



Home Office

Reducing Re-offending

National Action Plan





Reducing crime and public protection are top priorities for the Government. Crime can have a devastating effect on the lives of victims, families and communities with extraordinary costs to society as a whole. The costs of re-offending by ex-prisoners alone is at least £11billion per year and re-offending by those serving sentences in the community adds to the burden which victims and communities face.

The Reducing Re-offending National Action Plan fulfils the Government's commitment to reduce re-offending through greater strategic direction and joined-up working. It aims to address concerns raised in a number of important reports on this issue, such as the Social Exclusion Unit's report on *Reducing re-offending by ex-prisoners*. Publication also takes forward two important Government manifesto commitments: to ensure that punishment and rehabilitation are both designed to minimise re-offending; and to improve the education of those offenders in custody.

Over sixty national action points have been agreed across Government, covering all the key areas, or pathways, to support the rehabilitation of offenders, in a concerted effort to reduce re-offending. For each agreed action point, the Plan suggests complementary activity for the consideration of those working at the regional and local level. There will be a particular focus on the resettlement of offenders receiving custodial sentences but there is also important action specifically directed at the needs of those sentenced in the community. The Plan will build on the good progress which has been made, and support the radical changes which we are making to reduce re-offending through the creation of a National Offender Management Service (NOMS). A complementary strategy is being developed in Wales, led by the Prison and Probation Services and the Welsh Assembly Government.

The role of NOMS

We are at a point in time where there is a real prospect that we can make a difference. The new National Offender Management Service, bringing together prisons and probation, will be responsible for reducing re-offending and managing the budget for offender services. These services will be managed at a regional level to enable effective links to be forged and joint strategies developed with complementary services and partners. Regional Offender Managers (ROMs) will be responsible for the end-to-end management of offenders in the nine English regions and Wales. They will have an important role in developing the strategic partnerships necessary to underpin regional working and, in due course, in commissioning interventions to reduce re-offending. In taking forward this approach, account needs to be taken of the effective local partnerships currently in place, so they can underpin regional working. Although it is early days for NOMS, this Plan has been set, wherever possible, within our wider proposals for managing offenders, including developing a seamless case management approach which would be delivered across all the areas likely to reduce re-offending. As NOMS develops, the responsibility for delivering action which has been attributed to particular parts of the Prison and Probation Services may move within the organisation. In the meantime, the current Services will take forward their commitments as indicated in this Plan until the new single service is fully operational.

We recognise that it is not just the work of NOMS which will make a difference. One of the main themes running through the Plan is the requirement for more joined-up working across Government. This requires greater information sharing between the agencies and, the development of partnerships to support regional working. It will be necessary to take account of any implications for local communities and services as this work progresses. This includes making effective arrangements for the Prolific and Priority Offenders that local areas are now required to identify and focus upon. The Plan reflects the important commitments that have been given by mainstream services to work with offenders, to ensure they do not become more socially excluded. But it is not just public bodies: voluntary and private sector bodies will also play an important role.

This document provides an overview for those working with offenders, mapping the way forward within each of the pathways at a national, regional and local level. It does not fully reflect the important work which is underway locally, but does suggest ways in which local partners can work within the regional framework, where appropriate. A fuller version can be found at www.homeoffice.gov.uk/justice/sentencing/rehabilitation/index.html. This includes progress which has been made to date, and sets out how activity relates to linked initiatives. A number of examples of promising practice are also highlighted.

Change will bring challenges as well as opportunities. Offenders are not an homogenous group: they are differentiated by ethnicity; age; gender; family background; geographic location; and the nature, circumstances and frequency of the crime they commit. Their problems are often complex and inter-related, as many have poor life and coping skills. Offenders have also experienced long term disengagement from services, and have histories of poor relationships with those who might help them. Those from minority ethnic communities and women offenders may have different needs to the majority of the offending population and services need to be delivered in a way which is responsive to diversity. Public services and key stakeholders need to work together to make the most of this opportunity.

Monitoring

To under-pin a joined-up approach, delivery of national action points will be overseen by a cross-government board of senior officials, chaired by the Chief Executive of NOMS and including representatives from key government departments responsible for complementary services, such as health, education and training, employment and housing. This work will be delivered within existing resources, but it will require delivery of services to be joined-up, with more focus on best practice and positive outcomes for the individual. Priorities for early research and evaluation include accommodation and the changes to address the financial problems faced by ex-prisoners. Where additional activity is taken forward at regional and local level, those developing regional strategies will wish to consider monitoring its effectiveness.

I am grateful to all the departments and agencies who have signed up to the commitments within this Plan. I am confident that its delivery will help rehabilitate offenders and reduce re-offending.



Paul Goggins
Minister for Correctional Services and Reducing Re-offending



Achieving the right framework for reducing re-offending is vital. The management of offenders requires a carefully co-ordinated response, sustained over time, with clear accountabilities in place for service delivery and progress through the criminal justice system. Where this goes wrong, investment can be wasted and offenders' chaotic lifestyles re-enforced. Even with a full range of interventions in place and strategies to pull them together, rehabilitation cannot be properly effective without a focus on the management of the individual offender. It is essential that services that impact on offenders, at national, regional and local level, work collaboratively in order to help them to reform. Timely, appropriate and accurate information needs to be the basis of all services' engagement with these individuals. This requires a strategic regional partnership approach to assess, plan, co-ordinate, refer and commission. The establishment of NOMS will be the key building block in achieving integrated service delivery. It will provide end-to-end case management through regional structures, with coordinated interventions focused on individual offenders. Another key building block will be the implementation of the Criminal Justice Act 2003.

Sentencing framework

The 2003 Act creates a new sentencing framework that is central to reducing crime and re-offending. It will expand the range and effectiveness of community sentencing, with an emphasis on the rehabilitation of the offender and reparation to the community for the wrong done. The new generic community sentence will offer a menu of interventions and levels of supervision which can be individually tailored to match risk, need and the seriousness of the offending. One of the innovative approaches under the Act is Intermittent Custody, which is being piloted in two prisons; combining custody with a licence period alongside, enabling offenders to maintain commitments with work and family. This will be followed by Custody Plus, combining prison and community supervision, which will replace current sentences of less than 12 months, with a custodial period of between 2 and 13 weeks, followed by a period of licence in the community of at least 6 months. In future, all determinate sentenced prisoners will be supervised on release so that the opportunities to do positive work with them in prison can continue in the community. The newly created Sentencing Guidelines Council will also have an important role in developing a framework of advice that takes account of what works to reduce re-offending.

Regional working

The vision of a seamless delivery of services will need to be set within an effective strategic partnership. This will be negotiated on a regional basis, led by the new Regional Offender Managers, balancing national objectives and local need. Regional rehabilitation strategies will also increase opportunities for joint work in order to establish innovative packages for offenders, whether they are serving sentences in the community or have just been released from custody. Significant progress has already been made. The South West, Yorkshire and Humberside, North West and West Midlands regions have all launched multi-agency offender rehabilitation strategies. Each has been formulated through the joint-working of Prison, Probation, the Government Office

and a range of relevant agencies. The East of England and the North East are aiming to publish later this summer. Further details on the key stages involved can be found in the fuller version of the Plan. This material also features a number of local schemes which show promising practice, and demonstrate what can be achieved if people work together to tackle these problems.

Case management

Work is also underway in two pathfinder regions to develop an effective case management approach for NOMS. The North West pathfinder will cover three groups : young adult offenders, adult offenders and those serving the new generic community sentence. In the case of young adults, roll-out will be phased from September 2004, with evaluation of the first phase in April 2005. Adult cases will be piloted at HMP Liverpool with a cohort of prisoners with a high risk of re-offending. Scoping work will commence in September 2004, with the aim of commencing in February 2005. Work on case managing the generic community sentence will also commence in September 2004. In parallel, the South West pathfinder will design and pilot a “Going Straight” contract at HMP/YOI Guys Marsh, with through-the-gate support ensuring continuity of care from September 2004.

Communication, information sharing and risk assessment

All of the areas identified in the Action Plan require cross-government and inter-agency working. Without established processes through which those agencies can communicate with each other, action will not achieve a full impact. Regions, which have already developed their strategies, have managed to achieve information sharing through the use of regional protocols. Where there are privacy and data protection issues, these have generally been addressed through the use of offenders giving their informed consent.

This work is also dependent on up-to-date assessments being carried out by prison and probation staff. OASys is a risk assessment and sentence planning tool for identifying and classifying offending related needs, such as a lack of accommodation, poor educational and employment skills, substance misuse, relationship problems, problems with thinking and attitudes and the risk they pose to the public, and for making plans to address these needs. This tool has been jointly developed by the Probation and Prison Services. It helps to target interventions, ensuring that the individual offender receives those that are most appropriate.

Short-term prisoners, who form the majority of those released from prison each year, are not generally, subject to such an assessment of needs, at present. In response, several prison establishments have developed interim assessment tools to capture and address urgent welfare needs for those on remand or serving under 12 months. Interim assessment can provide a mechanism for identifying appropriate interventions for this group.

Public protection and risk management are integral and are of paramount importance to the activity within this Plan, under-pinning all interventions to reduce re-offending. Release on temporary licence can play an important part in helping offenders to settle back into the community in a controlled way, taking careful account of the need to ensure public safety. In 2002, over 280,000 licences were granted. Over 49,000 of these were to help prisoners reintegrate back into the community and maintain family ties. A further 177,000 facility licences were granted so that suitable prisoners could take part in regime related activities such as community service projects, employment, training and activities which allow them to make some reparation. In the same year there were only 319 reported failures.

Diversity

The new framework also needs to be responsive to the diverse needs of individual offenders. In carrying out its responsibilities for reducing re-offending, such as in setting targets and commissioning interventions, NOMS will mainstream all aspects of diversity to ensure that the needs of particular groups are properly addressed. There are relevant documents currently available, including *The Heart of the Dance*, which sets out a diversity strategy for the National Probation Service at www.probation.homeoffice.gov.uk and the Prison Service Race Equality scheme and disability strategy. Other key documents include the Government's recently published Women's Offending Reduction Programme which includes a number of important commitments, including an undertaking to address gender and ethnicity in outcome targets and performance measures for rehabilitation of women prisoners (www.homeoffice.gov.uk/justice/sentencing/rehabilitation/index.html). The establishment of the Women's Team in the Prison Service in April 2004 also reflects the commitment to ensuring that the distinct and diverse needs of women prisoners will continue to be taken into account in strategic and operational development. For further information about the Women's Team, contact Chris Dolphin on 020 7217 5057.

In response to all actions within this Plan, efforts should be made to gather data on ethnicity, gender, disability and sexuality to inform both the development of strategy and service delivery.

Youth justice

Whilst the majority of the action in the Plan is aimed at adult offenders, it recognises that some of these changes will have implications for those working with juveniles, especially for young offenders transferring from the juvenile to adult justice system. The Youth Justice Board (YJB) has developed effective practice models alongside performance targets that impact positively on reducing re-offending. Details can be found on the YJB website: www.youth-justice-board.gov.uk. However, it is acknowledged that there are still gaps both regionally and locally, a number of which were highlighted in the recent Audit Commission and NAO reports. Key concerns include the lack of provision of appropriate housing for young people and the difficulties in securing education and training post-custody. *Every Child Matters* should help to facilitate structures through which children's services can be co-ordinated at regional and local levels. To bring this work together, the YJB will lead in setting up a national juvenile resettlement steering group involving all key agencies to provide a joint policy steer, develop a juvenile action plan and support the emerging regional network. The steering group will also provide a forum for the consideration of emerging effective practice and a link into the overall Reducing Re-offending Action Plan. One of the first tasks of the new national steering group will be to ensure that each region has adequate structures in place to facilitate effective juvenile resettlement.

Key Action Area: Framework for Reducing Re-offending

DEVELOP AND IMPLEMENT MULTI-AGENCY REGIONAL STRATEGIES		
ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Each region has begun work on a Regional Rehabilitation Strategy initially led by the Prison and Probation Services in conjunction with Government Offices. Strategies will be developed during 2004.</p> <p>Target date: Each region to have a Regional Rehabilitation Strategy in place by April 2005.</p>	<ol style="list-style-type: none"> 1. Identify key stakeholders 2. Use shared data to assess regional offender profile and need 3. Map current provision within key pathways 4. Prioritise strategic pathways and work to be done 5. Identify lead partners for each area of work 6. Identify governance structure for short term, ensuring it will be compatible with emerging NOMS structures 	<ul style="list-style-type: none"> ● Map current provision ● Make contact with key local stakeholders eg. Jobcentre Plus managers, Learning and Skills Councils etc ● Review and update current processes to eliminate duplication and make fit for new environment ● All above within agreed regional network
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
<p>Prison Service, NPS, HO</p>	<p>Regional Offender Manager, Prison Service Area Managers, NPS Regional Managers, Government Offices, Local Authorities, Regional Development Agency, Learning and Skills Council, Jobcentre Plus, Voluntary Sector, Strategic Health Authority, Regional Housing Board and Housing Providers, Police, NTAs, YJB, other stakeholders</p>	<p>Chief Officers of Probation, Prison Service Governors, Local Criminal Justice Board, Jobcentre Plus Managers, Learning and Skills Councils, Primary Care Trusts, Local Authority, Social Housing providers, CDRPs, Local Strategic Partnerships, other stakeholders</p>
DEVELOP AN EFFECTIVE CASE MANAGEMENT APPROACH		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Develop a case management approach, as part of the development of NOMS, which will encompass both custody and community sentences.</p> <p>North West to pilot through the gate case management</p> <p>Target date: From July 2004</p> <p>South West to design and pilot a Going Straight contract</p> <p>Target date: From June 2004</p>	<ol style="list-style-type: none"> 1. Apply appropriate regional assessment tools 2. Resource and apply nationally agreed case management approach 3. Develop required partnership platform to meet regional offender need 	<p>Identify any local partners (within agreed regional framework) to deliver required offender services</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
<p>NOMS</p>	<p>Regional Offender Managers</p>	<p>Chief Officers of Probation, Prison Service Governors, Key Stakeholders</p>

ESTABLISH PROCESSES THROUGH WHICH AGENCIES CAN COMMUNICATE WITH EACH OTHER		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Identify where improvements need to be made in information exchange and develop and implement solutions.</p> <p>Target date: 2004/05</p>	<p>Agree regional protocols for information sharing and storage with partner and stakeholders within any agreed national guidance eg. HARP</p>	<p>Ensure any local SLAs and partnership agreements conform to agreed regional standard.</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
Prison Service, Probation Service, NOMs	Regional Offender Manager, Prison Service Area Managers, NPS Regional Managers, key stakeholders	Chief Officers of Probation, Prison Service Governors, all stakeholders

BE RESPONSIVE TO THE DIVERSE NEEDS OF INDIVIDUAL OFFENDERS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Issue guidance to regions on promoting diversity in rehabilitation work.</p> <p>Target date: Summer 2004</p>	<ol style="list-style-type: none"> 1. Ensure that regional rehabilitation strategies address the importance of diversity and promote equality of opportunity and take account of current equality legislation 2. Establish links to service providers offering focused services for minority ethnic, women and other offenders with diverse needs 	<ul style="list-style-type: none"> ● Review current local policy, process and SLAs to ensure they promote diversity and equality of opportunity ● Ensure that within regional framework, specialist services are available to meet any specialist needs of local offender profile
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
HO	Regional Offender Manager, Prison Service Area Managers, NPS Regional Managers, key stakeholders	Chief Officers of Probation, Prison Service Governors, key stakeholders

WORKING WITH JUVENILE OFFENDERS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Set up a national steering group involving all key agencies to focus on young juveniles in custody, post-custody and undertaking community sentences, providing a joint policy steer and supporting emerging regional networks</p>	<p>Ensure that each region has adequate structures in place.</p>	<p>Undertake any agreed local action within regional framework</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
Juvenile Group (Prison Service) Juvenile Offenders Unit (HO) all key agencies including DFES, DH, ODPM	Regional Offender Manager, YJB Regional Managers, NPS Regional Managers, Prison Service Area Managers, YOTs, Social Services	Chief Officers of Probation, Prison Service Governors, Youth Offending Teams, Connexions, social services



Appropriate and accessible accommodation is the foundation of successful rehabilitation and management of risk of harm to others. It is crucial to sustaining employment, treatment, family support and finances and is a major resettlement need for many women leaving prison. Research¹ suggests that addressing severe accommodation problems can make a difference of up to 20 per cent in terms of a reduction in re-offending. However, only a third of prisoners return to some form of settled accommodation on release. Therefore, it is essential to start planning and making arrangements for prisoners at the earliest possible point, preferably at induction, to reduce housing needs, prevent homelessness, and ensure that all ex-prisoners have somewhere suitable to live on release.

Some progress has already been made. In the resettlement survey in April 2003, 71 per cent of prisoners had accommodation arranged for their release, compared with 67 per cent in December 2001. Around 70 prison establishments now operate some form of housing advice and support service. This has drawn on the experience of prison projects originally developed with the Rough Sleepers Unit. These services are underpinned by a NACRO good practice guide and training pack (copies can be obtained from Siju Anibaba, Prison Service on 020 8760 1803). A number of housing advice projects, particularly in women's prisons, use prisoners to help deliver services, thus increasing the resources available for such work and helping prisoners to acquire skills and experience that will benefit them on release.

We are also at an advanced stage in developing a strategic plan for Approved Premises and Offender Housing, focussing on appropriate accommodation for offenders who require enhanced supervision in the community for the protection of the public. The Plan will include action to raise awareness of the public benefits of appropriate housing for offenders who pose a higher risk, and the additional security that using approved premises can give the public. The intention is to give a clear national direction, with regional planning and co-ordination, and services to be delivered at a local level.

The Department for Work and Pensions is proposing to change the Housing Benefit regulations, with effect from October 2004, so that where a tenant is liable to pay a landlord for the period of notice, it may be possible to claim Housing Benefit for a period of up to four weeks, where this liability is unavoidable. This is relevant to the rehabilitation of prisoners who are sentenced to more than 13 weeks, as rent arrears can prevent a prisoner from being re-housed on release. These proposals are subject to consultation with the Social Security Advisory Committee, local authority associations and Parliamentary procedure.

There has also been wider action to tackle homelessness, including the Homelessness (Priority Need for Accommodation)(England) Order 2002 and the measures in the Homelessness Act 2002, under which each local authority in England has produced a homelessness strategy, and the development of *Supporting People* to provide housing related support to help vulnerable people to sustain their housing. These related initiatives provide an important context for collaboration, and further information about how they operate can be found in the full Action Plan at www.homeoffice.gov.uk/justice/sentencing/rehabilitation/index.html.

1 HO OAsys pilot study, 2001 (unpublished). Data only covered 1 year after release and studied those with severe accommodation problems.

Key Action Area: Accommodation

SHORT-TERM ACTION: IDENTIFICATION OF HOUSING NEEDS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Map and analyse existing housing and service provision in Prison, Local Authorities and Probation areas</p> <p>Target date: Summer 2004</p>	<p>Map current provision in regions and its effectiveness</p>	<p>Contribute information and work with Supporting People within resources</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
Prison Service, ODPM, National Probation Service, NOMS, Housing Corporation	Regional Offender Manager, Prison Service Area Managers, NPS Regional Managers, NOMS, Regional Housing Board, Housing Providers, Housing Corporation	Chief Officers of Probation, Prison Service Governors, Local Authorities, CARATS, voluntary sector organisations, Approved Premises and voluntary sector hostels

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Collate data to define scale and scope of accommodation needs including numbers flowing into different regions and cases where an offender poses a risk to the public</p> <p>Target date: July 2004</p>	<ol style="list-style-type: none"> 1. Assess range of needs and numbers for accommodation in region 2. Identify appropriate responses to meet need 	<p>Ensure collection of accommodation status and requirements at each stage of offender progress through CJS.</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
ODPM, HO, Prison Service, National Probation Service, NOMS	Regional Offender Manager, Local Authorities, National Probation Service, Prison Service Area Managers, NPS Regional Managers, Police, Social Services Department	Chief Officers of Probation, Prison Service Governors, Police, MAPPPs, Local Authorities

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Develop and pilot a single housing needs assessment tool to underpin OASys for use by Prison, Probation and Local Authorities</p> <p>Target date: July 2004</p>	<p>Identify suitable regions/sub regions for pilots</p>	<p>Ensure current processes and systems operate effectively in the interim</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
HO, Prison Service, National Probation Service, ODPM, Local Authorities	HO, ODPM, Local Authorities, National Probation Service, Prison Service Area Managers, NPS Regional Managers	Prison Service Governors, Chief Officers of Probation

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Develop timetable to introduce a measure at the induction stage of imprisonment to establish whether existing tenancies have been sustained or effectively closed down</p> <p>Target date: September 2004</p>		<ul style="list-style-type: none"> ● Undertake timely and accurate housing assessment and take any required action ● Identify any special accommodation needs and make appropriate referrals
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
Prison Service		Prison Service Governors

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Commence local area projects to identify, build on and spread best practice in improving accommodation outcomes for offenders, focusing initially on Street Crime Offenders</p> <p>Target date: projects commenced in April 2004 in Bristol, Birmingham and London</p>	<p>Regions who have projects to ensure that they are maintained and learning and good practice is shared</p>	<p>Respond to models flowing from regional projects</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
HO, ODPM, NOMS	Regional Offender Managers, NPS Regional Managers, Prison Service Area Managers	Prison Service Governors, Chief Officers of Probation, Local Authorities, key stakeholders

SHORT-TERM ACTION: INCREASE THE NUMBER OF OFFENDERS RELEASED WITH KNOWN ADDRESS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Prison Service have introduced a key performance indicator to increase the number of prisoners released with somewhere to live – this will be backed by guidance on effective housing interventions</p> <p>Target date: commenced April 2004</p>	<ol style="list-style-type: none"> 1. Develop strategic regional response to meeting needs of discharging prisoners 2. Develop sustainable accommodation provision 	<p>Ensure that KPI is met</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
Prison Service, ODPM	Regional Offender Managers, Prison Service Area Managers, NPS Regional Managers, Local Authorities, Housing Corporation, key stakeholders	Prison Service Governors

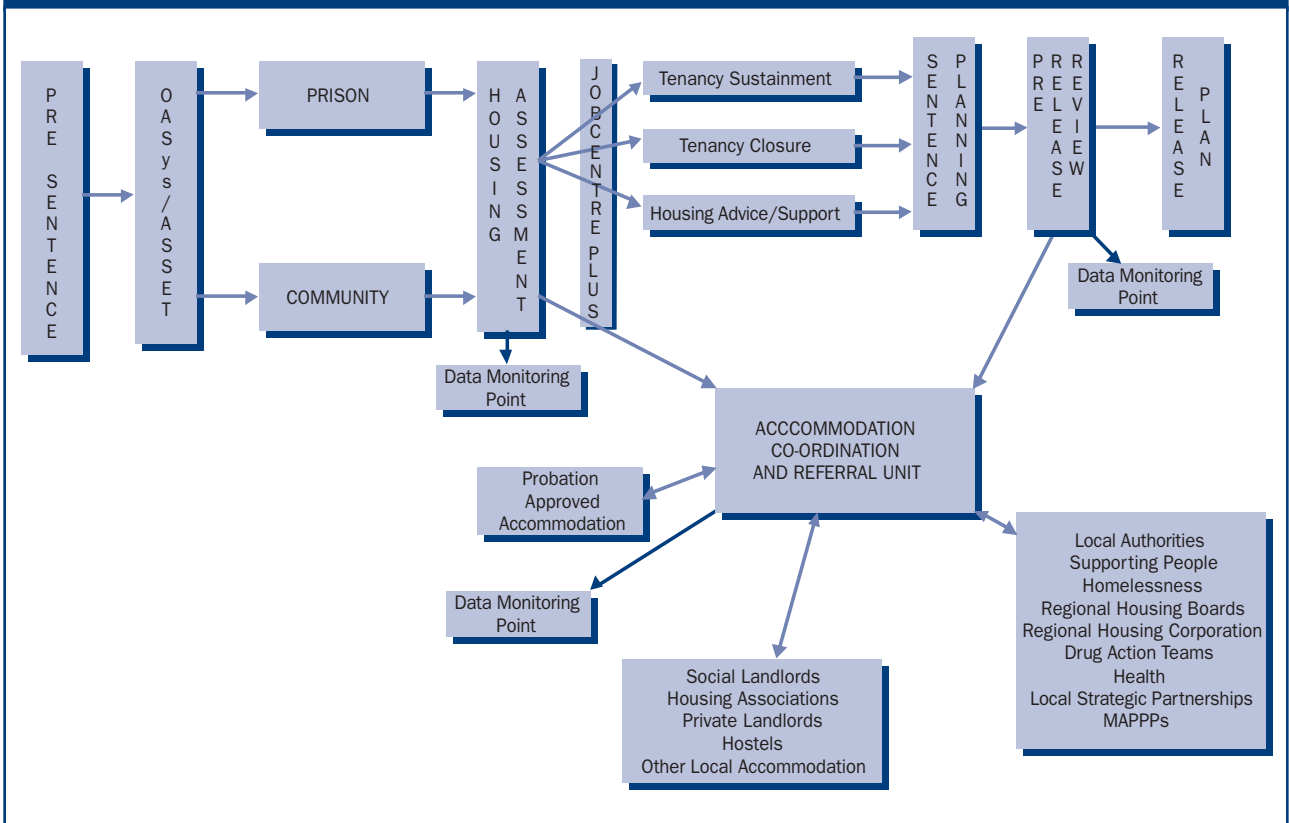
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Reissue homelessness guidance to Local Authorities which will give clear advice covering when offenders are in Priority Need and clarify the role of Local Authorities and other agencies that work with them in preventing homelessness</p> <p>Target date: Autumn 2004</p>	<p>Develop effective strategic partnerships with Regional Housing boards, Regional Assemblies and Local Authorities to develop provision for offenders and their families</p>	<ul style="list-style-type: none"> ● Collect quality data ● NPS to influence Supporting People Boards ● Effective joint work between prisons, probation and local authorities
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
ODPM	Regional Offender Manager, Regional Housing Boards and Assemblies, Local Authorities, Housing Corporation	Chief Officers of Probation, Prison Service Governors, YOTs, Local Authorities

MEDIUM TERM ACTION: HOUSING ADVICE		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Develop joint NOMS, Local Authority housing advice services as part of homelessness strategies</p> <p>Target date: April 2005</p>	<p>1. Plan Supporting People involvement within available resources.</p>	<p>1. Sit on and influence Supporting People Boards</p>
<p>Evaluate effectiveness and develop further the use of community schemes such as mentoring.</p> <p>Target date: 2005</p>	<p>2. Make arrangements to evaluate effectiveness and regional work</p>	<p>2. Implement ROTL to facilitate appropriate provision of accommodation</p>
<p>Review whether additional research or guidance is needed around offenders accommodation needs</p> <p>Target date: to begin Autumn 2004</p>		
<p>Issue guidance to ensure more effective use of Release on Temporary Licence to attend housing interviews</p> <p>Target date: Summer 2004</p>		
<p>Issue guidance to improve information sharing between NOMS and local authority social services and housing departments</p> <p>Target date: 2004</p>	<p>3. Develop protocols for joint working and information sharing such as HARP (www.homeoffice.gov.uk/justice/sentencing/rehabilitation/index.html)</p>	<p>3. Ensure that information is shared within regional guidelines to enable offenders to access sustainable accommodation</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
HO, ODPM, Prison Service, National Probation Service, RDS	Regional Offender Manager, Prison Service Area Managers, NPS Regional Managers, ODPM, Housing Corporation, key regional stakeholders	Chief Officers of Probation, Prison Service Governors, MAPPPs

Ultimately, a strategy is needed for ensuring that offenders can, wherever possible, access appropriate and sustainable housing. Figure 1 below describes an Accommodation Intervention Pathway that has been designed to reduce homelessness among ex-offenders. This long-term solution to addressing housing problems has been devised through a collaborative project between the Home Office, ODPM and the Correctional Services. Delivery will depend upon resources. There are two key elements:

LONGER-TERM ACCOMMODATION STRATEGY		
NATIONAL STRATEGY	REGIONAL STRATEGY	LOCAL ACTION
<p>i) Establish housing advice in all relevant prisons to enable housing needs assessment to take place at induction and to trigger relevant action.</p> <p>ii) Housing advice centres within each prison would be able to refer prisoners to <i>Accommodation Co-ordination Referral Units</i> in the community to make the local links required to accommodate ex-prisoners and offenders under community supervision</p>	<p>Work to implement the Accommodation Intervention Pathway (see figure 1 below)</p>	<p>Implementation within regional strategy</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
<p>HO, ODPM, Prison Service, National Probation Service, Local Government Association, NOMS</p>	<p>Regional Offender Manager, NPS Regional Managers, Prison Service Area Managers, GO, Local Authorities, key stakeholders</p>	

FIGURE 1: ACCOMMODATION INTERVENTION PATHWAY





Three quarters of prisoners do not have paid employment to go on to on release. 55 per cent of offenders subject to community sentences are unemployed at the start of orders. Better literacy and numeracy are key, both to improving the employment prospects of offenders and to their engagement with a range of services. But 52 per cent of male and 71 per cent of female adult prisoners have no qualifications at all. Half of all prisoners are at or below level 1 in reading, two-thirds in numeracy and four fifths in writing. Of those offenders assessed in the community, 64 per cent are at or below level 1 in terms of numeracy and literacy. Level 1 is what is expected of an eleven year old.

Progress

The Action Plan takes forward the Government's vision to create a better and more integrated service, to increase participation and improve the quality and quantity of Learning and Skills provision. The Offenders' Learning and Skills Unit (OLSU) in the Department for Education and Skills co-ordinates the development and delivery of change in the learning and skills provision for offenders, both in custody and, from 2004, in the community. Its key partners include: NOMS, Home Office, Prison and Probation Services, Youth Justice Board and the Learning and Skills Council. The newly appointed Heads of Learning and Skills across the prison estate have a crucial role to play in driving up standards, expanding the education and training in prisons and meeting the needs of offenders to equip them with the skills needed for employment.

Work is being undertaken to develop a new national specification for the provision of learning and skills for all offenders. Additionally, work is in progress to develop a delivery partnership between the Learning and Skills Council, NOMS and the Prison Service. This will provide a more flexible, individually-focused offender learning and skills service meeting the needs of individual offenders in the context of the overall sentence plan, including the goal of rehabilitation. This will include a new focus on policy for the provision of services for offenders within the community, for which £17.9m will be available in 2004/5.

Jobcentre Plus has increased employment support available to prisoners and other offenders. Jobcentre Plus employment surgeries are now available in almost all prisons, providing job search and benefits advice at pre-release. Pre-arranged FRESHSTART appointments on release connect ex-prisoners quickly to Jobcentre Plus employment help in the community. For those in the community with drug problems, specialist employment support is available through progress2work. In addition, in 22 of Jobcentre Plus' 90 districts, LinkUP pilots are offering similar specialist help to offenders with related problems such as alcohol abuse and homelessness.

The Prison Service Custody to Work initiative is investing £14.5 million a year in resettlement activity in prisons, with a main focus on employment outcomes. This includes job search training and support, as well as through-the-gate job placement.

With National Grid Transco (NGT), we are engaged in the roll-out of a programme for training young offenders as gas industry operatives. This project was originally developed by NGT with Reading YOI but now also involves prisoners from Rochester and Glen Parva YOIs and Wymott Prison. By the end of 2003, 27 prisoners (21 young offenders and 6 adults) had completed the GNO NVQ Level 1 qualification. Successful completion of the training guarantees a job within the gas industry. NGT is working with the Prison Service to extend this training to other establishments. So far in 2004, 17 prisoners from 7 establishments have completed the training and are in employment. 15 establishments are now engaged in the programme and, from 2006, it is expected that 250 offenders a year will be trained and employed by the gas industry. NGT is also working to encourage other companies to develop similar training and employment opportunities for prisoners. 50 companies, from 5 different industrial sectors, are currently on board and it is expected that the total number of offenders trained and employed by industry through this initiative will reach 1,250-1,300 a year from 2006.

New training and employment initiatives for prisoners have also been established with employers in the catering and road haulage sectors. Learning from these will be reflected in the employer engagement strategy being developed for NOMS so we can apply such good practice more widely. We will continue to work closely with the CBI and other business organisations to identify new employment and training opportunities for prisoners.

The Resettlement KPI target for employment, training or education for ex-prisoners has been important in driving up further change. Survey findings for 2003, suggest it was exceeded by more than 17 per cent (the total figure was in part made up by half points scored for each of the 14,173 unemployed prisoners attending a FRESHSTART interview at their local Jobcentre on release, as reflected in the KPI baseline to incentivise implementation of this important initiative). Work is now underway to improve the tracking of FRESHSTART outcomes. The Prison Service has also sought to consolidate this encouraging start with a target of 31,500 employment, training or education outcomes for released prisoners in 2003-04. This represents a 5,000 increase over two years. A further survey was conducted in April 2004. The overall Prison Service target for 2004/05 is 38,000.

Further information about these and other related initiatives such as FRESHSTART can be found in the full plan.

Key Action Area: Education, Training and Employment

DEVELOPMENT OF A NEW INTEGRATED LEARNING AND SKILLS SERVICE TO BRING TOGETHER EDUCATION AND TRAINING FOR OFFENDERS WHETHER THEY ARE IN CUSTODY OR THE COMMUNITY		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Development of a new integrated learning and skills service to bring together education and training for offenders in custody and the community which focuses on individual offenders. This will involve development activity in 3 regions during 2004/05, with a view to roll-out of a new delivery partnership from 2005.</p>	<ol style="list-style-type: none"> 1. Mapping of current arrangements 2. Identification of skill gap areas in region 3. Match strategic learning programme with the identified skill/labour market 4. Engage regional employers and RDA 5. Strategic engagement with Jobcentre Plus and LSCs 6. Target specialised provision towards hard to help/special needs offenders 	<ul style="list-style-type: none"> ● Prison Service Governors to ensure that current arrangements work effectively ● Ensure smooth transition to new arrangements ● Ensure that processes are in place for transfer of information on attainments to offender managers ● Ensure basic and key skills are embedded in industries, workshops and prison activities ● Matching of programmes to skill/labour market need ● Enable young offenders to access and maintain ETE through a programme of support ● Basic skills to be delivered to enable engagement with accredited programmes
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
<p>OLSU, DFES, LSC, Prison Service, National Probation Service, NOMS</p>	<p>Regional Offender Manager, LSCs, RDA, Prison Service Area Managers, NPS Regional Managers, GO, regional employers</p>	<p>Prison Service Governors, Chief Officers of Probation, local Jobcentre Plus managers, local employers, Business Link.</p>

NEW ARRANGEMENTS FOR PARTNERSHIP WORKING BETWEEN DFES, LSC AND NPD/NOMS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Agreements and new working arrangements being established</p> <p>Target date: September 2004</p>	<p>Establish strategic relationships with key partners within national framework</p>	<p>Establish working relationships within national and regional framework with local partners</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
<p>LSC, DFES, National Probation Service, NOMS, Jobcentre Plus</p>	<p>Regional Offender Manager, LSC, Prison Service Area Managers, NPS Regional Managers, Jobcentre Plus, key stakeholders</p>	<p>Chief Officers of Probation, Prison Service Governors, LSC, Jobcentre Plus Managers</p>

PUBLICATION OF A STRATEGY FOR WORKING WITH THE VOLUNTARY AND COMMUNITY SECTOR		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Target date: September 2004</p>	<ol style="list-style-type: none"> 1. Identify range of potential partners/providers 2. Develop a consortium approach within national strategy 	<ul style="list-style-type: none"> ● Identify local partners ● Develop local SLAs/agreements within the national framework
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
DFES	Regional Offender Manager, Prison Service Area Managers, NPS Regional Managers, Voluntary and Community Sector	Chief Officers of Probation, Prison Service Governors, Voluntary and Community Organisations

DEVELOP A STRATEGY FOR A MORE COHERENT INFORMATION AND ADVICE SERVICE FOR OFFENDERS IN PRISON AND IN THE COMMUNITY TO HELP PLAN LEARNING IN CUSTODY AND AFTER RELEASE		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Work is in hand to join together the efforts of different public services responsible for the provision of information about learning and work</p> <p>Target date: September 2004</p> <p>NPS to pilot project to ensure the efficient transfer of educational records to the probation service on release from custody</p> <p>Target date: September 2004</p>	<p>Develop regional framework for information sharing, transmission and storage which complies with Data Protection, Human Rights and Freedom of Information Legislation</p>	<ul style="list-style-type: none"> ● Ensure that all offenders have access to FRESHSTART interviews on release from custody ● Enable and motivate offenders to collect evidence of attainment and skills ● Ensure that processes are in place, and fully effective, to ensure timely, and accurate, collection and transfer of information which conforms to regional framework
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
DFES, National Probation Service, NOMS	Regional Offender Manager, all key stakeholders and partners	Prison Service Governors, Chief Officers of Probation, all key stakeholders

INTEGRATE VOCATIONAL TRAINING INTO EDUCATION IN PRISONS TO BUILD A NEW LEARNING AND SKILLS SERVICE

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>OLSU is working jointly with the Prison Service Enterprise & Supplies Services to introduce accredited training into industries workshops through a pilot scheme. Vocational training will be an important part of the new integrated service for prisoners and other offenders.</p> <p>Target date: 2004/05</p>	<ol style="list-style-type: none"> 1. Ensure regional skill gap areas are targeted 2. Identify and enlist regional employers to provide opportunities for offenders 	<ul style="list-style-type: none"> ● Implement required changes ● Identify any local employers ● Work with local Jobcentre Managers to meet the needs of this group
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
<p>DFES, Prison Service, NOMS</p>	<p>Regional Offender Manager, Prison Service Area Managers, NPS Regional Manager, GO, Regional Development Agency, Jobcentre Plus, regional employers</p>	<p>Prison Service Governors, Chief Officers of Probation, Local Authorities, Jobcentre Plus Managers, local employers</p>

IMPROVE THE STANDARDS OF LEARNING AND TRAINING IN PRISON

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Work will include:</p> <ul style="list-style-type: none"> – Use of the Adult Learning Inspectorates' Common Inspection Framework as the basis for all inspections – A national quality improvement strategy – New Heads of Learning and Skills posts in every prison and YOI – Review of the prison curriculum – Development of a database to track individual prisoner participation and progress – Staged introduction of Learndirect <p>Target date: 2004/05</p>		<ul style="list-style-type: none"> ● Implement required improvements
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
<p>DFES</p>		<p>Prison Service Governors</p>

PUBLISH A POLICY FRAMEWORK FOR THE NEW PARTNERSHIP WORK ON LEARNING AND SKILLS FOR OFFENDERS UNDER SUPERVISION IN THE COMMUNITY

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>The framework will set out in detail the aims and objectives including quality standards</p> <p>Target date: 2004/05</p>	<p>Develop regional response within national framework</p>	<p>Deliver to the identified required quality standards</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
DFES, LSC, National Probation Service, NOMS	Regional Offender Managers, LSC, Prison Service Area Managers, NPS Regional Managers, Jobcentre Plus	Prison Service Governors, Chief Officers of Probation, key stakeholders

DWP, JOBCENTRE PLUS, HOME OFFICE AND PRISON SERVICE TO WORK TOGETHER ON IMPLEMENTING THE NEW SENTENCING FRAMEWORK TO PROVIDE THE MAXIMUM POSSIBLE SUPPORT FOR OFFENDERS IN REHABILITATION AND MOVE THEM INTO WORK

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>To support this work Jobcentre Plus and NPS will build on lessons of NPS employment pathfinders, progress2work, and LinkUP pilots to develop a model of joint working.</p> <p>Target date: April 2005</p>	<p>Implement regional approach when model becomes available</p>	<p>Implement local response when regional framework available</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
National Probation Service, Jobcentre Plus, DWP, NOMS	Regional Offender Manager, NPS Regional Managers, key stakeholders	Prison Service Governors, Chief Officers of Probation, Jobcentre Plus Managers, key stakeholders

EMPLOYER ENGAGEMENT		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Develop strategy to make an effective business case to employers for considering ex-offenders as employees</p> <p>Target date: July 2004</p>	<p>Develop regional strategy to engage business and employers in partnership with RDA, Jobcentre Plus, GO and organisations like Business in the Community (BIC) using business breakfast approach</p>	<p>Respond to regional strategy to engage local employers</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
<p>Prison Service, National Probation Service, NOMS, CBI, DWP, Jobcentre Plus, CIPD, DFES, National Learning and Skills Council</p>	<p>Regional Offender Manager, Regional Development Agency, GO, BIC, employers</p>	<p>Jobcentre Plus, Chief Officers of Probation, local employers, Local Authorities, key stakeholders</p>



Many prisoners suffer from mental² and physical health problems. Untreated, such problems can deteriorate, and can be made worse by imprisonment. Imprisonment can be a very traumatic experience for the more vulnerable, and can lead to a heightened risk of self-harm. Mental health problems can also undermine the chances of successful rehabilitation, as they can exacerbate significantly the difficulties many offenders find in coping with the demands that leaving prison places on them. In the community, offenders are also disproportionately without GPs and access to psychiatric or psychological services is difficult to secure. Problems are also exacerbated where drug use and mental health problems coexist. Women in particular tend to place greater demands on medical services, with high levels of depression and personality disorders, prevalence of self-harm, histories of drug and alcohol abuse and physical ill health generally.

Progress

By 1 April 2006, funding responsibility for health care within the Prison Service will transfer completely to the NHS, with Primary Care Trusts taking on full responsibility for commissioning prison health services. The Department of Health is putting extra resources into Prison Health (£46m a year extra by 2005/06) which will help address both structural and capacity barriers to the provision of effective care. New reception screening arrangements have been developed and phased in at local prisons. Tighter monitoring has been introduced to identify prisoners who have been waiting too long for transfer to hospital. Funding has also been made available from the NHS budget to introduce multi-disciplinary teams to provide mental health services for prisoners, along the lines of the community mental health teams. The NHS Plan calls for 300 additional NHS staff providing mental health services in prisons by the end of 2003-04, and there will be further expansion of the scheme in the period 2004-2006.

In addition, following publication of *Changing the Outlook*, all prison establishments have reviewed their mental health needs and developed action plans to fill any gaps in service provision. Over the next three years, the following outcomes are expected:

- Fewer mentally disordered prisoners accommodated in prison health care centres, with resources re-deployed to provide day care and wing-based support.
- A reduction in the average length of time mentally disordered prisoners spend in those prison health care beds that remain.
- A more appropriate skill mix among those who are providing mental health services in the prison setting.
- Quicker and more effective arrangements for transferring the most seriously ill prisoners to appropriate NHS facilities and receiving them back.

² N Singleton, H Meltzer, R Gatward, J Coid and D Deasy, *Psychiatric morbidity among prisoners in England and Wales*, ONS 1998

- Closer collaboration with NHS staff in the management of prisoners who are seriously mentally ill, including those who may be vulnerable to suicide or self-harm while they are in prison.

Further information about related offender health initiatives can be found in the full plan at www.homeoffice.gov.uk/justice/sentencing/rehabilitation/index.html. Prison health strategies can be obtained from the Prison Health website at www.dh.gov.uk

The Home Office is also working closely with the Department of Health and the National Institute for Mental Health in England (NIMHE) to ensure the particular mental health needs of women offenders are met through implementation of the Women’s Offending Reduction Programme and the Women’s Mental Health Strategy. Court based mental health diversion/liaison schemes are key to the early identification of offenders’ mental health needs and access to the appropriate services and support. The Home Office and Department of Health are, therefore, exploring what more could be done to improve the effectiveness of these schemes by identifying and building on areas of good practice.

Key Action Area: Mental and Physical Health

DEVELOPMENT OF A SERVICE WIDE STRATEGY FOR OFFENDERS IN THE COMMUNITY IN CONSULTATION WITH KEY STAKEHOLDERS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
Target date: 2004/05	Develop and deliver any required regional response within national strategy	Develop links with PCTs
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
National Probation Service, NOMS, Prison Service, DH	Regional Offender Manager, Prison Service Area Manager, NPS Regional Manager, NHS partners	Chief Officers of Probation, PCTs, key stakeholders.

ISSUE GUIDANCE ON IMPROVING CONTINUITY OF CARE		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
Guidance to Prison Service on improving through-care for prisoners and to ensure that released prisoners are prescribed sufficient medication to last until first appointment with a community service		Take account of guidance in developing services
Target date: Autumn 2004		
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
Prison Service, DH		Prison Service Governors, NHS Partners

PRISONERS TO BE GIVEN PRACTICAL ADVICE ON HOW TO ACCESS HEALTHCARE AND REGISTER WITH A GP ON RELEASE		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Until IT is available, prisons will provide lists of local GPs to prisoners in the local area to which they are returning.</p> <p>Target date: guidance to be issued by Autumn 2004</p> <p>Pilot pro-active approaches to improving access to healthcare services for prisoners on release</p> <p>Target date: evaluation of results of pilots by end of 2004</p>		<p>Take account of guidance in developing services</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
Prison Service, DH		Prison Service Governors, NHS Partners

ESTABLISH SCOPE FOR IMPROVEMENTS IN HEALTHCARE INFORMATION SHARING		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Work will focus on interfaces with prison health services and effectiveness of existing local protocols</p> <p>Target date: October 2004</p> <p>Ensure healthcare staff are trained in how to share health information appropriately – this will form part of the induction programme for all new prison staff</p> <p>Target date: 2004</p>	<p>Develop a regional protocol for sharing of healthcare information</p>	<p>Local implementation of protocols for information sharing</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
DH, Prison Service, Home Office, National Probation Service, NOMS	Regional Offender Manager, NHS partners, Prison Service Area Manager, NPS Regional Managers	Prison Service Governors, NHS Partners, Chief Officers of Probation

DEVELOPING GUIDANCE FOR HEALTHCARE STAFF TO MAXIMISE THE HEALTHCARE CONTRIBUTION TO REHABILITATION		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Work will include the provision of healthcare references for vulnerable prisoners with priority housing needs, which has links to the accommodation pathway (see pages 9–14).</p> <p>Target date: 2004/05 in prisons where housing advice is available</p>	<ol style="list-style-type: none"> 1. Ensure a common approach is implemented across the region 2. Develop adequate mental health provision throughout the region through strategic engagement with Mental Health Trusts and other providers 	<ul style="list-style-type: none"> ● Identify potential suicide and self-harm, mental illness and any other physical illness through reception/first night screening ● Access to healthy lifestyles/health improvement programmes in custody and in the community
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
DH, Prison Service	Regional Offender Managers, Local Authorities, NHS Partners	Prison Service Governors, Chief Officers of Probation, NHS Partners

NHS WOMEN'S MENTAL HEALTH STRATEGY AND A NATIONAL SERVICE FRAMEWORK		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Prison Service will be facilitating and advising on the NHS Women's Mental Health Strategy and a National Service Framework for the healthcare of women in custody which will act as a guide to prisons, PCTs and Strategic Health Authorities. Work will also be undertaken on the management and support of women who have suffered abuse.</p> <p>Target date: 2004/05</p>	<p>Ensure that women's needs are identified and responded to within the development of regional strategies</p>	<p>Implement national strategy effectively</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
Prison Service Women's Team	Regional Offender Managers, Prison Service Area Managers, NPS Regional Managers	Prison Service Governors of women's prisons



Offenders are likely to have a range of problems relating to substance misuse. The degree that it is related to their offending will also vary, but many convictions are related to drugs, either directly as offences for possession or trafficking, or indirectly as acquisitive offences to fund a drug habit. A third of offenders are drunk when arrested and the majority of prisoners enter custody with drug and alcohol misuse problems. Despite very high levels of need, many offenders will not have received any help with their problem prior to arrest. Women prisoners are more likely than men to have histories of severe polydrug use and a greater tendency to be on hard drugs such as heroin.

Progress

The key action for tackling drug use among offenders is the implementation of the Criminal Justice Interventions Programme (CJIP) for young people and adults. This £447m three-year programme commenced in April 2003 to develop and integrate measures for directing drug-misusing offenders out of crime and into treatment. Delivery at a local level is through integrated teams, using a case management approach to offer access to treatment and support from a drug misusing offender's first point of contact with the criminal justice system through custody, court, sentence and beyond. Special measures for young offenders are also being implemented. An essential objective is to ensure that, while individual interventions are expanded, there is a step-change in the delivery of an end-to-end system for drug misusing offenders via throughcare and aftercare:

- "Throughcare" arrangements provide continuity of care for drug misusers from the point of arrest through to sentence and beyond. Criminal Justice Integrated Teams (CJITs) in the Drug Action Teams (DATs) support this by adopting a case management approach.
- "Aftercare" is the package of support when a drug-misusing offender leaves prison, completes a community sentence or leaves treatment, this includes access to additional support including housing, finance, family issues, learning new skills and employment.

Implementation of CJIP is being phased, and in 2003/04 the programme rolled out to 25 DAT areas in England. From April 2004, the high intensity elements of the programme are being rolled out to a further 22 DATs. In recognition of the importance of offender management and resettlement, funding is being made available to all DAT partnerships in England and partnerships in Wales for phased implementation of throughcare and aftercare across England and Wales from 2004 onwards.

Latest developments include:

- The introduction of a single Integrated Team Minimum Data Form in 47 DAT partnerships supported by informed consent, guidance on information sharing and to provide information for effective case management;

- By the middle of April 2004, 21 (out of 25) first phase DATs were able to make and receive referrals to and from all prisons, the other 4 DATs had effective arrangements with local prisons;
- Guidance for DATs and partnerships on rapid prescribing to improve client engagement and retention, single point of contact arrangements, and the case management model; and
- Establishment of aftercare links with mainstream services; and ongoing work with Department of Health and other partners to look at the case management of the most problematic drug users

This programme has been complemented by work in both the Probation and Prison Services.

In the community, probation interventions for drug users after release from prison or whilst subject to community sentences include:

- Accredited offending behaviour programmes and voluntary referral to a range of other services;
- Drug Treatment and Testing Orders delivering high intensity treatment programmes in the community in partnership with statutory and non-statutory agencies, including detoxification, substitute prescribing, structured day care, accredited programmes, counselling, relapse prevention, residential rehab and other “wrap around services” to support rehabilitation; and
- As part of the wider Drug Testing Pilot, drug testing on licence has been piloted in nine probation areas, and subject to funding, this will be rolled-out when the new legislation in the Criminal Justice Act 2003 is implemented.

The Prison Service’s Drug Strategy also has a dual focus:

- reducing supply, through security measures and drug testing programmes; and
- reducing demand, through a comprehensive range of drug interventions designed to address the needs of low, moderate and severe drug-misusing prisoners.

It aims to provide treatment in line with the National Treatment Agency (NTA) Models of Care Framework for commissioning and delivering drug treatment through the following services:

- Clinical management of substance-misuse services (maintenance prescribing and detoxification programmes);
- CARAT (Counselling, Assessment, Referral, Advice, and Through-care) services providing a gateway and low-level intervention service, acting as the conduit for through-care and after-care services as the main prison link with CJIP teams; and
- Intensive Drug Treatment Programmes, including rehabilitation programmes and hierarchic Therapeutic Communities (to meet the needs of those with the most severe drug-misuse problems and related offending behaviour) in 60 sites.

Alcohol

Prisons have an important part to play in contributing to the Government's Strategy to reduce the impact of alcohol misuse. To help meet this need the Prison Service has been developing a comprehensive Alcohol Strategy.

The Strategy will broadly be divided into two parts, treatment interventions and alcohol testing. It follows closely the Government's Alcohol Strategy and complements both the existing Drug Strategy and the wider programme of resettlement activity.

A Good Practice guide has been written and includes a 'Model' treatment framework developed in line with the Department of Health's Models of Care. The Framework is a structured approach and comprises of a range of interventions appropriate to tackling alcohol problems.

The main focus of the Strategy will be on consolidation of the good work already being carried out in establishments and building on good practice for the delivery of services within existing resources. As and when resources permit, the Prison Service intends to further expand treatment availability.

Good work is already being undertaken:

- the management of the symptoms of withdrawal from alcohol forms an important element of the revised Standard for Clinical Services for Substance Misusers;
- detoxification is available on reception in all local and remand prisons (an estimated 6,400 prisoners undertook alcohol detoxification programmes last year and 7,000 more undertook detoxification for combined alcohol and drug-misuse);
- for prisoners whose alcohol-misuse is part of poly-drug misuse, CARATs is available; and
- Alcoholic's Anonymous run services in around 50 per cent of prisons.

Prisoners must be provided with information about substance misuse treatment services, health promotion and harm minimisation. Such services are funded from health services for prisoners. As the mental and physical health pathway reflects (at page 23) it will increasingly be for PCTs to determine spending priorities on prison health issues, taking into account the Alcohol Harm Reduction Strategy the Government published on 15th March 2004.

In the community, existing provision, frequently delivered in partnership with a range of voluntary and statutory agencies, includes:

- referral into mainstream specialist interventions;
- substance misuse programmes (Addressing Substance Related Offending and Offender Substance Abuse Prevention Programme);
- a programme aimed at drink-drivers (Drink Impaired Drivers Scheme); and
- lifestyle interventions e.g. employment, training, education and basic skills.

Alcohol provision is not centrally co-ordinated and monitored, and therefore delivery of treatment can be inconsistent. The National Probation Directorate is developing an alcohol strategy to establish a consistency of approach to tackling alcohol-related offending across the Probation Service based upon evidence of effectiveness.

As with the equivalent Prison Service Strategy, within existing resources, the emphasis of the strategy will be on consolidating the work already being done across the Service and building on good practice.

There are many areas of overlap between the work of the two Services with alcohol misusing offenders. NPD is therefore working closely with Prison Service colleagues to ensure that the emerging probation strategy dovetails with the equivalent Prison Service strategy.

Key Action Area: Drugs and Alcohol

REVIEW OF CARATS TO ENSURE A MORE COMPREHENSIVE SERVICE FOR ALL PRISONERS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>The review will conclude with a final report at the end of June. A revised specification is complete and will be delivered within the new contracts in May 2005. The Practice Manual is in development expected to complete in September 2004. Development of national guidance to enable implementation of Models of Care across all areas by end 2004.</p>	<ol style="list-style-type: none"> 1. Establish effective delivery partnerships between NTA, Police, GO, YOTs and the voluntary sector in order to develop comprehensive services for dependent addicted offenders 2. Ensure that health issues are managed seamlessly into and out of custody 	<ul style="list-style-type: none"> ● CARATs to link with CJIP teams to ensure community provision available on day of release ● Ensure referrals are made ● Establish Models of Care in accordance with national guidance
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
Prison Service Drug Strategy Unit	Regional Offender Manager , Prison Service Area Manager, NPS Regional Manager, GO, NTA Regional Manager, Police	Prison Service Governors , CARATs, Chief Officers of Probation, local DATs, key stakeholders

SUBSTANCE MISUSE AND OFFENDING RELATING TO FEMALE OFFENDERS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Work will be carried out to research the specific risk factors relating to women's substance misuse and offending.</p> <p>Target date: 2004/05</p>		
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
Prison Service Women's Team		

DEVELOPMENT OF A SHORT DURATION DRUG PROGRAMME FOR SHORT-TERM PRISONERS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
Target date: to be piloted during 2004/05	Respond to any national roll out of programme when it becomes available	Implement as required
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
Prison Service Drug Strategy Unit	Regional Offender Manager , Prison Service Area Managers, key stakeholders	Prison Service Governors , key stakeholders

UNDERTAKE A JOINT PILOT TO DEVELOP A SUPPORTIVE STRATEGY FOR SHORT-TERM PRISONERS WHO HAVE HAD SUBSTANCE MISUSE PROBLEMS (<i>PROSPECTS</i>)		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
The project is planned to involve contact with the offender during custody followed by a post release programme in approved accommodation and then supported move on to independent living. Target date: piloted in 2005	Regions with a Prospects hostel to ensure that the pilot is integrated into the overall provision for drug and alcohol dependent offenders linking with DAT plans and CJIP development	Respond to regional pilots
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
National Probation Service, Prison Service, NOMS	Regional Offender Managers , NTA, Prison Service Regional Drugs Co-ordinator, NPS Regional Managers, key stakeholders	Prison Service Governors , Chief Officers of Probation, DATs, key stakeholders

PRISON SERVICE AND NPS TO INTRODUCE ALCOHOL STRATEGIES		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Target date: Summer 2004 for Prison Service Strategy Target date: For probation, research commissioned to inform strategy development to be published in Autumn 2004. The strategy will then be drafted, in consultation, for approval in March 2005</p> <p>National Probation Service and Prison Service will ensure that these strategies dovetail properly to cover the transition from custody into the community.</p>	<p>Respond to Correctional Services alcohol strategies by developing any required regional response to meet the identified need of regional offender profile</p>	<p>Local implementation of alcohol strategies</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Partner/Agency
<p>Prison Service, National Probation Service, NOMS</p>	<p>Regional Offender Managers, Prison Service Area Managers, NPS Regional Managers, key stakeholders</p>	<p>Prison Service, Chief Officers of Probation, key stakeholders</p>



Ensuring that ex-offenders have sufficient lawfully obtained money to live on is a pre-requisite to their rehabilitation, but offenders face significant problems achieving that financial security. Debt, disrupted access to benefits advice, insufficient funds on release from prison and low incomes all contribute to re-offending. There are concerns that the Discharge Grant payment – £37 (18-24 year olds) or £46.75 (25 years plus) – provides insufficient income for an ex-prisoner to live on until the first benefit payment is made. Concern has also been expressed about the number of ex-prisoners refused crisis loans from the Social Fund.

There has been progress on several fronts:

- FRESHSTART was introduced in 2001, providing guaranteed, pre-arranged New Jobseeker Interviews for all newly released prisoners who need one. These interviews provide a routine early means by which ex-prisoners can take forward their benefit application.
- Jobcentre Plus surgeries have now been introduced across the prison estate, assisting prisoners in closing down benefit claims efficiently on entry to prison, and providing advice on entitlements pre-release. They also act as a sign-posting service to enable prisoners to engage with Jobcentre Plus programmes and services on release and maximise their chances of quickly gaining employment.
- Financial advice services have been funded in a number of prisons, some by the voluntary sector and most by the Prison Service. Citizen's Advice, for example, now operates advice services in forty prisons.
- Social fund guidance was amended in relation to Crisis Loans for those discharged from prison (October 2003), clarifying that crisis loan applications from discharged prisoners should be treated with particular urgency and sensitivity, highlighting the risk of re-offending if the ex-prisoner is destitute, and providing information about the Discharge Grant.
- Jobcentre Plus also issued guidance to benefit surgery staff (February 2004) to ensure that they are fully aware of the most common types of financial need a prisoner is likely to face on leaving prison and how the Social Fund might be able to help. Advice and help with leaflets and forms will be given where appropriate. Information on prison surgeries was included in guidance issued to social fund staff in April. The aim of this is to improve liaison between social fund staff and the prison surgeries.

The Prison and Probation Services are working with DWP and Jobcentre Plus to ensure that the rules governing eligibility for benefits and the new sentences under the Criminal Justice Act 2003 are properly aligned to support the rehabilitation of offenders.

The Prison Service is also looking at standardising the Discharge Grant at £45 for all prisoners leaving custody, with discretion, within available budgets being held by establishments, to pay £50 more direct to a housing provider. This would simplify arrangements for paying the grant and significantly improve the financial position of those aged under 25 years. In addition, the scope for index linking the Discharge Grant will be reviewed.

Key Action Area: Finance, Benefit and Debt

TO BRIDGE THE FINANCE GAP BETWEEN RELEASE FROM PRISON UNTIL THE FIRST BENEFIT PAYMENT		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Look at standardising the Discharge Grant for all prisoners leaving custody and review scope for index linking.</p> <p>Target date: September 2004</p>		<ul style="list-style-type: none"> ● Implement new arrangements ● Integrate the development of financial management skills into daily experience of custody and develop links with community partners to provide support and advice
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
Prison Service		Prison Service Governors

UNDERTAKE FURTHER WORK TO EXAMINE THE POSSIBILITY OF EASING ACCESS TO SOCIAL FUND LOANS FOR EX-PRISONERS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Target date: Summer 2004</p>	<p>Work with Jobcentre Plus to facilitate unified regional approach to implementation</p>	<ul style="list-style-type: none"> ● Ensure staff are aware of changes to procedure ● Complete forms prior to release
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
DWP	Regional Offender Manager, Jobcentre Plus, Prison Service Area Manager, NPS Regional Manager	Prison Service Governors, Jobcentre Plus Managers

IN THE LONGER-TERM, DEVELOP A STRATEGIC APPROACH TO INCREASE THE NUMBER OF LONG-TERM PRISONERS WHO ARE ABLE TO SAVE MONEY DURING THEIR TIME IN CUSTODY SO THEY HAVE SUFFICIENT INCOME ON RELEASE TO COVER THEM, WITHOUT RECOURSE TO THE DISCHARGE GRANT OR THE SOCIAL FUND

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>This will include work on day release or in prison; more opportunities for education, training and employment.</p> <p>Target date: start Summer 2004</p>	<ol style="list-style-type: none"> 1. Link with ETE strand within strategy 2. Develop pathways for offenders to access training and employment on release 	
<p>Lead Agency/Partners</p>	<p>Lead Agency/Partners</p>	<p>Lead Agency/Partners</p>
<p>HO, Prison Service, NOMS</p>	<p>Regional Offender Manager, Jobcentre Plus, regional employers, other key stakeholders</p>	

IMPROVED ACCESS TO FINANCIAL SERVICES AND ADVICE FOR OFFENDERS

NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Pilot scheme to help serving prisoners set up a bank account, pilots will be evaluated after 6 months.</p> <p>Target date: Expected to begin 2004/05</p> <p>National Probation Service to work to provide improved access to financial services and advice for offenders</p> <p>Target date: 2004/05</p>	<p>Develop regional approach to implementation</p>	
<p>Lead Agency/Partners</p>	<p>Lead Agency/Partners</p>	<p>Lead Agency/Partners</p>
<p>Prison Service, National Probation Service, NOMS</p>	<p>Regional Offender Manager, Prison Service Area Manager, NPS Regional Manager</p>	



Maintaining family relationships can help to prevent ex-prisoners re-offending and assist them to resettlement successfully into the community. However, 43 per cent of sentenced prisoners say that they have lost contact with their family as a result of going into prison. Approximately 150,000 children are affected by the imprisonment of a parent each year. Many of these have significant relationships with their parent, who may sometimes be the primary carer. Separation in these circumstances can be extremely traumatic for the child, leading to problems with mental health, school performance and at worst, delinquency and inter-generational offending. Around 55 per cent of women in prison have children under the age of 16 and one third have a child under five. About 70 per cent of the children had been living with their mother before her imprisonment. Moreover, women are likely to serve custodial sentences further away from their home area than men.

Progress

Working closely with key partners, particularly in the voluntary sector, some progress has been made. A number of family services have been established such as the Prisoners' Families Helpline run by Action for Prisoners Families, and the Eastern Area Families Project a partnership between the Prison Service, the Ormiston Trust and Lankelly Foundation, providing a broad based service to prisoners and their families.

Visitors' centres have an important role to play in helping to keep families together and enabling them to contribute to the rehabilitation process in a meaningful way. As well as practical help, many visitors' centres offer help or act as a gateway towards a diverse range of specialist support services, for example, for those who face dependency or relationship issues. All newly-built and contracted-out establishments are required to have a visitors' centre under the terms of their contract. At most open and resettlement prisons, prisoners have the opportunity to take their visits in the community, but it is accepted, in principle, that all closed prisons should have a visitors' centre. The potential of visitors' centres in assisting to deliver the strategic aims of reducing re-offending is apparent and work is underway to explore and address provision for families who attend the few closed prisons without such centres.

In addition, many prisoners and their families now have the opportunity to have extended visits where they are able to spend a day together, making use of the prison's recreational facilities. Others hold special children's days which focus on the needs of children, where they may remain with the imprisoned parent, without the presence of the other parent/carer.

However, a more co-ordinated and strategic approach needs to be taken to develop an effective pathway for children and families. Last summer, a new Directorate for children and families was established in the Department for Education and Skills, under a Minister for Children, bringing together in one place most of the policy and delivery interests for children, young people and families. This incorporates the Sure Start Unit which has national oversight of Sure Start Partnerships. These are locally managed projects aimed at reducing the social exclusion of young children up to 5 years old in deprived areas. Many of the factors that the Partnerships address

problems and risks associated with the children and families of offenders. In developing this pathway in the regions, it will be important that appropriate links are made with Sure Start partnerships. Other key elements include the Children's Fund which helps young people aged 5-13 years who show signs of difficult behaviour and are at risk of social exclusion or poor outcomes, and the Local Network Fund which gives small community groups direct access to Government money to help all children and young people. For those who are older, Connexions offers access to advice, guidance, support and personal development to young people aged 13-19 across England based on individual need. In the Autumn, the Government published the *Every Child Matters* Green Paper, proposing changes in policy and legislation in England to maximise opportunities and minimise risks for all children and young people, focusing services more effectively around the needs of children, young people and families. The Green Paper included a focus on the children and families of prisoners, drawing attention to the financial, emotional and health problems children can suffer as a result of having a parent in prison. It also:

- noted the lack of co-ordinated support for children and families of prisoners and invited views on what more could be done to improve services for this group; and
- asked whether information on parents (including imprisonment) should be shared between professionals as part of the drive to improve early identification of children at risk, and provision of appropriate services to them.

The consultation on the Green Paper showed broad support for the proposals, in particular the intention to concentrate on outcomes that children and young people themselves have said are important, rather than prescribing organisational change. In the light of the consultation, the Children Bill has been published, and is now before Parliament intended to create clear accountability for children's services, to enable better joint working and to secure a better focus on safeguarding children. To support professionals in working together and sharing information to identify and meet children's needs quickly and in the most appropriate way, the Bill provides for the creation of databases holding information on all children. The databases will not hold case information: there will be basic identifying information; contact details of practitioners providing specialised services and if there is a concern about a child (though not the nature of the concern). Following passage of the legislation, the DfES are intending to provide guidance for practitioners on effective information sharing on and off databases. Alongside the Bill, the Government published *Every Child Matters: Next Steps*. This provides details of the consultation response and the wider, non-legislative elements of change that are being taken forward to promote well-being of all children.

Key Action Area: Children and Families of Offenders

IMPLEMENTATION OF THE GREEN PAPER WILL BE THE MAIN VEHICLE FOR ENSURING THAT THE NEEDS OF CHILDREN AND FAMILIES OF OFFENDERS ARE MET		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>The interests of children and families will be considered within the emerging strategy for supporting families.</p> <p>Target date: 2004/05</p>		
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
DFES, HO		

EXAMINE BARRIERS TO INFORMATION SHARING BETWEEN DIFFERENT PARTS OF THE CRIMINAL JUSTICE SYSTEM		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>The outcome of this work will inform the work following the Green Paper on removing barriers to better information sharing</p> <p>Target date: 2004/05</p>	<p>Agree regional protocols for information sharing, transmission and storage with partner and stakeholders within any agreed national guidance</p>	<p>Local implementation of regional protocols</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
DFES, HO	Regional Offender Managers , key stakeholders	Prison Service Governors, Chief Officers of Probation, Sure Start Partnerships, Local Authorities

DETERMINE HOW TO ENSURE THAT INFORMATION ABOUT A PRISONER'S FAMILY CIRCUMSTANCES IS CAPTURED SYSTEMATICALLY AT ALL POINTS FROM ARREST TO IMPRISONMENT TO RELEASE		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Target date: 2004/05</p>	<p>Respond to national strategy and guidance</p>	<p>Implement any required action</p>
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
HO	Regional Offender Manager , Prison Service Area Managers, NPS Regional Managers, key stakeholders	Prison Service Governors , Chief Officers of Probation

DEVELOP MATERIAL FOR CHILDREN'S VISITS TO PRISON, INCLUDING INFORMATION FOR CHILDREN		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
Target date: 2004/05	Develop strategic response to families information needs	Develop family friendly visitors centres
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
Prison Service	Regional Offender Manager , Prison Service Area Manager, NPS Regional Manager, key stakeholders	Prison Service Governors , voluntary organisations and other key stakeholders

IMPROVE THE QUALITY AND QUANTITY OF EDUCATION ON PARENT CRAFT, FAMILY RELATIONSHIPS, HEALTHY LIVING, LIFE SKILLS AND SEX EDUCATION		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
DfES (Families Division and OLSU) to work with NOMS and LSC to encourage the inclusion of life skills (including parenting and relationship skills) within the mainstream package of support for offenders. Target date: over next 3 years		Implement Offender Behaviour programmes to improve quality and experience of offenders families and their children
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
DFES		Prison Service Governors , Sure Start Partnerships and other voluntary organisations

ESTABLISH BEST PRACTICE IN WORK WITH CHILDREN AND FAMILIES OF PRISONERS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
(i) Work will examine the possibility of working with a particular region to establish best practice (ii) NPS to develop approach to identify best practice in relation to the children and families of offenders in the community with the aim of identifying a national framework Target date: 2004/05		
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
DFES, HO, National Probation Service, NOMS		



Research has demonstrated that many offenders have not developed the ability to think through their actions properly. Some do not have a proper appreciation of the effects of their actions on others. Others think mainly in the short term and react 'on the spur of the moment' to many situations, with the result that they cannot see that their actions have long term implications that may damage both others and themselves. Others have developed anti-social attitudes or may not have the motivation to change their behaviour.

Progress

The Government is committed to an empirical evidence based approach to identifying the factors which have a significant impact on reducing re-offending. The Prison and Probation Services have steadily increased the portfolio of accredited programmes, designed and delivered in line with the principle of What Works research. These programmes cover a wide repertoire, including enhanced thinking skills, cognitive self change, controlling anger and learning how to manage it, and a group of sex offender treatment programmes. Evaluation of the cognitive skills programmes has produced mixed results, and more work is needed to provide a clearer picture on exactly what works. They are, however, one of the key building blocks in the programme of interventions to reduce re-offending: prisoners in 108 establishments completed over 7,300 accredited programmes in 2002-03 and over 8,900 in 2003-04. In 2002-03, over 7,700 Probation Service accredited programmes were completed, and this was almost doubled to over 13,100 in 2003-04. Joint work between Prison and Probation Services currently includes, strategy and business cases for programme development, training and procurement. Also, alignment of assessment and psychometric tests and video monitoring of programmes for audit purposes. Further background information about accredited programmes and the *What Works* evaluation, and PSO 4350 on *Effective Regime Interventions* can be found at www.hmprisons.gov.uk. While 'single-focus' interventions can be helpful there is an emerging consensus that 'multi-modal' approaches are superior: these address the differing needs of individual offenders in a holistic and tailored way, recognising that gains made in prison are quickly lost if there is insufficient aftercare for prisoners in the community. Ensuring these programmes are targeted effectively will be a key challenge for NOMS.

Key Action Area: Attitudes, thinking and behaviour

A JOINT WORK PLAN HAS BEEN DEVELOPED BETWEEN THE PRISON AND PROBATION SERVICES		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>Work will include joint business planning; analysis of work; a co-ordinated approach to the development of programmes; developing a common approach to training and to work towards a joint project team.</p> <p>The Services are working closely together to develop strategies to enhance the effectiveness of programmes including reviewing:</p> <ul style="list-style-type: none"> ● the targeting of programmes and revising and refining guidance; ● distribution and location of programmes; and ● the approach to auditing the quality of delivery. <p>Other work will investigate further the issue of non-completion of programmes, a literature review on what impacts on effectiveness, strategies to integrate programmes more effectively with other rehabilitation activities, comprehensive research on treatment change and research on factors linked to offending and the range of interventions</p> <p>Target date: implementation of the joint work plan is underway</p>	<p>Update regional planning to meet the identified need of regional offender profile</p>	<ul style="list-style-type: none"> ● Implement regional interventions programmes ● Work with identified stakeholders and partners to provide equality of access to meet individual specialised need ● Ensure that high risk/sexual offenders have completed relevant interventions and a risk management plan is in place
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
<p>Prison Service, National Probation Service, NOMS</p>	<p>Regional Offender Managers, NPS Regional Managers, Prison Service Area Managers, Police, key stakeholders</p>	<p>Prison Service Governors, Chief Officers of Probation, MAPPPs, key stakeholders</p>

PROGRAMMES SPECIFICALLY FOR FEMALE OFFENDERS		
NATIONAL ACTION	REGIONAL ACTION	LOCAL ACTION
<p>The Women's Team in the Prison Service will be developing programmes for violent offenders, a resettlement programme for women serving short sentences and concluding a review of support offered to women who have suffered abuse</p> <p>Target date: 2004/05</p>		
Lead Agency/Partners	Lead Agency/Partners	Lead Agency/Partners
Prison Service Women's Team		

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A fuller version of this Plan can be found at
www.homeoffice.gov.uk/justice/sentencing/rehabilitation/index.html

Glossary

NOMS	National Offender Management Service
ROM	Regional Offender Manager
HO	Home Office
OASys	Offender Assessment System
NAO	National Audit Office
SEU	Social Exclusion Unit
CDRP	Crime Disorder Reduction Partnerships
NTA	National Treatment Agency
YJB	Youth Justice Board
ODPM	Office of the Deputy Prime Minister
DH	Department of Health
YOTs	Youth Offending Teams
DFES	Department for Education and Skills
OLSU	Offenders' Learning and Skills Unit
LSC	Learning and Skills Council
DWP	Department for Work and Pensions
RDA	Regional Development Agency
CJIP	Criminal Justice Interventions Programme
DATs	Drug Action Teams
CARATs	Counselling, Assessment, Referral and Advice Teams
MAPPP	Multi-agency Public Protection Panel
LA	Local Authority
RDS	Research, Development and Statistics – Home Office
LGA	Local Government Authority
CBI	Confederation of British Industry
CIPD	Chartered Institute of Personnel and Development
GO	Government Office
PCT	Primary Care Trust
ROTL	Release on Temporary Licence

