideration to how this support could be continued and funded separately to the total grant allocation for throughcare activity. Please see Option 1 for a fuller consideration.

## Costs

Additional funding of £1,500,000 would support a substantial increase in voluntary throughcare activity and could support a significant increase in the number of people accessing throughcare support.

This would allow the new national service to employ an additional 30 members of staff for delivery and two additional manager roles, whilst also leaving around £200,000 to bolster delivery and budgets to offset current high costs and to facilitate spot purchasing or engaging additional partners to support delivery in remote and rural areas.

This additional capacity could be used flexibly across the service but could be primarily focused on providing a remand service to men and increasing the number of male short-term prisoners accessing throughcare services by integrating the offer of throughcare support into HDC processes.

Working on an indicative caseload of 30 cases per throughcare worker, this could equate to around 900 additional people accessing throughcare services per year. This would support a full roll-out of a remand service for men to 10-15% of the remand population, and provide some extra capacity to support delivery to men on short term sentences.

The core allocation of £3.8m could then be utilised to provide a high quality support service to women, support to men leaving prison having served a short prison sentence and fully integrated family support.

*Expanding Throughcare Support for Men on Remand* – A key use for any additional resources for voluntary throughcare services would be to expand support for men on remand.

As indicated in relation to Option 1 above, we believe there is a clear need and sufficient evidence to expand throughcare to men on remand. Expanding support to men on remand would also be in line with current Scottish Government policy priorities and reflects the need for collective efforts to reduce the high rate of remand and reduce the prison population, including the current high remand population. Targeting additional resources at supporting men on remand could be integrated into work under TCP2 and work to implement the Bail and Release from Custody (Scotland) Bill and to review the use of remand more generally.

Redeployment of current resources, whether through updated PSP delivery or as part of a new national throughcare service, will allow for providers to offer only a relatively small percentage of the eligible male population a service whilst on remand, due to the need to maintain current levels of provision. Expanding coverage to a higher percentage of the population would therefore require additional funding.

Percentage of Remand Population <sup>58</sup>	Number of People	Staff Required (FTE)	Estimated Cost <sup>59</sup>
10%	545	18	£783,723
15%	818	27	£1,175,585
20%	1091	36.5	£1,589,217
25%	1364	45.5	£1,981,078
50%	2727	91	£3,962,157
75%	4091	136.5	£5,943,235

Expanding coverage for remand could be achieved through a number of different ways:

- Additional staff could be deployed within the main throughcare service and people in prison on remand could be approached by prison based staff to encourage referrals, in line with current practice.
- A court based service to support those released direct from court – figures provided by JAS based on Scottish Courts and Tribunal Service data suggests that around 80% of all court appearances from remand are from a relatively small number of courts (14 courts, around a third). Resources could be targeted at providing an outreach service with an in court presence in these courts. This would, however, need to be offered alongside a general offer of support from prison based staff to ensure a throughcare service is available across the whole country for men on remand.
- Process mapping undertaken by the project indicates that there are limited opportunities for integrating the offer of throughcare support into remand processes at present. One opportunity may be to work with SPS to integrate the offer of throughcare support into SPS induction processes or during the Core Screen following entry into prison (this process differs across establishments however).
- Process mapping indicates that SPS are potentially developing a number of processes that may allow for the integration of an offer of voluntary throughcare support, such as pre-release planning.
- SPS receive information from the Scottish Courts and Tribunals service based on the Court Rolls so that they are able to prepare individuals for transfer to court appearances from remand. Current processes indicate a very short period between SPS compiling this information and an individual's transfer to court, however it may be possible to integrate the offer of voluntary throughcare support into this process.

---

<sup>58</sup> Percentage calculated using average departures from remand population data pre-pandemic. Actual percentage may vary with current high rates of remand, however analysis provided by JAS suggests that current high levels of remand are largely the result of cases that will translate into long-term prison sentences.

<sup>59</sup> Based on current budget breakdowns and assumes 1 additional management role for every 15 additional staff employed. Actual amount will vary depending on structures developed.

These are possible ways in which this service could be structured and delivered however applicants will be expected to, in line with the evidence and their expertise and experience of delivering services, set out how they would develop this service as part of their application.

*Expanding Throughcare Support for Men on Short Sentences* – Additional funding could be also targeted at expanding delivery to increase the proportion of people on a short sentence receiving voluntary sector throughcare services. Current provision for men on short sentences indicates around 15% of the eligible population are in receipt of throughcare support and around 54% of eligible women on a short term sentence are in receipt of a service.

Reducing prison referrals for the Shine service and the high level of current coverage would suggest limited additional benefits to significantly expanding throughcare services for women. However the comparatively low percentage coverage for males and the significant increase in numbers of people accessing throughcare support following the removal of age restrictions from the New Routes service would suggest this is a viable option to target a percentage increase in coverage.

Percentage of Eligible Population	Number of People	Number of Additional People (above current 15% coverage) <sup>60</sup>	Additional Staff Required (FTE) <sup>61</sup>	Estimated Cost <sup>62</sup>
20%	1794	448	15	£612,284 <sup>63</sup>
25%	2243	897	30	£1,306,206 <sup>64</sup>
30%	2691	1234	45	£1,959,308
50%	4485	3139	105	£4,571,719
75%	6728	5382	179.5	£7,815,463

*Targeting throughcare support to people on Home Detention Curfew* – One way to increase the number of short term prisoners accessing throughcare support would be to target additional resources on engaging people released from prison on Home Detention Curfew (HDC). Under current PSP delivery, people leaving prison on Home Detention Curfew are able to receive throughcare support, provided they have already engaged with throughcare provider, but there is no targeted outreach for people being considered for release on HDC or integration of an offer of throughcare support into HDC processes.

Current numbers of people released on HDC annually are low when compared to historic figures and there has been a sharp drop on the number of people being released on HDC since 2019 following the introduction of changes to the HDC assessment process and the

<sup>60</sup> Based on average figures of people eligible and excluding prison population statistics during the COVID-19 Pandemic.

<sup>61</sup> This assumes, given the costings provided for Option 2 above, that a new national service would be able to at least match current numbers of people accessing support.

<sup>62</sup> Based on breakdown of current PSP budgets. Actual amounts may be higher or lower.

<sup>63</sup> Assumes no additional increase in staff management costs due to low number of additional staff being spread across partnership. Includes proportionate increase in total partnership budget

<sup>64</sup> Assumes an 1 additional management role for every 15 staff employed and proportionate increase in total partnership budget. Actual amount will vary depending on structures developed.

introduction of a presumption against release on HDC for certain categories of offences. In the 3 years preceding the introduction of these changes, the average number of people released on HDC in a year was 1331, with 260 people being recalled to prison for a breach of their licence conditions, and justice social work conducted at least 2500 HDC reports a year.<sup>65</sup>

Since the introduction of changes these changes on average 249 people are released on HDC over the course of a year.<sup>66</sup> Over the same period, on average 22 people are recalled to prison due to breach of HDC licence conditions each year. In 2021-22, the most recent year for which figures are available, JSW services undertook 790 reports for people applying to be released on HDC.<sup>67</sup> Regularly updated figures published by SPS would suggest that there are around 64 people released on HDC at any given time.<sup>68</sup>

Expanding throughcare coverage to a larger number of people applying for HDC would align to emerging project work under TCP2 aimed at optimising the use of HDC for short term prisoners and would be warranted by the need to reduce prison numbers in light of the upward trajectory of the prison population over recent months. Evidence also suggests that the use of electronic monitoring (EM) technology, a key component of HDC, is most effective when combined with a person centred approach and ongoing support, something that could be achieved through a voluntary sector throughcare service. Expanding voluntary sector throughcare services to those on HDC would also implement the concluding recommendations of the Scottish Government Working Group on Electronic Monitoring.<sup>69</sup>

Targeting throughcare support for people being considered for HDC would have a number of benefits. In the first instance, the HDC process would provide multiple opportunities for engaging people with throughcare support and could lead to increased prison-based referrals for voluntary throughcare services.

For people accessing throughcare support whilst on release on HDC, we would expect improved outcomes and fewer recalls for those being released, in line with evidence that indicates the positive effects of support for people on temporary release and subject to electronic monitoring and the evidence to date on the effectiveness of throughcare and mentoring services in improving outcomes for people released from prison.

In the medium to longer term, however, the consistent availability of voluntary throughcare support for people on HDC could support an increase in the number of people receiving HDC and therefore a reduction in the prison population. Fully integrating voluntary throughcare support into HDC processes, alongside other work being undertaken through TCP2 to optimise HDC processes, may give decision makers increased confidence in an individual's ability to comply with HDC conditions in the community and lower the potential risk posed by a person being considered, which could lead to an increase in the likelihood of an individual being granted release on HDC. SPS decision makers would, however, need to be convinced that support is sustainable and of sufficient quality before

---

<sup>65</sup> <https://www.gov.scot/publications/justice-social-work-statistics-scotland-2021-22/pages/11/>

<sup>66</sup> Unpublished figures received from SPS.

<sup>67</sup> This is in line with the last figures before the pandemic and following the introduction of changes to HDC eligibility criteria and process - <https://www.gov.scot/publications/criminal-justice-social-work-statistics-scotland-2019-20/pages/11/>

<sup>68</sup> Figure is based on a 6 month average of recently published data  
<https://www.sps.gov.uk/Corporate/Information/SPSPopulation.aspx>

<sup>69</sup> <https://www.gov.scot/publications/electronic-monitoring-scotland-working-group-report/>



they are likely to alter their approach. Care would also need to be taken to ensure that engaging with throughcare support did not come to be seen as a precondition for release on HDC, as current and historic breach rates indicate that the majority of people released on HDC are able to comply with the licence conditions without support.

Under current HDC processes there are a number of stages during the assessment process at which it would be possible to signpost engagement with voluntary sector throughcare services, from the first time a person applies to HDC (Form HDC1), the initial risk assessment (HDC2), through to social work assessments (Community Assessment Report) and subsequent decision making processes. Existing SPS processes could readily be adapted to consider of the potential benefit of throughcare support and to establish onward referral to a national service as standard. Given the legislative powers for prison governors to “arrange with some other person to discuss, with that prisoner the immediate needs or welfare issues of that prisoner upon release” and the voluntary nature of the service, we would not expect there to be any information sharing or GDPR complications.<sup>70</sup>

There is limited evidence as to the specific needs of people leaving prison on an HDC, however given that they will be people serving a short term prison sentence, it is reasonable to assume that their needs profile will broadly align with that population. Armstrong et. Al suggest that the level of seriousness of offending for those being released on HDC is lower than the average for the prison population, which may mean a slightly lower level of support needs than other people being released following short term prison sentences.<sup>71</sup> In addition to this, the strong focus on risk in the HDC assessment process means that more complex and inherently risky individuals will not be released on HDC. Individuals can only be assessed for HDC if they are able to return to an address, so basic accommodation services will not be required (although ongoing housing support for tenancy sustainment or family support services may be required).

Given the low numbers of people being currently released on HDC and given the likelihood that a significant number of people will likely not take up the offer of support (in line with evidence from current PSP provision suggesting a significant proportion of referrals to services do not result in a person in prison accessing through the gate support), offering a throughcare service to all those leaving prison on HDC could potentially be accommodated within the current funding allocation. Using attrition rates from current delivery, we would expect around 125 people would take up the offer of throughcare support (100 men and 25 women).<sup>72</sup> Actual numbers may, however, be higher due to a range of factors, so numbers would need to be kept under review following any change to SPS referral processes.

If a significant changes are planned to HDC release processes, however, additional resources could be targeted at offering voluntary sector throughcare support to all those applying for HDC whose applications have proceeded to a Community Assessment Report

---

<sup>70</sup> Rule 130, The Prisons and Young Offenders Institutions (Scotland) Rules 2011 - <https://www.legislation.gov.uk/ssi/2011/331/article/130/made>

<sup>71</sup> Armstrong et al., Evaluating the Effectiveness of Home Detention Curfew and Open Prison in Scotland, 2011 Scottish Government Social Research Publication

<sup>72</sup> Based on New Routes data that suggests 45% of total referrals to service result in a pre-release assessment and Shine performance data for 2022/23 which indicates 80% of women referred to the service continue their engagement through the release process. Assumes an average number of men being released on HDC of 220 and 30 women – figures taken from unpublished SPS data.

(CAR). By this stage SPS have already made an initial assessment of an individual's suitability for release on HDC and have decided to request a CAR from local justice social work services to inform a final decision. Were people to be engaged with a throughcare service by this point, it could be considered an additional protective factor that mitigates the risk of release and could therefore increase the likelihood of their being deemed suitable for HDC release. In the most recent year for which figures are available (2021-22), justice social work conducted 790 such reports.<sup>73</sup> This would suggest that only around a third of those receiving a social work report go on to be released on HDC.

While the exact effect of any changes to HDC processes on numbers being released are difficult to know in advance, we would not expect a significant increase in the number of people receiving a CAR as a result of any changes due to the recently introduced changes to eligibility criteria and the strong focus on risk in the process. Expanding capacity for voluntary throughcare services could, however, be targeted at increasing the percentage of people receiving a CAR who then go on to be released on HDC.

Percentage of People Receiving CAR going on to receive HDC Release	Number of People	Number of Potential People Accessing Throughcare Service <sup>74</sup>	Number of Staff Required to provide throughcare support (FTE)	Estimated Cost
Increase to 50%	395	198 - 395	6.5 - 13	£265,323 - £566,002 <sup>75</sup>
Increase to 75%	593	297 - 593	10 - 20	£435,402 - £870,804 <sup>76</sup>
Increase to 100%	790	395 - 790	13 - 26	£566,022 - £1,132,045

If an increase in the number of people of accessing HDC does not materialise following introduction of the throughcare offer and changes to HDC processes or there is a lag between the introduction of changes and any increase in numbers, then service capacity can be deployed as part of general service activity to support expanding support for short term male prisoners and the roll out of coverage to men on remand.

<sup>73</sup> This number is consistent figures for the first year after the introduction of changes to eligibility criteria - <https://www.gov.scot/publications/justice-social-work-statistics-scotland-2021-22/pages/11/>

<sup>74</sup> Lower limit assumes uptake in line with current provision, higher limit assumes all those offered the service as part of the HDC process would accept offer of throughcare support. Data from current providers suggests that on average only around 50% of people who are referred into throughcare services will continue their engagement through to release into the community.

<sup>75</sup> Lower figure assumes no increase in management due to relatively low number of staff spread across partnership activity.

<sup>76</sup> Assumes 1 FTE manager per 15 staff delivering services. Actual amount will vary depending on structures developed.

# Appendix 7 – Detailed Analysis of Option 4

This Appendix contains detailed analysis and costing for [Option 4](#).

## Strengths

- Progressive research indicates navigating different throughcare offers extremely difficult for people in prison. This would reduce complexity for people in prison and potentially increase the uptake of throughcare services.
- Would support new pre-release planning duty being introduced by the Bail and Release from Custody Bill and would provide a dedicated voluntary sector representative for SPS pre-release planning processes.
- Coordination of non-national throughcare resources would both free up national service resource (as people could be directed into more appropriate local services) and could allow for a more personalised throughcare support with local and national services being combined where appropriate.
- This would be a cost effective approach as it would take around £50,000-£75,000 for each relevant prison to provide a dedicated staff member and small budget to facilitate activity.
- Delivering this with the voluntary sector would have significant benefits as they are more likely to build effective relationships with local providers and would have greater flexibility in how they operate.
- Coordinators could operate as a single point of contact for voluntary sector providers and other partners engaged in throughcare activities. This would reduce costs by reducing duplication and received support from the feedback provided by voluntary sector providers.
- Dedicated throughcare coordination role would simplify process for SPS staff and establish single pathway for exploring options for throughcare support.
- This option would provide an effective voice for third sector within SPS establishments.
- Would support prison in-reach for the voluntary sector nationally and may improve referrals for voluntary sector providers as prison based coordinator would be able to engage people in person, rather than the current reliance on email, phone and limited prison visits, therefore providing more effective prison in-reach for services.

## Challenges

- This option would require SPS agreement and support to allow coordinators access into prisons, including providing office and meeting spaces, where possible. It would require integration of coordinators into SPS processes and will require resource to develop, agree and implement for the providers, SPS, SG and CJS.
- Experience of third sector involvement in HMP Low Moss shows the difficulties in embedding voluntary sector in prison establishments and processes.
- As indicated for Option 3 above, securing additional funding and sustaining it year on year is difficult in the current financial climate.
- It will be challenging for coordinators to keep informed about relevant throughcare services offered locally. This could be supported through national activity under TCP2 and by CJS as grant managers, however information would need to be kept under constant review.
- High numbers of people in some prisons would mean that combining responsibilities for referrals and coordinating third sector activity may lead to an unmanageable workload for coordinators. Coordinators would therefore likely still need to be deployed alongside prison based mentors/delivery staff to ensure outreach work still undertaken. Experiences and learning from any pilot project could, however, be used to develop a clearer picture of future uptake and staffing requirements.
- Some local areas have well established throughcare processes and networks (e.g. Glasgow). For these areas a prison based coordinator may introduce an additional layer of complexity. However, most prisons will be releasing people to more than one local authority area, so there may be a benefit in a coordination role even for prisons with strong links to one particularly local authority area.
- Risk that voluntary sector coordinators come to function as gatekeepers, limiting access to people in prison and leading a national service to dominate referrals. Alternatively, there may be unintended wider impacts by introducing this post if other services or organisations begin to limit their work with individuals and simply sign-post directly to the co-ordinator in the lead up to release.
- Voluntary sector providers may be unwilling to have their engagement with a person in prison mediated by another voluntary sector provider, leading to a lack of engagement with coordinators and potentially a drop in the number of organisations seeking to support people in prison. This risk could be explored through the pilot project.

## Costs

As this is a new role, piloting and evaluation of the approach before a full roll out is necessary.

*Pilot Project* – An initial pilot project, consisting on one project lead and two prison based coordinators could be undertaken 2025-27 to establish and develop the role, with budget being included for evaluation of the project at the end of this period. This could be achieved for a budget of £166,000 for 2025/26 and 2026/27.

<b><u>Staff Costs</u></b>	
Project Lead (1FTE)	£41,930.00
Coordinators (2FTE)	£71,880.00
<b><u>Non-Staff Costs</u></b>	
Travel Costs	£3,000.00
Delivery Budget	£5,000.00
Training	£2,500.00
Administration	£10,000.00
Recruitment	£1,500.00
Evaluation	£10,000.00
Accommodation*	£5,000.00
Management Fee (10%)	£15,081.00
<b>Total</b>	<b>£165,891.00</b>
*Actual TBC depending on arrangements developed with SPS	

*National Coordination Service* – Final budget proposals and staffing structures for any further roll out of the coordination service would be developed based on learning from the pilot project and the conclusions of its evaluation.

However, using the same costing model as set out for Option 2 above, an indicative early costing would be that the service could be delivered for an annual £600,000. This is based on the assumption that the 16 Establishments currently holding people either on remand or on short term sentences would require a total of 12 FTE coordinators and one national coordinator manager.

Establishment	Total Remand 2019-20 (Count)	Total STPs 2019-20 (Count)	Remand Prisoners	Female Prisoners	Suggested FTE
Addiewell	1293	3844	Y	N	1
Barlinnie	3272	9115	Y	N	2
Bella Centre	N/A	N/A	N	Y	0
Castle Huntly	0	97	N	N	0
Cornton Vale (Future HMP Stirling)	810	1946	Y	Y	1
Dumfries	191	564	Y	N	0.5
Edinburgh	1657	4415	Y	Y	1
Glenochil	2	828	N	N	0.5
Grampian	775	2305	Y	Y	1
Greenock	363	1057	Y	Y	0.5
Inverness	510	1357	Y	N	0.5
Kilmarnock	1034	3100	Y	N	1
Lilias Centre	N/A	N/A	N	Y	0
Low Moss	1382	4125	Y	N	1
Perth	1448	4318	Y	N	1
Polmont	1192	3089	Y	Y	1

This assumes that the Community Custody Units and Castle Huntley would not require a dedicated staff member due to the very low number of eligible people held in those establishments and, consequently, the limited added value provided by a dedicated coordination role. For these establishments the coordination function could be fulfilled by on an ad hoc basis by national service (Option 2) or PSP staff (Option 1) and service leads. Given the high level of remand and short term prisoners held in Barlinnie, it is likely that 2 coordinators would be required to provide an effective service in that establishment.

First published September 2023

Community Justice Scotland  
R1 Spur, Saughton House,  
Broomhouse Drive,  
Edinburgh EH11 3XD

**T:** 0300 244 8420

**[www.communityjustice.scot](http://www.communityjustice.scot)**

To view our privacy policy, visit our  
website at: [Community Justice Scotland](http://www.communityjustice.scot)

