



Clear Track



**SPRINGBOARD
SUNDERLAND**

Second Annual Evaluation Report of Clear Track

**Phase II Report AERII/o8/o7
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1. Summary

1.1. Since the project was established in September 2005, the Clear Track management team have been working closely with Northumbria Probation Service in the interests of resolving some of the concerns raised by the Probation Board in relation to the provisions of the Criminal Justice Act.

1.2. By working closely and collaboratively to resolve the predicament which faced Clear Track, Northumbria Probation Service, the Probation Board and Clear Track's management team, alongside the Cabinet Office, NOMS and CSV, have successfully negotiated a delivery strategy which respects the professional status and legal obligations/responsibilities of the Probation Service, the courts and Clear Track. In doing so, Clear Track accepted its first probation referral in November 2006 in accordance with a Clear Track and National Probation Service Northumbria Service Level Agreement.

1.3. The project's delay in 'going-live' has effected the project's progress to date, particularly in relation to the project's aim 'to engage with up to 50 young adult offenders, aged 18-21, per year, over three years'. The project's first year was utilised in developing the necessary procedures and protocols for delivering an efficient and effective intervention.

1.4. Since November 2006, Clear track has received 28 referrals. However, the rate of referrals to Clear track has not been consistent over this time, resulting in a sporadic and irregular referral process. As a result, Clear Track has, on occasions, been without any participants with which to engage. At the time

of writing, Clear Track had no participants attending the project.

1.5. As a specified activity requirement of community order, the courts can require that an offender attends Clear Track for up to 60 days. Once assigned to the programme, a Clear Track participant will work towards challenging their offending behaviour through the delivery of a wide range of interventions tailored to addressing the needs of the young offender.

1.6. Many studies in the UK have established significant links between alcohol consumption and criminal and disorderly behaviour, especially violent crime (Home Office 2007c, 2003b, 2003c). Similar studies have also identified that drug misuse is a significant factor associated with crime and contributes to public perceptions of anti-social behaviour (Home Office 2007c).

1.7. The preliminary findings of the evaluation research indicate that alcohol consumption amongst Clear Track participants is more problematic than drug use amongst the same group, especially in relation to their offending behaviour.

1.8. Clear Track as an intervention will pay specific attention to the issues of substance misuse amongst its participants. Individual offender assessments are be put in place to sensitively explore issues around drug and alcohol use and assessors are aware of the complexity of the social and personal contexts of individual offenders' lives – where the interwoven relationship between criminal behaviour and substance misuse are often used to facilitate life's difficulties.

1.9. Clear Track as an intervention will not be regarded as cost-effective simply because it is 'cheap' to implement and run. Similarly, even if Clear Track impacted significantly in reducing

re-offending behaviour, this does not necessarily mean that it offers the most cost-effective way of utilising its resources. In other words, the success of Clear Track as an intervention is not only determined by its effectiveness, it is also determined by its cost-efficiency.

1.10. Sections 18 and 19 go on to discuss the progress Clear Track has made since the publication of the March bi-annual evaluation report 2007 (see Campbell and Lewis 2007). The report is concluded by presenting recommendations for service delivery and implementation which have been identified during the observational aspects of the evaluation.

2. Introduction

2.1. This report presents the second annual report, Phase II of the evaluation of the Clear Track project, following the management team's confirmation of the bi-annual report, Phase II submitted at the end of March 2007¹.

2.2. The overall rationale of the Clear Track evaluation is organised around four levels of analysis which are capable of measuring and monitoring *what works? which mechanisms and processes are effective? under what conditions? and for which participants?* Presented under each of these key questions is a series of detailed findings, these are thematically and conceptually organised as:

- theories of change,
- process and structure,

¹ A copy of the bi-annual evaluation report entitled 'An Evaluation Report of Clear Track, Phase II Report, ER11/03/07, March 2007' can be downloaded from http://criminaljusticeresearch.ncl.ac.uk/index_files/Page2229.htm, viewed 26.08.07

- impact assessment of Clear Track,
- and efficiency analysis

2.3. During the first year of the project's life, Clear Track experienced considerable difficulties in relation to the implementation and service delivery of the project. This was partly due to the limitations of the Criminal Justice Act 2003 and partly due to the difficulties in establishing an effective and efficient referral process in partnership with the local Probation Service.

2.4. In November 2006, Clear Track received its first young offender referral, ultimately resulting in Clear Track officially 'going-live'.

2.5. However, since the bi-annual report was published in March 2007, the local Northumbria Probation Service, the project's stakeholders and the Clear Track management team have struggled to maintain an effective referral process, which was evident during the first few months of going live.

2.6. At the time of writing, the Probation Service has made 26 referrals and the Youth Offending Team² (YOT) has made two. Thus, In total, 28 referrals have been made to the Clear Track project, of which fourteen offenders have been assessed as suitable to attend the project by the Clear Track management team

2.7. Of the fourteen participants who attended Clear Track, twelve young offenders

² Some young offenders have been able to be referred via the YOT as they pass over the age threshold from juvenile to adult. It has not been a requirement of the YOT to refer offenders to the project, this has occurred as a result of the good working relationship Clear Track has with the Youth Offending Service.

Table AERII 5.1: A Comparative Table Showing an Overview of the Prison Population of England and Wales, Germany and France, in July 2007.

	England and Wales	France	Germany
Prison Population	80,229	52,009	76,629
Prison Population Rate, per 100,000 of the national	150	85	93
No of Prison Establishments	142	185	195
Occupancy Level	112%	110%	96%
In-Use CNA	71,518	47,306	79,960
Estimated National Population (millions)	54.08	61.16	82.38

(International Centre for Prison Studies 2007)

successfully engaged with the research of the evaluation study. However, two young offenders had breached their Community Order or had been resentenced by the courts for an outstanding offence within the first week of being at Clear Track; because of this, they were unable to take part in the research.

2.8. Section three of this report, *Impact Assessment of Clear Track* focuses upon some of the preliminary findings from the completed stage one questionnaires. However, these are preliminary findings and thus significant conclusions or links cannot be drawn from the findings. For this reason, all figures shown are for information purposes only.

2.9. The report will also discuss relevant research findings to date and consider the recommendations made in the previous report in relation to the project's advancements (Campbell and Lewis 2007:28-36).

Theories of Change

3. Prison Review

3.1. In July 2007, the prison population in England and Wales stood at 80,229; including thirty-five prisoners who were held in police cells under Operation Safeguard³; in January 2007 this figure was 271 (HM Prison Service 2007a).

3.2. In July 2007, the prison population was 112% of the 'in-use Certified Normal

³ Operation Safeguard is a contingency plan to deal with prison overcrowding in the United Kingdom; it involves using cells at police stations as accommodation for prisoners when the number of available cells in prisons becomes critically low. The policy is supported by the Association of Chief Police Officers and it outlined a list of criteria for prisoners who should not be held in police station cells under Operation Safeguard, including among others: women, juveniles, and those with mental health problems or those involved in a Crown Court trial.

Accommodation' (CNA)⁴. At the end of July 2007, 83 of the 142⁵ prisons in England and Wales were operating with a population which exceeded its 'in-use CNA' (HM Prison Service 2007a). This indicates that the majority of prisons in England and Wales (58%) were over-crowded, and these included local regional establishments HMP Durham (162%), HMP Holme House (116%), and HMP Acklington (101%). A further thirteen prisons were operating on a 'full-to-capacity' basis, and these included local regional establishments Castington (100%) and Kirklevington (100%) (HM Prison Service 2007a). On the whole, 68% of prisons in England and Wales were operating with a population that exceeded its 'in-use CNA' or were operating 'full-to-capacity'.

3.3. The continuing rise in the prison population could be attributed to the lack of

⁴ The total in-use CNA stood at 71,043, with a total operational capacity of 82,551. The total operational capacity includes 400 operational safeguard places (HM Prison Service 2007a). The Prison establishments Certified Normal Accommodation (CNA) is accommodation that is available for immediate use, excluding damaged cells, cells affected by building work and cells taken out of use due to staff shortages. The Prison Act 1952 (c52), section 14(2) states 'no cell shall be used for the confinement of a prisoner unless it is certified by an inspector that its size, lighting, heating, ventilation and fittings are adequate for health and that it allows the prisoners to communicate at any time with a prison officer' (Prison Act 1952).

⁵ HMP Kennet is the first public sector prison to open since HMP The Weare in 1997. The new category C establishment, which opened on the 26th of June 2007 in Maghull, Merseyside, will eventually house 350 offenders. The opening of this prison is part of the Governments prison expansion programme aimed at increasing the prison capacity in the UK by around 10,000 places by 2012. A total of 24 prisons will be benefit from the building programme - this includes over 300 additional places being built at HMP Rochester and HMP Wayland, a second public sector prison that will be built next to HMP Belmarsh in South East London, and a further 11 prisons having an additional 60 places built (HM Prison Service 2007b, Home Office 2007a).

'alternative to custody' options available to sentencers, or it could be attributed to the under-use of such alternative provisions. Providing community-based custodial sentencing options such as Clear Track, not only helps tackle the issue of overcrowding, but it also provides rehabilitation and reparation for those 'minor offenders for whom a very short stay in prison serves little purpose' (Home Office 2004)

3.4. In accordance with the most recent World Prison Population List, the prison population rate in England and Wales was 150 per 100,000 of the national population (International Centre for Prison Studies, 2007). Germany has an imprisonment rate of 93 per 100,000 and France⁶ has an imprisonment rate of 85 per 100,000 of the national population (International Centre for prison Studies, 2007).

3.5. Measures such as these can be misleading as they fail to take into account the relative level of crime in England and Wales. Except for Sweden, England and Wales has the highest rate of recorded crime (per head of the population) in Europe. However, in comparison, England and Wales sends relatively few people to prison. In England and Wales, only around 12 people are in prison for every 1,000 recorded crimes. Whereas, Ireland, Spain, and Portugal have low crime rates with high rates of imprisonment⁷ (Johnston and Wilson 2007).

⁶ France is also operating with an overcrowded Prison Service at 110% of its 'in-use CNA'

⁷ England and Wales and Sweden both have high crime rates with low rates of imprisonment. The lowest imprisonment rate in Europe is Sweden, with 4.7 people per 1,000 crimes; Spain imprisons 48 people for every 1,000 crimes; and Ireland 33 people for every 1,000 crimes.

Table AERII 5.2: A Table Showing Prison Overcrowding in England and Wales in the last Fourteen Years*

Year	Number of places (CNA)	Number of Prisoners	Occupancy Level (%)
1994	48,291	48,929	101
1995	50,239	51,086	102
1996	53,152	55,256	104
1997	56,329	61,467	109
1998	61,253	65,727	107
1999	62,369	64,529	103
2000	63,346	65,194	103
2001	63,530	66,403	105
2002	64,046	71,112	111
2003	66,104	73,627	111
2004	67,505	74,468	110
2005	69,394	76,079	110
2006	70,085	77,962	110
2007**	71,465	81,040	113

- *Note: these figures represented the prison population at the end of June for each year (Prison Reform Trust 2007b, **HM Prison Service 2007c).

3.6. However, this does not deflect away from the current pressures on the Prison Service as the prison population continues to rise and as prison establishments remain ‘full-to-capacity’. The Prison Reform Trust states, ‘*overcrowding threatens prison safety and can lead to prisoners being held in inhumane, degrading and unsafe conditions*’ (Prison Reform Trust 2007). It could also be suggested that overcrowded prison establishments limit the rehabilitative potential of the service due to strains on resources and staffing.

3.7. Thus, proactive steps need to be taken to resolve the current prison crisis and to reduce the effects of prison overcrowding, particularly in relation to reducing re-offending, the rehabilitation of offenders and in the interests of public safety and protection

4. Overcrowding

4.1. In June 2007, the Lord Chancellor and Secretary of State addressed the House of Lords by stating that nationally crime is falling and that there are 5.8 million fewer offences committed than in 1997 (House of Lords, 2007). Overall, there has been a fall in crime in England and Wales of 42% since 1995 (Home Office 2007b).

4.2. However, the number of prisoners in England and Wales has increased by more than 20,000 in the last ten years. Previously it had taken nearly four decades (1958 – 1995) for the prison population to rise by 25, 000 (see table ERII 5.2) (Home Office 2002).

4.3. The average number of people held two to a cell certified for one in 2006-07, was 17,974⁸ (House of Commons 2007b),

⁸ In 2005-06 the average number of prisoners held two to a cell designed for one was 16,986 and those held three

equivalent to 22.8% of the prison population at that time. This was up from 9,498 in 1996-97 (House of Commons 2007a).

4.4. This level of overcrowding has remained relatively consistent over the past year (Prison Reform Trust 2006); this is partly because the prison expansion programme has not kept pace with the number of offenders sent to custody, and partly because some prisons have needed to close wings or cells for refurbishment (Ashworth 2005).

4.5. The implications associated with overcrowding have become a major focus within parliamentary debates over the past few years. Overall, concern stems from the growing number of prisoners and the lack of prison places to accommodate such growth. This in turn lends itself to concerns over the impact that this may have upon the Prison Service's ability to reduce re-offending and protect the public.

4.6. On the whole, the Ministry of Justice⁹ are obliged to protect the public and reduce re-offending by ensuring that they can provide prison places for those offenders who the courts determine are in need of custody. To achieve this and to resolve the growing concern of prison overcrowding, the Ministry of Justice

to a cell designed for two or less was 1,133 (House of Commons 2007a).

⁹ Launched on 9 May 2007, the new Ministry of Justice is responsible for criminal law and sentencing which were previously with the Home Office combined with the roles of the former Department for Constitutional Affairs and the National Offender Management Service (including the prison and probation service). The Rt Hon Jack Straw MP, who takes the role of Secretary of State for Justice and Lord Chancellor, heads the Ministry of Justice. Overall, it is responsible for policy on the criminal, civil, family and administrative justice system, including sentencing policy, as well as the courts, tribunals, legal aid and constitutional reform.

needs to be able to provide effective long-term and short-term solutions.

4.7. In 2006, the then Home Secretary, Dr J Reid announced plans for 8,000 new prison places to be built by 2012, due to an overcrowded prison system (Ministry of Justice 2007a). The prison population has continued to grow despite an additional 1,500 new places that have been commissioned since then in a bid to further alleviate some of the pressures which face HM Prison Service (House of Lords 2007).

4.8. However, the 9,500 prison places which the government aims to provide by 2012 will not benefit the Prison Service, this is because the latest Home Office prison population projection figures indicate that the rise in the number of prisoners will out grow the supply of places (see table ERII 4.2). The proposed total capacity will be 4,000 places short of the medium projection prison population by that time (House of Commons 2007c). Furthermore, the prison population of 81,040 in June 2007 exceeded the Home Office high projection figures for June of the same year.

4.9. In addition to the increasing number of prison places, the then Lord Chancellor and Secretary of State for Justice, Lord Falconer, announced new measures designed to ensure that the government will be able to accommodate all those the courts send to prison (House of Lords 2007).

4.10. In his statement to the House of Lords on the 19th of June 2007, the Lord Chancellor and Secretary of State for Justice announced that he was issuing guidance that would authorise the release on licence of certain categories of prisoners. In accordance with existing prison rules, offenders could be released on licence up to eighteen days before

Table ER11 4.2: A Table Showing Home Office Projected Prison Population*

Year	High	Medium	Low
2007	80,420	79,380	78,380
2008	84,670	82,730	80,730
2009	89,410	86,290	83,320
2010	94,020	89,810	85,700
2011	98,310	92,970	87,590
2012	102,280	95,630	88,980
2013	106,550	98,190	90,250

- Note: these figures represented the projected prison population at the end of June for each year (Home Office 2006a).

their release date for those offenders who have been sentenced to a determinate prison sentence of four years or less. However, there are exceptions to this ruling, the criteria excludes:

- Prisoners convicted of a serious sexual or violent crime,
- Registered sex offenders, Prisoners who have broken the terms of temporary licence in the past,
- Foreign national prisoners who would be subject to deportation at the end of their sentence,
- Prisoners under 18 years of age,
- And prisoners who do not present details of a release address.

Offenders who are made subject to release under this scheme will remain the subject of their sentence and will be liable to recall (House of Lords 2007, Prison Service News 2007d).

4.11. Overall, the government estimates that the proposed measures will result in the early release of approximately 25,000 offenders from custody, reducing the prison population by around 1,200 places (House of Commons 2007c).

4.12. Moves to introduce such measures

have resulted in a mixed reaction. A recent debate in the House of Commons, which addressed the penal system, did not favour the new measures that were to be introduced. Hansard records Nick Herbert, shadow Secretary of State for Justice and MP for Arundel and South Downs, as saying that he *'considers that the government's management of the prison system has become a national disgrace; believes that the government, by ignoring official projections of the prison population and failing to plan for sufficient capacity, has allowed jails to become overcrowded, reconvicted rates to rise and the population service to become over stretched¹⁰; further considers that the government's resort to releasing prisoners early, including violent offenders, without risk assessments or accommodation checks is wholly unacceptable¹¹; notes that many of those*

¹⁰ In his report on the Strangeways riots in 1992, Lord Wolfe warned that the prison population would double from 44,000 to over 80,000 (House of Commons 2007c).

¹¹ Two thousand prisoners have so far been released from prison on licence as part of the new scheme; nearly 1,400 of them had previously been refused release on Home Detention Custody due to being

released under the scheme¹² have previously been refused release on Home Detention Curfew¹³ and that others have already re-offended when they should have been in custody; is concerned that offenders are also being transferred early to open prisons from which they can and do abscond at any time and that over 4,000 offenders released early on electronic tags have re-offended, committing over 1,000 violent crimes; further believes that the modest additional prison capacity announced by the government will be insufficient; and calls upon the government to halt the End of Custody Licence Scheme and take immediate steps to ensure adequate prison capacity, the proper treatment and rehabilitation of offenders, and the safety of the British public' (House of Commons 2007c). Nick Herbert MP, goes onto argue 'if we were able to rehabilitate offenders, we would reduce the prison population'. Thus, in light of the current political debate, it would appear that there is a strong argument for 'effective non-prison sentences' (House of Commons 2007c).

4.13. The House of Commons debate (2007c) addressing the penal system goes on to stress that 'building more prisons is not the solution' and that 'the early release scheme can only be

unsuitable for early release with electronic monitoring. A fifth of offenders released in the first week of the scheme had committed crimes serious enough to warrant a custody sentence of over a year; 344 were violent offenders, 149 had been in prison for burglary, 22 for robbery, more than 400 for theft, 65 for drug offences and 32 were unknown (House of Commons 2007c).

¹² Six of the early released prisoners had committed a further offence after their release and 18 early release prisoners have absconded (House of Commons 2007c).

¹³ Under the Home Detention Curfew Scheme that was introduced in 1999 by the Lord Chancellor, more than 4,000 prisoners who were released early had re-offended, committing more than 7,000 crimes. More than 1,000 of those were violent offences, including one murder, 56 woundings and more than 700 assaults (House of Commons 2007c).

a short term fix'. Furthermore, the (then) Home Secretary, in his speech addressing the use of prisons stresses that non-violent offenders should pay back to the community 'through visible and enforced unpaid work and local community punishment' and 'not through expensive short-term prison sentences that inflate the prison population unnecessarily and fail to serve the public well' (Home Office 2007a).

4.14. Thus, it becomes increasingly necessary for intervention provisions such as Clear Track to be fully utilised, locally and nationally, to ensure steps are taken to efficiently and effectively rehabilitate offenders and reduce re-offending. Steps such as these need to be the focus of a multi-agency alliance¹⁴ under the commissioning framework of NOMS. For Clear Track, and similar voluntary sector agencies, to properly achieve its aim of reducing re-offending and protecting the public, it is essential that an effective working relationship between multi-agency organisations is forged (NOMS 2007a). NOMS is a strong advocate of partnerships working in this way, and see this as necessary to achieve their vision of reducing re-offending and protecting the public (NOMS 2007a).

4.15. However, as crime and offending have become a 'cross-cutting' area of public policy and service delivery, criminal justice strategies as a whole, have moved away from the more traditional concepts of multi-agency partnerships with a strong emphasis on moving towards a multi-sectoral approach. The idea being that multi-sectoral partnerships, including multiple service providers, community and voluntary groups, are ideally situated to significantly challenge the multi-layered issues

¹⁴ Baroness Scotland's initiative to build alliances with corporate, civic and faith voluntary sectors that provide offenders the opportunity to access training, employment and mainstream services that help them to resettle and reintegrate into communities.

which arise from crime and offending (Cassin and O'Mahony, 2006).

5. The National Offender Management Service and the Offender Management Act

5.1. The Offender Management Act received royal assent on Thursday July 26th 2007¹⁵. The aim of the Act is to *'improve the delivery of probation services, so as to reduce re-offending and better protect the public...by allowing for the establishment of probation trusts; supporting the development of the commissioning of probation services; and enabling greater partnerships working with providers in the voluntary, charitable and private sectors'* (Ministry of Justice 2007b).

5.2. In accordance with the Act and under the Commissioning Framework (NOMS 2007a) the National Offender Management Service recommend that the delivery of services in a probation area should be based upon what is effective, and who is best placed to deliver such interventions in their local area. However, where interventions can be delivered more effectively across a region, ROMs will contract directly with providers, but this will be to complement, not replace, local arrangements (NOMS 2007a). NOMS aims to achieve this by:

- Establishing cross-agency affective partnerships at national, regional and local level,
- Establishing alliances with the corporate, civic and voluntary/faith sectors,

- Prioritising information sharing and joint ownership of outcomes,
- And by delivering innovative provisional local level alongside nationally sponsored initiatives.

5.3. Furthermore, NOMS stress that *'to achieve its aims of reducing re-offending and protecting the public a multi-agency approach is vital'* by ensuring that *the 'commissioning of interventions and other services is effective, joined up, and able to make the best use of available resources'* (NOMS 2007a, p8).

5.4. Non-profit making organisations such as Clear Track are ideally placed as a comprehensive intervention to manage and supervise offenders in the community, whilst working in partnership with the local Northumbria Probation Service. On the whole, this enables both the Probation Service and Clear Track to closely work together towards a shared goal of reducing re-offending through the rehabilitation of young offenders.

Substance Misuse amongst Young Offenders

6. Risky Drinking¹⁶

6.1. It is generally accepted that *'risky drinking'* is strongly associated with offending behaviour, particularly violent crime, even when other factors are taken into account (Home Office 2007c). The Youth Lifestyles Survey (YLS) 1998/1999 found that 39% of 18-24 year olds were classified as *'binge*

¹⁵ See

http://www.publications.parliament.uk/pa/pabills/200607/offender_management.htm, viewed 23/08/07.

¹⁶ 'Risky drinking' is defined as excessive single-session drinking, otherwise termed 'binge drinking' or 'being very drunk' in unsupervised locations, typically outdoors or in friends' houses when parents or appropriate supervision is not present (Coleman and Cater 2005).

*drinkers*¹⁷, and that young men (48%) were more likely to binge drink than young women (31%). On the whole, the study found that binge drinkers were more likely to offend than other young adults, with 60% of binge drinkers having been involved in criminal and/or disorderly behaviour during or after drinking, compared with 25% of *'regular drinkers'*¹⁸ (Stratford and Roth 1999).

6.2. The British Crime Survey (BCS) 2005/2006 also identified that alcohol misuse was a significant factor linked to violent crime and disorder on the streets (Home Office 2007b). The survey found that 17% of violent crimes in 2005/2006 were committed in or around pubs or clubs. The extent of which significantly impacts upon the quality of life of those in the local community (Home Office 2007c). Around a quarter of those interviewed in the BCS perceived people being drunk or rowdy in public places to be a problem in their area (Home Office 2007b).

6.3. Home Office findings (2003a) stress that excessive alcohol consumption alone is unlikely to account for the relationship between drinking and offending behaviour (Home Office 2003a). However, another Home Office study which focused on binge drinking amongst 18-24 year olds identified a range of factors that influenced the link between alcohol and related crime (Home Office 2003b). The identified factors fell under four broad groups – effects of binge drinking, drinking environment, attitudes and motivation, and social/peer groups (see table AERII 5.3) (Home Office 2003b).

¹⁷ The YLS defined 'binge drinkers' as those young people who got very drunk at least once a month (Stratford and Roth 1999).

¹⁸ The YLS defined 'regular drinkers' as those who drank at least once a month but felt very drunk less often.

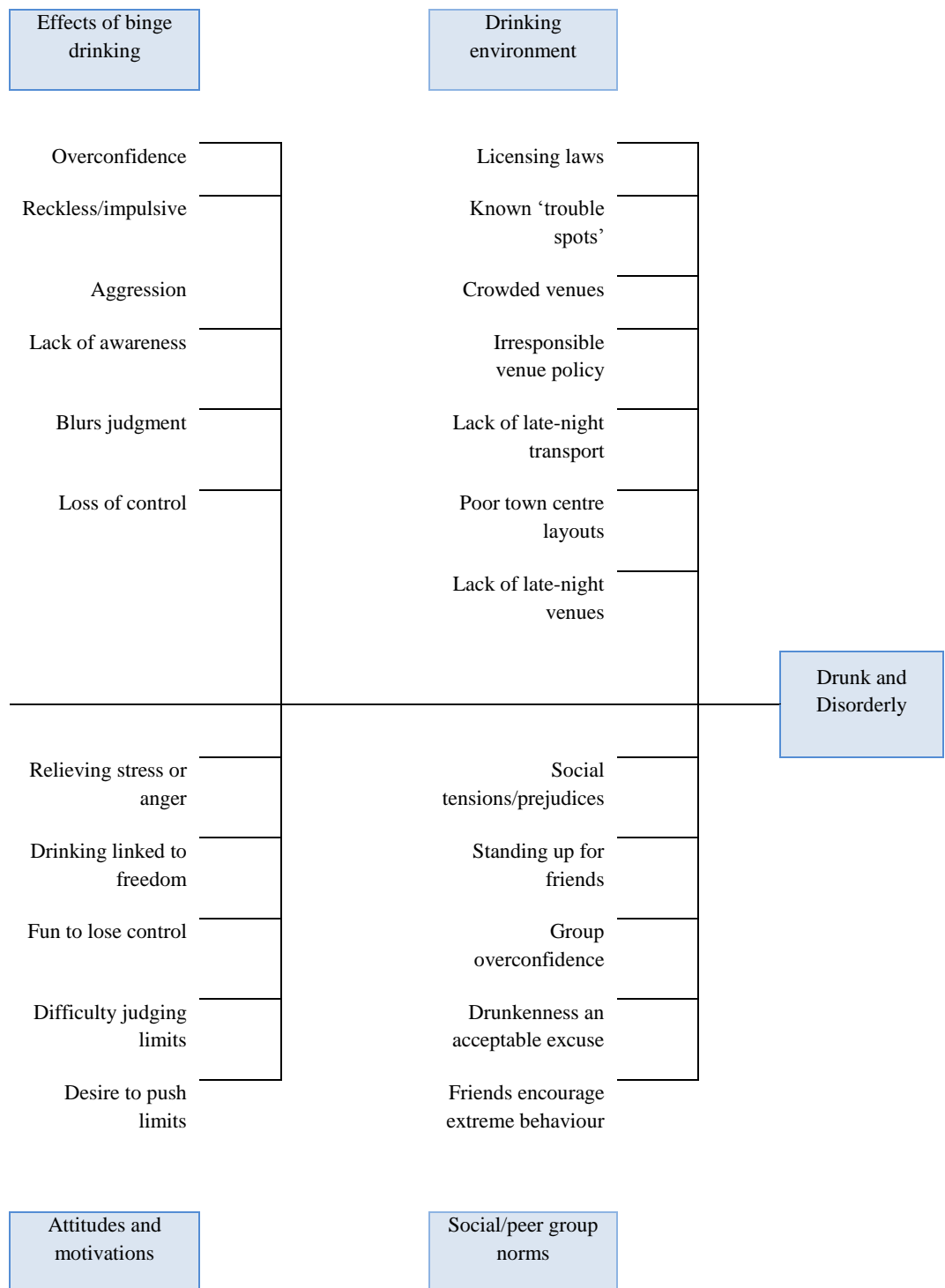
6.4. In support of these findings, practical and comprehensive measures need to be strategically placed to tackle alcohol related offending behaviour. Strategies would be developed around identified factors associated with *'risky drinking'* and by balancing treatment with supportive measures.

6.5. Clear Track in particular would need to be aware of the alcohol use of its participants and the necessary interventions needed to be put in place in order to address underlying-issues and related-factors which could trigger or exasperate alcohol misuse. Information around alcohol use could be gathered from pre-sentence reports, Clear Track assessments and daily observations of participants. Information such as this could in turn be used to identify any alcohol misuse issues amongst participants and its impact on lifestyles and offending behaviour. From which point, Clear Track staff would be able to implement appropriate interventions designed to raise awareness and help participants change their patterns of alcohol use.

7. Drug Use amongst Offenders

7.1. As previously discussed, recent research studies have identified a strong link between the level of alcohol consumption and offending behaviour. Studies into drug use have similarly identified the misuse of drugs to be a contributing factor to crime (Home Office 2003b, 2003c). A recent Home Office study into substance misuse by young offenders found that the combination of drug use with offending may increase the risk of developing drug dependency and it may also increase the risk of becoming a persistent offender

Table AERII 5.3: A Table Showing the Key Risk Factors Associated with Alcohol Consumption and Offending



(Home Office 2003a)

(Home Office 2003c, Elliot et al 1985). This is because risk factors that are identified with drug misuse are also identified with offending behaviour. Though drugs and offending are often used to cope with life's difficulties, this frequently makes those difficulties worse and thus a cycle ensues. Related risk factors that are identified with both drug misuse and offending behaviour include:

- A disrupted family background and low parental supervision,
- Associating with other offenders, poor social skills,
- Low psychological well-being,
- A history of behaviour inappropriate for their age,
- Difficulties in school,
- Having been in care,
- And having been abused (Home Office 2003c).

7.2. With this in mind, it is necessary for young offenders to develop positive coping mechanisms to help them cope with such stressors. Clear Track is well-placed to work closely with offenders to promote positive coping mechanisms through mentoring, counselling, and guidance. Thus, in turn, teaching young offenders how to deal with stressors of past events and traumas, as well as developing mechanisms to cope with life's day-to-day difficulties.

7.3. In conclusion, it can be suggested that proposals for policy changes and new innovations generally arise out of the realisation that a new social problem has been identified (Campbell and Lewis 2005, 12).

7.4. The current pressures which face the

Prison Service and the implications which are associated with overcrowding have led policy makers and Ministers of Justice to rethink current government strategies. In continuing to provide public protection and in reducing re-offending the Ministry of Justice needs to be able to provide effective long-term and short-term solutions.

7.5. Thus, social intervention programmes such as Clear Track can be seen as a timely response to a relentless problem. Furthermore, a developed understanding of the sources of these problems, such as alcohol and drug misuse, underpin the importance of developing an effective intervention such as Clear Track, which could effectively address such issues.

7.6. On the one hand, the need to rethink current custodial provisions as an intervention in reducing re-offending has been the inspiration of the Clear Track project. On the other hand, the legislative, policy and organisational drive which calls for a revised way of tackling such issues is conducive to regarding Clear Track as timely, reasonable and making 'good sense'.

Process and Structure

8. The Penal Ladder

8.1. Historically, there have been six traditionally recognised objectives of sentencing for the courts. These are:

- punishment
- reparation
- rehabilitation

- protection of the public
- deterrence
- compensation to the victim (Watkins et al 1998).

8.2. Central to the sentencing process is a structured hierarchy of sentencing options, also referred to as the ‘Penal Ladder’ (see table AERII 5.4) (Ashworth 2005). This concept of a structured decision making process enables sentencers to apply options which reflect the severity of the offence with the lowest punitive option at the lower end of the scale to the most restrictive sanction at the higher end of the scale. Furthermore, it allows sentencers to apply sanctions which reflect an individuals persistent offending, the idea being to select a higher sentencing option than the previous sentence on the basis that the previous sentence was ineffective in the rehabilitation of the offender’s behaviour.

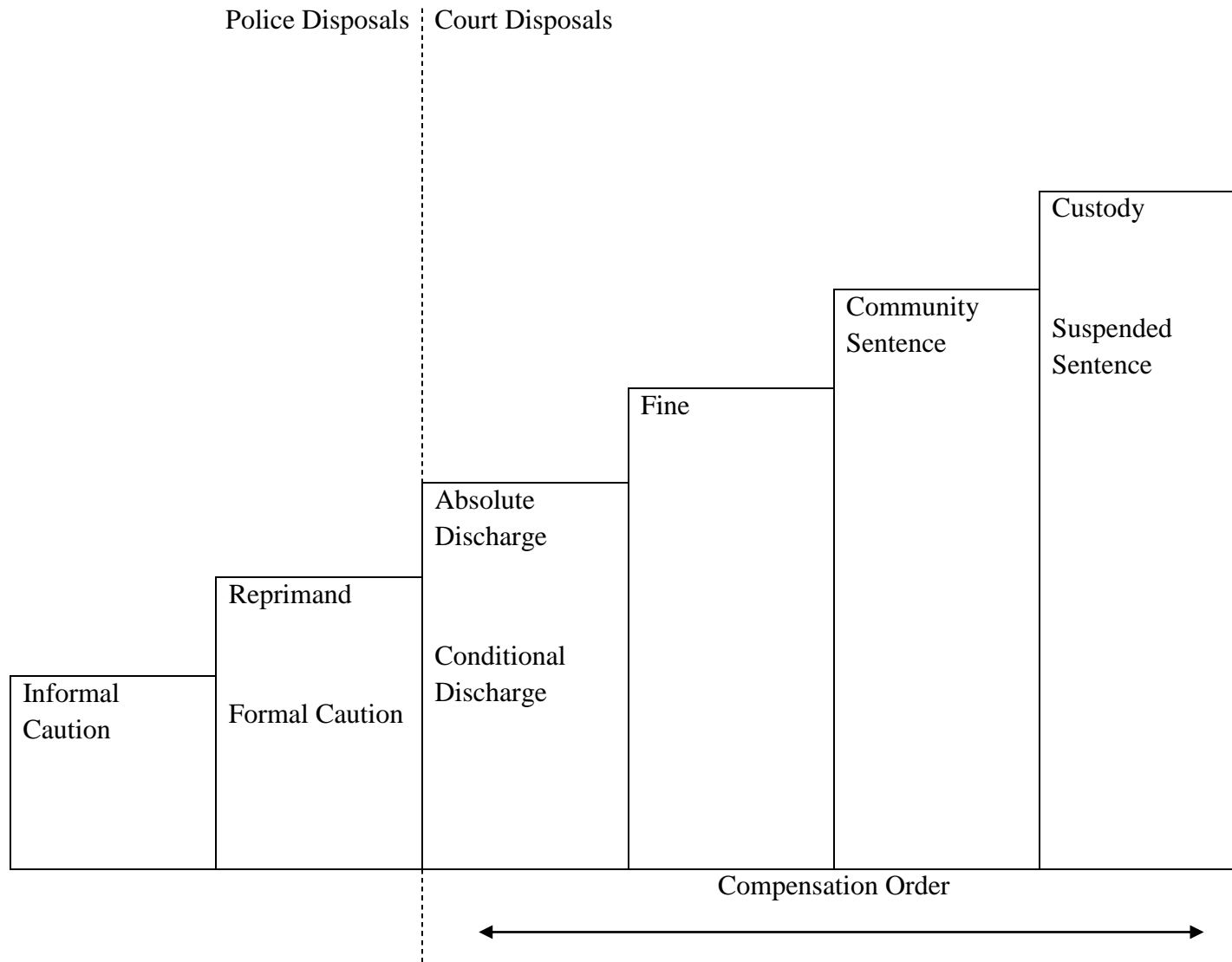
8.3. On the whole sentencing practices are guided by statutory ‘threshold’ criteria (Criminal Justice Act 2003) to ensure that the offence is serious enough to warrant the determined sentence. The sentence threshold must be reached before a particular sentence can be considered. Imprisonment is the most severe sentence available, followed by a Community Order. Custody as a sentence can be passed providing the courts are satisfied that only a custodial sentence can be justified.

8.4. On the whole, sentencers would have considered the appropriateness of the disposals available to them, in relation to the severity of the offence and the suitability of the sentence in relation to the offender’s lifestyle, before making a decision. Before considering custody as a sentence, sentencers would consider the appropriateness of a Community Order. All Community Orders place demands on the offender, particularly in relation to freedom of time and restricting an individual’s liberty.

8.5. In order to develop an understanding of the sentencing provisions available to magistrates, it is also necessary to develop an understanding of the frequency and distribution of such sanctions. Of the total number of people sentenced for indictable offences, Houghton-le-Spring and Sunderland magistrates’ courts sentenced 11% of offenders to custody in 2005. For Houghton-le-Spring, this was up from 10% the year before, but for Sunderland, this was down from 15% in 2004. This indicates that Sunderland magistrates’ courts sentenced proportionately fewer offenders to custody in 2005, than in 2004. Moreover, both courts sentenced more people to custody than all of the Northumbria area magistrates’ courts for 2005. The Northumbria area average for sentencing offenders to custody for indictable offences was 9% for magistrates’ courts in 2005; which was lower than the national average of 16%. Thus, it can be argued that both Houghton-le-Spring and Sunderland magistrates’ courts sentence proportionately more offenders to custody for indictable offences when compared to the Northumbria area average (see appendix) (Sentencing Guidelines Council 2007).

8.6. Houghton-le-Spring magistrates’ courts sentenced 34% of offenders to community sentences in 2005; this was higher than the previous year when they sentenced 28% of offenders to community sentences. For Sunderland this was 22%; however, this was lower than the previous year when they sentenced 23% of offenders to community sentences. Both courts were lower than the Northumbria area average of 28%, and lower than the national average of 30% for magistrates’ courts in 2005. Thus, it can be suggested that Sunderland magistrates’ courts sentence proportionately less offenders to community sentences, whereas, Houghton-le-Spring magistrates’ courts sentence proportionately more offenders to community

Table AERII 5.4: A Table Showing the Sequence of Sentencing Provisions Available for Disposal by Magistrates Courts.



(Watkins et al, 1988)

sentences for indictable offences in 2005 (see appendix) (Sentencing Guidelines Council 2007).

8.7. Houghton-le-Spring magistrates' courts sentenced 16% of offenders to fines in 2005, this was down from the previous year when they sentenced 23%. Sunderland magistrates' courts sentenced 27% of offenders to fines in 2005, which had risen from the previous year of 24%. Both courts were lower than the Northumbria area average of 35% and lower than the national average of 30%. Thus, it can be suggested that both Houghton-le-Spring and Sunderland magistrates' courts fine proportionately fewer offenders for indictable offences (see appendix) (Sentencing Council Guidelines 2007).

8.8. Overall, there is some evidence to suggest that both Houghton-le-Spring and Sunderland magistrates' courts sentence proportionately more offenders to custody and sentence proportionately fewer offenders to community sentences or fines when compared to national and local area sentencing figures. With this in mind, it could be suggested that sentencers and PSR writers need to carefully consider the full range of options available to them, reserving custody for the more serious of offences and offenders (United Nations 1990).

8.9. Clear Track, as a community-based custodial provision, provides the courts with an alternative sentencing option to custody. As a specified activity requirement within a Community Order, the courts can require that an offender attends Clear Track for up to 60 days as part of an activity requirement and that an offender resides a Clear Track for up to 16 weeks as part of a residence requirement. Overall, this combines both elements of community and custodial sentencing through punishment, reparation, rehabilitation and restorative justice by challenging offending behaviour, and patterns of offending behaviour,

with compensatory measures which will benefit the community and the victim.

8.10. Offenders who are made subject to this community-based provision should be made subject to important restrictions, particularly in relation to their freedom of movement. To tackle re-offending behaviour it is essential that movement is monitored and if necessary restricted. Offenders who have the freedom to do as they wish, whenever they wish, may become tempted to resort back to their previous patterns of behaviour. Suitable steps need to be taken to guide offenders through purposeful activities and interventions which raise awareness.

8.11. A breach of this sentence should be considered seriously as it could result in the offender returning to court to be resentenced, the next point of entry within the sentencing framework being a prison sentence. The effectiveness of Clear Track could be measured against those offenders who successfully complete the programme and whose re-offending behaviour is significantly reduced. Thus, those offenders who go onto commit further offences and those offenders who breach the programme through offending could be classed as a failure. However, all cases should be assessed on their individual merits.

9. Pre-Sentence Reports

9.1. An important tool in assisting the courts to reach an appropriate sentence are pre-sentence reports (PSR). The form and contents of PSRs are governed by the 'National Standards for the Supervision of Offenders in the Community' (National Probation Service 2004, National Standards 2000). At present, the standards for PSRs prescribe five main sections for each report, including a front

sheet¹⁹, source information, offence analysis, offender analysis, risk to the public of re-offending, and conclusion.

9.2. To assist with the assessment of offenders, the Home Office have sponsored the development of various diagnostic tools relating to offending related needs and risks; particularly significant is the needs/risk assessment tool for adult offenders known as the Offender Assessment System (OASys).

9.3. OASys was developed jointly by the Prison Service and the Probation Service with an aim *'to deliver a common, efficient and effective offender risk and needs assessment system'* (National Probation Service 2002, page 1). It is structured to help practitioners assess how likely an offender is to re-offend and the likely seriousness of any offence they are likely to commit. OASys is designed to:

- Assess how likely an offender is to be reconvicted,
- Identify and classify offending related needs including basic personality characteristics, cognitive behavioural problems, and social variables,
- Assess risk of harm (to self, general public, known adults, children, staff and other prisoners),
- Assist with management of risk of harm,
- Link assessments, supervision plans and sentence plans,
- Indicate any need for further specialist assessments,
- And to measure how an offender changes during the period of supervision/sentence (National Probation Service 2002).

¹⁹ The front sheet comprises of offender's details, court details, offence details and PSR writer details.

9.4. OASys as a diagnostic measurement tool, is used by the Probation Service to inform PSRs. It is good practice for a court to adjourn or stand-down a case for the preparation of reports before sentencing, this also gives a preliminary indication as to how serious the case appears. However, if the court is of the opinion that it is unnecessary to obtain a report this will not invalidate the sentence given. Similarly, once reports are prepared the court may not be minded to impose the suggested sentence, and may reserve its discretion (Ashworth 2005).

9.5. The process as a whole contributes significantly to the identification of potential Clear Track referrals. There is an expectation that during the preparation of a PSR, a probation officer would consider the eligibility of an offender with a view to attending Clear Track. Should an offender be deemed eligible to attend the programme, the probation officer will notify the Clear Track management team in order for them to conduct a suitability assessment. A probation officer would propose to the courts that the individual attends Clear Track as an activity requirement within a Community Order. However, the offender would first need to be deemed both eligible and suitable (see Campbell and Lewis 2006: 12).

9.6. The PSR process can provide a wealth of information for the Clear Track management team in determining an individual's needs and the level of risk of harm they pose by providing a snapshot of the offenders lifestyle, offending behaviour and characteristics, likelihood of re-offending, risk of harm and other related factors that might explain the underlying nature and motivation for their offending behaviour. The Clear Track management team, through individual assessments, could build upon this knowledge base to determine the type of interventions needed. The danger, however, lies in the dependence upon such assessments without continually updating and reviewing an

offender's progress. Therefore, it is strongly recommended that Clear Track staff continually review and re-assess each individual offender to monitor change, progress and developments made in relation to personal circumstances and changes in offending behaviour.

9.7. It is here that specific detailed information and the documentation of such information becomes necessary. For Clear Track staff members to simply document the type and frequency of intervention activities that offenders undertake, does not offer the necessary insight into the effectiveness of the project. In recognising *how effective* Clear Track is in reducing offending behaviour, in identifying *which mechanisms and process are effective, under what conditions and for which participants* it becomes essential for staff members to comprehensively document and explain the benefit and purpose of each individually selected programme and its activities.

9.8. Furthermore, analysis of the pre-sentence reports is a vital part of the evaluation research process. The PSRs will provide a detailed understanding of the project's clientele in relation to any potential patterns or links which may emerge between those who were referred to the project and deemed as suitable to attend and those who were referred to the project and deemed as unsuitable to attend. Overall, this will contribute towards developing an understanding of *how* and *who* Clear Track selects into the project; and subsequently a clearer understanding of any assumptions made by CT about *what works* for *which* client group.

10. The Clear Track Referral Process

10.1. At the time of writing, twenty-eight young offenders had been referred to Clear Track. Of these, three were referred from the Youth Offending Team (YOT) and twenty-five were referred from probation.

10.2. Over the nine-month period since the project went 'live' in November 2006, the referral rate averages to less than one referral per week, or an average of three referrals per month. However, the rate of referrals to Clear Track, has not been consistent over time, resulting in a sporadic and irregular process. As a result, Clear Track has, on occasions, been without any participants with which to engage (see table AERII 5.5).

10.3. As can be seen in table AERII 5.5, the most number of referrals made in any one month was five and the least number of referrals made in any one month was one. However, from March 2007 the consistency of referrals became notably irregular and sporadic, resulting in a five-week gap from March 2007 until April 2007 when there were no referrals made to the project. Similarly, there was a three-week gap in May 2007 and a six-week gap from June 2007 until July 2007 when no referrals were made to the project.

10.4. An efficient referral process works on several levels:

- firstly, the Probation Service must recommend eligible candidates for Clear Track;
- secondly, the Clear Track management team would then need to consider the suitability of the project in addressing the needs of referred candidates;

Table AERII 5.5: A Table to Show the Number of Referrals made to the Clear Track Project between October 2006 and July 2007

October 2006							November 2006							December 2006						
Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
1	2	3	4	5	6	7				1	2	3	4						1	2
8	9	10	11	12	13	14	5	6	7	8	9	10	11	3	4	5	6	7	8	9
15	16	17	18	19	20	21	12	13	14	15	16	17	18	10	11	12	13	14	15	16
22	23	24	25	26	27 ²⁰	28	19	20	21	22	23	24	25	17	18	19	20	21	22	23
29	30	31					26	27	28	29	30			24	25	26	27	28	29	30
														31						

January 2007							February 2007							March 2007						
Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
	1	2	3	4	5	6					1	2	3					1	2	3
7	8	9	10	11	12	13	4	5	6	7	8	9	10	4	5	6	7	8	9	10
14	15	16	17	18	19	20	11	12	13	14	15	16	17	11	12	13	14	15	16	17
21	22	23	24	25	26	27	18	19	20	21	22	23	24	18	19	20	21	22	23	24
28	29	30	31				25	26	27 ²¹	28				25	26	27	28	29	30	31

April 2007							May 2007							June 2007							
Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	
1	2	3	4	5	6	7				1	2	3	4	5						1	2
8	9	10	11	12	13	14	6	7	8	9	10	11	12	3	4 ²²	5	6	7	8	9	
15	16	17	18	19	20	21	13	14	15	16	17	18	19	10	11 ²³	12	13	14	15 ²⁴	16	
22	23	24	25	26	27	28	20	21	22	23	24	25	26	17	18	19	20	21	22	23	
29	30						27	28	29	30	31			24	25	26	27	28	29	30	

²⁰ The first referral made to the Clear Track project. The referral date of an offender does not mean that an offender started Clear Track on the same date.

²¹ This referral was made via the YOT

²² Two referrals were made on this date, both referrals were assessed as suitable to attend Clear Track. One of the referrals who was referred to the project via the Probation Service on this date absconded within a few days of arriving at the project. As a result, they were re-referred to Clear Track on the 15th of June. The Other referral who was made on this date was referred via the Youth Offending Team.

²³ This referral was made via the YOT

²⁴ This referral was referred on the 4th of June and re-referred to Clear Track on the 15th of June. The participant attended Clear Track on both occasions.

July 2007							August 2007 ²⁵							September 2007						
Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
1	2	3	4	5	6	7				1	2	3	4							1
8	9	10	11	12	13	14	5	6	7	8	9	10	11	2	3	4	5	6	7	8
15	16	17	18	19	20	21	12	13	14	15	16	17	18	9	10	11	12	13	14	15
22	23	24	25	26	27	28	19	20	21	22	23	24	25	16	17	18	19	20	21	22
29	30	31 ²⁶					26	27	28	29	30	31		23	24	25	26	27	28	29
														30						



Referral made via the Probation Service to Clear Track, who later went onto attend the project



Referral made via the Probation Service to Clear Track, who later did not attend the project



Referral made via the Youth Offending Team to Clear Track, who later went onto attend the project

²⁵ Two referrals had been made in August from the Probation Service, however, this was after the report had been completed, thus these referrals are not included in the overall figures

²⁶ At the time of writing, this referral had been assessed as suitable to attend the Clear Track project but was awaiting commencement in accordance with the courts.

- thirdly, should a candidate be deemed eligible and suitable and be willing to participate with the project, the Probation Service would accordingly advise magistrates and judges as outlined in a pre-sentence report (PSR).
- Finally, given the advice of the PSR, magistrates and judges must then consider appropriate sentencing in relation to the severity of the offence committed in light of the offender's level of risk and previous convictions.

10.5. All candidates who are referred by probation to the Clear Track management team will be assessed at the various levels of the referral process as outlined above. However, because a candidate has been referred to the Clear Track management team, it cannot automatically be inferred that the young offender will be deemed as suitable for the project. A young offender will need to be assessed as suitable at all stages of the referral process before they will be able to engage with the Clear Track project.

10.6. By adopting a joint-referral process, Clear Track will be in a position to liaise with one of three allocated probation offender managers, the benefits of which will be evident in the consistent and effective selection of appropriate candidates.

10.7. The referral process as a whole is dependent upon the cooperation and working partnership of the Clear Track management team, its stakeholders and the local Northumbria Probation Service. Joint working partnerships in this sense are advocated by NOMS under the newly introduced Offender Management Bill and their Commissioning Framework (NOMS 2007a), to improve the way in which offenders are managed as well as increased public protection and reducing re-

offending. To achieve this, NOMS will establish service level agreements with a wide range of public, private, voluntary, and community sectors (NOMS 2005, 2006b, 2007a). In turn, these providers will aim to develop and deliver services to punish, support and reform offenders (NOMS 2005, 2006a).

10.8. An optimistic view of partnerships between different organisations would hope for a collaboration that draws together their respective mandates in such a way that maximises the potential to effectively address common goals of reducing re-offending and public protection. This achievement of multi-agency cooperation is attainable, but may not be easily accomplished (Rumgay 2000).

10.9. The initial drive for the introduction of the NOMS Commissioning Framework arose from the publication of the green paper – 'Partnerships in Dealing with Offenders in the Community' (Home Office 1990); this was partly due to concerns around the Probation Services organisational-monopoly on punishment in the community (Worrall and Hoy 2005, Page 83).

10.10. An evaluation of the pilot Drug Treatment and Testing Order Programme (DTTO) revealed many obstacles to effective partnership practice with the Probation Service, including the absence of clear role boundaries, poor coordination of professional effort, perceived threats to professional autonomy, and conflicting views about treatment and punishment (Home Office 2000, Rumgay 2000). Furthermore, in 1998, the National Probation Service rejected the introductory pilot of the Electronic Monitoring Scheme (Worrall and Hoy 2005).

10.11. With this in mind, it could be suggested that stakeholders, through Steering Group meetings, take an active interest in the referral

process and promote 'joined-up' thinking in a bid to increase the effectiveness of Clear Track as an alternative to prison. It is also recommended that the referral process becomes a regular item for discussion on the agenda of the Steering Group meetings. In order to achieve this, Steering Group stakeholders, the Probation Service and Clear Track need to review the currently proposed referral process protocol in a bid to resolve concerns which stem from the current predicament which faces the project. Furthermore, stakeholders should consider how relevant practitioner involvement, from agencies such as the Youth Offending Team, drug assessment agencies and legal counsels (such as defence barristers and lawyers), could be in promoting awareness of the project with a view to increasing relevant referral avenues.

11. Dealing with Substance Misusing Offenders in the Community

11.1. The prevalence of alcohol and drug misuse amongst offenders has long been a criminal justice concern. Many studies in the UK have established significant links between alcohol consumption and criminal and disorderly behaviour, especially violent crime (Home Office 2007c, 2003b, 2003c). Similar studies have also identified that drug misuse is a significant factor associated with crime and contributes to public perceptions of anti-social behaviour (Home Office 2007c).

11.2. With this in mind, it could be suggested that addressing the underlying issues which motivate criminal behaviour, such as drug and alcohol misuse, should be a major focus within the Criminal Justice System (CJS) in recognition of rehabilitating offenders and reducing re-offending behaviour. However, the Social Exclusion Unit (SEU) reported that

officers at HMP Manchester estimated that 70% of offenders came into prison with a drug misuse problem. Yet, 80% of these prisoners did not have access to drug treatment services during their imprisonment (Social Exclusion Unit 2002).

11.3. Furthermore, transfers between prisons, due to prison overcrowding, often disrupts drug treatment programmes, with a third of prisons unlikely to be able to continue the treatment of prisoners who were transferred to them (National Audit Office 2002). The throughcare and resettlement from custody to the community can also disrupt progressive measures and support as *'prisoners are often viewed as 'new cases' when they are released and have to join the back of the queue'* (Social Exclusion Unit 2002).

11.4. For these reasons, Clear Track as an intervention needs to pay specific attention to the issues of substance misuse amongst its participants. Individual offender assessments need to sensitively explore issues around drug and alcohol use and assessors need to be aware of the complexity of the social and personal contexts of individual offenders' lives – where the interwoven relationship between criminal behaviour and substance misuse are often used to facilitate life's difficulties.

11.5. On the whole, prison removes offenders from the negative influences and conflicting social ties that can contribute towards their criminal behaviour. However, upon release from custody, offenders are often returned to the same circumstances which they left, and are frequently too poorly equipped, personally and materially, to deal with the challenges which faced them previously.

11.6. Clear Track, as a community-based intervention focuses on 'inclusion' rather than 'exclusion'. Though embedded within a Community Order, Clear Track will be able to provide access to treatment, to enhance

treatment effectiveness through regular reviews, and to manage relapsing conditions with respect to each individual's circumstances in a community setting. It is also essential that continuing care is arranged for individuals leaving Clear Track in a bid to avoid relapse. Opportunities such as this would be far more difficult to arrange should the offender be in custody.

12. Drug and Alcohol Prevention Strategies

12.1. The Joseph Rowntree Foundation found that most young people reported enjoying 'risky drinking' due to a variety of motivational benefits such as social facilitation²⁷, individual benefits²⁸, and social norms and influences²⁹ (Coleman and Cater 2005). For these reasons it can become increasingly difficult to promote safer drinking or abstinence amongst young people.

12.2. Evidence shows that drug treatment can have a significant impact on offending behaviour (National Treatment Outcome Research Study, 1995-2000) and for every £1 that is spent on drug intervention treatment programmes, at least £9.50 is saved in crime and health costs (NOMS 2007b).

12.3. Alcohol misuse has been linked as a major contributing factor towards offending behaviour, however the treatment and prevention of alcohol-related crime has

remained in the shadows of problem drug use and drug prevention strategies.

12.4. In 2006 the Home Office published a new cross-government alcohol strategy for England and Wales (Home Office 2006b). The strategy sets out the approach to reducing the crime-related harms caused by alcohol, with an overall aim to minimise the health harms, violence and anti-social behaviour associated with alcohol, while ensuring that people are able to enjoy alcohol safely and responsibly (Home Office 2006b).

12.5. The Clear Track management team have a responsibility to participants in that they need to be able to provide them with the appropriate care that is needed to assist them with gaining access to drug and alcohol related treatment services. Clear Track as a service needs to liaise with relevant agencies and organisations in order to provide access to effective services. The importance of such services stems from the need of offenders to address their substance misuse issues as soon as they arrive at the project; lengthy waiting lists or delays to starting effective programmes may only exacerbate an offender's behaviour.

²⁷ This relates to an increase in confidence and enjoyment in social and sexual situations.

²⁸ Including using drunkenness as a means to forget problems, for the 'buzz' and a feeling of 'difference', and for 'something to do'.

²⁹ Including an accepted culture of heavy drinking, peer influence (including peer pressure) and for greater 'respect and image' among their social groups.

The Impact Assessment of Clear Track

13. The Impact of Clear Track as an Activity Requirement³⁰

13.1. Of the fourteen young offenders who had been assessed as suitable to attend Clear Track, eleven had been referred via probation and three had been referred via the YOT³¹ (see table AERII 5.6).

AERII 5.6: A Table Showing the Number of Offenders Referred to Clear Track by Agency Type

Agency Type	Referred to Clear Track	Assessed as suitable to attend Clear Track
Probation Service	25	11
Youth Offending Team	3	3
Total	28	14

13.2. All those offenders who were referred to the project were made subject to a Community Order by the courts. The largest proportion of offenders had been sentenced to a

³⁰ The following information was obtained from the PSRs of the offenders attending Clear Track. The reporting details by probation officers varied.

³¹ It is not a requirement of the Youth Offending Team to refer offenders to the Clear Track project, however, due to the good-working relationship Clear Track management team have with the agency, the YOT have made potential referrals to the project. Two offenders who were recommended to the project by the YOT were not sentenced to Clear Track as an activity requirement of their Community Order, due to the nature of the sentencing structure in youth courts.

12 month Community Order (n=10) and four offenders were sentenced to an 18 month Community Order (n=4). Furthermore, the magistrates courts sentenced more young offenders to Clear Track than the Crown Court or the youth court (n=10) (see table AERII 5.7 and AERII 5.8).

AERII 5.7: A Table Showing the Number of Offenders Sentenced to Clear Track by Court Type

Court Type	Number of offenders Sentenced
Magistrates Court	10
Youth Court	2
Crown Court	2
Total	14

AERII 5.8: A Table Showing the Number of Offenders Sentenced to a Community Order by Length of Order

Length of Order	Number of offenders Sentenced to a Community Order
Community Order of 12 months	10
Community Order of 18 Months	4
Total	14

13.3. As an activity requirement, Clear Track will be one of several requirements within the provision of a Community Order. Clear Track participants were given a variety of requirements as part of their overall Community Order. These included supervision (n=14), Clear Track as a specified activity

(n=12), electronic curfew (n=10) and a residence requirement (n=9). Table AERII 5.9, outlines all the requirements made by the courts as part of a Community Order for those young offenders who attended Clear Track.

13.4. The largest proportion of young offenders were sentenced to a Community Order with four requirements (n=8) (see table AERII 5.10).

AERII 5.9: A Table Showing the Number of Requirements by Type

	Number of offenders (N=14) ^{32*}
Clear Track 60 Day Specified Activity	12
Supervision 12 Months	10
Electronic Curfew	10
Residence	9
Supervision 18 Months	4
Curfew	1
Unpaid Work	1
ASRO ³³	1

*Two offenders were not sentenced to Clear Track as part of an activity requirement but they attended the programme voluntarily. The Youth Court sentenced both these offenders.

³² 'N' represents the total sample size; 'n' represents the total number of respondents who answered this part of the question.

³³ Alcohol and Substance Misuse Related Programme

AERII 5.10: A Table Showing the Number of Requirements by Community Order

No. Of Requirements	12 Month Community Order	18 Month Community Order	Total
1	1	0	1
2	0	1	1
3	3	1	4
4	6	2	8
Total	10	4	14

13.5. The most frequently proposed purpose for the courts imposing a Community Order was in the interests of Punishment (n=3), reform (n=3) and rehabilitation (n=3). Nine PSRs did not state the court's purpose of sentencing and some PSRs specified more than one 'statement of purpose' (see table AERII 5.11).

AERII 5.11: A Table Showing the Purpose of Sentencing

	Number of offenders (N=14)
Not Stated*	9
Punishment	3
Reform	3
Rehabilitation	3
Reparation	1
Reduction of Crime	1
Total	20

*In total nine PSRs did not indicate the 'purpose of sentence'. The two PSRs from the YOT and the two PSRs from the Crown Court do not allow for a 'purpose for sentence'. Some PSRs specified more than one 'statement of purpose'.

Table AERII 5.12: A Table Showing the Types of Offences Committed by Clear Track Participants for which they were Sentenced to a Community Order*

Offence Type	Number of Times each Offence was committed by all Clear Track Participants
Theft from Shop	6
No Insurance	6
Breach of Community Order	5
Criminal Damage	4
Breach of Conditional Discharge	3
Dangerous Driving	3
Driving under the Influence of Drink or Drugs	3
No Driving Licence (including one offence of driving otherwise in accordance with a licence)	3
Resist Arrest/ Obstruct PC	2
Absconding	2
Assault	1
Racially or Religiously Aggravated Harassment	1
Possession of Offensive Weapon	1
Fail to Surrender to Custody	1
Breach of Licence	1
Failed to Respond to Bail	1
Burglary (non-dwelling)	1
Harassment, Alarm or distress with Intent	1
Class B Drug – Possession	1

* This information was taken from the PSRs of the young offenders who were sentenced to Clear Track. Descriptions of offences varied, thus accuracy of the offences listed above cannot be guaranteed.

13.6. The type of offence committed by the offenders, for which they were sentenced to a Community Order, varied considerably. The most common offences were theft from a shop (n=6), driving with no insurance (n=6) and breach of a previously imposed Community Order (n=5) (see table AERII 5.12).

13.7. The largest proportion of offenders had committed one offence (n=4), however, ten offenders had committed two or more offences (see table 5.13).

AERII 5.13: A Table Showing the number of Offences Committed by each Offender.

Number of Offences Committed	Number of offenders (N=14)
1	4
2	2
3	3
4	1
5	1
6	1
7	1
8	1
Total	14

13.8. In summary, the overall characteristics of Clear Track participants at the time of writing are as follows:

- All offenders were made subject to a Community Order (N=14),
- The majority of offenders were sentenced at the magistrates courts (n=10),
- The majority of offenders were made subject

to a 12 month Community Order (n=10),

- Twelve of the fourteen participants who attended Clear Track were required to attend as part of an activity requirement,
- The largest proportion of offenders were made subject to a Community Order with four requirements (n=8),
- And the most common offences committed by offenders who attended Clear Track were theft from shop (n=6), driving with no insurance (n=6) and breach of a Community Order (n=5).

14. Young Offenders Experiences of being at Clear Track³⁴

14.1. The following results have been drawn from the first of three research questionnaires. The survey was conducted with young offenders who had been sentenced by the courts to Clear Track as part of an overall Community Order. The survey was conducted within the first two weeks of an

³⁴ Some of the findings presented in this section have been compared with the HMIP inspection of HMP Castington in 2003 (HMIP 2003). HMIP surveyed forty-seven young adult offenders, aged 18-21 years at HMP Castington, as part of a 2003 inspection. For this reason, some of the figures within this section are displayed as percentages. Some of the questions represented in the Clear Track survey were developed based on the HMIP survey for comparable purposes. Only those questions that were comparable are presented in this section. ‘N’ represents the total sample size; ‘n’ represents the total number of respondents who answered this part of the question. The total number of young offenders sampled for the HMIP survey was N=47 and the total number of young offenders sampled for the Clear Track survey was N=12. However, significant conclusions cannot be drawn from these findings due to the limited sample sizes and the preliminary nature of the results. For more information of the results of the inspection go to http://inspectors.homeoffice.gov.uk/hmiprisons/inspect_reports/hmp-yoi-inspections.html/, viewed 02/08/07

Table AERII 5.14: A Table Showing the Problems Experienced by Young Offenders when they First arrived at Clear Track Compared to the Problems Experienced by Offenders when they First arrived into Custody*.

Problems Experienced	Clear Track (n=11)	HMP Castington (n=28)
Housing/accommodation	64% (n=7)	7% (n=2)
Problems with alcohol use	55% (n=6)	32% (n=9)
Money worries	36% (n=4)	21% (n=6)
Problems with drug use	27% (n=3)	54% (n=15)
Health problems (including mental health)	27% (n=3)	7% (n=2)
Contacting employers	27% (n=3)	4% (n=1)
Getting property	27% (n=3)	0% (n=0)
Feelings of depression or suicide	18% (n=2)	43% (n=12)
Another problem	9% (n=1)	4% (n=1)
Contacting family or friends	9% (n=1)	18% (n=5)

* Offenders were asked to tick all that applied to them, therefore offenders may have given more than one reason. One offender reported having no problems when he arrived at Clear Track and seventeen respondents reported having no problems when they arrived at HMP Castington.

offender arriving at Clear Track in order to capture their experiences of the project within their ‘first few days’³⁵.

14.2. In total, fourteen young offenders were eligible to take part in the survey; however, two young offenders had breached their community order within the first week of being at Clear Track or had been resentenced by the courts for an outstanding offence. In total, then, 12 young

offenders successfully completed the stage one questionnaire, of which one young offender was female and eleven young offenders were male. All of the young offenders were White British Nationals and were aged between 18 – 21 years.

14.3. Please note that the findings that follow are preliminary to the final evaluation report and the conclusion of the research study, therefore significant conclusions or links cannot be drawn from the findings of this survey.

14.4. Ninety-two percent (n=11) of young offenders (N=12) mentioned that they had problems when they first arrived at Clear Track, compared to 60% (n=28) of young offenders when they first arrived at HMP Castington (N=47). The most common problems experienced by participants arriving at Clear Track were housing/accommodation problems (n=7) and problems with alcohol use (n=6), compared to drug

³⁵ The three research questionnaires are administered in sequence during the time an offenders spends at the Clear Track project. Questionnaire one aims to capture the offenders ‘first few days’ a the project, questionnaire two aims to capture an offenders ‘time spent at Clear Track’ and questionnaire three aims to capture ‘life after Clear Track’. Together the analysis of the questionnaires will form an interrupted time series, this is a quantitative research tool recognised for its effectiveness in monitoring change over time.

problems (n=15) and feelings of depression or suicide (n=12) for those young offenders in custody at HMP Castington (see table AERII 5.14). Eighty-two percent of Clear Track participants (n=9) had received help for these problems, compared to 61% (n=14) of offenders at HMP Castington.

14.5. When asked how comfortable they felt, nine young offenders mentioned that they felt comfortable being at Clear Track during their first few days there and three offenders mentioned that they did not feel comfortable about being there. Comments from some young offenders included:

“happy, glad to be out of prisons, happy that I had the opportunity to change” Questionnaire 1

“didn’t feel comfortable, takes a few weeks for me to settle down, on a night time I can’t get to sleep, takes a while, once I settle I’ll be okay” Questionnaire 4

“felt a bit crap and shy at first, cooking and eating in front of people but I’m okay now” Questionnaire 8

“alright, keeps us out of trouble if I wasn’t here I’d just go out shoplifting again and drinking” Questionnaire 14

14.6. All those offenders who resided at Clear Track (n=9)³⁶ mentioned that they felt safe during their first few nights at the project, compared to 69% (n=31) of young offenders at HMP Castington.

14.7. Furthermore, all of the young offenders at Clear Track mentioned that they felt that they were treated well or very well, compared to 53% (n=24) of those young offenders at HMP Castington.

14.8. When asked about the type of information they had received when they first arrived, only 67% of young offenders who were at Clear Track (n=8) mentioned that they had received an induction

³⁶ Three offenders who attended Clear Track in the day did not resided at the project, these offenders are classified as ‘home-stays’.

course within two days of arriving at the project, compared to 85% of young offenders at HMP Castington. However, one young offender mentioned that they had received their induction course prior to starting at Clear Track.

14.9. When offenders first arrived at Clear Track all had been given the opportunity to have something to eat (n=11)³⁷, compared to 85% (n=40) of those in custody. Sixty-seven percent of offenders at Clear Track (n=8) had received an induction pack, compared to 98% (n=46) of young offenders at HMP Castington who had received a reception pack. Sixty-seven percent (n=6)³⁸ of young offenders at Clear Track had been given the opportunity to make a telephone call when they first arrived, compared to 70% (n=33) of young offenders at HMP Castington. Furthermore, all of the young offenders at Clear Track (n=9)³⁹ were given the opportunity to take a shower when they first arrived compared to 21% (n=10) of young offenders at HMP Castington.

14.10. On the whole, supportive measures which were put in place for Clear Track participants on arrival were implemented well by staff members, with 92% (n=11) of young offenders receiving information about what would happen to them at Clear Track, information about what support would be available to them and the opportunity to speak to a member of staff in private. However, HMP Castington performed better on a number of key induction criteria, these included being given the opportunity to make a telephone call, receiving a reception pack when they first arrived, and having completed an induction course within two days of arriving at the prison. These preliminary findings should alert the Clear Track management team of specific areas to be considered for improvement.

³⁷ One offender was classed as a ‘home stay’ and did not think that this question applied to him because of that reason.

³⁸ Three offenders were classed as ‘home stays’ and did not think that this question applied to them because of that reason.

³⁹ One offender, who was classed as a ‘home stay’, did not think that this question applied to him because of that reason.

Table AERII 5.15: A Table Showing the Comparative Results between Clear Track and HMP Castington⁴⁰

First Few Days	Clear Track	HMP Castington
Offenders who had problems when they first arrived	92% (n=11)	60% (n=28)
The most common problems experienced by Clear Track young offenders were:		
Housing/accommodation problems	69% (n=7)	7% (n=2)
Problems with alcohol use	55% (n=6)	32% (n=9)
The most common problems experienced by young offenders arriving into custody were:		
Drug problems	27% (n=3)	54% (n=15)
Feelings of depression or suicide	18% (n=2)	43% (n=12)
Number of offenders who had received help for these problems	82% (n=9)	61% (n=14)
Offenders who felt safe during their first few nights	100% (n=9) ⁴¹	69% (n=31)
Offenders who felt they were treated well or very well	100% (n=12)	53% (n=24)
The Induction Process		
Offenders who had received an induction course within two days of being there	73% (n=8)	85% (n=28)
Offenders who had received an induction pack/reception pack when they first arrived	67% (n=8)	98% (n=46)
Offenders who were given the opportunity to make a telephone call when they first arrived	67% (n=6) ⁴²	70% (n=33)
Offenders who were given something to eat when they first arrived	100% (n=11) ⁴³	85% (n=40)
Offenders who were given the opportunity to take a shower when they first arrived	100% (n=9) ⁴⁴	21% (n=10)

⁴⁰ Some of the questions represented in the Clear Track survey were developed based on the HMIP survey for comparable purposes. Only those questions that were comparable are presented in this section. 'N' represents the total sample size; 'n' represents the total number of respondents who answered this part of the question. Please note that these findings are preliminary to the final evaluation report and the conclusion of the research study, therefore significant conclusions or links cannot be drawn from the findings of this survey.

⁴¹ Three offenders, who were classed as 'home stays', did not think that this question applied to them because of that reason.

⁴² *ibid*

⁴³ One offender, who was classed as a 'home stay', did not think that this question applied to him because of that reason.

⁴⁴ Three offenders, who were classed as 'home stays', did not think that this question applied to them because of that reason.

14.11. In summary, from the comparative table (see table AERII 5.15) we can see that:

- Clear Track participants had more problems when they first arrived than those offenders in custody.
- Offenders at Clear Track and HMP Castington both had expressed having problems with substance misuse. More Clear Track participants had experienced problems with alcohol use, whereas, more offenders in custody had experienced problems with drug use.
- However, offenders who attended Clear Track received more help for these problems than those offenders who were in custody.
- Offenders who attended Clear Track were more likely to feel safe when they first arrived and were more likely to be treated better than their counterparts in custody.
- However, those offenders in custody were more likely to receive a reception pack when they first arrived, more likely to be given the opportunity to make a telephone call, and were more likely to start their induction course within two days of arriving when compared to those offenders attending Clear Track.
- Clear Track participants were more likely to be given something to eat and the opportunity to take a shower when they first arrived, when compared to those offenders in custody.

15. Breach and Clear Track Participants

15.1. With respect to implementing eligibility and suitability criteria, Clear Track aims to adopt a ‘no exclusion’ approach to its structured activities by encouraging individuals to partake in the daily regime of their tailored programme; however, there may be times when

an individual can no longer be included in the project due to a breach of the court order. Breach of a court order is viewed as a serious offence by the courts and the Probation Service.

15.2. At the time of writing, three young offenders had successfully completed the Clear Track programme and eleven young offenders had breached the programme. There were no young offenders attending Clear Track at the time of writing this report.

15.3. This poses several concerns for Clear Track: firstly, of the fourteen referrals who had been assessed as suitable to attend Clear Track, less than a quarter, 21% (n=3), had successfully completed the project. Secondly, the majority of offenders, 79% (n=11), who attended Clear Track have breached the programme. When observing offenders breach behaviour it can be noted that offenders have displayed a tendency to breach within the first two weeks of starting the programme (n=4) or before reaching the half-way point of the sixteen week programme (n=5). Notably, one offender breached in week eleven of the sixteen week programme⁴⁵.

15.4. The National Probation Service briefing paper (2007) reports that of the 983 Community Orders that were imposed since the introduction of the Criminal Justice Act 2003 (CJA) in 2005, 34% (n=339) have resulted in breach. This is proportionately lower than the number of cases which have resulted in breach at Clear Track.

15.5. At this point in the evaluation, the findings are based upon a small sample, from which it would be difficult to determine the significance or strength of these emergent

⁴⁵ In this case the young offender absconded from the project due to fears of being resentenced and sent to custody for an outstanding sentence.

patterns. Still, it would be in the interests of the Clear Track management team to take advantage of these preliminary findings in attempting to identify or highlight the conditions which give rise to breach behaviour.

15.6. On the whole, this should alert the Clear Track management team to a possible weakness, given that more than half of all those assessed as suitable for Clear Track have failed to complete the programme; and given that these preliminary research findings suggest an emergent pattern in breach behaviour greater than that 'normally' expected from Community Orders.

16. Drug and Alcohol use amongst Clear Track Participants

16.1. Recent research has strongly linked the misuse of drugs and alcohol to offending and disorderly behaviour. Therefore, Clear Track staff and its management team need to carefully observe the extent and nature of the both alcohol consumption and drug use of their participants. This will aid Clear Track staff in determining the type of intervention work needed in order to tackle such issues.

16.2. When asked about their drug use, the largest proportion of young offenders at Clear Track mentioned that they had 'used drugs socially but it wasn't a problem' for them (n=9).

16.3. However, eleven young offenders mentioned that they 'did drink alcohol regularly' (n=7) or that their 'alcohol use was a problem' for them (n=4). Furthermore, all eleven offenders mentioned that they had committed a crime whilst being drunk. Some young offenders also went on to mention that they had committed a crime to 'get alcohol or get money for alcohol' (n=6) and had been 'violent whilst drinking or being drunk' (n=9). Only seven of the eleven young offenders who answered this part of the question mentioned that

they would like help to stop their alcohol use. One offender mentioned that they were already receiving help with their alcohol use (see table AERII 5.16).

Table AERII 5.16: A Table Showing the Alcohol Consumption amongst Clear Track Participants

Alcohol Consumption	Total (N=12)
• I drink occasionally	0
• I used to drink but I don't anymore	1
• I drink alcohol regularly	7
• My alcohol use is a problem for me	4

16.4. Of the twelve young offenders who were surveyed, eight young offenders mentioned that they had started offending because of drink or drugs.

16.5. All twelve young offenders went on to mention that they 'felt aggressive or angry', got into a 'heated argument', 'broken, damaged or destroyed something', and had been 'arrested by the police' whilst they had been drunk or had been on drugs. Some young offenders also mentioned that they had 'upset someone by being loud or noisy' (n=11), 'taken something which did not belong to them' (n=11) and had 'injured someone in a fight' (n=10) whilst they had been drunk or on drugs (see table AERII 5.17).

Table AERII 5.17: A Table Showing the Self-report Behaviour of Young Offenders whilst they have been Drunk or on Drugs

Behaviour	Total (N=12)
Felt aggressive or angry	12
Got into a heated argument	12
Broken, damaged or destroyed something	12
Been arrested by the police whilst you were drunk or on drugs	12
Upset someone by being loud or noisy	11
Taken something which did not belong to you	11
Injured someone in a fight	10
Become physically violent	9
Urinated in a public place	8

16.6. The findings above show a clear indication that alcohol consumption amongst Clear Track participants is more problematic than drug use amongst the same group, especially in relation to their offending behaviour.

16.7. For this reason, it is strongly recommended that Clear Track staff pay particular attention to the substance use of its participants, and to provide appropriate interventions which will help address problematic substance use behaviour. It is also recommended that appropriate interventions initiated within the first week of a participant arriving at the programme, as this appears to be a vulnerable time for participants in relation to their motivation to comply with the project.

Efficiency Analysis

17. The Delivery of a Cost-effective and Efficient Project

17.1. The socio-economic costs of crime are essential in measuring the impact of crime on society, as well as measuring the impact of policies aimed at reducing crime and its consequences. This in turn, contributes towards an understanding of how to allocate resources that are intended to tackle crime, whilst ensuring that the current balance of resources are allocated to those measures which effectively and efficiently prevent or reduce re-offending. On the whole, estimates of the costs of crime and the costs of crime reduction measures equip policy and decision-makers with the necessary judgments needed to make informed decisions about which policy measures are the most effective and have the greatest impact.

In 2005-06, the average cost of a private prison place was £33,722 pa and the average cost of a public prison place was £28,486 pa (House of Commons 2007d), however, costs do vary depending upon the type of prison establishment an offender is sentenced to (see table AERII 5.18). When this is compared to the average cost in the National Probation Service of a community sentence, which was estimated at £2,400 for 2005-06 (House of Lords 2007b), it becomes apparent that prisons are expensive to run.

17.2. The average cost of a prison place is almost twelve times that of a Community Order. Community punishments deal with nearly four times as many people as the prison system, for 40% of the cost, with little difference in the overall re-offending rates (Rethinking Crime and Punishment 2003). Whereas, the most effective community supervision programmes have been shown to reduce offending by 15% more than a

Table AERII 5.18: A Table Showing the Cost per Prison Place per Annum of each Prison in the North East Area*

Prison	Type	Cost per Prison Place per Annum (£)
Acklington	Category C, Male Prison	17,490
Castington	Young Offender Institution, Male, Closed	35,085
Deerbolt	Young Offender Institution, Male, Closed Prison	26,522
Frankland	Dispersal, Male Prison	47,401
Holme House	Local, Male Prison	25,016
Kirklevington	Semi-open Prison	19,050
Low Newton	Local, Female Prison	29,912

(House of Commons 2006a)

prison sentence (Rethinking Crime and Punishment 2003).

17.3. Furthermore, offending and reoffending impacts considerably on the cost of running the Prison Service. There is also a high financial cost to the Police, Probation, the CJS more widely, victims of crime, the national economy and society as a whole.

17.4. On the whole, the points raised here create a persuasive argument for the involvement of the voluntary sector (in this instance, CSV) and the development of innovative projects such as Clear Track, which seek to provide a not-for-profit, cost-effective and efficient intervention.

17.5. However, Clear Track as an intervention will not be regarded as cost-effective simply because it is ‘cheap’ to implement and run. Similarly, even if Clear Track impacted significantly in reducing re-offending behaviour, this does not necessarily mean that it offers the most cost-effective way of utilising its resources. In other words, the success of Clear Track as an intervention is not only determined by its effectiveness, it is also

determined by its cost-efficiency.

17.6. The lack of referrals made to the project could affect the project’s overall cost-efficiency. With this in mind, the Clear Track management team, its stakeholders, and the Probation Service need to recognise the need to increase the frequency and number of referrals during year three of the project’s life. In the interests of delivering a cost-effective and efficient programme, it is essential for stakeholders to determine what steps are being taken to increase the number of probation referrals to the Clear Track project.

18. Recommendations⁴⁶

18.1. In relation to the recommendations made in the bi-annual report and previous reports, Clear Track has made slow progress

⁴⁶ Please note that tables R1 to R8 include previous and on-going recommendations, which also reflect the progress Clear Track has made.

over the past five months which is largely the result of the sporadic and irregular referral process noted above (table R3).

18.2. The recommendation of Custody Plus (table R7) has become invalid since the project's service delivery in November 2006. This is partly due to the fact that the project is currently receiving referrals through the local Northumbria Probation Service; and partly because the then Home Secretary, Dr John Reid, postponed the implementation of Custody Plus as a sentencing option until such a time that the Probation Service and the Prison Service are able to cope with the additional workload (House of Commons 2006b).

18.3. Progress made by Clear Track as recommended in previous reports can be seen in tables R2 to R5. It is encouraged at this stage that the Clear Track management team pay particular attention to the progress made in relation to the referral process (Table R3) and the Clear Track requirements and activities (table R4) recommendations.

19. Clear Track: Moving Forward⁴⁷

19.1. The project's delay in 'going-live' has impacted on the project's progress to date, particularly in relation to the project's aim 'to engage with up to 50 young adult offenders, aged 18-21, per year, over three years'. The project's first year was utilised in developing the necessary strategies and protocols for delivering an efficient intervention.

19.2. Since November 2006, Clear track has received 28 referrals. However, the rate of

referrals to Clear track has not been consistent over this time, resulting in a sporadic and irregular process. As a result, Clear Track has, on occasions, been without any participants with which to engage. At the time of writing, Clear Track had no participants attending the project.

19.3. It is not possible to determine the overall effectiveness and efficiency of the project at this stage. This is partly due to the engagement with a small number of Clear Track participants to date, and partly due to the limited time that Clear Track has had to engage with its young offenders.

19.4. With this in mind, this report suggests four further recommendations in the interests of evaluating Clear Track's progress (see table R9, R10, R11, and R 12).

⁴⁷ Please note that tables R9 to R12 are new recommendations which have been made to increase the efficiency and effectiveness of Clear Track as a service.

Table R9: Substance Misuse

Substance Misuse	Recommendations
<p>The preliminary findings of the evaluation research indicate that alcohol consumption amongst Clear Track participants is more problematic than drug use amongst the same group, especially in relation to their offending behaviour.</p>	<p>➤ To provide appropriate interventions to help address problematic substance use behaviour of Clear track participants.</p>

Table R10: Cost-efficiency and Effectiveness

Cost-efficiency and Effectiveness	Recommendations
<p>The lack of referrals made to the project could affect the project’s overall cost-efficiency and effectiveness.</p>	<p>➤ For the Clear Track management team, its stakeholders and the Probation Service work effectively in increasing the frequency and number of referrals during year three of the project’s life.</p>

Table R11: Induction Criteria

Induction Criteria	Recommendations
<p>The preliminary findings of the evaluation research indicate that HMP Castington performed better on a number of key induction criteria</p>	<ul style="list-style-type: none"> ➤ To improve upon the Clear Track induction process and to ensure that all Clear Track participants receive provide appropriate support and assistance throughout the induction period

Table R12: Dissonance from Offending

Dissonance from Offending	Recommendations
<p>Individual assessments which aim to identify the type and nature of interventions needed can contribute towards an understanding of an offender and the underlying nature and motivation for their offending behaviour</p>	<ul style="list-style-type: none"> ➤ To continually review and re-assess each individual offender to monitor change, progress and developments made in relation to personal circumstances and their dissonance from offending. ➤ To comprehensively document and explain the benefit and purpose of each individually selected programme and its activities

Table R1: Accommodation and Supervision*

Accommodation and Supervision Provisions	Recommendations	Progress made by Clear Track
<p>Careful consideration needs to be given to the structure of the accommodation process and supervisory measures in terms of impact, efficiency, and effectiveness. There is also a need to be aware of and reduce the negative effects that community residential supervision may have upon victims and the public.</p>	<ul style="list-style-type: none"> ➤ To monitor and assess the accommodation and supervision needs of participants. ➤ To accordingly provide enhanced residential supervision for participants. 	<ul style="list-style-type: none"> ➤ Accommodation policy in place. ➤ Event log, information exchange policy, and community interaction policy in place. ➤ Established links with Sunderland Housing Group and Homewood. ➤ Advice and guidance on accommodation strategies drawn upon from similar organisations. ➤ Conducted thorough market research to establish which properties would best suit the needs of the project whilst creating minimal disruption to the local community. ➤ Sessional workers in place to supervise offenders who are to be referred to the project. ➤ Regular communication with Group 4 Security regarding supervision of offenders on the Clear Track programme

*Note: The latest Progress made by Clear Track is shown in italics.

Table R2: Multi-agency Partnerships*

Multi-agency Partnerships	Recommendations	Progress made by Clear Track
<p>Developing strong multi-agency partnerships is an essential key to the success of Clear Track when delivering a wide range of interventions tailored to address the needs of young adult offenders.</p>	<ul style="list-style-type: none"> ➤ Overall, efforts should be made to continually strengthen multi-agency working throughout the strategic planning and development of the project. ➤ There is a need to establish mechanisms which aid the negotiations of strategic planning and the decision making progress. ➤ Formal procedures need to be established in relation to information sharing and storage between multi-agency partnerships. 	<ul style="list-style-type: none"> ➤ Clear Track has established strong links regarding networking with Sunderland Drug and Alcohol Forum and Sunderland Housing Group. ➤ Multi-agency Steering Group meetings are held monthly. ➤ Monthly practitioner meetings are currently being negotiated. ➤ Policy and procedures are in place to ensure the security and confidentiality of information sharing and data protection between multi-agency partnerships, particularly the local Probation Board. ➤ Clear Track are awaiting the allocation of local Probation Officers from each Sunderland office, this will form part of Clear Track's referral process. Once Clear Track has been allocated the officers, the project will be in a position to hold regular Practitioners meetings. ➤ <i>Clear Track have made presentations to Youth Offending Service and Sunderland Social Services Leaving Care Team</i>

*Note: The latest Progress made by Clear Track is shown in italics.

Table R3: The Referral Process*

The Referral Process	Recommendations	Progress made by Clear Track
<p>In order for Clear Track to consider the suitability of referrals from the Crown Court, the project will need to closely monitor the referral process.</p>	<ul style="list-style-type: none"> ➤ To ensure an eligibility and suitability criteria is established for the referral of young adult offenders to Clear Track. ➤ To monitor the referrals of young adult offenders from the Magistrates' courts. ➤ To fully explore, with relevant partners, the sustainability of referrals of young adult offenders being made from the Crown Court. ➤ To monitor the sporadic and irregular process or referral between Clear Track and the Probation Service which has significantly impacted upon the number of participants attending the project 	<ul style="list-style-type: none"> ➤ Clear Track staff will attend the initial pre-sentence assessment with Probation and the potential referral to determine if the offender is eligible and suitable to be referred to Clear Track. ➤ Clear Track has the relevant assessment protocols in place to monitor offenders from the initial pre-sentence meeting. ➤ A young person's guide is in place to offer advice and guidance to newly referred participants. ➤ Information given to potential referrals at the assessment stage, such as an information booklet ➤ Clear Track has established good communication links with Probation Officers and PSR writers. ➤ <i>Clear Track have distributed information leaflets and posters to all probation officers.</i>

*Note: The latest Progress made by Clear Track is shown in italics.

Table R4: Clear Track Requirements and Activities*

Clear Track Requirements and Activities	Recommendations	Progress made by Clear Track
<p>In order for Clear Track to be able to effectively reduce re-offending, the project would need to ensure the delivery of a wide range of interventions tailored to address the needs of young adult offenders.</p>	<ul style="list-style-type: none"> ➤ The different partners involved in the delivery of interventions and activities need to work closely together to maximise the range, quantity and quality of care. ➤ For Clear Track management team to regularly monitor and review the development and progress of its participants. ➤ To closely monitor and measure client satisfaction through the implementation of evaluation questionnaires. ➤ To devise and implement an ‘exit’ strategy to ensure positive re-integration into society including progression into education, employment and accommodation. 	<ul style="list-style-type: none"> ➤ Clear Track has developed Individual Action Plans (IAP) and reviews to monitor and review the progress of the offender. ➤ Questionnaires are in place to give offenders an opportunity to anonymously feedback to staff, as well as a complaints structure. ➤ An exit strategy is in place to assist with offender related needs as they exit the programme. This will include multi-agency partnerships to tackle issues such as education, accommodation, training and employment needs. ➤ Regular communication takes place between Clear Track and Probation to monitor the quality of the project’s activities and the compliance of Clear Track participants. ➤ <i>Weekly information sharing between Probation Officers and Clear Track via e-mail and phone.</i>

*Note: The latest Progress made by Clear Track is shown in italics.

Table R5: Staffing and Staff Development*

Staffing and Staff Development	Recommendations	Progress made by Clear Track
<p>In order to maximise potential benefits of the project, Clear Track will need to consider levels of basic and related training needed for the development of staffs' professional skills.</p>	<ul style="list-style-type: none"> ➤ To ensure all staff are sufficiently skilled in working with the demands of the project and its participants. ➤ To ensure all staff have sufficient training and are confident to undertake their role and responsibilities. 	<ul style="list-style-type: none"> ➤ The training needs of Clear Track staff have been carefully identified, alongside the recent development of a training manual. ➤ Practitioner specialist will be recruited when needed to deliver in-house training sessions. ➤ Sessional workers have been carefully recruited through an application process and an interview panel to meet the needs of both the project and its participants.
<p>As part of the pilot of Clear Track, the management team could consider implementing an in-house audit. The benefit here is in providing evidence-based practice identifying the range of available staff skills, experience and staff training needs. This will help in creating and sustaining a culture of work suited to the objectives of Clear Track and future projects, as well as task-appropriate allocation in maximising the utilisation of the diverse skills available.</p>	<ul style="list-style-type: none"> ➤ To explore and analyse staff application forms to identify staff skills. ➤ To monitor and analyse staff training needs to identify areas of expertise needed to implement the project. 	<ul style="list-style-type: none"> ➤ Many of the sessional workers were selected due to their previous experience of working with offenders and young people with challenging and emotional needs. ➤ Clear Track has explained the current delay with 'going-live' to sessional workers. ➤ Clear Track has compiled a thorough database of its staff, including their qualifications and experience describing areas of strengths and weaknesses. ➤ Through meetings with sessional staff, Clear Track has identified training needs, this includes managing challenging behaviour and dealing with emergencies. ➤ <i>A second recruitment of sessional staff were interviewed Feb 2007. However, the lack of referrals to the project has meant that these sessional staff have been put on hold</i>

*Note: The latest Progress made by Clear Track is shown in italics.

Table R6: Clear Track’s Business Plan*

Clear Track’s Business Plan	Recommendations	Progress made by Clear Track
<p>A business plan would assist Clear Track and its stakeholders to determine its goals and targets in order to effectively monitor the project’s progress and development.</p>	<ul style="list-style-type: none"> ➤ To devise a business plan with clear and achievable goals and targets, both long-term and short-term. ➤ To monitor the project’s progress in relation to each goal and specified targets. 	<ul style="list-style-type: none"> ➤ Clear Track discusses goals and targets with stakeholders at Steering Group meetings. ➤ <i>The Director of Training and Enterprise for CSV, the Manager of Sunderland Springboard, the Home Office and the Clear Track Management are updated regularly with the project’s progress.</i>

*Note: The latest Progress made by Clear Track is shown in italics.

Table R7: Custody Plus*

Custody Plus	Recommendations	Progress made by Clear Track
<p>Clear Track as a Custody Plus provision would be able to demonstrate the project's potential as a community-based element to the sentence.</p>	<ul style="list-style-type: none"> ➤ To initiate negotiations with the Prison Service with regard to developing the project as a Custody Plus prototype. ➤ To continue in the development of negotiations with the Chief Officer of the Probation Service with a view to developing a referral process between Probation and Clear Track 	<ul style="list-style-type: none"> ➤ Due to going-live in November 2006 Clear Track have been unable to pursue this issue ➤ Clear Track have given presentations to all Sunderland Probation offices to increase awareness of Clear Track as a sentencing option. Every local probation office has a Clear Track information pack. Clear Track are awaiting the identification of Senior Practitioners from local Probation Service offices to form a constant link between Clear Track and Probation for referrals. ➤ Clear Track has distributed relevant information to the local Northumbria Probation Service electronically. This will enable Probation Officers to access information via internal IT systems.

*Note: The latest Progress made by Clear Track is shown in italics.

Table R8: Eligibility and Suitability Criteria *

Eligibility and Suitability Criteria	Recommendations	Progress made by Clear Track
<p>Selecting appropriate candidates for Clear Track is an essential component to successfully addressing offender related needs, challenging offending behaviour and reducing re-offending. The eligibility and suitability criteria are objective measures used in the selection of appropriate referrals</p>	<p>➤ To revise the eligibility and suitability criteria with a view to providing robust and comprehensive detailed criteria aimed at providing an effective and efficient referral process.</p>	<p>➤ <i>No Progress has been made in this area</i></p>

*Note: The latest Progress made by Clear Track is shown in italics.

▪ **Appendix A**

A1: A Table to Show Northumbria Area Magistrates' Courts Sentencing Disposals by Sentencing Court, Sanction and Year

Area: **Northumbria**
 Court Type: **Magistrates**
 Offence Type: **Indictable**

National	1999	2000	2001	2002	2003	2004	2005
Total number sentenced	220,526	208,606	206,209	217,287	216,755	199,071	188,202
Custody rate	14%	15%	16%	16%	16%	16%	16%
Community sentence rate	26%	27%	28%	28%	26%	29%	30%
Fine rate	38%	35%	33%	33%	33%	30%	28%
Other disposal rate	23%	23%	23%	23%	25%	25%	26%
Average custody length (months)	2.6	2.5	2.5	2.5	2.5	2.5	2.4
Number to custody	29,849	31,613	32,263	35,242	33,790	32,358	29,800
Prison places generated	3,199	3,352	3,413	3,702	3,581	3,363	2,978
Area	1999	2000	2001	2002	2003	2004	2005
Total number sentenced	7,693	7,596	8,075	7,678	7,685	6,750	6,995
Custody rate	12%	12%	13%	13%	11%	10%	9%
Community sentence rate	26%	26%	27%	25%	24%	26%	28%
Fine rate	32%	32%	29%	30%	30%	30%	30%
Other disposal rate	30%	31%	31%	32%	34%	34%	33%
Average custody length (months)	3.1	3.0	2.9	2.9	2.9	2.8	2.9
Number to custody	935	875	1,065	1,014	876	674	638
Prison places generated	121	110	131	124	105	80	77
Number to custody at national rate	1,098	1,178	1,275	1,247	1,188	1,086	1,079
Prison places generated at national rate	121	127	137	133	126	113	108

Newcastle upon Tyne District	1999	2000	2001	2002	2003	2004	2005
Total number sentenced	2,616	2,650	2,697	2,474	2,636	2,317	2,319
Custody rate	11%	12%	12%	11%	10%	8%	7%
Community sentence rate	25%	26%	29%	24%	23%	25%	27%
Fine rate	33%	36%	32%	35%	36%	32%	35%
Other disposal rate	31%	26%	28%	30%	31%	35%	31%
Average custody length (months)	3.0	2.8	2.7	2.8	2.6	2.5	2.5
Number to custody	293	308	317	266	265	187	171
Prison places generated	36	35	36	31	29	19	18
Number to custody at national rate	373	418	424	415	427	393	377
Prison places generated at national rate	41	44	45	44	44	41	38
Houghton-le-Spring	1999	2000	2001	2002	2003	2004	2005
Total number sentenced	448	438	529	514	475	357	280
Custody rate	9%	8%	14%	10%	11%	10%	11%
Community sentence rate	26%	22%	24%	21%	25%	28%	34%
Fine rate	36%	37%	30%	33%	27%	23%	16%
Other disposal rate	29%	32%	31%	36%	36%	39%	39%
Average custody length (months)	3.4	3.4	3.1	3.0	2.7	3.5	3.3
Number to custody	40	37	74	52	53	37	30
Prison places generated	6	5	9	7	6	5	4
Number to custody at national rate	56	62	78	74	66	56	44
Prison places generated at national rate	6	7	9	8	7	6	5

Sunderland	1999	2000	2001	2002	2003	2004	2005
Total number sentenced	933	954	1,054	1,097	1,079	871	893
Custody rate	19%	17%	21%	22%	18%	15%	11%
Community sentence rate	21%	22%	23%	23%	22%	23%	22%
Fine rate	36%	32%	28%	24%	24%	24%	27%
Other disposal rate	24%	29%	28%	32%	36%	38%	40%
Average custody length (months)	3.3	3.4	3.3	3.3	3.2	3.4	3.2
Number to custody	177	159	225	236	193	135	102
Prison places generated	25	23	31	33	26	19	14
Number to custody at national rate	135	148	169	184	167	141	141
Prison places generated at national rate	15	16	18	19	18	14	14

(Sentencing Guidelines Council 2007)

▪ **Abbreviations**

ASRO	Alcohol and Substance Misuse Related Programme
BCS	British Crime Survey
CJA	Criminal Justice Act
CJS	Criminal Justice System
CNA	Certified Normal Accommodation
CSV	Community Service Volunteers
HMIP	Her Majesty's Inspectorate of Prisons
HMP	Her Majesty's Prison
IAP	Individual Action Plan
NOMS	National Offender Management Service
OASys	Offender Assessment System
PSR	Pre-Sentence Report
ROMs	Regional Offender Managers
SEU	Social Exclusion Unit
YOT	Youth Offending Team

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