

# The National Reducing Re-offending Delivery Plan







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**Home Office**  
BUILDING A SAFE, JUST  
AND TOLERANT SOCIETY



Office of the  
Deputy Prime Minister  
Creating sustainable communities

**DWP** Department for  
Work and Pensions



# Foreword



This Government has made an unprecedented commitment to reducing re-offending. Fewer offenders mean fewer victims, and safer communities. Reducing re-offending will not just help create safer communities though. Ex-offenders are drawn disproportionately from the most socially excluded groups in society. By tackling the educational, housing and health inequalities they suffer from, we can help them to re-establish themselves and contribute back to society.

In our 2000 Spending Review the Government set a target for the first time to reduce re-offending, a commitment we have carried forward in subsequent spending reviews. The 2004 Home Office Strategic Plan set out our target to reduce re-offending by a further 10% by 2010.

We have backed this commitment up with investment. Spending on prisons has increased by more than 25% in real terms since 1997, and we now spend £300 million per year on rehabilitation regimes in prisons. Spending on probation has risen by 39% since 2001.

But to achieve our target we require new approaches. The establishment

of the National Offender Management Service represents one of the most ambitious change programmes in government. As the Home Secretary set out in his speech to the Prison Reform Trust (PRT) on 19 September 2005, we want to see radical improvements in the delivery of sentences, which focus on how best to tackle each individual's offending behaviour and sets clear goals from the outset of the sentence. End-to-end offender management will enable the custodial and community supervision elements of an offender's sentence to be managed as a whole.

Furthermore NOMS and the Home Office cannot deliver this target alone. As the Home Secretary has said, the least educated and least healthy people in the country remain those within the criminal justice system. And their poor education and health does not only damage them – it makes them more likely to re-offend. Across Government we are working together to ensure that we deliver services to offenders that are as effective as they can be in reducing re-offending.

Last year we published the Government's National Reducing Re-offending Action Plan. I am

delighted to report that we have made real progress since then, both in terms of on-the-ground delivery, and in putting together the building blocks for further progress. In the last year the proportion of offenders released from prison without accommodation to go to has dropped by a third, the number of educational awards offenders have achieved has risen by 40%, and the number completing a drug treatment course in prison or a drug treatment and testing order in the community is up by a third. That represents only a beginning however. Our new Delivery Plan sets out the work that NOMS and its partners have delivered so far on the reducing re-offending pathways and outlines where we wish to go – containing targets and commitments for the next eighteen months. This Delivery Plan maps the way forward. The targets shown here provide the basis on which we will build the NOMS Five Year Strategy that is currently under development.

As this Plan sets out, we have established four inter-departmental boards which have developed plans to improve delivery further. Implementation will now be monitored and supported by regional boards which can bring to

bear the energy of the many agencies working with offenders. I believe that it will be the success of these regional boards, working with our many local partners, which will be the most significant driver of progress over the coming eighteen months.

It is for this reason also that we are launching this Delivery Plan alongside our plans for three new national alliances, with the corporate, civic, and voluntary and faith sectors. These will bring in new skills, perspectives, and innovation, enabling us to work with ex-offenders in different ways and reach groups who may not engage with traditional providers.

There is still much to be done, but the last eighteen months have seen real progress. I look forward to seeing further improvements over the next eighteen months, and to reporting again at the end of that period.

**BARONESS SCOTLAND QC**

Minister of State for Criminal  
Justice and Offender Management

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# Introduction

The National Reducing Re-offending Action Plan<sup>1</sup> was published in July last year and set out the Government's plans to reduce re-offending, based on the factors identified in the Social Exclusion Unit's report "Reducing Re-offending by Ex-prisoners" published in 2002<sup>2</sup>. This new national Delivery Plan reflects developments over the past year and a half. It includes new chapters on working in partnership, on offender management and on the associated developments being introduced through the establishment of the National Offender Management Service (<http://www.homeoffice.gov.uk/about-us/organisation/directorates-units/noms/?version=1>)<sup>3</sup>. There is also a chapter on public protection to show how arrangements for the most dangerous offenders are linked to our broader strategy for reducing re-offending.

## How to read the Delivery Plan

This document has been drafted in order to achieve three aims:

- ▶ We have sought to provide an overview of the breadth of the Delivery Plan. Tackling the factors which lead to re-offending

requires action on many fronts, but also relies on many specialisms. This document demonstrates how the drug treatment worker, alongside the housing specialist, and the basic skills teacher together contribute to achieve a more stable and constructive future for the offender. Case studies, which illustrate how offenders' needs are addressed in a variety of ways, are included in the pathway sections. All names used in these case studies are fictitious.

- ▶ We have sought to signpost more detailed documentation where that has been published. Detailed policies have been worked out on the Government's drug treatment strategy for instance and on our use of accredited offending behaviour programmes. We have not sought to replicate those here, but rather to draw out the themes of broadest relevance and most importance over the coming eighteen months.
- ▶ We have laid out the key commitments which we expect to deliver at national level over the next eighteen months, as well as reporting on the commitments we made in the National Reducing Re-offending Action Plan (Annex).

## Plans for Wales and for Young Offenders

The Delivery Plan reflects the work of NOMS and its partners in England. The same principles and broad approach apply to reducing re-offending in Wales and take account of the unique relationship that exists with the Welsh Assembly Government. To further this relationship NOMS is working in partnership with the Welsh Assembly Government to take full account of and support the devolved responsibilities and related strategies to reduce the risk of re-offending in Wales. To underpin this approach it was agreed in 2004 with the First Minister that a Wales Pathfinder should be commissioned to identify the interventions that are needed to successfully reduce re-offending in Wales. The Pathfinder has contributed to the development of the NOMS Wales Reducing Re-offending Strategy "*Joining Together in Wales, an Adults and Young People's Strategy to Reduce Re-offending*"<sup>4</sup> in partnership with the Welsh Assembly Government.

This Delivery Plan relates to reducing re-offending by adult offenders. The Youth Justice Board has separately produced for



consultation with its partners a draft Youth Resettlement Action Plan<sup>5</sup>, which sets out the strategy for reducing juvenile re-offending and addressing the specific resettlement and rehabilitation needs of that age group. That Plan includes key milestones and performance measures for the seven pathways. In Wales it is intended that the NOMS Wales strategy to reduce re-offending would also include the Youth Justice Board's plan for Wales.

Additionally NOMS is developing a policy for the effective management of Young Adult Offenders.

### **Prolific and other Priority Offenders (PPOs)**

One of the three 'strands' of the PPO strategy – 'Rehabilitate and Re-settle' – is developing

intervention strategies along each of the seven pathways, and as such aims to function in partnership with this Delivery Plan. A Performance Management Framework has been developed to support the PPO strategy and an impact evaluation is currently underway. The strategy for managing PPOs identifies the importance of local partnerships as being key to success. Links are being made with the regional reducing re-offending strategies to support this. After an extensive roll-out programme, PPOs are now being prioritised for interventions within prison establishments and are targeted by the Probation Service, to receive intensive supervision whilst serving a sentence within the community. Full details of the PPO programme, including guidance on how the strategy links to the National Reducing Re-offending Action Plan can be found at the Home Office crime reduction website<sup>6</sup>.

### **Diversity**

This Delivery Plan is intended to be responsive to the diverse needs of individual offenders, acknowledging that offenders are among the most socially excluded groups in society. More widely and in line with its commitment to mainstream all aspects of diversity, NOMS will be developing approaches to address the needs of particular groups who face additional disadvantage. A National Diversity Adviser is being appointed to take this forward and a Framework Document for the regions and a Race Relations Impact Assessment are both being developed and will be placed on the Home Office website for consultation. The Women's Offending Reduction Programme includes commitments to address gender and ethnicity in outcome targets and performance measures for rehabilitation of women prisoners.

#### **Case Study**

MAPPOM (Multi-Agency Prolific and Other Priority Offender Management) operates in Leicester, Leicestershire and Rutland. It involves the Police, the prolific offending reduction team, the Criminal Justice drugs team, the intensive surveillance and supervision programme, youth offending team, anti-social behaviour unit, Leicestershire Cares, the Prison Service and the Crown Prosecution Service. As such, it is a prime example of the trail-blazing work that the PPO strategy is inspiring at a local level.

MAPPOM receives referrals and initially acts as a clearing house, ensuring that individuals are suitably identified and end up at the appropriate place for intervention.

Among its successes is Nigel, a 31-year-old prolific night-time house burglar with 25 convictions. Nigel began his life of crime at the age of 15. He was addicted to amphetamines, ecstasy and alcohol costing £1,000 – £1,500 per week, and by his own admission was responsible for between 30 and 40 burglaries per month. He was referred to MAPPOM in June 2003 and given immediate access to drug treatment, therapy, and victim impact work via PORT (Prolific Offending Reduction Team) on a Community Rehabilitation Order. He is now drug free and no longer alcohol dependant and has had no further convictions in the past nine months. Nigel is currently successfully self-employed and in settled accommodation.

# 1. Working in partnership

**Reducing re-offending cannot be the responsibility of one agency alone. The period when offenders are under the supervision of the National Offender Management Service offers particular opportunities to work with them to tackle the causes of their offending, but offenders must be put in touch with mainstream and specialist provision which can help them whilst under supervision and beyond.**

## **AIMS:**

We aim to:

- establish cross-agency effective partnerships at national, regional and local level
- establish alliances with the corporate, civic, and voluntary/faith sectors
- prioritise information sharing and joint ownership of outcomes
- develop innovative provision at local level alongside nationally-sponsored initiatives
- plan and put in place the building blocks for future delivery, including developing the evidence base of What Works

## **Cross-departmental Delivery Plan**

Reducing re-offending is a Home Office Public Service Agreement Standard and the primary function of the National Offender Management Service. Delivery of the target is however overseen by a cross-agency board chaired by the National Offender Manager which meets three times a year. The Home Office Strategic Plan for 2004-2008 includes a target to reduce re-offending by 5% by 2007/08 and 10% by 2010.

Delivery of the Plan is co-ordinated by a small programme office working in partnership with the Community Integration Unit located in NOMS headquarters. Progress on the four main pathways is driven by the lead policy department through bi-monthly sub-boards bringing together a broad range of government departments and agencies and other partners. The Office of the Deputy Prime Minister leads the work on accommodation. The Department for Work and Pensions and the Department for

Education and Skills have shared ownership of the employment, training and education pathway. Health and Offender Partnerships (a joint Home Office/Department of Health unit) leads on health, whilst the Drug Strategy Directorate in the Home Office leads on drugs. The sub-boards report on progress, track delivery milestones and review performance data and risks.

## Regional Strategies

Regional Offender Managers are developing regional strategies (website references for those that are on-line are in Appendix 2)<sup>7</sup> which respond to the profiled needs of their regions. Within the year 06/07 Regional Managers will have service level agreements in place with the prisons and probation areas which make up their regions. These SLAs will include performance management and delivery of interventions and will set out the contribution to be made to regional reducing re-offending strategies.

Joined-up delivery is critical at regional and local level and requires effective partnership working. Joint working between the providers within regions will be important to ensure consistency and effective delivery of programmes and to ensure improved sentence planning. To support this work, a strategic partnership board will be commissioned in every region with appropriate representation from NOMS and its partners. Work will be undertaken to ensure the effective sharing of data at a regional level following models established in the South West and other regions. In addition, Reducing Re-offending is included within guidance on Local Area Agreements<sup>8</sup>, and Local Strategic Partnerships are encouraged to consider this to ensure successful rehabilitation of offenders is achieved within local communities.

Reducing re-offending is also a major priority within the

Government's National Community Safety Plan<sup>9</sup> which sets out key central government priorities for 2006-2009, starts the process of cultural change in central government to better support shared community safety goals, and sets out the contribution expected from local partners.

## Alliances

The Government is developing three alliances to assist it in its aim of reducing re-offending. The first is with the corporate sector with national, regional and local businesses. This will develop a dialogue with businesses at all levels about how correctional services can work with them on employability and training of offenders. It will seek to utilise the professional skills which they have to help in improving chances for offenders. The second is a civic alliance, working with local authorities, and with other local partners to provide support to offenders. This is intending to encourage local services to take ownership of the problems of resettlement and reintegration of their offenders, rather than leaving them for national agencies to manage. The final alliance would draw on the strength of the faith groups and the voluntary sector who bring fresh ideas and specialist expertise to this task and are well placed to reach groups that have become disengaged from or whose specialist needs are not catered for by the mainstream services provided by the statutory sector.

## Voluntary and Community Sector

NOMS has published an Action Plan to improve the effective engagement and partnership with the voluntary and not for profit sector *Action Plan for the Development of Effective Partnership with the Voluntary and Community Sector*<sup>10</sup>. It sets out a plan of work to put in place an effective relationship with the VCS and to work with the VCS to ensure that it is well placed to take full advantage of the opportunities NOMS will offer when full commissioning is introduced in April 2007. NOMS has established a number of consultation groups which include representatives from the sector so that detailed proposals for delivery of the Action Plan can be developed with them. A key area of work will be to ensure that links are made to the regional reducing re-offending strategies.

In addition, as part of the cross government "Together We Can" Action Plan<sup>11</sup>, NOMS with the YJB is developing an approach to working with Communities and Civil Renewal<sup>12</sup>. It will have the twin aim of reducing re-offending and increasing public confidence. It will focus on four priorities: Public Protection; Unpaid and Reparative work; Victims and Restorative Justice; and Community Integration.

## Future strategy

The national Reducing Re-offending Board is responsible for the further development of this Delivery Plan. It

will publish an updated Delivery Plan in Spring 2007 to report on progress against the milestones in this document and to set out plans for the coming year. This Delivery Plan will also be used as the basis on which to develop the NOMS Five Year Strategy.

A key element of the Delivery Plan is the development of a robust evidence-base. Research, Development and Statistics (RDS) in NOMS focuses on identifying what works and what should work to reduce re-offending and achieve other correctional services and sentencing aims. RDS NOMS is conducting a range of rapid evidence assessments and systematic reviews to identify robust national and international evidence of what works. Three cohort studies and a courts survey have been commissioned to identify

and assess offenders' needs and risks, identify what interventions they receive, and how these interventions are associated with different outcomes. RDS NOMS is also working closely with other government departments through the reducing re-offending sub-boards to maximise the value of NOMS' research and analysis, build and share knowledge about what works to reduce re-offending and learn lessons about effective analytical support, including developing and maintaining robust standards or research and analysis. RDS NOMS' Business Plan can be found at:

<http://www.homeoffice.gov.uk/rds/noms.html><sup>13</sup> and RDS NOMS publications can be found at: <http://homeoffice.gov.uk/rds/pubsintro1.html><sup>14</sup>

## PERFORMANCE MEASURES 2006/07

The Home Office will continue to publish data on progress in meeting its PSA targets on reducing re-offending. Results for 2002 will be published in early December 2005, using improved data held on the Police National Computer.

Further targets are set out in the remaining chapters of this Delivery Plan.

KEY OBJECTIVES FOR 2006/07			
Key Deliverable	Partners	Milestones	Date
Alliances	Local Authorities, Business, Faith and Voluntary and Community Sector	Review national and regional progress Reporting to Ministers	Summer 2006 Autumn 2006
Regional plans (inc. targets)	ROMs, GOs, LSC, DWP, NTA, JCP, Health, prison, probation, YJB, RDA, Housing, VCS, police	Regional conferences	Summer 2006
Updated strategy	All	Publication	Spring 2007

## 2. Offender Management

**End-to-end offender management is at the heart of our strategy to reduce re-offending. Every offender under the supervision of the National Offender Management Service will be assessed, and clear goals will be set for reducing their risk of re-offending. This will involve delivering a package of interventions from a range of partners, structured according to the level of risk the offender presents.**

### **AIMS:**

We aim to:

- ensure that community and custodial sentences both punish and rehabilitate
- make a structured assessment of offenders' risks and needs and a plan for addressing them
- continue to develop the suite of interventions, using a diverse range of providers

### **Delivery**

The National Offender Management Service is managing a Change Programme designed to deliver the vision set out in Reducing Crime – Changing Lives,<sup>15</sup> the Government's response to the Carter Review of Correctional Services.<sup>16</sup> Ten regional offender managers (ROMs) have been appointed and will commission services from public, private and voluntary sector providers. During the current year probation areas are separating their provision into offender management and interventions. Service Level Agreements for 2006/07 will be signed between ROMs and probation

areas and prison area managers setting out the level of service expected, including their contribution to the delivery of the regional reducing re-offending strategy. The offender management model pathfinder in the North West has tested the arrangements for delivery and the model is now being rolled out nationwide, beginning in 2005/6 with community orders and licences. We are looking at beginning the implementation of the model for the custodial phase of sentences in October 2006. New targets and performance frameworks to support the effective delivery of offender management are being designed.

The establishment of NOMS brings the provision of community and custodial sentences under one organisation, and puts the reduction of re-offending at its heart. The Government expects to see partnerships developing between public and private sector providers and the voluntary and community agencies that harness their respective strengths. The separation of the commissioning of interventions from delivery aims to broaden the market of providers and allow many more organisations to bring their skills and expertise to bear in helping offenders to turn away from crime.

## Offender management

The introduction of offender managers, as recommended by the Carter report, will enable clear goals to be set at the start of the sentence, ensure that sentence plans are carried out, and bring coherence to offenders' experience of their sentence. They will work in partnership with staff in prisons to achieve this for custodial sentences and with a wide range of partners in the community.



Offenders present very different levels of risks, and have different needs. The Offender Assessment System (OASys) is a systematic way of assessing each offender's likely risk of re-offending, and risk of harm to the public. It also identifies the offender's key needs associated with their risk of re-offending and forms the basis of a sentence plan designed to tackle that risk. During 2005-06 NOMS will be introducing a shadow measure to track the effectiveness with which offenders' needs are being tackled.

The offender management model developed by NOMS (NOMS Offender Management Model v1 – available on NOMS website<sup>17</sup>) introduces four tiers for categorising a case. These reflect the purposes of sentencing, ranging from the simplest, where the purpose is to deliver the punishment ordered by the court, to the most complex, where punishment, rehabilitation, and the protection of the public are all major goals. They provide a consistent framework to guide the allocation of resources in NOMS, ensuring that those who pose the highest level of risk (of causing harm or re-offending) receive the highest level of resource.

## Compliance and Enforcement

The National Probation Service has made major progress in ensuring that timely enforcement action is taken where offenders fail to abide by the terms of their order. In January 2005 the Service met its target of taking enforcement action within 10 days in 90% of cases for the first time, and has sustained this level subsequently. It is now working with the Courts Service towards an end-to-end enforcement target.

At the same time, work is being undertaken to improve the compliance rate of offenders. A review conducted jointly by the Prime Minister's Delivery Unit and the National Probation Directorate has looked at how compliance is measured and has identified the actions which may help improve

performance. The review will reach conclusions shortly which will be considered in the guidance to offender managers and in the formulation of NOMS' targets.

## More timely measures of re-offending

The standard measure of re-offending for adult offenders in England and Wales has historically been two year reconviction. This allows a reasonable follow up period and captures the majority of those who go on to re-offend. It has been the measure used in the Public Service Agreements set in the Spending Reviews in 2000, 2002, and 2004.

The Home Office Research, Development and Statistics Directorate is currently working on the development of an alternative measure to produce more timely data, based on the number of offenders under supervision who are charged in much shorter follow up periods. The intention is to produce data that can be used for in-year performance management. The development of better outcome data to supplement current output data will enable greater flexibility for local managers to adopt innovative approaches. Data on longer-term reconviction rates will continue to be collected in order to assess whether the impact is sustained, and more sophisticated measures of the frequency and severity of offending are being developed.



## Sentencing and the Criminal Justice Act 2003

Sentencing should punish offenders justly and proportionately. It should also aim to reduce the likelihood of re-offending. The Criminal Justice Act 2003<sup>18</sup> introduced new sentences which are better designed to meet this purpose. Many offenders can safely be dealt with by credible, intensive community sentences which are not only effective, but also strictly enforced. The courts and the public can have confidence in these sentences as real alternatives to short periods in custody. The Community Order which came into force in April 2005 offers a suite of requirements from which the court can decide which is best for the

individual offender. This sentence introduces tougher non-custodial provisions with the aim that courts use the Community Order in many cases which would have previously have attracted a custodial sentence. The Act has also introduced indeterminate sentences for the most dangerous offenders who can now be held in custody until assessed safe for release by the Parole Board. The sentence of Custody Plus, will, when introduced, mean that for the first time all prisoners will be subject to probation supervision on release. And the introduction of custody minus and intermittent custody (piloting since January 2004) have given greater flexibility to the way in which sentencers can use custody at the lower threshold of

seriousness. Alongside this, the re-invigoration of the fine as a sentence will increase the extent to which resources can be targeted on more serious offenders.

## PERFORMANCE MEASURES 2006/07

Performance measures of re-offending whilst under supervision and of success in addressing needs identified in the sentence plan are currently being developed and will be run in shadow form in 2006/07 subject to technical feasibility.

KEY OBJECTIVES FOR 2006/07			
Key Deliverable	Partners	Milestones	Date
Custody Plus	NOMS	Custody Plus implemented	2006/07
Offender Management	NOMS	Offender management model implemented for custodial sentences and licences Beginning of implementation for custodial phase of sentences	April 2006 October 2006
Timely reconviction measures	NOMS	Piloting shadow measure	April 2006
C - NOMIS	NOMS	Start roll-out	August 2006

## 3. Public Protection

**In managing offenders in the community, the National Offender Management Service (NOMS) will have the protection of the public, including victims, children and vulnerable adults, as an overriding aim all its activity.**

### **AIMS:**

#### **We aim to:**

- assess and manage the risk of harm posed by offenders effectively within the changing legislative framework and in collaboration with other statutory partners
- deliver a portfolio of high quality interventions for offenders under supervision in the community and in custody to address and reduce their likelihood of re-offending
- ensure that providers of probation and prison services protect children from harm and neglect
- ensure that victims' interests are represented in the supervision and management of sex and violent offenders who receive a sentence of imprisonment of 12 months or more

Public Protection is core to successful and effective delivery of offender management. In managing offenders, the key principle in the NOMS National Offender Management Model is that resources follow risk. Consequently, greater resources will be devoted to managing high and very high risk of harm offenders. Offenders are assessed for risk of harm using OASys. The Offender Management Model factors together risks, offender needs and complexity and maps these against four offender management "modes".

Within this framework, the highest level "mode" is referred to as CONTROL, and high and very high risk of serious harm offenders will be subject to CONTROL, together with those offenders whose offending is so prolific that arrangements need to be made to contain their current, as well as future, behaviour. NOMS is currently preparing operational guidance to assist offender managers in managing high risk of harm offenders.

In addition, probation boards currently have a number of

important statutory duties in which the protection of the public is paramount. Within the development of NOMS and of contestability for probation services, the current statutory duties on boards will need to be given effect through service level agreements with providers of services. These duties are outlined below.

One great success in protecting the public has been the advent of the Multi-Agency Public Protection Arrangements (MAPPA). By law, MAPPA are required to be



established by the probation, police and prison services (collectively “the Responsible Authority”) for each of the 42 Probation Areas in England and Wales to improve public safety, protect victims and reduce serious harm caused by sexual and violent offenders. These arrangements operate in collaboration with other social care agencies such as housing, health and social services, which are under a duty to co-operate with the Responsible Authority.

Probation boards also have statutory duties towards victims of specified violent and sexual offences. Under section 35 of the Domestic Violence, Crime and Victims Act 2004,<sup>19</sup> the local probation board for the area in which the sentence is imposed must liaise with the victim to determine whether the victim wants to make representations about the offender’s licence conditions and supervision requirements when the offender is released. They must determine whether the victim wants to receive information about any conditions or requirements to which the offender is subject on release. The board must then take all reasonable steps to inform the victim whether the offender is to be subject to conditions on release and to provide the victim with information on conditions that relate directly to the victim and the victim’s family. In the same Act, there are similar duties laid on boards with respect to the victims of offenders who are mentally disordered and are given hospital orders, hospital directions and

transfer directions.

Probation boards also have statutory duties to protect children from harm and neglect. Under the Children Act 2004<sup>20</sup>, the local probation board is a “relevant partner” for the area, any part of which falls within the area of the children’s services authority in England. As a relevant partner, the board must co-operate with the children’s services authority to promote the well-being of children, including protecting them from harm and neglect. Under the same Act, the local probation board must make arrangements for ensuring that its functions are discharged having regard to the need to safeguard and promote the welfare of children. Under the Act, the children’s services authority for a given area must establish a Local Safeguarding Children Board (LSCB), which must include the local probation board. The LSCB is to co-ordinate activity to safeguard and promote the welfare of children. Local probation boards may make payments towards expenditure incurred by or in connection with the LSCB.

Finding appropriate accommodation for high risk of harm offenders is an important component in the overall strategy of protecting the public. Under a national strategy,<sup>21</sup> the Approved Premises Estate is being focused on accommodating high risk of harm offenders. Approved Premises provide enhanced supervision through such measures as curfew. Where offenders move on from Approved Premises, MAPPA

provides the framework within which local authorities may be asked to find appropriate housing to facilitate the ongoing supervision of high risk of harm offenders.

Within the new commissioning arrangements, Regional Offender Managers will be aiming to ensure that the gains of MAPPA are consolidated and expanded.

## **PERFORMANCE MEASURES 2006/07**

- Category A prisoner escapes
- The number of serious assaults as a percentage of the population compared to 2004/5 outturn
- The rate of escapes from establishments and from escorts
- The number of escapes from contracted out escorts
- The percentage of risk assessment, risk management plans and OASys sentence plans on high risk offenders completed within 5 working days of the commencement of the order or release into the community
- The percentage of risk of harm assessments and OASys sentence plans are completed on Priority and other Prolific Offenders within 5 working days of commencement of the order or release into the community.

## KEY OBJECTIVES FOR 2006/07

Key Deliverable	Milestones	Date
Improved co-ordinated management of dangerous offenders	Multi agency regional protocols for cross area/cross regional working Clear agreements for information sharing and disclosure	April 2007
Improved Assessment of Risk of Harm	Co-ordinated and consistent assessment processes with shared definitions and thresholds, across agencies within the region	April 2007
Containment and management of high risk of harm prisoners within the region	Specialist resources developed within the region *Development of specialist accommodation within regional accommodation strategy to meet regional profiled needs Develop central regional approach to manage the highest risk offenders	April 2007
Consistency of implementation of national guidance and legislation, reducing duplication	Central Regional approach to manage legislative and other required changes and disseminate to all parts of region	April 2007
Regional approach to police surveillance, intelligence gathering and the national intelligence model	Linked to central multi agency regional units as suggested above	April 2007
Co-ordinated approach to the placement of high risk of harm offenders in regional accommodation and treatment facilities	See (*) above	April 2007
Co-ordinated multi-agency training and development for staff and managers through a regional training strategy	Link this into Regional Training Consortium key responsibilities	April 2007
Development of a regional public protection communication strategy	Multi agency strategy to be developed will need to engagement with local communities	April 2007
Regional learning from serious further offence reviews, incidents and near misses, dissemination of best practice	Responsibility of any regional unit developed or consider alternative ways of managing knowledge transfer through existing processes	April 2007
Co-ordinated approach to performance management and monitoring	Multi-agency performance management structure to be developed	April 2007

## 4. Accommodation Pathway

**Getting offenders into accommodation is the foundation for successful rehabilitation, resettlement and risk management. It can provide the anchor for a previously chaotic life and act as a springboard for other crucial steps – such as getting and keeping a job, and accessing health care or drug treatment.**

### **AIMS:**

#### **We aim to:**

- Make early assessment of offenders' housing needs and begin addressing those needs at the earliest opportunity to maximise housing solutions and prevent homelessness for offenders on community sentences and prisoners at the end of their period in custody
- Develop closer partnership working between NOMS, CJS partners and local housing providers (including the Voluntary and Community Sector) to increase the number of offenders who have settled accommodation to go to on release from prison or during their community order/licence
- Ensure that offenders are included in wider national, regional and local strategies and initiatives (e.g. Community Plans, Neighbourhood Renewal, Drug Action Team Treatment Plans, Regional Housing, Supporting People<sup>22</sup> and Homelessness Strategies)
- Ensure that offenders' wider support needs are addressed to enable them to sustain independent living

### **Delivery**

Our aim is to increase the number of offenders who have settled accommodation, either while being supervised in the community or to go to at the end of a custodial sentence. A key element of this is close partnership working between prisons and probation and housing stock and support providers.

Important parts of this work include analysing and scoping current housing provision and collating data on the scale and range of accommodation and support needs. Work on these areas is ongoing in the prison and probation services through their involvement with housing providers and Supporting People commissioning bodies.

The South West Accommodation Gateway is a three year project aiming to develop links with housing providers to reduce re-offending. It will cover both ex-prisoners and offenders returning to the community. The project will handle referrals from a range of services, establishing a strategic relationship across the region. The initial focus will be on Prolific and other Priority

Offenders (PPOs), women, offenders serving short sentences, drug misusers and young adult offenders. Work to join up services in other regions is being taken forward by Government Offices and Regional Offender Managers.

Existing experience in the regions is being used to produce a toolkit to support ROMs in creating regional protocols between criminal justice agencies and housing providers. The Housing and Returning Prisoners (HARP) protocol<sup>23</sup> has been implemented on a pilot basis throughout the North East region to facilitate the resettlement of returning prisoners and aid information sharing. Work based on the experience of HARP is being developed in Merseyside, West Yorkshire, South Yorkshire, East Midlands and Wales.

### Early Assessment

Early assessment of accommodation needs provides the foundation for ensuring that the maximum number of offenders possible have accommodation to go to at the end of their sentence. A shadow Key Performance Target was introduced in prisons in April 2005, requiring that a Housing Needs Initial Assessment (HNIA) is completed for 90% of new receptions within 4 days of arrival. This enables issues such as the need to sustain or close tenancies to be identified and acted upon. The target was exceeded by 5% in July. The HNIA is being used in prisons on a pilot basis and the aim is to extend this by developing a common

full housing needs and risk assessment tool for use in all prisons and probation by April 2006.

### Accommodation on release

Nearly all prisons now have housing advice workers, drawn from a wide range of providers with varying skills levels, including prison, probation and local authority staff, working alongside voluntary sector partners, and in some cases, peer advisers. A Key Performance Indicator was introduced in prisons in April 2004 and in August 2005, 87% of recorded prisoners had an address to go to on release. Probation is measuring the number of offenders who have settled accommodation to go to at the end of their order/licence compared to the beginning. However, we do not know the extent to which offenders are able to sustain this accommodation and the challenge now is to ensure that sufficient settled accommodation and support is available to enable offenders to live independently in the longer term. More specific data on suitable accommodation is being collected by the updated Prolific and Priority Offender performance management framework.



### Availability of accommodation

The aim is to increase housing supply and offenders' access to it. NOMS cannot influence housing providers (who are a mix of Local Authorities, Registered Social Landlords and private providers) directly, so the approach is to provide advice and guidance to offenders, work with housing providers through local/regional initiatives to offer housing for offenders, and (working in partnership with local Supporting People teams) encourage commissioning of additional supported accommodation. The Homelessness Code of Guidance will be revised by the end of 2005 and re-issued to Local Authorities. This will include revised guidance:

- on the assessment of 'Priority Need' under the homelessness legislation – including on the vulnerability of those who have been in custody or detention;
- on the role of local authorities in preventing homelessness amongst returning prisoners;
- to make it clear there should be no automatic presumption that offenders have made themselves intentionally homeless by their offence.

An evidence-collecting exercise (involving prisons and probation among others) has been carried out to gather information on a national basis on how housing providers manage housing and homelessness applications from offenders. This will help to inform future policy.

## Links into wider support

Many offenders need support if they are to be successful in maintaining their housing. It is important that prison, probation and others assess support needs and build links with other services whilst the offender is in custody, after release, and in the community, to ensure there is a seamless transition and support from a range of services (e.g. health, drug treatment, benefits, training, and employment) to give the offender the best chance of maintaining independent living. The role of voluntary and community sector bodies such as NACRO and Shelter is crucial in providing advice and support to enable offenders to find and sustain their tenancies.

The Supporting People programme provides housing related support for vulnerable people including those in supported housing, floating support and support in emergency accommodation. The Probation Service is a partner in the local Supporting People commissioning process and their role, alongside a more general oversight role for the local programme, is to represent offenders' needs, including those of prisoners returning to a particular area, for example drug using offenders, young offenders and PPOs within those groups. Local Authorities' Supporting People strategies have been reviewed and services for offenders are included in the majority of authorities' priorities. The Supporting People Programme is currently under

review, with the aim of publishing a new strategy in Summer 2006. Following this, Supporting People guidance will be published for NOMS and other CJS staff.

## PERFORMANCE MEASURES 2006/07

### NOMS measures

- The number of prisoners with accommodation to go to on release
- The percentage of new receptions initially assessed for housing issues during induction
- The percentage of offenders into suitable accommodation at the end of order/licence compared with start (this will be a shadow measure in 2006/07)

KEY OBJECTIVES FOR 2006/07			
Key Deliverable	Partners	Milestones	Date
Pilot Accommodation Gateway in the South West	ROMs, NOMS, LAs, VCS, RSLs, Regional Housing Board, GOSW, CDRPs, ODPM, DATs, Supporting People Commissioning Bodies	Gateways established across the region  Build capacity and engage with key offender groups	April 2006  October 2006
Join up services in other regions through GOs and ROMs by aligning Homelessness, Supporting People and Regional Reducing Re-offending Strategies, and developing local protocols and information sharing systems	ROMs, NOMS, LAs, VCS, RSLs, Regional Housing Boards, GOs, CDRPs, SP, ODPM, DATs, Supporting People Commissioning Bodies	Produce toolkit for use by ROMs  Review Regional Reducing Re-Offending strategies to ensure alignment	April 2006  March 2007

## KEY OBJECTIVES FOR 2006/07

Key Deliverable	Partners	Milestones	Date
Continue to develop effectiveness of prisons' housing advice services – including using voluntary sector and other providers	ROMs, Regional Housing Boards, VCS	Increase number of Category C prisons to have access to housing advice	April 2007
Continue to collate and analyse performance data	ODPM, NOMS, GOs, ROMs	Take forward actions identified following analysis of responses to CJ questionnaire	April 2006
Develop common housing needs assessment tool for national roll out	NOMS, LAs, VCS, RSLs, LGA, ODPM, GLA	Phase 2 and 3 developed	April 2006
Issue good practice guidance to CJ services and Local Authorities in addressing needs of offenders on release or in the community	NOMS, LAs, ODPM	Issue guidance	Summer 2006
Develop a framework for improving housing outcomes for PPOs	NOMS, LAs, VCS, RSLs, LGA, ODPM, CDRPs, HO	Develop action plan	April 2007

### Case Study

James is a 34 year old male who served a two and a half year sentence for supplying drugs. He was referred to the PEOPLE project (a charity in the South West of England) by Prison Service Plus as he wished to resettle in the Bath area and was homeless. The charity visited him in custody to assess him for housing within their scheme. He appeared determined to succeed and motivated to remain drug free and secure employment, so they accepted his application. Eight weeks later he was released on Home Detention Curfew and housed with them on a short term tenancy agreement for six months. He took advantage of the mentoring support offered, and through this support has gained full time employment. He received assistance to seek relapse prevention support and assistance with welfare benefits and grants. He continues to receive weekly support to ensure that no problems arise for him. James will be moving into his own independent accommodation within the next two months.

## 5. Education, Training and Employment Pathway

**Lack of employment is one of the factors associated with re-offending. There is a strong correlation between offending, poor literacy, language and numeracy skills and low achievement and truancy at school. Many offenders have very poor experience of education and no experience of stable employment.**

### **AIMS:**

#### **We aim to:**

- Develop commissioning, planning and future arrangements for a learning and skills service which provides offenders with skills for life and improves their employability as an integral part of the offender management process
- Use sentences constructively to improve employment opportunities – e.g. arrange Freshstart interviews and job searches, set Education, Training and Employment Activity Requirements as part of the new sentencing framework
- Develop strategies nationally, regionally and locally for engaging employers in providing jobs for ex-offenders
- Put employability and employment at the heart of supervision in the community for every unemployed offender

### **Delivery**

The focus of the Government's policy is to support offenders' progress into sustainable employment. Developing their skills is an important part of this. The Offenders' Learning and Skills Unit (OLSU), supported by both the Home Office and the Department for Education and Skills, has been leading the reform of the learning and skills service for offenders. A new service providing opportunities

that are consistent with those on offer more widely in the community, and planned and funded through the Learning and Skills Council (LSC) is being established. Alignment between the ROMS and the LSC is key in making regional commissioning decisions that support and complement each other.

This is just the start of a major reform process. The introduction of

the National Offender Management Service and the intention to provide new end to end offender management offers even more opportunity to improve the package of interventions. OLSU, working with its key partners through the Home Office and the Department for Work and Pensions, is developing a more ambitious strategy for focussing on the employment needs of offenders, and the skills they need to stay in work.



## Education and Training

A great deal has already been achieved towards this new vision. OLSU was set up in 2001 and since April 2002 over 150,000 basic skills qualifications have been achieved by offenders in custody; and last year the National Probation Service, in partnership with the LSC, supported the achievement of just under 9500 qualifications to offenders in the community. All this has been supported by a big increase in the funding available since 2003.



Much has been done to improve the quality of what is delivered to offenders as well as the quality. Prison learning and skills is now inspected externally on the same basis as mainstream providers, and there is a programme of support for those prisons who fail to meet the appropriate standards. This is further supported by the creation of senior Heads of Learning and Skills posts in prisons. Adult Learning Inspectorate reports indicate an improvement in the quality of the service provided, though starting from a low base.

This is a solid basis from which to develop the new offender learning and skills service planned and funded by the LSC. There is a new curriculum offer specified in the Offender's Learning Journey. This supports the integration of education and vocational training in prisons for the first time, as well as paving the way for a more integrated service between custody and community. The key aspect of the new service is an early, intense focus on assessing the offender learner's needs, setting these out in an individual learning plan and, bolstered by information, advice and guidance arrangements, working to ensure those needs are delivered in a joined-up way as the offender progresses through the Criminal Justice System. This approach is being tested from August 2005 in three development regions (North East, North West and South West) and is providing far better data on participation and achievement categorised by age, gender, ethnicity and disability. A prison industries strategy due for completion in December 2005, will lead to accredited training to improve employment on release being rolled out from April 2006.

Alongside this new service, and the introduction of NOMS and the establishment of the Regional Offender Manager role, an accountabilities framework will condition the commissioning arrangements within this different delivery model. A formal Commissioning and Performance Management Agreement will reflect

the new partnership between the LSC, NOMS and Prison and Probation Services.

## Diversity

As the LSC progressively takes responsibility for offenders' learning and skills provision in England it will be able to make a significant contribution to improvements in covering diversity issues. This includes provision of data in relation to participation and achievement in the categories of age, gender, ethnicity and disability, with individual assessment of offender learners needs including assessment of learning styles e.g. practical, visual auditory learning plans capable of responding to the individual needs of the learner. The voluntary sector can make a significant contribution in meeting the specialist needs of disadvantaged groups, in providing both services and support, for example, SOVA's Women into Work aims to get disadvantaged women back into employment.

## Employment

Key to improving employment outcomes is to ensure they are monitored and measured. DWP holds information on all benefit claims, and can now link this to information on work provided by the Inland Revenue. Ex-offenders can now be tracked into employment through "informed consent". The Prison Service seeks individual permission from offenders that allows DWP to track those accepting pre-arranged Freshstart interviews



(see next paragraph) – who are of course those most inclined to accept help.

The Custody to Work scheme aims to increase the number of prisoners who have an education, job or training place to go to on release from prison. In 2004/05 the 38,000 target, which is measured on the basis of offenders' self reporting, was exceeded by 3,146 and performance in 2005/06 so far is exceeding the projection. Custody to Work also tracks whether offenders who have a Freshstart interview booked with Jobcentre Plus subsequently gain employment or receive benefits.

The NPS Employment Pathfinder is testing models of intervention in seven areas. The intervention includes strategic partnership with Jobcentre Plus and delivery arrangements that involve the voluntary sector. There is an OASys assessment, followed by a full employability assessment and nine intervention modules. A full evaluation will be published next year but some early lessons learned will be disseminated to probation areas.

The Home Affairs Select Committee report on the Rehabilitation of Prisoners,<sup>24</sup> published in 2004, noted that prison industries, which employ some 10,000 prisoners, should be recognised as a major contributor to the prison rehabilitation regime. There is a clear strategy being implemented to modernise prison industries, increase relevant prisoner training,

and, where possible, create direct employment links. The Prison Service is also exploiting other regime activities to maximise employment possibilities – these include a substantial investment in prisoners involved in horticultural activity, and NVQ and other training for prisoners working within prison kitchens.

A Jobcentre Plus marker was introduced in April 2005, to track those ex-offenders who identify their offence as a barrier to employment and who are given early entry to Jobcentre Plus programmes and extra assistance. The aim is to incentivise Jobcentre Plus placements for ex-offenders from April 2006 by including them within their target structure (offenders will earn Jobcentre Plus a set number of points toward an overall target). Most prisons have Jobcentre Plus surgeries to provide job and benefits advice to offenders. It is also planned to provide further specialist employment help for ex-offenders through the Progress2Work/Link Up scheme. Additional funding has been made available for this, linked to the areas where Building on New Deal is due to be tested from October 2006. This year will also see the development of the National Development Plan for Information, Advice and Guidance services for offenders in custody and the community.

A key issue in relation to employment, is not just obtaining employment, but sustaining it. An Employer Engagement Strategy for

NOMS will build on the new Corporate Alliance, with a view to publishing in Winter 2005. This is aimed at encouraging more employers at a local and regional level to work with us to support offenders into the employment market.

## **PERFORMANCE MEASURES 2006/07**

The period from now until March 2007 is one of major transition for the way learning and skills for offenders is delivered. The arrangements for setting performance expectations, and reporting on them, will change significantly over this period. The successor document to this Strategy will set out performance measures for 2007/08 that reflect the new delivery arrangements.

### *NOMS*

- The number of basic skills awards (offenders in custody)
- The number of basic skills awards (offenders in the community)
- The number of work skills awards
- The number of prisoners into education, training or employment on release
- The number of unemployed offenders that find and keep employment or vocational training for 4 weeks or more during supervision (shadow probation measure in 05/06)

## KEY OBJECTIVES FOR 2006/07 (continued)

Key Deliverable	Partners	Milestones	Date
New, LSC-led offender learning and skills service	LSC, DfES, NOMS	Agree new Accountability Framework and Service Level Agreements	March 2006
		Fully integrated learning and skills service	August 2006
Improve quality standards and outcomes of offender learning and skills in custody and the community	NOMS, DfES, OfSTED, ALI, QIA	Transfer of funds for quality improvements to the Government's new Quality Improvement Agency	August 2006
Include ex-offenders in Jobcentre Plus targets structure	DWP, JCP	Implement inclusion	April 2006

### Case Study

Amber is a unique project in the South West that was founded in 1995 to help unemployed people aged 18 to 30 to develop the skills and confidence they needed to find direction in life, employment and permanent accommodation. It works closely with the South West regional reducing re-offending partnership.

Sarah started using drugs at 13. By 15 she was a heroin addict and getting into trouble with the police. She spent 2 years in and out of prison and estimated that she committed around 35 crimes a week and stole around £1,000 worth of goods every week. Paul had been using hard drugs since the age of 16 and was committing around 20 crimes a week and stealing items worth around £700 a week. Together, they were remanded and sentenced 9 times. Sarah and Paul spent a year at Amber, progressing to their 'graduation' centre in Trowbridge for the last 3-4 months where they soon found work – Sarah as a payroll clerk at a small DIY centre and Paul as a labourer with a local building company. Sarah and Paul were able to stay at the 'graduation' centre whilst they saved enough money to put a deposit down on a flat. Full time employment, the profile of achievements they had built up at Amber and the support of Amber staff helped them to get a flat (with a private landlord) and they are still in the same flat and the same jobs nearly two years later. They recently became engaged to be married.

## 6. Health Pathway

**People within the criminal justice system often experience significant problems gaining access to adequate health, education and social care services. This can add to problems of social exclusion, and puts people within this group at greater risk of continued offending. Improving access to primary and specialist health and social care services for offenders is a big challenge but one with considerable potential rewards in terms of improved health of this socially excluded group and wider health and social care system gains.**

### **AIMS:**

#### **We aim to:**

- Ensure offenders have access to appropriate health services in custody and the community
- Ensure suspects and persons detained by the police under mental health provisions are able to access appropriate health & social care professionals at the appropriate time and in the appropriate place
- Divert offenders with serious mental healthcare needs to appropriate health services
- Improve health service links to other services working with offenders

### **Overview**

Significant progress has been made since 2000 to improve healthcare for offenders.

There is significant potential to develop/extend more appropriate community based services so that the pressure on acute settings such as A&E is reduced. It is also important to recognise the wider community health benefits, which flow from safer communities and reduce re-offending. The delivery of

improvements in these areas is an established cross government priority.

### **Health Services in custody**

Prison Health, (the joint Prison Service /DH unit), has been working since 2000 to improve health care provision for prisoners. Its aim is to ensure that prisoners have access to the same quality and range of health services as the public receive under the NHS. Prison Health has led and managed a work

programme to modernise services, step up NHS engagement and improve performance monitoring. Key achievements include developing better mental health provision; supporting improvements in primary care services; developing the prison health workforce and improving the prison health estate. Specifically, there have been real gains in the development of mental health provision. NHS funded multi-disciplinary mental health teams are now operating at 102 prison establishments and should become

available across the whole estate by April 2006. NHS mental health in-reach investment will reach £20 million in 2005/06 to facilitate this.

A new reception-screening programme has been piloted and evaluated and a phased programme of implementation has been completed.

### **Primary Care Trust Commissioning**

From April 2006 healthcare within prisons will be commissioned by Primary Care Trusts.

The Department of Health is currently in the process of consulting on the new Primary and Community Care White Paper that will build on the NHS Improvement Plan and Creating a Patient-Led NHS<sup>25</sup>. The drive to improve patient services through the new commissioning arrangements will provide opportunities for improving the way prison services are commissioned and delivered through better engagement with local clinicians in the design of services.

Prisons Partnership Boards need to ensure that local needs are incorporated in the development of local plans and that there is full consultation with all stakeholders involved in the design and delivery of services.

As part of this Strategic Health Authorities, working with PCTs will ensure that healthcare is delivered against a number of criteria

including the high quality and safe services with a reduction in Health Inequalities.

### **Dangerous & Severe Personality Disorder Provision**

Specialist provision is being developed for offenders with severe personality disorders who pose a significant risk of serious offending. The Dangerous and Severe Personality Disorder programme has delivered 300 places in high security prison and hospital settings, and is on track to achieve an occupancy rate of 90% by March 2006.

### **Diversion from custody**

There is a priority need to divert offenders with serious mental health care problems from the Criminal Justice System into appropriate health service facilities. The needs of those suffering from physical health problems and from substance misuse and abuse are also key areas. Recognising that the police service can and does act as a gateway to the range of healthcare needs the community must also recognise that suitable health and social care access can play a significant role in reducing repeat offending and in particular prolific offending.

Work is currently underway to assess the current provision and establish whether more needs to be done on diversion at the point of arrest and sentencing. Consideration will be given to the

potential for establishing multi-agency places of care, which can accommodate the criminal justice, health and social care agendas. Work is also underway to improve transfers between prisons and hospitals.

The Mental Health Bill, which is scheduled for introduction to Parliament shortly, will help deliver two aims which will directly impact on the Criminal Justice System. It will help to make treatment available for mentally disordered people before they offend, and will help enable mentally disordered people who have offended to receive treatment rather than punishment where this is possible.

It is also our intention to include indicative timescales for transfers to hospital in the Code of Practice to accompany the new mental health legislation.



## **Health service in the community**

Many offenders experience difficulties accessing appropriate primary care and secondary services. Information sharing between agencies/professionals is often problematic and a significant number of deaths and self-harm incidents take place in probation-approved premises.

## **The Development Programme for extending offender health support**

The new Integrated Community Programme is a 3 – 5 year programme focusing on delivering change and improvement across the criminal justice pathway from first contact with police, through courts and in services to meet the needs of offenders within the wider community.

The Key targets for this Programme are:

- Diversion away from inappropriate settings
- Integration and partnership – new opportunities for accessing hard to reach, socially excluded groups
- Improved sharing of information and more effective joint working across agencies
- Increasing the reach of health and social care services in new settings
- Increasing flexibility in provision of mainstream primary care services

- Improving the experience of juveniles and female offenders

Working with stakeholders and partners across health, criminal justice and social care, we will address current gaps in service provision and develop new models of practice to deliver timely and accurate assessment of healthcare needs, building service capacity across partner agencies. The aim is to ensure that prison does not become a default destination for people whose care and management needs could more appropriately be met elsewhere.

By ensuring timely access to effective, properly targeted services, the programme will make a significant contribution to reducing re-offending amongst the population whose persistent offending is linked to unmet healthcare needs.

As part of the process of establishing this integrated programme, a series of regional/national stakeholder consultation and engagement events is planned for Spring 2006. These events will also assist in the important task of identifying training needs for multi agency staff & the design of future training programmes.

## **CROSS CUTTING ISSUES**

### **Diversity**

Health and Offender Partnerships is running a significant change programme designed to improve the

health of offenders and reduce crime. Evidence suggests there are significant inequalities in access to services for BME offenders. These are being addressed as an integral part of the detailed planning and implementation of each project within the change programme and a race equality impact assessment will be delivered and acted on within each project.

### **Information Sharing**

There is a sustained and structured effort to improve the way we collect and share information at operational, strategic and client level. Examples of this focus on the Care Programme Approach and the sharing of health and social care information.

## **PERFORMANCE MEASURES 2006/07**

### *Health and Offender Partnerships*

- 250 of the 300 new DSPD (dangerous and severe personality disorder) places occupied – March 2006
- 90% occupancy at low secure and community sites for DSPD offenders – March 2006
- 24 permanent specialist forensic hostel places available – August 2006
- By 2008 – prisoners to have effective treatment services. This represents 27,300 clinical interventions in prison bringing clinical treatments for 50,700 prisoners who need support for drug problems up to the agreed standard.

*Prison Health – Star Rating System*

The star rating system has replaced the prisons traffic light rating system as an indicator of performance. The star rating system has been used by the NHS to indicate performance for the last few years and is regarded as a more sophisticated measure.

The majority of prisons are meeting standards equivalent to those achieved by NHS Trusts.

*Mental Health Transfer – Performance Measure Development*

Data is currently being analysed from 126 prisons to identify how many prisoners were awaiting transfer as at August 2005.

This information will be provided in a report by the end of Autumn 2005 and will describe waiting times for both initial and provider psychiatric assessments and bed availability. Challenges to timely transfer and characteristics of those requiring transfer will also be described.

<b>KEY OBJECTIVES FOR 2006/07</b>			
<b>Key Deliverable</b>	<b>Partners</b>	<b>Milestones</b>	<b>Date</b>
Develop better health services to offenders managed in the community by the probation service.	NPS, PCTs & other NHS Partners	Developing an understanding of service models and good practice in the community & issue initial guidance relating to good practice  Assessing current levels of joint working in the community between NPS, PCTs and other NHS partners	April 2006  Summer 2006
Developing and raising the standards of health and care for people in contact with the police project.	Police Service, ACPO, IPCC, VCS	Scoping study and gap analysis of existing provision, identifying best practice for model working frameworks. Identify test sites for developing good practice  Development of national standards for custodial care and police contact	March 2006

**KEY OBJECTIVES FOR 2006/07** *(continued)*

<b>Key Deliverable</b>	<b>Partners</b>	<b>Milestones</b>	<b>Date</b>
Developing and raising the standards of health and care for people in contact with the police project		<p>Consultation paper on proposed legislative changes to improve access to appropriate health and social care to help reduce re-offending</p> <p>Establishing protocols to help minimise the use of police stations as a place of safety and establish common working standards for when they are used</p> <p>Establish framework for local working protocols based on national agreements with healthcare agencies and healthcare professionals on improved access to physical healthcare</p> <p>Improve information sharing – within &amp; between agencies through the development of a protocol &amp; issue guidance</p> <p>Second session legislation</p> <p>National rollout and support programme for implementing change</p>	<p>April 2006</p> <p>Summer 2006</p> <p>August 2006</p> <p>Summer 2006</p> <p>Nov 2006</p> <p>April 2007</p>
Develop better health support for the courts	CJS	<p>Identify sites for potential best practice pilots.</p> <p>Develop and test best practice toolkit</p>	<p>Summer 2006</p> <p>Spring 2007</p>
Better transfers between prisons and hospitals	HMPS & NHS partners	Report describing current mental health transfer care pathways for offenders in custodial settings/barriers to timely transfers produced	March 2006



## KEY OBJECTIVES FOR 2006/07 (continued)

Key Deliverable	Partners	Milestones	Date
Develop health services in prisons – managing investment for better substance misuse	HMPS	Increase the number of prisoners in effective treatment	March 2008
300 new DSPD places	NHS partners	250 new places to be occupied	March 2006
Pilot DSPD services in prison service, medium secure and community settings	NHS partners	90% occupancy at low secure and community sites Strategic Plan of Pathways of care through CJS and NHS 60 permanent specialist forensic hostel places	March 2006 March 2006 Summer 2006

### Case Study

Luke is 19 years old and first took crack when he was 9 and has also taken heroin. He had little schooling and cannot read or write very well. He was arrested for shoplifting in February and was well known to the local police. He was placed in a cell and some time later, he was found gouging lumps out of his arm with a plastic fork and he was taken immediately to A&E. He was seen there by a psychiatrist, who admitted him to a psychiatric ward. Luke stayed there for 24 hours before discharging himself. He had become increasingly agitated and distressed, because he started withdrawing from the heroin and also because he didn't like the other patients on the ward. There were no services working with him in the community.

Luke was arrested the following day, again, for shoplifting and subsequently over the ensuing weeks, at least three times more for theft related offences. He eventually ended up in prison again and was provisionally diagnosed with a borderline personality disorder and drug dependency. This did not qualify him for support from statutory mental health services. A prison officer referred him to Revolving Doors – a charity working with people who have mental health problems, but who are ineligible for statutory mental health services. Revolving Doors Link Workers support Luke in prison and the community. They have tried to get him into drug-rehabilitation programmes but without drugs, Luke hears voices that tell him to hurt himself. He has already tried to hang himself twice whilst in prison and has taken overdoses. The team is currently offering him emotional and practical support in order to register him with a doctor and get him mental health treatment so he can lessen his dependency.



## 7. Drugs and Alcohol Pathway

**The Reducing Re-offending Delivery Plan builds on the Government's Drugs Strategy, as set out in the updated National Drug Strategy (November 2002)<sup>26</sup>. The NOMS Drug Strategy (January 2005)<sup>27</sup> has been developed from this and reflects the fact that Criminal Justice Services are uniquely placed to tackle offenders' drug use and to break the cycle of re-offending. At any one time about one third of all problematic drug users in England and Wales are in the care of NOMS, amounting to half their total caseload. One survey showed 69% of arrestees tested positive for drugs (of which 38% tested positive for opiates or cocaine)<sup>28</sup>. In another study of 1075 admissions to treatment services, 61% of new admissions reported that they had committed a total of 70,728 crimes<sup>29</sup>.**

### **AIMS:**

#### **We aim to:**

- Address the needs of problematic drug users (PDUs) during their engagement with NOMS, irrespective of age, gender or ethnicity, with a view to reducing their re-offending and the harm they cause to themselves and others. Within that aim key objectives are to:
  - Provide end-to-end treatment for PDUs before, during and after sentence, co-ordinated with the Drug Interventions Programme (DIP)
  - Reduce drug misusing offenders' re-offending
  - Reduce illicit use of drugs by offenders
  - Reduce the physical harm caused to drug misusing offenders and others
  - Ensure robust links with other agencies, including DIP
- Build on the national Alcohol Harm Reduction Strategy<sup>30</sup> to improve treatment and support for offenders with alcohol misuse problems

## Delivery – the Drug Interventions Programme

The NOMS Drug Strategy and the Government's Drug Interventions Programme (DIP) work closely together operationally and through a forum which includes representatives of all the key departments and agencies involved such as Prison and Probation Services, ODPM, DH, the National Treatment Agency (NTA), and DWP. DIP fits squarely within the NOMS Drug Strategy and, through the development of offender management; DIP and NOMS will ensure that problematic drug misusing offenders are managed in a way that optimises the chances of success of increasing engagement with treatment and reducing reoffending.

At the local level work is led by multi-agency Drug Action Teams with direct delivery of key elements of the Drug Interventions Programme through the Criminal Justice Integrated Teams (CJITs). CJIT case



management of drug misusing offenders may begin before – and continue after – a period of treatment as part of statutory supervision under NOMS. CJITs

encourage problematic drug misusing offenders to access treatment and provide appropriate throughcare (continuity of care) and aftercare support. Within prisons communication and liaison with CJITs is through CARAT teams who are the key workers to work with offenders through drug treatment in prisons. The VCS is a key provider of many of the treatment and support services involved.

### Future Direction

The aim of the Drug Interventions Programme is to see its methods of working with drug misusing offenders become standard practice throughout the criminal justice and treatment services. In the next two years the programme aims to achieve the delivery of 1000 drug misusing offenders per week into treatment by 2008.

Building on the changes to sentencing contained in the Criminal Justice Act 2003 and the introduction of the Integrated Drug Treatment System, to improve integration of treatment and custodial sentences, providing an integrated approach to drug treatment in prisons which will avoid duplication of assessment and enhance the provision of all clinical and CARAT services and ensure the delivery of a comprehensive service to drug misusing offenders.

### Early interventions

Treatment works. For every £1 spent on treatment at least £9.50

is saved in crime and health costs<sup>31</sup>. DIP's aim is to intervene early and encourage drug misusing offenders to enter treatment. DIP has introduced a number of interventions such as drug testing on charge for certain "trigger offences", a drug rehabilitative condition attached to a caution and Restriction on Bail. Increasingly drug workers as part of CJITs are present in all custody suites and increasingly in courts. New measures introduced in the Drugs Act 2005 will be implemented incrementally from the end of this year to give police powers to test for drugs on arrest rather than charge, so that more people who commit certain trigger offences to finance their drugs habit can be directed into treatment earlier, and to require those testing positive to undergo an assessment of their drug use.

### Continuity of care

Drug Action Teams (DATs) aim to ensure services that provide continuity of care for Class A drug misusing offenders from the point of arrest through to sentence and beyond. All DATs now have a single point of contact for referrals in place, or interim arrangements where this is not fully established, to make and accept referrals from prisons. This provides a step change in continuity of care linked to offender management. The Drug Interventions Record (DIR) introduced in May 2005 is used by all prisons in England and Wales and by all CJITs in England. With the consent of the client (i.e. a drug

misuser) it allows the sharing of core case information across the different agencies involved, further strengthening the continuity of care between community (CJITs), prison and probation. Key developments in this area will be in tackling attrition at key stages of the assessment and treatment process and in developing the workforce of the future.

## **Aftercare**

“Aftercare” is the term used to describe what happens after drug misusing offenders are released from custodial sentences, complete community sentences and/or leave treatment. It is accepted that drug treatment plays only one part in supporting rehabilitation and re-integration. Aftercare as provided by DIP is not one simple discrete process and can involve several important factors, such as housing, support with benefits, managing finances, employment, education and training opportunities, access to mental health services, and rebuilding family relationships. CJIT workers will provide, or broker the provision of, appropriate wrap-around services in relation to each of these factors for clients on their caseload. This is done in conjunction with the Probation Officer where an offender is subject to statutory supervision. In light of the high number of drug misusing offenders who are also PPOs, DIP are working closely with the Rehabilitate and Re-settle strand of the PPO strategy at a local level to achieve the most beneficial outcomes for communities.

## **Treatment in custody**

Individuals with a drugs problem on entering custody are identified in two ways – where CJITs have identified an individual who is then remanded in custody they will pass the DIR to the Counselling, Assessment, Referral, Advice and Throughcare (CARAT) team otherwise the offender will be identified on induction.

CARAT services are available to adult offenders in all prisons. CARAT staff undertake initial assessments of drug-related need using the DIR and create care plans based on a prisoner’s specific requirements (whether remanded into custody, or at any time during their custodial sentence). They also refer drug misusing offenders onto drug rehabilitation programmes, offer harm-minimisation advice and establish through-care links, working with prison resettlement teams and CJITs. CARAT teams liaise with CJITs to ensure consistency of drug treatment provision post-release where appropriate and with Home Probation Areas to ensure that release plans for offenders who will be subject to statutory supervision on licence include work to build on any drug treatment undertaken in custody.

All local and remand prisons offer drug misusing offenders clinical services to manage substance misuse. These comprise predominantly detoxification but also maintenance prescribing programmes as a prelude to broader-based drug treatment

interventions. The Integrated Drug Treatment System (IDTS) is due to be in place in prisons nationally by end March 2008 and will introduce a wider range of treatment options – including a stabilisation period and the expansion of maintenance prescribing for opiate dependency together with more intensive CARAT interventions during the first 28-days of entry into custody.

Prisoners are subject to mandatory drug testing. To help offenders stay drug-free, all prisoners are eligible to sign up to the voluntary drug testing programme. Remaining drug-free can be attractive to prisoners – some may benefit from release on temporary licence, or transfer to open conditions (public safety considerations permitting), and remaining drug-free may reduce risk and contribute to a positive parole reports.

## **Community treatment and community sentences**

Drug treatment in the community is guided by the principles of the National Treatment Agency’s (NTA) Models of Care<sup>32</sup>. This evidence-based guidance has the status of a National Service Framework and outlines the optimal models of care for drug treatment services in England. Its aim is to provide the national framework required to achieve equity and parity in the commissioning and provision of substance misuse care and treatment services in England. Models of Care is being updated and is currently out for consultation (Models of Care 2005).

In order to improve continuity of drug treatment for drug misusing offenders between custody and the community, the Integrated Drug Treatment System is being developed.

The Community Order with a Drug Rehabilitation Requirement (DRR) has replaced the Drug Treatment and Testing Order (DTTO) for offenders aged 18 and over. The DRR is the primary intervention for addressing drug misuse within the community sentencing framework. Under the new Community Order, it can be combined with other requirements to make an exact replica of the DTTO. It can also be combined with other requirements so it is better tailored to address individual drug treatment needs. The DRR can also be a stand alone requirement for offenders with a low seriousness of offence. The Community Order with a DRR is therefore likely to be applicable to a wider target group than the DTTO. CJIT workers and CARAT teams are in a prime position to motivate offenders to take up treatment and can help to provide DRRs as a sentencing option. They will work with offenders pre-sentence to raise awareness of these sentencing options and motivate offenders to consent to these Orders. On completion of a DTTO or Community Order with a DRR, the offender manager will refer the offender to the local CJIT to address any on going treatment needs where appropriate.

Numbers starting DTTOs have risen year on year and the wider target

group for the Community Order with a DRR is likely to increase numbers still further. Completions of DTTOs have risen from 28% in 2003 to 36% in 2004/5. Completion of the Order is challenging as it can be from six months to 3 years duration and is vigorously enforced. 89% of offenders are retained in a DTTO for at least 12 weeks. Detailed guidance on the DRR and ATR (see below) has been issued to probation areas and has been supported by a series of seminars.

PPOs whose offending is drug related will also have a drug testing condition in their licence if they have been convicted for a trigger offence on or after 4 April 2005.

### **Alcohol**

The Alcohol Harm Reduction Strategy for England places joint action at the heart of measures to improve treatment and support for people with alcohol problems. Key actions include drawing up of a 'Models of Care framework' for alcohol treatment by the National Treatment Agency. This will be supported by NTA guidance on the development of integrated care pathways for alcohol. Work is well advanced, and both are due to be published in 2005. These will complement the findings of the *Needs Assessment of Alcohol Treatment* audit published in Autumn 2005. The Department of Health is taking forward a programme of improvement, as part of its responsibility for delivering the health aspects of the Reduction Strategy. An additional £10m will be made available in 2006-07 to

improve alcohol treatment, with a further £15m going to Primary Care Trusts in 2007-08 for this purpose. NOMS is working closely with DH, NTA and other partners to ensure that the needs of alcohol misusing offenders are addressed in commissioning these improved treatment services. The Prison Service has published an Alcohol Strategy to support this work, and the Probation Service is developing a Delivery Strategy for publication this year.

A Community Order (see above) can also include an alcohol treatment requirement (ATR). The ATR is targeted at much the same group of offenders who are currently suitable for a Community Rehabilitation Order (CRO) or Community Punishment and Rehabilitation Order (CPRO) with an alcohol requirement, although for an ATR to be made the offender's dependency does not have to be linked to the index offence(s). Like the drug rehabilitation requirement (DRR), the amount and type of treatment delivered under the ATR should be tailored to the offender's assessed need providing the overall restriction on liberty imposed by the community order in its totality is commensurate with the seriousness of the offence(s). An ATR will usually be combined with a supervision requirement (and possibly other requirements) at the medium and high seriousness bands of the community sentence. The ATR can be used as a stand alone requirement for those in the lowest band of the community sentence.

## PERFORMANCE MEASURES 2006/07

### NOMS measures

- The number of Drug Rehabilitation Requirements completed
- The percentage of Prison Drug Treatment Programmes completed
- The percentage of reduction in the number of positive Mandatory Drug Tests
- The number of prisoners to sign Voluntary Drug Testing compacts
- The number of CARATs Substance Misuse Triage Assessments
- The number of prisoners entering detoxification or maintenance-prescribing programmes in prison:
- The number of prisoners released notified to CJITs
- The number of Initial Contacts
- The number of further intervention by CJIT
- The number of Assessments
- Overall numbers into Tier 2-3-4 Treatment

## KEY OBJECTIVES FOR 2006/07

Key Deliverable	Partners	Milestones	Date
Fully integrated throughcare and aftercare for offenders	DSD (DIP, DATs CJITs), ODPM, DWP, NTA, NOMS VCS	First data from new DIR. Compact data for intensive areas also available	January 2006
Integrated Drug Treatment System (IDTS)	DH, DATS, CJITs, Prison Health, NTA,	Commence first year roll-out, especially in relation to clinical services	April 2006
Continue and expand the drive for the most effective case management of those PDUs who are identified as the most prolific offenders, including development of the most effective working relationships between CJITs and PPO schemes	DSD (DIP, DATs, CJITs), PPO Teams	Evaluation of DIP-funded CJIT/PPO partnerships, leading to production of good practice guide	2006/07
To increase the DIP workforce by 3000 by 2008	NOMS, DSD (DIP, DATs, CJITs), NTA	<p>First workers employed from targeted recruitment campaign in London</p> <p>Commencement of DIP Apprenticeship scheme (first apprentices likely to join the scheme in January 2006)</p> <p>Community engagement project – final report delivered</p> <p>100 additional workers employed in London CJITs</p>	<p>January 2006</p> <p>January 2006</p> <p>March 2006</p> <p>March 2006</p>

## KEY OBJECTIVES FOR 2006/07 *(continued)*

Key Deliverable	Partners	Milestones	Date
Better access to housing for drug misusing offenders	DSD (DIP), NTA, ODPM, NOMS, VCS	First cut of analysis on Comprehensive Rent Deposit Model	August 2006
		Development of strategy for working with the private rented sector	August 2007
Improve performance in underperforming areas	DSD (DIP), NTA, NOMS	Reconfiguration of data systems to allow DAT, regional and national level to target underachieving areas	October 2006
Development of short duration alcohol programme	NOMS	Invitations have been issued to areas to pilot both programmes	Summer 2006

### Case Study

Steve is an 18 year old man who started to offend at an early age and was well known to police in his home city of Leeds. The police identified him as a prolific offender who was causing, significant harm to his local community. Steve was approached at his home by the local Prolific Offender Team, and was offered support and the opportunity to address his offending behaviour and change his chaotic lifestyle. As his offending was primarily associated with drug misuse, he was immediately referred to the Leeds Drug Intervention Team. Steve actively participated in the drug intervention package offered to him, and was referred to the specialist housing worker linked to the team. He was assisted in finding suitable accommodation away from his previous area of offending. Six months later, Steve continues to engage with the DIP, has remained free from re-offending and has successfully maintained his new found accommodation.

## 8. Finance, Benefit and Debt Pathway

**Ensuring that ex-offenders have sufficient lawfully obtained money to live on is key to their rehabilitation but some offenders face significant problems achieving that financial security. OASys assessments for last year suggest over 23,000 offenders had financial problems linked to their offending. Low incomes, debt, disrupted access to benefits advice and insufficient income on release from prison all add to the problem.**

### **AIMS:**

#### **We aim to:**

- Bridge the finance gap faced by prisoners on release
- Improve joint working between Jobcentre Plus (JCP) and NOMS with the development of an operating framework
- Review the operation of benefit rules in cases involving release on temporary licence
- Improve access to financial and advice services for offenders in custody and in the community and their families
- Address financial literacy for offenders in partnership

### **Finance gap**

Progress to date includes: Revised JCP guidance on social fund loans, which is currently being evaluated. Prisoners agreeing to the FRESHSTART process typically have an interview with Jobcentre Plus arranged for the day after release. Further guidance has been issued to encourage JCP staff to place ex-prisoners on the first cycle for 'signing on' which will trigger a part

payment. Home Office and DWP Ministers are considering what further action could be taken to address the finance gap between release from prison until the first benefit payment.

### **Framework**

The National Framework Document (NFD) provides advice that will assist managers of the relevant partner agencies in the formulation

of local agreements. It will be for each agency to determine the specific arrangements that relate to their own localities considering such matters as staff responsibilities and resources to ensure there is, wherever possible, effective synergy between the criminal justice and welfare to work agendas.

The purpose of the NFD is to help JCP, NOMS and the Learning and Skills Council, develop local



agreements to ensure that offenders are aware of the employment, training and educational opportunities that exist in the community and their responsibilities for finding suitable employment. The NFD is a living document and will assist local agencies in providing an efficient service that maximises offenders' access to employment, training or education opportunities.

### **Guidance**

In April this year guidance was drawn up by Jobcentre Plus in collaboration with the Probation Service and circulated to Jobcentre Plus and Probation Service practitioners. This guidance reflects the importance of the Criminal Justice Act 2003 and the impact of the sentencing framework. It outlines the relationship between the Welfare and Criminal Justice systems and acknowledges that there are pinch points, especially with regard to more intensive community sentences. The guidance offers advice about how issues may sometimes be resolved, though it also recognises that this can only be applied on a case by case basis. Officials from both NPD and Jobcentre Plus are monitoring the situation and will consider future arrangements for resolving any issues once the arrangements are fully impacted.

### **Rules governing release on temporary licence**

Benefit arrangements are in place to manage the Intermittent Custody

pilot programme, and for those on temporary licence to seek work. DWP will consider changing regulations as necessary if these policies are developed further

### **Financial and advice services**

Our aim is to ensure that offenders in custody and in the community have access to financial and advice services that will address money related issues, maximising income and reducing debt to help prevent re-offending. A key element of this work is to develop close partnership working between prison and probation services and advice providers who are willing to work with offenders. The role of the VCS in providing these services is key to success, for example, UNLOCK is developing debt management training for ex-offenders, along with insurance and mortgage services for ex-offenders and their families. In Kent for example, the Citizens Advice Offender Support Services project provides a holistic service for offenders needing specialist advice.

Early assessment of financial problems is essential. Regional protocols should be agreed to ensure that these problems are addressed upon induction into prison in order to prevent debts accumulating further whilst in custody and the risk of repayments of benefits being required upon release. A survey in one region (East Midlands) revealed significant gaps in provision of advice services and a pilot service is currently

being developed to provide specialist help to offenders via help surgeries in prisons and probation offices and through telephone support which will complement existing services.

Work has also been undertaken in the South West through the SWing project.

The training of prison and probation staff in the identification of money related problems and how and where to signpost offenders to appropriate sources of help is needed in order to widen the potential routes into advice services that are available to offenders. A training package has been developed in the East Midlands region to address this and the region is also the first in the country to have electronic touch screen information points installed in its prisons, which will act as a gateway into a range of services available to prisoners.

Securing access to financial services such as bank accounts for offenders is also a key area of work for this pathway. A pilot is underway at HMPs Cookham Wood and Coldingley to encourage offenders to open bank accounts to enable their earnings whilst in custody to be saved. Part of this pilot includes training in how to manage a bank account and some debt advice.

### **Financial Literacy**

Helping offenders to manage their finances effectively and to increase their budget management skills is a



key part of any drive to address financial issues.

The Skills for Life Strategy Unit in DfES works with the Basic Skills Agency on a variety of financial literacy programmes. These are aimed at using personal finance as an effective context for motivating and supporting adults to improve their literacy and numeracy skills, whilst improving their ability to

make informed financial decisions. This follows the publication of the Adult Financial Literacy Advisory Group (AdFLAG)<sup>33</sup> report in 2001, which highlighted that low levels of numeracy and literacy could be a determining factor in financial exclusion.

A research project has been commissioned in Liverpool Prison, where North Liverpool Citizen's

Advice Bureau will examine ways of delivering financial education with embedded Skills for Life to offenders within the prison. The findings and materials that are developed will be mapped to the FSA's Adult Financial Capability Framework<sup>34</sup> and disseminated across the sector. Findings will be available in March 2006.

#### KEY OBJECTIVES FOR 2006/07 *(continued)*

Key Deliverable	Partners	Milestones	Date
Piloting bank accounts for offenders	Business, high street bank, VCS	Develop model for wider roll out	06/07
Develop framework for more widespread prisoner access to advice and financial services	VCS, NOMS, JCP	Develop advice for regions Review regional strategies to ensure alignment	Summer 06 March 2007

#### Case Study

John, a young man with mental health problems was released from custody and declared himself homeless. The Probation Service discovered that he still had a tenancy but was due to be evicted the following day. The local Housing Department was persuaded to suspend the eviction whilst probation assisted with a backdated housing benefit claim. This was successful and he was awarded sufficient to clear his arrears and secure his tenancy. Further investigation revealed that prior to custody he had claimed Income Support on the grounds of his mental ill health but had failed to collect his payment book and had been living "off his wits". His claim had subsequently been cancelled. This was successfully challenged. He also receives an additional weekly sum of a disability premium because of his continuing ill health. He has used his money wisely with the help of a partner and a floating support worker who helps with tenancy sustainment.

## 9. Children and Families Pathway

**Children and families can play a significant role in supporting an offender to make and sustain changes which reduce re-offending. Many offenders' relationships are broken or fragmented as a result of their offending and their families are left bewildered and unsupported, increasing the likelihood of intergenerational offending, mental health and financial problems.**

### **AIMS:**

#### **We aim to:**

- Maintain family relationships to help prevent re-offending
- Encourage the inclusion of life skills, including parenting and relationship skills, within mainstream support for offenders
- Engage VCS and faith communities in supporting children and families
- Develop better material and advice and guidance for children and families
- Develop a strategic regional response to this pathway
- Ensure that the interests of children and families are considered with the implementation of "Every Child matters"
- Recognise that the most prolific offenders are often those with the most challenging lifestyles who require additional help to maintain their family ties

### **Delivery**

The Green Paper, "Every Child Matters"<sup>35</sup> was published for consultation in September 2003 and led to the Children Act 2004. The Act provides the legal framework for a programme of reform in children's services both to safeguard children and to promote their welfare. It is designed

to meet the needs of the most vulnerable, with a fundamental shift from intervention only to much earlier intervention and prevention, i.e. from a reactive to a proactive way of engaging with children. The Act makes it clear that, in addition to direct work with children, there is now significant indirect work to be done with parents and carers to promote the welfare of children.

This links directly with the work on supporting children and families of offenders under the National Delivery Plan.

The Act is the legislative spine to support the reform of children's services. A fundamental requirement is the delivery of five outcomes for children which have been identified as the components



of well-being and the purpose of co-operation between agencies. This Outcome Framework consists of:

- being healthy (physical/mental health and emotional well-being);
- staying safe (protection from harm and neglect);
- enjoying and achieving (education, training and recreation);
- making a positive contribution (the contribution made by children/young people to society);
- achieving economic well-being (social and economic well-being).

There are many examples of good practice and progress in each of these categories in both prison and probation, and within Sure Start and Children's Centres which are aiming to engage offenders in their children's learning and development. This target group will be acknowledged for the first time

in the new children's centres guidance being developed.

The VCS are running many innovative projects, for example, Time For Families in the Eastern Region is a seven year collaboration to improve family ties, which include adult relationships support. Organisations like POPS, PACT and Action for Prisoners' Families are providing support for prisoners' families. ADFAM is working with the Prison Service to improve support for families of drug misusing offenders. A range of VCS initiatives to support family learning have also been funded by DfES including Family Man/Fathers Inside. NOMS is considering what further support to give to embedding some of these programmes. The Parenting Fund has supported three projects with a target group including offenders which aim to improve the experiences of young parents, particularly fathers, supporting them in improving life skills, and developing an understanding of parenting roles and responsibilities.

### **Strategic Regional Approach**

A West Midlands regional pathfinder is being funded through £2m grant over 3 years, from the Invest To Save initiative. It aims to strengthen family ties, support children and families and reduce re-offending by a collaborative approach. It will inform delivery of targeted interventions within a region. It is led by the Regional Offender Manager, working with key partners,

including mainstream agencies and key national and local voluntary organisations.

The partnership is aiming to reduce re-offending by 7 per cent over three years, through the development of prison and community based interventions and information, including:

- increased opportunities for families to support rehabilitation;
- developing local community family support and advice services;
- providing practical support for children and families in maintaining contact and increasing the percentage of children and families visiting prisoners;
- other measures to reduce family breakdown, such as family learning and parenting skills;
- raising awareness by mainstream services of the needs of this group, through training and improved information flows.

It will also target those who are hardest to reach, and BME families.

**KEY OBJECTIVES FOR 2006/07**

<b>Key Deliverable</b>	<b>Partners</b>	<b>Milestones</b>	<b>Date</b>
West Midlands pathfinder to roll-out across the region	VCS, HMPS, Probation, DFES, DWP, LSC, Legal Services Commission, Court Services	Project Rollout complete	April 2006
Evaluation of life skills learning within the OLASS development regions	DfES, LSC, NOMS, VCS	Evaluation completed	August 2006

# 10. Pathway: Attitudes, thinking and behaviour

**There is a considerable international evidence-base on the effectiveness of cognitive skills programmes for offenders. NOMS now runs forty different independently-accredited programmes for offenders and is continuing to develop new programmes where required.**

## **AIMS:**

### **We aim to:**

- Ensure support and promotion of joint work between the prisons and probation
- Support the implementation of Offender Management with better targeting of programmes to improve completion rates and outcomes
- Complete the roll-out of an integrated suite of interventions that are designed to reduce the risk of re-offending, tackle the behaviour of dangerous offenders and work to minimise the risk of harm
- Provide interventions that facilitate greater control and surveillance of prolific and priority offenders, and prioritise this group of offenders for interventions both in custody and in the community
- More closely match interventions that are designed to tackle substance misuse to the offender's treatment needs

Considerable progress has been made on expanding the scope of the “What Works” agenda. The developing evidence base from research and practice has led to an increasing emphasis on an integrated, end to end approach to work with offenders that aim to tackle as full a range of needs as is practicable. New systems and technology such as IAPS and OASys are providing sources of data to inform planning, targeting and evaluation.

NOMS continues to progress an extensive programme of joint work across prison and probation. This includes work to align and expand the portfolio of programmes. There are now 22 offending behaviour programmes accredited for use in prison and 18 for use in the community. The range encompasses general offending behaviour programmes and more specialist interventions, for example for sexual and violent offenders, and substance misuse treatment programmes.

Work continues to extend further a common approach to the operation and implementation of programmes, building on the progress that has already been made. Such work includes ensuring the use of common assessment tools and expanding the range of joint training. A joint project is now underway to develop a new model for training and ongoing development of programme staff. Another joint project is being established to develop a revised

approach to auditing the quality of programme delivery.

The enhancement of diversity within programme design and delivery continues to be a focus of this work.

In the community the major developments have been the roll out of the Integrated Domestic Abuse programme (IDAP), and the Community Domestic Violence programme (CDVP). Work in relation to domestic violence will now focus on going to scale in terms of delivery and contributing to the wider policy decisions.

Developmental work is underway to enhance the delivery of programmes to substance using offenders.

In HMPS work continues on the development and piloting of a programme for short term prisoners and the development of a programme for high risk violent, substance misusing women offenders. The service has also developed a short motivational package which is being piloted in custody and the community.



## Performance Measures 2006/07

- The number of DTTO/DIR completions
- The number of ICCP completions
- The number of successful completions of ECP/Unpaid work
- The number of programme completions (community)
- The number of offending behaviour programmes in public and contracted prisons, including sex offender treatment programmes
- The number of drug treatment programmes completed in prisons including public prisons and contracted prisons

### KEY OBJECTIVES FOR 2006/07

Key Deliverable	Partners	Milestones	Date
Update and oversee implementation of a joint "Effective Interventions Strategy"	NOMS	Establishment of NOMS Interventions Board	Autumn 2005
Review the existing portfolio of interventions and propose interventions or activities to be commissioned, to meet the identified gaps in provision	NOMS	Establish TOR for review of Effective Interventions Strategy Undertake and complete review	Autumn 2005 March 2006
Prison and Probation Services to develop joint training and a core competence approach to tutor training	NOMS	Generic training available for delivery	April 2006
Develop a joint strategy for the development of programmes for women	NOMS	CARE programme to be put to Correctional Services Accreditation Panel for advice and accreditation	November 2006 (for advice) March 2007 (for accreditation)

### **Case Study**

Philip has spent 29 years in and out of prison, and was released from HMP Leeds in 2001 following a 4 year sentence. Prior to release Philip participated in an anger management programme run by the Prison Service. He said, “this taught me listening skills and to understand other people’s point of view, something I had never been bothered about before”.

On release Philip was collected by his Probation Officer and taken to Foundation Housing, a partner agency, who offered him a tenancy in Leeds and ongoing housing support.

4 years on, Philip has maintained his accommodation and remained out of custody. He is a Customer Board Member at Foundation Housing, where he participates in Board meetings, contributing to business planning and undertaking quality audits.

Philip says “my flying start has given me the self confidence to stay out of prison, and opened up tremendous opportunities for me”





# Annex A

## Reducing Re-offending National Action Plan

### Key Action Area: Framework for reducing re-offending

<b>Develop and implement multi-agency regional strategies</b>
<b>By April 2005</b>
<b>Progress</b>
Six English regions have published strategies to reduce re-offending within their regions, and the remaining regions will publish before the end of the year. These follow the pathways set out in the National Action Plan, reflecting local priorities which have been identified within the regions. A pathfinder for Wales has been developed and the final report is expected shortly.

<b>Develop an effective case management approach</b>
<b>Action Point: North West to pilot through the gate case management. From July 2004 South West to design and pilot a Going Straight contract. From June 2004</b>
<b>Progress</b>
<ul style="list-style-type: none"> <li>• North West Pathfinder established Oct 2004. Action Research study of the pathfinders published in June 2005. There has been a positive response from both practitioners and offenders.</li> <li>• An interim (year 1) research report for the Going Straight contract pilot in the South West is expected shortly.</li> </ul>

<b>Establish processes through which agencies can communicate with each other</b>
<b>2004/05</b>
<b>Progress</b>
<p>Developments include:</p> <ul style="list-style-type: none"> <li>• Connecting OASys nationally so that prisons and probation can share data by April 2006.</li> <li>• The NOMIS Implementation Team, which is developing a new IT system for NOMS, is mapping pathways, identifying what is needed by whom, from whom, and when.</li> <li>• Work to implement the Children Act, including development of cross government guidance on sharing information on children and young people.</li> <li>• For Prolific and other Priority Offenders, an information sharing protocol has been placed on the website.</li> <li>• The Government is also considering whether any provision is needed in forthcoming legislation to support appropriate information sharing for the management of offenders.</li> </ul>

### Be responsive to the diverse needs of individual offenders

#### Progress

A framework document for the regions will be issued for consultation in Autumn 2005.

### Working with juvenile offenders

#### Progress

- A National Juvenile Resettlement Steering group has been established to lead on the development of a national youth resettlement action plan, and to provide a joint policy steer on youth resettlement. All key Government departments are represented, alongside some voluntary sector and practitioner involvement.
- Seven working parties have developed the youth resettlement pathways (ETE, accommodation, substance misuse, health, families, finance and debt, and case management). A regional resettlement mapping was undertaken, identifying issues, gaps and some evidence of good practice. The results were included in the pathway working groups.
- Youth Resettlement Action Plan completed, setting out action at a national, regional and local level, mirroring the adult action plan.

## Key Action Area: Accommodation

### Short-term action: Identification of housing needs

**Action Point: Map and analyse existing provision in Prison, Local Authorities and Probation areas.  
By Summer 2004**

#### Progress

Prison and Probation Service have completed analysis of provision. Evaluation of Local Authority Homelessness Strategies also completed *Local Authorities' Homelessness Strategies: Evaluation and Good Practice* (November 2002)  
[[http://www.odpm.gov.uk/stellent/groups/odpm\\_homelessness/documents/page/odpm\\_home\\_032970.hcsp](http://www.odpm.gov.uk/stellent/groups/odpm_homelessness/documents/page/odpm_home_032970.hcsp)]

**Action Point: 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.  
By July 2004**

#### Progress

Data collated.

**Action Point: Develop and pilot a single housing needs assessment tool to underpin OASys for use by Prison, Probation and Local Authorities.  
By July 2004**

#### Progress

Stage 1 was implemented in April 2005 with piloting of an assessment tool.  
Stages 2 & 3 will be developed by March 2006

**Action Point: Develop timetable to introduce a measure at the induction stage of imprisonment to establish whether existing tenancies have been sustained or efficiently closed down.  
By September 2004**

**Progress**

In April 2005, a shadow Key Performance Target was introduced for local prisons requiring them to assess immediate housing needs of newly received prisoners, including those on remand or serving short sentences, to sustain, transfer or close down tenancies and Housing Benefit claims.

**Action Point: Initiate four local area projects to improve accommodation outcomes for offenders in Bristol, Birmingham, Liverpool and Camden focusing initially on Street Crime Offenders.**

**Progress**

Evaluation reports received from Birmingham and Camden. Camden pilot has been mainstreamed through the development of the Comprehensive Rent Deposit Model work, and is informing future policy on joining up services for ex-offenders with drug misuse problems. The other projects were not taken forward because of the new focus on prolific and other priority offenders.

**Short-term action: Increase the number of offenders released with known address**

**Action Point: Introduce a Key Performance Indicator (KPI) for the Prison Service from April 2004 to increase the number of people released from prison that have somewhere to live. This will be backed by guidance on effective housing interventions.**

**Progress**

Achieved. Accommodation Practice Document issued September 2004. A full KPI implemented from April 2005.

**Action Point: Reissue Homelessness Code of Guidance to Local Authorities, which will expand guidance on assessing Priority Need under the homelessness legislation and the role of Local Authorities and other agencies that work with them in preventing homelessness among ex-offenders.**

**Progress**

Delayed awaiting conclusions of the Select Committee Inquiry into Homelessness and publication of the Government's Homelessness Strategy. Revised guidance to be issued to local authorities by the end of 2005.

**Medium term action: Housing Advice**

**Action Point: Develop joint NOMS/LA housing advice services as part of homelessness strategies.  
By April 2005**

**Progress**

The Community Gateways pilot in the South West (see below) will be the vehicle for developing joined-up services.

**Action Point: Evaluate the effectiveness and develop further the use of community schemes such as mentoring.**

**By 2005**

**Progress**

- Ongoing work with Supporting People team to analyse Supporting People 5 year strategies, which show high levels of prioritisation for offender linked services.
- ODPM has supported a number of models (St Mungo's, St Giles Trust, Depaul Trust) which involve a package of support focusing on prevention. This approach will be piloted for drug misusing offenders in the 12 selected DAT areas.
- Community Gateway (see below) will also pilot this approach in South West.

**Action Point: Review whether additional research or guidance is needed around offenders' accommodation needs.**

**To begin Autumn 2004**

**Progress**

- HO/ODPM collecting evidence on the way applications for accommodation by offenders are managed. They will report in January 2006.
- Will consider further research in the light of this, and the evaluation of Homelessness Strategies.
- We will then issue good practice guidance in addressing the needs of offenders on release from prison or serving sentences in the community.

**Action Point: Issue guidance to ensure more effective use of Release on Temporary Licence to attend housing interviews.**

**Progress**

- The Prison Service recently completed its review of temporary release policy and is due to publish new guidance by the end of the year. This will enable Governors to better tailor temporary release to meet the needs of individual prisoners.

**Action Point: Issue guidance to improve information sharing between NOMS and local authority social services and housing departments.**

**Progress**

- HARP protocol implemented in the North East and other regions developing similar approaches ([www.harpprotocol.com](http://www.harpprotocol.com))
- Experiences will be drawn together to inform toolkit for the regions.
- Plan to issue further guidance by March 2006.

### Longer Term Accommodation Strategy

**i) Establish housing advice in all relevant prisons to enable housing needs assessment to take place at induction and to trigger relevant action.**

#### Progress

Over 120 prisons now have Housing Advice provision.

**ii) Accommodation Co-ordination Referral Units.**

#### Progress

NOMS will be testing out proposals for Community Gateways to deal with offender accommodation in the South West Region. These will aim to reduce homelessness and re-offending within the region, by creating strategic partnerships with accommodation providers. They will be located in the areas to which prisoners are returning to live, but will also deal with the needs of those serving sentences in the community. Early priorities will include Prolific and other Priority Offenders, women and those serving short sentences.

## Key Action Area: Employment Training and Education

**Development of a new integrated learning and skill service to bring together both education and training for offenders in custody and in the community, which focuses on individual offenders.**

#### Action Point:

- **Development in three regions in 2004/05 – with view to roll-out in 2005**
- **New arrangements for partnership working between DfES, LSC NOMS, Prison & Probation Services**
- **Publish a policy framework for the new partnership work on learning and skills for offenders in the community.**

#### Progress

- After a period of partial prototyping of elements of the new service during the first half of 2005, three Development Regions (South West, North West and North East) went live on 1 August 2005, providing the new end-to-end offender learning and skills service.
- The commissioning process has led to a range of lead public and private sector providers, including some excellent mainstream education providers who have made a forceful entry into the offender learning arena. The tender evaluation arrangements have provided a particularly good example of the strength and power of partnership arrangements at local level between the LSC, NOMS, Prison and Probation Services, YJB and Jobcentre Plus.
- Operational and Policy Framework documents, for partnership work on learning and skill for offenders under supervision in the community, were published in 2004. With the introduction of NOMS and the OLASS arrangements, a policy framework addressing the needs of only one group of offender learners is no longer relevant in a context that aims to join up the service. A new Accountabilities Framework covers both custody and community and sets out the means by which the Regional Offender Manager and LSC commissioning arrangements will reinforce and support each other at regional level. This activity supersedes the original action point by recognising and pursuing a different way forward.

**Action Point: Develop a strategy for a more coherent information and advice service for offenders in prison and in the community and plan learning in custody and after release.**

**Progress**

- In Autumn 2004 two reports were published on Information and Guidance (IAG), supporting offenders in custody and the community. The reports were based on extensive consultation with local providers, Prison and National Probation Service areas. The Skills White Paper – Skills: getting on in business, getting on at work, also contains a section on developing IAG services.
- The new learning and skills delivery arrangements, in place in the three Development Regions from August 2005, see an early, intense focus on assessing an offender's learning and skills needs, formulating those into an individual learning plan, and ensuring those needs are met as part of the journey through the criminal justice system. Ensuring those plans – and information on progress against them – is a critical part of the new service.
- NOMIS, the new ICT system for NOMS, will in due course fulfil this data exchange function. In the meantime, the LSC's Individual Learner Record arrangements deliver part of the required data functionality. It is, however, only a partial solution and we are working intensively to develop a more sophisticated, though still interim, solution pending the introduction of NOMIS.

**Action Point: Integrate vocational training into education in prisons to build a new learning and skills service.**

**Progress**

- A key aspect of the new offender learning and skills delivery arrangements is the way it joins up provision within the custodial setting and then from the custodial setting on into community and mainstream provisions. The new arrangements introduce holistic oversight and delivery of the 'education' and 'vocational training' aspects of learning and skills in prison.
- OLSU is working with the Prison Service Enterprise & Supplies Services to introduce accredited training into industries workshops, through a pilot scheme in the South West. The pilot, which is funded by the West of England Learning and Skills Council until April 2006, will:
  - develop a regional strategy for prison industries enabling them to respond better to the needs of employers and offenders;
  - ensure that prison industries increase opportunities to embed learning within establishments;
  - ensure that training in prison industries matches local employment opportunities and needs.
- Vocational training is an important part of the new integrated service for prisoners and other offenders. During 2004/05, Skills for Life Strategy Unit (SfLSU) at DfES funded additional literacy and numeracy delivery in 60 prisons to embed these skills into vocational training, such as horticulture, industrial cleaning, painting and decorating and textiles.
- Occupational training is being delivered in about half of industries workshops, of which one third are also delivering literacy and numeracy qualifications.



**Action Point: Improve the standards of learning and training in prison.**

**Progress**

- The Ofsted/Adult Learning Inspectorate Common Inspection is now used as the basis for all inspections of learning and skills in prisons and those delivered in the community by LSC funded providers such as further education colleges.
- The National Quality Improvement Strategy has been implemented, addressing the areas of weakness identified in thematic reviews of offender learning and skills, including:
  - leadership and management training;
  - supporting prisons that fail ALI inspection;
  - gathering and sharing of good practice;
  - a range of projects to improve Skills for Life delivery in the community.
- The Prison Service in every establishment employs Heads of Learning Skills, funded by the Offenders' Learning and Skills Unit at DfES. Although starting from a relatively low base, Adult Learning Inspectorate inspection reports are showing an improvement in the quality of management reports and an improvement in the quality of management and leadership in offender learning and skills delivery arrangements.
- *The Offenders' Learning Journey*, the specification for the new delivery arrangements in custody and community, describes a high quality service and places significant demands on providers to deliver at that level.

**Action Point: DWP, Jobcentre Plus, Home Office and the 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.**

**Progress**

- Agreement has been reached to support effective joint working between Jobcentre Plus and the Probation Service (NPS) to support the introduction of the new sentencing framework, particularly community sentences.
- Staff guidance has been produced and distributed to Jobcentre Plus and key NPS managers, ensuring that potential conflicts between sentence plans and benefit regulations are minimised, and to encourage offenders to take advantage of Jobcentre Plus provision.
- National Probation Directorate has issued guidance to NPS areas on the use of an Employment, Training and Education requirement within Community Orders.
- NPS are piloting an employment target of 15,000 offenders finding work or vocational training for over 4 weeks during their statutory period of supervision.

**Action Point: Employer Engagement – Develop a strategy to make an effective business case for considering ex-offenders as employees.**

**Progress**

- A programme of work is underway to ensure employer involvement in the delivery of vocational training for offenders, as part of the integrated learning and skills project.
- The aim is to establish pathways that link vocational training and employment programmes more closely with labour market needs and employer requirements. This will link closely to the new Corporate Alliance, and we will publish an NOMS Employer Engagement Strategy this Winter, building on this approach.

**Key Action Area: Health**

**Action Point: Development of a service wide strategy for offenders in the community in consultation with key stakeholders.**

**2004/05**

**Progress**

Now being taken forward as part of a new project that is being led by Health Partnerships “Improving health and health services for offenders in the community”. Key delivery milestones achieved include:

- the scope of the project and governance arrangements established; and
- four key workstreams underway.

**Action Point: Issue Guidance on improving continuity of care.**

**November 2005**

**Progress**

A Prison Service Order has been developed through consultation with a wide range of stakeholders, focusing on the vulnerable points of a prisoners’ journey into and out of custody, and ensuring that arrangements are in place to maximise continuity of care. A draft of the Continuity of Care PSO went out for formal consultation in May. Following consultation, the final version of the PSO has been approved for issue in Autumn 2005.

**Action Point: Prisoners to be given practical advice on how to access healthcare and register with a GP on release.**

**By Autumn 2004**

**Pilot pro-active approaches to improving access to healthcare services for prisoners on release.**

**In 2004**

#### **Progress**

Prisons were issued with guidance in July 2004 that they should provide lists of local GPs to prisoners prior to release. This included advice on issuing prisoners with NHS direct information, how to assist prisoners in applying for NHS prescription exemption certificates, and advice suggesting that healthcare staff consult with the resettlement unit or housing advice unit at their establishment on the use of medical references for vulnerable prisoners. This will be re-iterated in the forthcoming Continuity of Care for Prisoners PSO.

There have been problems with establishing the pilots on improving links between prisoners and primary care on release. Prison Health is currently considering more focused options for taking this forward. Negotiation is currently underway with potential pilot sites, one working with a PCT that hosts a prison, and the other working with a non-host PCT. This work will now be taken forward under the new project, Improving Health and Health Services for Offenders in the Community.

#### **Establish scope for improvements in healthcare information sharing.**

##### **Action Point:**

- **Work will focus on interfaces with prison health services and effectiveness of existing local protocols.**

**By October 2004**

- **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.**

**In 2004**

#### **Progress**

As part of the Prison Health IM &T Programmes, the Information Governance Working Group was established in April 2005 to examine health information sharing. The Group is chaired by NHS Connecting for Health, and is developing a self-assessment toolkit for organisations to assess their readiness to share healthcare information as well as providing detailed guidance notes to enable organisations to improve their performance. For example: "Does the Prison/PCT ensure that all managers and all staff responsible for health records attend a formal training programme in Health Record Management?"

These indicators will be piloted in a number of prisons and will form part of the NHS Connection for Health Information Governance Toolkit from April 2006 if they prove successful.

A recent Training Needs Assessment reviewed the ability of prison healthcare staff to respond to developments in patient record and knowledge management, covering knowledge of computers and clinical information, and attitudes to technology. Findings were positive but suggested that further work is needed on management of patients' records and issues of consent and confidentiality in relation to treatment and information sharing. Prison Health Training is working with stakeholders to develop the SECURE pack, with guidance and an extensive electronic resource covering these issues.

As part of the NHS Connecting for Health IM&T programme, full training will be given to meet the needs of healthcare staff.

**Action Point: Developing guidance for healthcare staff to maximise the healthcare contribution to rehabilitation.**

**2004/05**

**Progress**

Prisons were issued in July 2004 with advice to healthcare staff on consulting with their local resettlement or housing advice units regarding the use of medical references for vulnerable prisoners. This advice is reinforced in a new PSO on Continuity of Care. Further more detailed work is planned on the developing guidance on the content of medical references and how best healthcare staff can contribute to ensuring that appropriate accommodation is available for individuals, from Summer 2005.

**Action Point: NHS Women's Mental Health Strategy and a national service framework.**

**2004/05**

**Progress**

- A major research project on the Health of Women in Custody now completed jointly with Oxford University. This is being written up for publication in January/February 2006, and will inform future work.
- Similar project for Juvenile Girls also complete.
- Joint guidance document with NHS NIMHE on Women's mental health in prison has been produced, and is expected to be published this year.
- Prison Service guidance issued on how to manage women with a disclosed history of abuse. This will link into the wider Women's Mental Health strategy work and the wider NHS work programme on this subject.

**Key Action Area: Drugs and Alcohol**

**Action Point: Review of CARATs to ensure a more comprehensive service for all prisoners.**

**Progress**

- A revised specification was completed and successfully informed the new generation of drug services contracts that were introduced in May 2005.
- CARATs Practice Manual published in Summer 2005. The CARATs Review Report was published alongside this.

**Action Point: Substance misuse and offending relating to female offenders.**

**Progress**

- Additional funding has been made available to increase numbers of staff delivering CARAT services in 5 women's prisons, to meet their needs.
- In November 2004 the Women's Team of the Prison Service appointed a Drug Treatment specialist to develop accredited programmes for women. An adapted P-ASRO (Prison – Addressing Substance Related Offending) has been developed and is suitable for adults and younger offenders. All accredited drug programmes have now been reviewed including Action on Drugs.
- The CARATs Practice Manual published in Summer 2005 will be updated in March 2006 to include specific information on differential needs and gender differences. This will help CARAT workers respond appropriately to different situations.

**Action Point: Development of a Short Duration Drug Treatment Programme (SDP) for short-term prisoners. Piloted in 2004/05**

**Progress**

- Successfully piloted during 2004/05.
- The 4-week programme offers a drug service, primarily for short-term prisoners, whose time in custody would normally preclude engagement in intensive drug rehabilitation programmes that take 12-18 months to deliver. In the first quarter of 2005/06 there were over 1,100 programme starts, with a 66 per cent success rate.
- 31 establishments are running the course, rising to 34 by March 2006.
- Provision for short-term prisoners goes beyond drug rehabilitation programmes alone and they continue to benefit from wider drug interventions including detoxification and maintenance prescribing programmes and CARATs. Some short-term prisoners are also able to engage with P-ASRO (Prison-Addressing Substance Related Offending) on a 6-week drug rehabilitation programme.

**Action Point: Undertake a joint pilot to develop a supportive strategy for short-term prisoners who have had substance misuse problems (Prospects Programme). In 2004/05**

**Progress**

- 3 pilot sites in Preston, Bristol and Exeter will receive their first intake in the autumn of 2005. The remaining 2 sites in Bristol (female) and Merseyside will open in 2006.
- Clients will complete a 12-week residential programme in the approved premises. During their stay they will complete offender behaviour work, drug misuse and skills for living courses and will receive assistance in securing accommodation.
- On departure and for a further 26 weeks enhanced support will be available to participants such as maintaining tenancy, relapse prevention and community integration (employment, training and education).

**Action Point: Prison Service and National Probation Service to introduce Alcohol Strategies.**

**Progress**

- The Alcohol Strategy for prisoners was launched on 17 December 2004, providing a benchmark against which prisons can formulate a response to alcohol misuse, covering both treatment interventions and alcohol testing. An Alcohol Treatment Interventions Good Practice Guide supports the strategy. Changes made to Prison Rules will allow prisoners to be tested for alcohol. The Probation Service is developing a delivery strategy which will complement this work and support the implementation of the new Alcohol Treatment Requirement.

## Key Action Area: Finance Benefit and Debt

**Action Point: Look at standardising the Discharge Grant for all prisoners leaving custody and review scope for index linking.**  
**September 2004**

### Progress

Project completed. New Prison Service Instruction (PSI3205) issued April 2005 detailing new discharge grant arrangements which include:

- (i) standardised grant of £46 for all prisoners aged over 18 and serving a minimum of 14 days imprisonment.
  - (ii) the withdrawal of the higher rate grant (known as the NFA grant) thereby stopping fraudulent grant applications.
  - (iii) the facility for prisons to award up to a further £50 to help secure accommodation for prisoners on release.
- HO and DWP Ministers are considering whether anything further is needed to bridge the finance gap between release from prison until first benefit payment.

**Action Point: Undertake further work to examine the possibility of easing access to social fund loans for ex-prisoners.**  
**Summer 2004**

### Progress

- Jobcentre Plus has taken steps, through national and regional social fund network groups, to ensure that guidance on this issue has been properly communicated and acted upon.
- Social Fund national focus group to recommend by end of year whether any further communication or enforcement action is necessary to ensure access to crisis loans for ex-prisoners.
- Any further decisions on changes to Social Fund legislation will be taken in the light of work underway to evaluate the impact of changes made to both guidance and operations.

## Improved access to financial services and advice for offenders

**Action Point: Pilot scheme to help serving prisoners set up a bank account.**  
**To begin 2004/05**

### Progress

A partnership has been agreed with Halifax Bank of Scotland and UNLOCK to offer 900 basic bank accounts to sentenced prisoners. Pilots to support this are underway at HMP Cookham Wood and HMP Coldingley.

**Action Point: National Probation Service to work to provide improved access to financial services and advice for offenders.**

**2004/05**

**Progress**

Audit of work in probation areas has taken place. Good Practice guidance was published in Summer 2005. This:

- provides an overview of the context of finance, benefit and debt work in probation areas;
- highlights the principles required to underpin any delivery system;
- recommends best practice issues;
- sets out the responsibilities of staff at various grades; and
- considers different models of delivery based on experience from Probation Areas.

In the South West, SWing has been funded to develop an electronic money management tool for offenders. They are working with Manchester Metropolitan University. The project will report in January 2006.

**Key Action Area: Children and Families of Offenders**

**Action Point: Implementation of the Green Paper will be the main vehicle for ensuring that the needs of children and families of offenders are met.**

**The interests of children and families will be considered within the emerging strategy for supporting families.**

**2004/05**

**Progress**

The DfES Parents Strategy is being considered by Ministers. "Respect" has been identified as a key priority. Central to the strategy is a three tier approach looking at universal, targeted and intensive specialist services. A major part of this is around the Respect agenda and how we can increase and improve access to parent and family support in order to prevent anti social behaviour.

**Action Point: Examine barriers to information sharing between different parts of the CJS.**

**2004/05**

**Progress**

A regional pathfinder project, the aim of which is to establish a multi-agency approach to working with the children and families of offenders, is currently getting under way, with Invest-to-Save funding, under the aegis of the Regional Offender Manager for the West Midlands. Information-sharing will be given a high priority.

**Action Point: Determine how to ensure that information about a prisoner's family circumstances is captured systematically at all points from arrest to imprisonment to release.**

**2004/05**

**Progress**

This will also be taken forward as part of the West Midlands Regional pathfinder.



**Action Point: Develop material for children's visits to prison, including information for children.  
2004/05**

**Progress**

HMPS commissioned and supported KIDS VIP to produce a good practice guide for children visiting prisons – launched on 15 June 2005. It is a comprehensive guide for policymakers, operational staff and service providers providing information, training advice, checklists, draft policies etc. A template information booklet for visitors to prison has been produced and disseminated to all establishments, with a view to individual establishments customising it with local information. A good practice guide on visiting arrangements has also been developed. Both these documents aim to improve visiting arrangements, which will benefit children and specific reference to the needs of children has been made. NOMS has also supported Action for Prisoners' Families and the Eastern Region Families Partnership in publishing material for the children of prisoners.

**Action Point: DfES 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.  
Over next 3 years**

**Progress**

LSC highlighted family learning initiatives in the invitation to submit proposals for prototypes in the Developing Regions for the new Offender Learning and Skills Service. OLSU and LSC are considering proposals received. OLSU published consultation paper on the Unit's website on Wider Education Interventions, seeking views on extent to which appropriate family learning can contribute to a reduction in recidivism (see website at [www.dfes.gov.uk/offenderlearning/init\\_p.cfm?ID=45](http://www.dfes.gov.uk/offenderlearning/init_p.cfm?ID=45) )

A range of VCS initiatives have also been supported, including:

- Family Man/Fathers Inside – developed by *SafeGround* with funding provided by OLSU as family learning programmes. Independent research has identified additional benefits to students, as students have been motivated to engage in other types of education. OLSU funded a symposium to help share good practice and promote improvement. NOMS is considering what further support to give to embedding these programmes.
- *SafeGround* – also awarded a Strengthening Families/ChangeUp grant in 2005 to support infrastructure development and service delivery.
- Time for Families – is being funded by HMPS in the South West to run adult relationship support courses.
- Campaign for Learning – Family Learning Network – funded from LSC, has identified chosen offenders as one of 4 priority groups for 2005-06. It aims to provide support, share good practice, and promote further learning opportunities to offenders and their families.
- The Eastern Region Families Partnership Project, Time For Families, funds parenting courses in establishments within the region.

Other progress includes:

- Parenting Fund has funded 3 projects with a target group including offenders which aim to improve the experiences of young parents, particularly fathers, supporting them in improving life skills, and developing an understanding of parenting roles and responsibilities.
- Children's centres-As a result of the provisions of the Criminal Justice Act 2003, a higher proportion of offenders will receive part or non custodial sentences. This presents an opportunity to children's centres to engage offenders in their children's learning and development. This target group are acknowledged for the first time in the new children's centres guidance, which is being developed.

**Action Point: 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.**

**2004/05**

**Progress**

An outline framework has been developed to provide a structure for reporting current probation activity. A scoping exercise was held, with a survey of work in relation to the Children Act. Findings were published in Probation Circular PC22/2005. The Circular contains a summary of the West Midlands pilot project (see below) and information provided by twenty nine Areas. NOMS also contributed to a workshop at a voluntary sector led (Action for Prisoners Families) Children & Families conference in April 2005.

**Action Point: Work will examine the possibility of working with a particular region to establish best practice.**

**2004/05**

**Progress**

- See above – West Midlands regional pathfinder is being funded through £2.04m over 3 years, from the Invest To Save initiative.

## Key Action Area: Attitudes, Thinking and Behaviour

### A joint work plan has been developed between the prison and probation services

**Action Point: 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.**

**The Services are working closely together to develop strategies to enhance the effectiveness of programmes including reviewing:**

- the targeting of programmes and revising and refining guidance;
- distribution and location of programmes; and
- the approach to auditing the quality of delivery.

**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, treatment change and research on factors linked to offending and the range of interventions.**

### Progress

A business case has been produced for the development of new Offender Behaviour Programmes (OBPs). Considerable progress has been made on expanding the scope of joint prison and probation training and a project has been established to develop a modular approach to common elements. Revised guidance on targeting of general OBPs has been issued. Psychometric tests for general offending behaviour programmes used by the two services has also been reviewed, simplified and aligned.

HMPS undertook a review of the location and distribution of OBPs across the prison estate (2003/4) and implemented the recommendations (2004/5). As a result, some resources were moved from general OBPs to drug programmes, and a focus on regional provision has been developed.

NPS now profiles its delivery of programmes based on area need. Each Probation area now has the ability to choose from a comprehensive suite of programmes.

A revised model for audit of OBPs has been developed, to provide the basis for a common approach which maintains a focus on compliance with standards, and fosters continuous development and improvement. The model was endorsed by the Correctional Services Accreditation Panel (CSAP) and a project is planned to develop the supporting standards and methodology. A common system for video monitoring of the quality of delivery of OBPs has also been implemented. The services have undertaken a joint review of Enhanced Thinking Skills, taking account of the implications for other general OBPs and are engaged in the consequent programme of work.

## Programmes specifically for female offenders

**Action Point: The Women's Team in 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.**

### Progress

Includes:

*Programme for violent female offenders – CARE (Choices Actions Relationships & Emotions)*

The first pathway pilot was completed in April 2005 at Cookham Wood. Advice received from CSAP in March 2005 was very encouraging. CARE targets women who present a medium to high risk of reconviction for violent and/or substance related offending, working on emotions, relationships and motivation; with individual mentoring provided by a non-statutory agency continuing post-release.

Work on completing the programme manuals is now underway and it is anticipated that the programme will be submitted to the CSAP for accreditation in early 2007.

FOR ...a Change (Focus on Resettlement for Women)

FOR is a motivational and resettlement programme, which has a post-release supervision element and is designed to fit with Custody Plus and be available for women serving short sentences. 3 pathfinder pilot sites are operational in female establishments (Holloway, Low Newton and Bronzefield). FOR is also forming part of PS Plus at Styal.

100 women completed the programme in 2004/5. First formal review of modifications for women undertaken in summer 2005.

Short motivational package.

This programme has been delivered to a diverse range of offenders, including women at HMP Downview in 2004. It can be delivered to offenders serving very short sentences and on remand. It will also be delivered at Styal as part of PS Plus.

Good practice guidelines have been developed based on findings of a literature review of support for women who have suffered abuse.

# Appendix 1

## Glossary of Acronyms

<b>ACPO</b>	Association of Chief Police Officers	<b>HARP</b>	Housing and Returning Prisoners
<b>AdFLAG</b>	Adult Financial Literacy Advisory Group	<b>HMPS</b>	Her Majesty's Prison Service
<b>ALI</b>	Adult Learning Inspectorate	<b>HNIA</b>	Housing Needs Initial Assessment
<b>ATR</b>	Alcohol Treatment Requirement	<b>HO</b>	Home Office
<b>A&amp;E</b>	Accident and Emergency		
		<b>IAPS</b>	Interim Accredited Programme Software
<b>BME</b>	Black and Minority Ethnic	<b>ICCP</b>	Intensive Change and Control Programme
		<b>IDAP</b>	Integrated Domestic Abuse Programme
<b>CARAT</b>	Counselling, Assessment, Referral, Advice and Throughcare	<b>IDTS</b>	Integrated Drug Treatment System
		<b>IPCC</b>	Independent Police Complaints Commission
<b>CDRP</b>	Crime and Disorder Reduction Partnership		
<b>CDVP</b>	Community Domestic Violence Programme	<b>JCP</b>	Jobcentre Plus
<b>CJIT</b>	Criminal Justice Integrated Team		
<b>CJS</b>	Criminal Justice System	<b>LA</b>	Local Authority
<b>CPRO</b>	Community Punishment and Rehabilitation Order	<b>LGA</b>	Local Government Association
		<b>LSC</b>	Learning and Skills Council
<b>CRO</b>	Community Rehabilitation Order	<b>LSCB</b>	Local Safeguarding Children Board
<b>DAT</b>	Drug Action Team	<b>MAPPA</b>	Multi-Agency Public Protection Arrangements
<b>DfES</b>	Department for Education and Skills	<b>MAPPOM</b>	Multi-Agency Prolific and other Priority Offender Management
<b>DH</b>	Department of Health		
<b>DIP</b>	Drug Interventions Programme	<b>NACRO</b>	National Association for the Care and Resettlement of Offenders
<b>DIR</b>	Drug Interventions Record		
<b>DRR</b>	Drug Rehabilitation Requirement	<b>NFD</b>	National Framework Document
<b>DSD</b>	Drug Strategy Directorate	<b>NHS</b>	National Health Service
<b>DSPD</b>	Dangerous and Severe Personality Disorder	<b>NOMIS</b>	National Offender Management Information System
<b>DTTO</b>	Drug Treatment and Testing Order		
<b>DWP</b>	Department for Work and Pensions	<b>NOMS</b>	National Offender Management Service
		<b>NPD</b>	National Probation Directorate
<b>ETE</b>	Education Training and Employment	<b>NPS</b>	National Probation Service
<b>ECP</b>	Enhanced Community Punishment	<b>NTA</b>	National Treatment Agency
		<b>NVQ</b>	National Vocational Qualification
<b>FAS</b>	Financial and Advice Services		
		<b>OASys</b>	Offender Assessment System
<b>GLA</b>	Greater London Authority	<b>ODPM</b>	Office of the Deputy Prime Minister
<b>GO</b>	Government Office	<b>OfSTED</b>	Office for Standards in Education
<b>GOSW</b>	Government Office for the South West		

<b>OLASS</b>	Offenders' Learning and Skills Service
<b>OLSU</b>	Offenders Learning and Skills Unit
<b>PACT</b>	Prison Advice and Care Trust
<b>PCT</b>	Primary Care Trust
<b>PDU</b>	Problematic Drugs User
<b>POPS</b>	Partners of Prisoners
<b>PORT</b>	Prolific Offending Reducing Team
<b>PPOs</b>	Prolific and other Priority Offenders
<b>PRT</b>	Prison Reform Trust
<b>QIA</b>	Quality Improvement Agency
<b>RDA</b>	Regional Development Agency
<b>RDS</b>	Research Development and Statistics
<b>ROMS</b>	Regional Offender Managers
<b>RSL</b>	Registered Social Landlord
<b>SLA</b>	Service Level Agreement
<b>SP</b>	Supporting People
<b>TOR</b>	Terms of Reference
<b>VCS</b>	Voluntary and Community Sector
<b>YJB</b>	Youth Justice Board

# Appendix 2

## List of References

- 1 National Reducing Re-Offending National Action Plan, published July 2004  
<http://www.noms.homeoffice.gov.uk/news-publications>  
or <http://www.homeoffice.gov.uk/justice/sentencing/rehabilitation/index.html>
- 2 Reducing Re-Offending by Ex-prisoners, published 2002  
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