



Yorkshire & Humberside

# Reducing Re-offending Action Plan - Refresh

Consultation Document  
November 2006 - February 2007

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# Reducing Re-offending Action Plan - Refresh November 2006

Consultation Document

## Foreword by Paul Wilson

It is now twelve months since the launch of the first action plan to reduce re-offending in Yorkshire and Humberside. This consultation document sets out NOMSs plans to progress this key piece of work over the next three years.

First of all, I thank all the people and organisations who have been instrumental in the achievements of the last year, which are set out in this document, and trust in your continuing support and involvement.

Reducing crime and re-offending, and protecting the public are critical activities not only for NOMS but for many organisations and partners. Reducing re-offending contributes to the safety and quality of life of those who work and live in this region.

The range of agencies involved in the delivery of the plan is large. To succeed, this plan requires an effective partnership approach, building alliances between organisations who can bring resources, influence and expertise to the complex task of reducing re-offending.

I wish to emphasise the critical link between the NOMS Regional Commissioning Plan and the gaps and successes that are highlighted within the Regional Reducing Re-offending Action Plan. I anticipate developing the role of NOMS as a co-commissioner of services in the future, and I recognise the importance of identifying and progressing our shared agendas. Finally, having very recently commissioned the 'Together Women Programme' within the region, we will learn from that experience as we develop a full commissioning role for NOMS in the future. This initiative brings significant new resources to the region targeted towards a core group of offenders who have been marginalised in the past. I anticipate building on this to ensure the relevance and accessibility of services to meet the specific needs of our diverse offender population.

I look forward to receiving your responses to the consultation and developing a final revised action plan to launch in April 2007.



Paul Wilson  
Regional Offender Manager  
Yorkshire and Humberside

# 1. Introduction

This consultation document sets out achievements to date within Yorkshire and Humberside, takes account of lessons learnt, evidence of unmet need and effective practice, and suggests priority areas of focus to achieve reduced re-offending over the next 3 years.

Over a period of three months, up to February 2007, responses are invited to a series of questions, following which a final 3 year Reducing Re-offending Action Plan will be produced and launched in April 2007.

The consultation is targeted towards any citizens and organisations for whom achieving reduced re-offending is of interest, including; NOMS organisations with a primary purpose of reducing re offending; public, private and third sector organisations who share responsibility for the safety and sustainability of local communities, and for ensuring that offenders fulfil their potential and contribute to the enrichment of society; offenders and the families of offenders for whom services must be relevant and accessible; victims of crime and offenders who themselves have been victims, and the broader Criminal Justice System with responsibility for ensuring that scarce resources are used appropriately.

NOMS welcomes a broad debate through the consultation and looks forward to receiving responses from a wide range of partners.

Written responses to: Emma Godley [emma.godley@noms.gov.uk](mailto:emma.godley@noms.gov.uk)

By: 7th February 2007

## 1.1 Evidence of need

An offender needs profile is a core component of the 2006-7 Yorkshire and Humberside Regional Commissioning Plan, which is currently being drafted. This begins to give a picture of the profile of offenders in the region and to highlight gaps in provision. It will be considered alongside data on demand, costs and past performance to inform the direction of future commissioning.

The profile is based on data collected by local offender managers using a national NOMS risk/needs assessment tool known as OASys (Offender Assessment System) which is collated and analysed nationally. A variety of other local sources of information and intelligence have been canvassed from key stakeholders to inform the profile.

Each Pathway section that follows in this consultation document contains a summary of needs data to inform the draft priorities of the refreshed Reducing Re-offending Action Plan.

## 1.2 NOMS Commissioning and Co-Commissioning Priorities

In August 2006, the Home Office published "Improving Prison and Probation Services: Public Value Partnerships" setting out its strategic intention to develop contestability. The first NOMS Commissioning Framework was published in October, setting out strategic intentions for commissioning, priorities for investment, and the funding envelope for commissioners.

A regional Commissioning Plan for Yorkshire and Humberside will be published in December 2006, clarifying commissioning priorities for 2007/08, and priorities for co-commissioning.

The regional and national commissioning plans for 2007/08 will prioritise key services which protect the public from dangerous and prolific offenders. NOMS commissioners will seek:

- High levels of commitment to local Multi Agency Public Protection Arrangements (MAPPA) and improved levels of collaborative work between provider organisations.

- Improved standards of risk assessment and management
- A continued focus on work with Prolific and Priority Offenders (PPO's)
- Increasingly to commission interventions across prison / probation boundaries
- To promote delivery through contracting out and partnership arrangements
- To work closely with providers and co-commissioning agencies to ensure maximum impact for all resource investment, avoiding duplication of effort and conflict of direction
- To work with providers to develop innovative specifications for old and new work which offer the prospect of efficiency savings.

The Regional NOMS team will work with other commissioners to improve access to resources for all offender groups, to ensure joint action amongst co-commissioners on reducing re offending.

Nationally NOMS has identified three priorities as the focus for co-commissioning during 2007/08:

#### 1) Learning and Skills

- Jointly taking forward the Green Paper “Reducing Re-offending through Skills and Employment” in partnership with DfES, LSC, Jobcentre Plus and the Corporate Alliance.

#### 2) Physical and Mental Health

- Strengthening commissioning of health services for offenders with the NHS and PCTs.
- Extending health care support in the community and improving continuity of care.
- Increased and improved provision for mental health services within custody and community.

#### 3) Drugs and alcohol treatment and support

- NOMS’ integration into the National Treatment Agency and Drug Action Teams’ treatment planning processes.
- Improving continuity of care and aftercare for substance misusing offenders.
- Increased and improved provision of offender alcohol interventions and services.

### 1.3 Relationship between Reducing Re-offending Action Plan and NOMS Commissioning Plan

The Reducing Re-offending Action Plan sets out the partnership and co-commissioning priorities for reducing re-offending in a regional framework document which establishes the broad strategic context for NOMS commissioning priorities.

The governance and performance management arrangements for the Reducing Re-offending Action Plan are set out below, and the Regional Offender Manager (ROM) is held accountable for the overall target to reduce re-offending by 10% by 2010, a target which will be achieved through commissioning, co-commissioning, and effective partnership working.

### 1.4 Lessons Learnt

It is 3 years since the first integrated resettlement framework “Pathways to Resettlement” introduced a co-ordinated approach to regional work on reducing re-offending “through the gate”. In November 2005 the Reducing Re-offending Action Plan was launched, reflecting pathways in the National Action Plan to Reduce Re-offending. This refresh takes into account the lessons learnt from the first year of delivering the Reducing Re-offending Action Plan.

A regional action plan links national and regional policy, and sets an agenda that can assist with achieving ownership of shared goals, across sectors, and between organisations. Our challenge is to ensure a consistent and equitable experience for service users.

### Headline learning points from the first year are highlighted below:

In order to engage 'mainstream services' in working with offenders, NOMS needs to work with partners to develop shared priorities.

Target driven improvements may inhibit creative joint working, and may even be mutually conflicting. These anomalies need to be identified and addressed and synchronisation of targets at a regional level is a strategic priority.

Regional objectives need to reflect and be supported by strong local arrangements. The local delivery agenda has to drive reducing re-offending as a priority, particularly involving Local Authorities, and local community based organisations.

Effective communication is critical to success. Terminology needs to be clear and understood by all involved.

Relevance of the Reducing Re-offending Action Plan to offenders and the families of offenders is critical. Mechanisms to involve service users are necessary and need to be developed, and this is not resource neutral.

Demonstrating evidence of need is vital. Mapping need may reflect only the services that are already in existence and there may be no record of need where services do not exist. Offender need is not yet comprehensively and systematically recorded and collated. It is therefore difficult to present evidence of unmet need to potential funders, and to influence co commissioners. The growing importance of effective co-commissioning will shape the focus and priorities of the Reducing Re-offending Action Plan pathways

We intend to take these lessons into account as we refresh the Reducing Re-offending Action Plan.

## 1.5 Governance Structures

### The Reducing Re-offending Action Plan Board & the Executive Group

Responsibility for the delivery on the Reducing Re-offending Action Plan rests with a multi-agency Board involving senior representatives with influence, from key regional organisations. This group meets twice yearly and a smaller Executive Group meets quarterly involving senior regional staff from the Board to performance manage the delivery of the Reducing Re-offending Action Plan. Issues that cannot be resolved regionally are taken to the National Reducing Re-offending Board. A detailed Performance Management Framework sets out progress, risks, and performance against targets in a Highlights Report, completed by each Pathway on a quarterly basis for the Executive Group.

### Pathway Action Teams

Nine Pathway Action Teams bring together key staff, regional and local, from the three sectors to take forward delivery of the action plan.

### Pathway Action Team Chairs

The Pathway Action Teams are chaired by senior staff from key agencies that have good working knowledge of the pathways to lead delivery.

### Reducing Re-offending Team

The Chairs are supported in the work by a small Reducing Re-offending Team within NOMS, jointly funded by the Prison and Probation Services, Police and Government Office in Yorkshire and Humberside.

### The Reducing Re-offending Action Plan Reference group

This group has a broad membership from key stakeholders, including service users, from around the Yorkshire & Humberside region. This is a consultative group and meets twice yearly. The first of these meetings will take place at the consultation event for this document on 19th January 2007. The group receives a regular Newsletter containing updates on the delivery of the Reducing Re-offending Action Plan throughout the year.

## 1.6 Strategic Aims of the Reducing Re-offending Action Plan

- Enhance the protection offered to citizens of the region, by reducing re-offending by 10% by 2010.
- Provide a framework to support the NOMS Regional Commissioning Strategy, and identify opportunities for co-commissioning of offender services.
- Enhance communication understanding and opportunities with Business and Commerce, Third and Faith sectors and Civic partners within “Alliances”, developed to identify shared relevant outcomes and ensure offenders are included within “mainstream” services within local communities.
- Ensure complementary regional strategies such as the Regional Housing and Economic strategies reflect offender needs and include outcomes which will contribute towards reducing re-offending.
- Raise awareness of the impact of offender social exclusion, and develop opportunities to address within key local strategic partnerships such as Local Strategic Partnerships (LSP’s), Local Criminal Justice Boards (LCJB’s), and Crime and Disorder Reduction Partnerships (CDRP’s).
- Provide a framework to support active engagement in local strategic partnerships, acting as a conduit for national policy, and contributing to the development and implementation of Local Area Agreements.
- Identify gaps in provision for offenders and actively seek opportunities to address, including testing innovative services, through influencing commissioners and co-commissioners.
- Increase the relevance of services to offenders and the families of offenders by consulting and involving offenders in strategic planning and service delivery.
- Support the commissioning of services that are relevant and accessible to the most socially excluded offenders for example, women, Black and Minority Ethnic (BME) groups, older offenders, offenders with mental health difficulties
- Enable a cross-sector approach, identifying opportunities to co-ordinate activity, and share resources, and responsibilities, within all areas of business for example, commissioning, strategic development and service delivery.

## 1.7 Risks and barriers

Key risks have been identified within each pathway, and progress against these will be monitored, drawing from the experience to date, and taking into account the external environment.

Recognising that approximately 50% of public expenditure on adult offender services comes from government departments outside of the Home Office, one major critical risk to the overall Reducing Re-offending Action Plan is the lack of engagement of key mainstream partners and the need to develop effective co-commissioning and joint commissioning arrangements.

A function of the Reducing Re-offending Action Plan Board is to address identified risks and escalate action within members’ spheres of influence.

## 1.8 Working in Partnership

Effective partnerships across statutory, private and third sector organisations are central to the reducing re-offending agenda.

Criminal justice agencies and a wealth of local, regional and national organisations engaged in service delivery, commissioning and strategic planning are already working together to achieve safer communities across the region.

NOMS has co-ordinated its work with partners under 3 Reducing Re-offending Alliances; Corporate, Civic and Voluntary and Faith Sectors.

**NOMS Corporate Alliance** aims to engage with Business and Commerce in delivering an offender workforce skilled to meet market need.

- Business in the Community (BITC) have seconded a member of staff to work with NOMS.
- A Toolkit for use by employers and professionals based upon the experience in Yorkshire & Humberside in developing the Corporate Alliance is being produced. A launch by KPMG will involve all interested employers, including those offering work placements to prisoners on temporary release from open establishments in the region.
- This Alliance is developing a coordinated approach to support offenders into work and to develop a consistent business case for employers which addresses barriers to the employment of offenders. A regional network of business champions is being established.

**NOMS Civic Alliance** aims to work with community partners to re-engage offenders as valued citizens.

- Local Authorities, third sector and other civic partners' co-ordinate Housing advice services to prevent offender homelessness.
- A cross-region Prison Service contract with Shelter for housing advice increases the links between offenders in custody and local housing and support providers.
- A Probation Board has attracted direct funding from CDRP's for work with Asian offenders and an alcohol misuse initiative.
- Probation Areas have developed placement opportunities with civic partners, for offenders undertaking visible unpaid work in local communities.

**NOMS Faith and Third Sector Alliance** aims to strengthen the contribution of these organisations within the Criminal Justice System and to involve service users in setting the strategic direction of work to reduce re-offending.

- Funding from the Home Office Active Communities Unit has been obtained to deliver a Stepchange in VCS service delivery of offender services in the region.
- The Prison Service Area Resettlement Co-ordinator post makes a significant contribution to developing VCS engagement in prisons and increasing the effectiveness of establishment level VCS Co-ordinators (full time posts in some prisons).
- NOMS is supporting Prisons and Probation Areas to increase partnership arrangements with Third and Faith sector organisations to meet offenders' needs and reduce re-offending.
- Many Faith groups and organisations are already working with offenders, ex-offenders and families, and the Director of the Regional Faith Forum, a multi-faith regional strategic body, has given support to developing the NOMS faith alliance to better co-ordinate this work.

- The work of prison chaplains from a range of faiths ensures that the religious needs of all prisoners can be met.
- West Yorkshire Community Chaplaincy Project (WYCCP) provides a model of work, incorporating resettlement and advice, links with local communities.

## 1.9 Consortia and Partnerships in the Future

Increasingly the business of NOMS will be delivered through multi-agency arrangements, and there will be an expectation that partners within and across sectors will co-operate to pool skills and compete for business. The 'Together Women' programme is an example of a new consortium approached which has been developed to meet the needs of women offenders and women at risk of offending:

In March 2005 the Home Secretary announced £9.15 million funding to establish the Together Women Programme (TWP) which will support a more effective community-based response to women offenders and women at risk of offending. The Programme is ambitious in its objectives to reduce:

- Women's offending;
- Women's re-offending;
- The numbers of women remanded in custody;
- The numbers of women sentenced to custody; and
- The associated family breakdown, specifically in relation to children.

The Programme will be delivered in two regions: Yorkshire & Humberside and the North West. After a commissioning process in Yorkshire and Humberside, the national Together Women Programme Board announced on 11 October 2006 a VCS consortium, led by Foundation Housing, as the successful bidder. The consortium consists of four members: Doncaster Women's Centre, Foundation Housing, DISC and Touchstone. Together Women Programme will be delivered in Leeds, Bradford and Doncaster and service delivery will commence in Doncaster from the existing women's centre in early December 2006.

## 1.10 Community Engagement / Civil Renewal

Community Payback was launched throughout the country in November 2005 as part of the Government's cross-departmental Action Plan to bridge the gulf between communities and public bodies. Probation Areas in this region are engaging with communities to deliver unpaid work by offenders, and consulting on the type of work to be undertaken.

Engagement with communities is central to the NOMS 5 year strategy for protecting the public and reducing re-offending, and this is taken forward within the three Alliances within this region.

## 1.11 Linkages to regional and local partnerships and strategies

NOMS recognises the importance of working closely with local partners via existing partnerships and Boards. Crucially, the reducing re-offending agenda will impact on and is impacted by the work of Local Criminal Justice Boards, Crime & Disorder Reduction Partnerships as well as well as Multi-Agency Public Protection Arrangements (MAPPA) and Local Safeguarding Children Boards (LSCBs). The Reducing Re-offending Action Plan needs to complement the strategies of partnerships and bodies at both a regional and local level.

## 1.12 Respect

The Respect Action Plan is a cross-government commitment to tackling the causes of lack of respect and tackling anti-social behaviour within communities. The plan focuses on enforcement and addressing the causes of anti-social behaviour along with early prevention.

Connecting threads run through the Reducing Re-offending Action Plan, and there are particular links within accommodation, around the closure of premises associated with Class A drugs, and mediation services to address anti-social behaviour and prevent tenancy breakdown. There is relevance to the Children and Families, in particular the delivery of parenting interventions to enable anti-social behaviour to be prevented or addressed within families.

NOMS is keen to see increasing links made between the Respect agenda and achieving reduced re offending across all the pathways of the Reducing Re-offending Action Plan, including through outcomes within Local Area Agreements.

It is imperative that Reducing Re-offending outcomes are embedded in Local Area Agreements (LAA's). These 3 year plans set out priorities for each Local Authority Area as agreed between Central Government and key partners in Local Areas through the Local Strategic Partnership.

The advent of LAA's makes it more important than ever for Local Authorities and partnerships to be involved in the development of the Reducing Re-offending Action Plan. Complementary priorities and strategies will lead to greater success in reducing re-offending and thereby, reduce crime & disorder, increase public confidence and build safer communities.

## 1.13 Diversity

NOMS Yorkshire & Humberside is strongly committed to promoting equality and diversity in every aspect of our work. To provide services which reflect the needs of the community we serve it is critical to ensure a balanced representation across all our work streams and to build our capacity to respond to the different needs of the groups we serve. To date this commitment can be seen in:

- Diversity impact assessments conducted for the existing pathways within the Reducing Re-offending Action Plan.
- The creation of a census to be conducted across all work streams within Yorkshire & Humberside NOMS, including pathway action teams.
- Engagement with the BME regional panel.
- Race Equality Event held in June 2006.

In refreshing the reducing re-offending action plan it is important to hear that the needs and opinions of all groups. The refreshed plan must meet the diverse needs of all groups to be effective in reducing re-offending. Key elements to the strategy include:

- Clear communication strategy (including consultation). A central tenant will be feedback.

- Priorities which break down current barriers and inequalities in access and provision of services.
- A Service User Forum, allowing offenders and their families to have an input into refreshing and delivering the plan.

## 1.14 Management of Risk of Harm

Effective risk management leading to better public protection is the central objective of the work of NOMS. Achieving success depends on securing multi-agency ownership of the principle that most offenders must and can be managed within communities, and offenders can make full contributions as citizens within the context of shared risk management.

Multi-Agency Public Protection Arrangements place a duty on the Police, Prison Service and Probation Service to work together to manage risk, and other significant agencies have a duty to co-operate. Lay advisors to MAPPA Strategic Management Boards introduce a wider perspective and strengthen public accountability.

The refreshed Reducing Re-offending Action Plan will address the public protection agenda across all the pathways, and we want to consult with partners to consider how best to integrate this critical agenda.

NOMS recognises the potential damage to society of social exclusion, and the specific threats presented from the exploitation of disenfranchised young people, in particular, the potential recruitment of young Muslim men into terrorist activity.

In refreshing the Action Plan we will consider how best to address this agenda, and NOMS will work with its partners to consider how the specific resettlement needs of young Muslim men can best be met. Within the Faith Alliance and across all the pathways we will work to ensure that NOMS contributes to achieving community cohesion through our alliance with civic partners.

## 1.15 Offender Management

One barrier to reducing re-offending and successful resettlement has been the lack of continuity experienced by offenders as they move through the criminal justice system. This is most acute on transition from custody to community. A priority for NOMS is to address this, and a new coordinated Offender Management model has been implemented for offenders serving community sentences, with a planned roll out of “through the gate” arrangements with the Prison Service. This model introduces an integrated approach to the assessment, sentence planning and delivery requirements for offenders. Each offender has a nominated offender manager who is responsible for their whole sentence plan, including periods in custody and the community. A team approach, coordinated by the offender manager, and involving staff as offender supervisors, ensures that assessment, planning and delivery of interventions operates effectively, and that offenders are engaged and motivated to work towards their sentence plan targets.

The implementation of the model in Prison is being phased, with early priority given to high risk of harm offenders from November 2006, and full coverage by September 2007.

## 1.16 Communication and Information Technology

Effective communication spanning both strategic and operational functions is critical to the success of the Reducing Re-offending Action Plan.

Underpinning Offender Management, the Computerised National Offender Management Information System (C NOMIS) is scheduled for implementation across the prison and probation services by the end of 2007. This will enable an integrated electronic information sharing system, and will provide access to data demonstrating need linked to local communities.

A communication Strategy is being produced to ensure that timely and accurate information is disseminated to partners.

Each Pathway Action Team has produced a communication action plan highlighting key target audiences needed to assist with delivery of the plan. This sets out the objectives of communication, key messages and channels of communication.

A regional Newsletter briefs partners of work being undertaken within the Pathways and communicates significant developments, publications and events.

## 1.17 Service User Engagement

In order to reduce re-offending it is crucial to engage with offenders and consult with them about the best ways of helping people to change an offending lifestyle. In Yorkshire & Humberside we are committed to developing mechanisms for service user engagement and promoting participation.

The voluntary and community sector has led the way in promoting service user participation and for this reason a decision was taken for the VCS Pathway Team to lead on this area of work. The VCS Pathway in the Reducing Re-offending Action Plan sets out the following actions:

- agree and implement mechanisms for consultation with service users
- provide information to all stakeholders about service user participation and raise awareness of benefits
- build on existing arrangements for service user participation
- develop systems that support individuals to participate

We have established a Service User Forum (prisoners and ex-prisoners) and are establishing focus groups of offenders serving community sentences for purposes of consultation. Pathway leads and other stakeholders have been provided with discussion papers setting out the costs, benefits and risks of service user engagement and raising questions about how best to facilitate and support effective engagement. We have looked at examples of good practice and we have consulted with other service user groups, for example, those in the substance misuse field. We are still learning from a range of sources.

Currently we have a sub-group of the VCS Pathway Team focusing on this area of work. The main aims of the group are to:

- explore how we can firmly embed service user participation in all aspects of delivering the Reducing Re-offending Action Plan
- produce some 'quality standards' for service user participation that might be applied to all providers wishing to deliver services under future NOMS commissioning.

Areas of consideration include:

- risk assessment
- risk management
- confidentiality / boundaries
- induction, training and support
- personal / professional development
- remuneration

The Service User Forum is currently being consulted on the Reducing Re-offending Action Plan refresh and a piece of peer research is being designed and delivered by members of the group. The research will focus on the three highest priority pathways selected by the group. The findings of the research will be fed-into the refreshed Reducing Re-offending Action Plan.

## 1.18 Consultation

We would welcome your responses to the generic consultation questions set out below, and the consultation questions at the end of each pathway section:

Responses should be sent to the address below by **7th February 2006**

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### Consultation Questions:

- 1a. Are the priorities identified in this document the right ones?
- 1b. How can delivery of these priorities be enabled?
- 1c. Do the priorities adequately address the requirement to protect the public from harm?  
How can this best be achieved?
- 1d. Do the priorities adequately address the need to reduce re-offending by a diverse offender group?
- 1e. What do you regard as the top 5 priorities in rank order?

# The Pathways

## 2. Accommodation

### 2.1 Overarching Aims

- Develop partnership approaches to prevent offender homelessness and increase access to settled and suitable housing and support.
- Prioritise the development of housing solutions for offenders presenting the highest risk of harm and highest risk of re-offending.
- Ensure housing options are available to support diversion from custody.

### 2.2 Achievements by NOMS and Partners 2005 – 2006

- Housing advice service operating in all prisons, supplemented by additional local resources (Governor Budgets, Prisoner advisors, Local Authorities).
- Commitment to four sub-regional Government Office for Yorkshire & the Humber (GOYH) led offender homelessness exemplars.
- Offender housing protocols in development in 4 sub-regions, and launched operationally in West Yorkshire.
- Homelessness prevention action plan developed within Wakefield Local Area Agreement and similar outcomes prioritised for negotiation by GOYH and Probation leads.

### 2.3 Context

This Pathway aims to achieve a co-ordinated cross-regional approach to homelessness prevention and tenancy sustainment. This is linked with the regional approach to offender homelessness prevention being developed by Local Authorities within the Regional Homelessness Forum, in partnership with Government Office for Yorkshire and the Humber and NOMS, and reflects the strategies of Yorkshire and Humberside services and locally agreed approaches.

The Regional Housing Strategy 2005 – 2021 raises the profile of housing and support needs of offenders and encourages Local Authorities and sub-regional partnerships to sign up to agreed protocols.

Specific good practice in offender homelessness prevention relates to counteracting the potential negative impact of imprisonment and social exclusion, and reducing the subsequent risk of harm and risk of re-offending. Offender homelessness prevention outcomes are under negotiation within Local Area Agreements to support this objective.

Successful outcomes will be achieved by better evidencing need, co-ordinating approaches and capitalising on and enhancing support services, including family support, to enable offenders to sustain accommodation through effective tenancy and financial management.

Priority offender groups will be offenders assessed as presenting a high risk of harm or high risk of re-offending, court diversion, and women and BME specific services.

### 2.4 Profile of need

OASys National Reports (Sept 2005 – Aug 2006 data):

- 36% of offenders serving sentences within the community and 48% of prisoners returning to Yorkshire & Humberside were assessed as having an accommodation offending related need

### Shelter:

From 1 April 2005 to 31 March 2006, the Shelter Housing Advice service within the regions prisons was approached by 4323 prisoners, of whom 1439 were homeless and 1017 were seeking accommodation.

### Supporting People:

From April 2005 to March 2006 Supporting People services in Yorkshire & Humberside received 1204 offenders:

- 25% were homeless
- Approx 34% of offenders were previously staying in some form of temporary accommodation (with friends/family, bed and breakfast and rough sleeping) before accessing SP services. This is more than those offenders who had come from prison / Probation hostels (20%).

### Prolific & Priority Offenders (PPO)

Home Office PPO Performance Management Framework from April to June 2006 shows 20% of offenders accommodation status was judged as unsuitable for their needs.

## 2.5 Future Priorities

1. Produce systematic information on offender housing need in custody and communities, and establish dissemination routes to key partners.
2. Deliver homelessness prevention exemplars and embed across the region.
3. Embed offender homelessness preventions outcomes in Local Area Agreements, including within “Stretch targets”.
4. Develop evidence of exclusions and progress mechanisms to overcome, including access to Choice Based Lettings.
5. Implement working arrangements to support offender housing protocols.
6. Ensure the housing and support needs of BME and women offenders are met.
7. Define good practice in accommodation services for high risk of harm offenders, PPO’s, drug using offenders and court diversion, and identify mechanisms to meet identified service gaps.

### Consultation Questions:

- 2a. Are the priorities identified the right ones?
- 2b. How can you/your organisation assist in achieving the objectives within the accommodation pathway?
- 2c. How can homelessness prevention work be better co-ordinated?
- 2d. How can accommodation and housing advice services be made more accessible and relevant to different offender groups eg BME and women offenders?

### Consultation questions for offenders:

- 2e. What help do you need to get suitable accommodation?
- 2f. What support do you need to hold on to a tenancy?

## 3. Education, Training & Employment

### 3.1 Overarching Aims

- To develop a coordinated approach to regional activity to support offenders into work and improve employability.
- To develop a consistent business case for employers which addresses barriers to engagement.

### 3.2 Achievements by NOMS and Partners 2005 - 2006

- New Offender Learning and Skills Service procured by LSC and NOMS for the public prisons in region through contract with City College Manchester.
- New Community OLASS provision in development.
- Community based Head of Learning and Skills post developed and appointed.
- Corporate Alliance Toolkit, as a resource for employers and professionals, drafted.
- Mapping of current employer engagement between Prisons and Probation completed.
- Secondment of Business in the Community (BITC) staff to NOMS to lead and co-ordinate employer engagement work and develop business champions network.

### 3.3 Context

In December 2005, the Government published a Green Paper, Reducing Re-offending through Skills and Employment that sets out how offenders can be better trained and helped to secure jobs and outlines its vision for improving offender education and skills. The Green Paper includes the Government's aim 'to focus strongly on jobs with employers driving the design and delivery of programmes'. It sets out the need for new alliances with employers, targeting industrial sectors with labour shortages and work to develop mentoring and other support to enable offenders to secure and sustain. The Green Paper describes the new Job Developer pilots, appointed by the National Employment Panel.

Establishing the new Offender Learning and Skills Service is a critical plank of the Government's strategy to reduce re-offending through skills and employability. In August 2006 City College Manchester commenced service delivery of OLASS in the region's public sector prisons. Offenders in the community will predominately access learning via LSC mainstream provision and Probation Areas are continuing to work with the LSC to ensure smooth transition. These contracts and arrangements are co-commissioned by the LSC and NOMS, working in partnership with the Prison and Probation Services and the respective learning and skills providers.

As well as ensuring that offenders have the necessary training and skills to become employable, it is also essential to ensure that employers are prepared and supported to offer work to individuals with a criminal record. The Pathway Action Team, having focussed on OLASS developments during its first year, now has employer engagement as its core focus under the new leadership of Jackie Freeborn from Business in the Community. The membership includes representatives from NOMS, Probation Service, Prison Service, Youth Offending Team, Learning and Skills Council, Jobcentre Plus, Yorkshire Forward, Sector Skills Development Agency and West Yorkshire Employer Coalition.

Alongside this restructuring and re-focusing, Yorkshire and Humberside is in developing a Corporate Alliance Toolkit as a resource for NOMS' regions, other professionals and employers developing their Corporate Alliance.

A Pledge has been developed to promote 'sign up' to the Corporate Alliance and a Business Champions network is being developed so that employers can promote the agenda to other members of the business community .

There is much good work across the region in terms of employer engagement. To date it has not been co-ordinated regionally which carries the risk of duplicating approaches to employers and not sharing learning. We have an excellent new pathway team who have agreed to work together with NOMS to deliver the refreshed ETE Action Plan in a consistent manner across the region.

### 3.4 Profile of Need

#### Social Exclusion Report 2002<sup>1</sup>

- 60% of offenders who are re-convicted are unemployed.
- Ex offenders are 13 times more likely to be unemployed than anyone else.
- Employment reduces the risk of re-offending by between a third and a half
- 39% of women offenders had not worked for a year prior to imprisonment and 23% had not worked for five years

#### OASys (NOMS Offender Assessment System) Sep 2005 – Aug 2006 (ROMS 2 Report Sept 06)

- Nationally 56 percent of offenders in the community had ETE as an offending related need
- In Yorkshire & Humberside prisons 66 percent showed ETE as an offending related need. Highlighting that the need in the region is higher than the national average.

### 3.5 Future Priorities

1. Employers to 'sign up' to the Corporate Alliance Pledge, clarifying the nature of their involvement in this agenda from a menu of approaches (e.g. work opportunities, employment, placements, training, and mentoring)
2. Develop a business champion network to increase awareness of the aims of the Corporate Alliance Pledge to reduce re-offending

#### Consultation Questions:

- 3a. Are the priorities identified the right ones?
- 3b. How can your organisation assist in achieving the objectives within the ETE Pathway?
- 3c. How can we promote employers' 'sign up' to the Corporate Alliance?
- 3d. What type of support should be provided to employers who are willing to take on ex-offenders?
- 3e. How can employers be supported to meet the requirements of race, disability and gender legislation in employing offenders?

#### Consultation questions for offenders:

- 3f. What are the main barriers to finding and keeping a job?
- 3g. What help do you need to get the right skills for employment?

<sup>1</sup> Reducing re-offending by ex-prisoners

## 4. Drugs & Alcohol

### 4.1 Overarching Aims

- To reduce crime related to drug misuse by early identification of offenders who are problematic substance misusers
- To engage them in structured drug treatment by offering interventions at whatever point in the Criminal Justice System the treatment need is identified.

### 4.2 Achievements of NOMS and Partners 2005 - 2006

- To reduce crime related to substance misuse by early identification of offenders who have a substance misuse problem and engaging them in structured drug treatment and interventions.
- To ensure that all offenders can access appropriate treatment interventions at every stage of their passage through the criminal justice system, at whichever point substance misuse is identified Service level agreements are in place detailing what CARAT interventions will be delivered in each prison.
- Sub-regional DIP/Prisons Clinics set up to facilitate improvements in DIP/CARAT interface.
- Probation-led consultation exercise of existing drug service provision Yorkshire & Humberside region, exploring the treatment provision for Offenders in the community. Questionnaires completed and consultation event held.
- Information sharing arrangements developed in NE Lincolnshire have been viewed as good practice and events to share that have been planned.
- A menu of options has been completed by Prison Service and all CARAT team now have service level agreements which detail exactly what CARAT interventions are delivered in each prison.
- Custody treatment plans available for all the prisons in the Area. Individual prison plans now available to each DIP team on request.
- NTA waiting time guidance has been established and launched and Providers have electronic data transfer capability. NTA waiting times targets for the region are currently exceeding initial baseline targets set.
- In an effort to improve Quality as well as Quantity of Treatment, retention in treatment is now being measured and each partnership has an agreed retention target which is performance managed by the NTA.
- A New Care Planning tool kit launched and all areas are in the process of producing action plans responding to an evaluation of their performance. Review of the delivery of the action plans has been incorporated into NTA performance management delivery schedule.
- A Project Manager has been appointed and Regional Steering group as well as an Operational group have been established to facilitate the implementation of the new Integrated Drug Treatment System in the region's prisons.

### 4.3 Context

At any one time approximately one third of all problematic drug users in England will be in contact with criminal justice services, amounting to half the NOMS total caseload. Effective drug treatment for offenders with problematic drug use has a substantial impact in terms of reducing offending - for every £1 spent on treatment at least £9.50 is saved in crime and health costs. Initial indications for drug testing those arrested for acquisitive crime in the region show between 35% and 40% positive tests for heroin/crack/cocaine.

The Drug Interventions Programme (DIP)<sup>2</sup> has greatly improved the capacity of the drug treatment system to engage positively with offenders. The ability of these programmes to reach a wider range of offenders will be enhanced by the introduction of testing on arrest and required assessment alongside the further roll out of restriction on bail from April 2006. More effective implementation of drug rehabilitation requirements and other measures within the sentencing framework, together with the development of a range of interventions within the custodial setting will also improve continuity of care and treatment interventions.

The NOMS' Drugs Strategy was published in January 2005 to build on the Government's Updated National Drug Strategy (November 2002), and recognise the unique opportunity to tackle offenders drug use and break their cycle of offending.

Effective drug treatment for offenders is planned, implemented and delivered across the region by Crime & Disorder Reduction Partnerships and/or Drug Action Teams and its performance managed by the National Treatment Agency (NTA)<sup>3</sup> by way of annual adult drug treatment plans and quarterly performance management arrangements. These plans are supported by the objectives contained within the regional Investment for Health framework. Emerging arrangements are in place in relation to the treatment of young people with a substance misuse problem.

## 4.4 Profile of Need

- Around two-thirds of prisoners use illegal drugs in the year before imprisonment<sup>4</sup>
- One third of theft can be linked to heroin or cocaine use<sup>5</sup>
- Drug misusing offenders are less likely to gain employment or training on release from prison and are more likely to experience relationship and financial difficulties<sup>6</sup>
- 53% of offenders in custody and 28% of offenders under supervision in the community were assessed as having drug misuse problems linked to their offending using OASys

### OASys (NOMS Offender Assessment System) Quarter 1, January - March 2005, O-DEAT

- 28% directly linked drug use to their offending behaviour
- 37% reported alcohol as a problem linked to offending behaviour

### West Yorkshire Supporting People report<sup>7</sup>

- 66% of participants reported a problem with drugs or alcohol.
- 84% of those with a drug or alcohol problem had used substances to 'blot out' problems
- More than 66% of participants had started to use drugs or alcohol before the age of 16

## 4.5 Future Priorities

1. To substantially improve the management and treatment of offenders who have a substance misuse problem.
2. To improve continuity of care between community and custody based interventions, including the development of evidence based clinical interventions in prisons and implementation of Intensive Development Treatment System (IDTS).
3. To ensure that those identified as PPO's or whose offending poses a risk of serious harm to the community, have priority access to appropriate services.

<sup>2</sup> Drug Interventions Programme (DIP) - formerly Criminal Justice Intervention Programme (CJIP) is a government initiative to reduce crime related to drug use

<sup>3</sup> National Treatment Agency (NTA) – special health authority established to increase and improve drug treatment across England

<sup>4</sup> Social Exclusion Unit (2002) Reducing Re-Offending by Ex-Prisoners, p61

<sup>5</sup> Ibid

<sup>6</sup> Ibid

<sup>7</sup> Just Surviving – The housing and support needs of people on the fringes of homelessness and/or the criminal justice system in West Yorkshire

A major challenge remains for the Pathway in determining the approach to Alcohol as it relates to reducing re-offending. The Reducing Re-offending Team is working closely with colleagues in Public Health at Government Office Yorkshire & the Humber to develop the approach which will need to be incorporated into the refreshed Reducing Re-offending Action Plan.

#### **Consultation Questions:**

- 4a. Have the right priorities been set and the right priority areas identified for improving services for substance misusing offenders in the region?
- 4b. How can more service users be encouraged to engage with treatment and to remain in treatment for longer?
- 4c. How can we increase the engagement for BME and women substance misusers in treatment programmes?
- 4d. How can we best quantify the links between Alcohol Misuse and re-offending and then identify and map service provision and gaps to meet identified needs?

#### **Consultation questions for offenders:**

- 4e. Do you think that these priorities are the right ones to improve service delivery?
- 4f. Are there any other priorities which you think should be added?

## 5. Mental & Physical Health

### 5.1 Overarching Aims

- Develop partnership approaches to improve health and social care for offenders.
- To increase access to suitable and sustainable health and social care services for offenders.
- Prioritise the development agenda of health and social care for offenders.
- To assist in reducing re-offending through building closer links between criminal justice agencies and health and social care agencies.

### 5.2 Achievements of NOMS, CSIP and Partners 2005 – 2006

- PCT's across the region took over responsibility for the commissioning and provision of health care for prisoners.
- We now have mental health in reach teams in all of the 14 prisons and have started to develop Primary Mental Health / services in most of the prisons.
- All Prisons went live with ACCT (Assessment, Care in Custody and Team work) suicide prevention policy and strategy in prison.
- 8-12% of all prison operational staff have been trained in Mental Health Awareness Training.
- A structure for the implementation and delivery of IDTS (Integrated Drug Treatment System) has been agreed for the region.
- We have had a steady increase in the uptake of Hepatitis B vaccinations for offenders across the region.
- General Practitioner (GP) audit of those in contact with Probation Officers/Offender Managers has been completed. Over 1000 offenders have participated, giving us a good understanding of the health needs of offenders in the community.
- Audit of Court Assessment and Diversion Schemes in the region has been completed.

### 5.3 Context

As the numbers of those imprisoned in England and Wales continues to rise, increasing the overall numbers of offenders in the region, it is vital that we ensure that the health and social care needs of offenders are met. As awareness grows to the cost of violent crime on the general population, resulting in mental, physical, sexual, financial and psychosocial injury of the victims, and placing an even greater pressure on public health services, it is also important that health and social care agencies (Statutory, Private and voluntary) are getting involved in the reducing re-offending agenda. Assault is the second biggest reason for admission to hospital for 18-21 year olds in England costing circa 22 billion. <http://www.cph.org.uk/cph-pubs/media/045violencenational2.pdf>

As 46% of male prisoners and 45% of female prisoners are dependant on illicit substances (Singleton et al 1999) (HM Drug strategy Unit, 2003) the Pathway will be building greater links with the NTA to ensure that the implementation of IDTS is integrated into the local drug service delivery plans.

This Pathway aims to achieve a co-ordinated cross-regional approach to looking at the above issues and in building a strategy for the development and sustainability of the health and social care of offenders across the region.

As the Patient Led NHS (2005), enters the practical phase of implementation, the pathway will explore the most effective methods of the commissioning and provision of health and social care for

offenders across the region. They will also be exploring the co-commissioning possibilities between health and the ROM in line with Framework agreement for the provision of health and social care services for offenders and others in contact with the CJS between the chief executives of the National Health Service and the NOMS' Draft 2006.

The Pathway looks to ensure that PPO's, women, young offenders and other offenders from diverse groups have their health and social care needs met.

## 5.4 Profile of Need

### GP Registration Audit of Offenders in the Community (CSIP and Probation Services September 2006)

- 50% of offenders in the community have an on going health need.
- 45% were receiving services from mental health providers for on-going mental health problems. 45% had a substance misuse issue, many having a dual mental health and substance misuse issues.
- 70-80% were not registered with a dentist, while 5% were excluded from GP surgeries for behaviour related issues.
- Offenders in the 18-25 year old bracket presented as those with the majority of health need, with specific issues related to female offenders i.e. access to genealogical services.

## 5.5 Future Priorities

1. Increase offenders' access to health services by ensuring all offenders are given the opportunity to register with a GP. This will improve offenders life chances, health and support the rehabilitation of offending.
2. To ensure that seamless services are developed throughout all points in the criminal justice system and that health and offending information is shared interagency, appropriately
3. To further explore the cross cutting themes with the other Regional Reducing Re-offending Pathways ensuring an all round service for offenders that will lead them out of offending.
4. To work with the Drugs and Alcohol Pathway to implement IDTS across the region, supporting the reduction of economic, social and personal harm experienced as a result of substance misuse and to minimise the future health impact on the user.
5. To continue to develop a health promotion strategy for offenders in this region to include the management of chronic disease, uptake of inoculations, smoking cessation, sexual health, diet and well being.
6. To explore the links between offenders with combined health, alcohol and accommodation needs with a particular emphasis on cost of this unresolved issue to health services (accident & emergency) and to the criminal justice system due to re-offending.
7. To develop a mental health first aid strategy for those in contact with the criminal justice system across the region, this will include a training plan for the staff who work face to face with Offenders, ensuring a multi agency approach to mental illness within the CJS and ensuring timely and appropriate referrals to mental health services for those who need them, thus preventing offending as a result in deterioration of mental illness.

### Consultation Questions:

- 5a. Are the priorities identified the right ones?
- 5b. How can you/your organisation assist in achieving the objectives within the Mental and Physical Health pathway?
- 5c. How can the health and social care of offenders receive a greater emphasis on the overall health agenda?
- 5d. how can access to health care be improved to meet the specific needs of the different offender groups e.g. BME offenders and women?

### Consultation questions for offenders:

- 5e. Do you think these priorities are the right ones to improve access to mental and physical health services for offenders?
- 5f. Are there any other priorities you think should be added to make it easier for offenders to access health services?

## 6. Children & Families of Offenders

### 6.1 Overarching Aim

- To reduce re-offending by working with offenders and their children and families

### 6.2 Achievements of NOMS and Partners 2005 – 2006

- NOMS Service Level Agreements (SLA) visits to Prisons have had Children and Families agenda as major theme and good practice has been identified and shared.
- Provision of services have been mapped across the region with clear gaps identified which have also been prioritised.
- Hull and Leeds Children's services are engaged with us and committed to moving forward with us regarding the children of offenders.
- Engagement with the Director of Children and Learning at Government Office to identify how to take forward this agenda regionally and locally.
- Escalated the issue of capturing family information to national level.
- A prison sub group is in place which is driving up the standard of services for Children and Families of Offenders.

### 6.3 Context

Maintaining family relationships can help to prevent prisoners re-offending and can assist them to successfully settle into the community. Despite the role of the family being integral to effective resettlement this critical area is often overlooked.

Across Yorkshire & Humberside there is a lack of specific funding for work with children and families which led generally to a reliance on the VCS providers to meet the needs of offenders in this area. Some prisons within the region are pursuing a family learning model which appears to be the one most likely to have an impact upon reducing re-offending. The approach to the children and families of offenders across Yorkshire and Humberside focuses upon children and has little if any consideration for the rest of the family.

Despite a focus upon the children of offenders there is very little evidence of these children being signposted to support services within their local communities. It is possible that this group of children with a parent and in some cases the primary carer in custody are a hidden group from local authorities and their children services. It is presumed that this group have the same access to services on offer to all children.

Imprisonment of a family member presents particular pressures on relationships, not least as a result of the intense difficulty of maintaining contact. Several prisons within the region are relatively inaccessible by public transport, although information on routes and services is readily available. Visiting offenders in custody is costly and although there is an assisted prison visits scheme, this does not meet all of the families needs. The threshold may be too high for some families and they can only claim after the visit has taken place e.g. the money for the visit has to be found in the first place.

Despite the importance of maintaining family ties there is little understanding of the needs of those offenders not receiving visits whilst in custody. This leads to no knowledge of the key barriers to visiting and whether there are any specific barriers relating to different groups (including ethnic minorities and those with disabilities). However efforts are being made fairly consistently across the prison estate to improve visitors facilities but clearly this only benefits those who are actually visiting.

In planning for the resettlement of offenders children & families are generally not part of sentence plans unless picked up in other resettlement needs e.g. accommodation. There is no evidence of any moves to involve families within the sentence planning process across the region within the offender manager model. Interventions regarding parenting are being offered at significantly variable levels across the region. There generally appears to be a gap in interventions with regards domestic violence and relationships with family members other than children. Domestic violence courses offered through probation are significantly over prescribed.

It appears to be no ones responsibility to respond to prisoner's children or family needs at any stage of the criminal justice process. The Children and families agenda appears to generally be an add on and 'nice to do' part of service delivery. Changes could be made to this regionally through SLA's and nationally through Offender Manager Standards requiring these needs to be met.

## 6.4 Profile of Need

- 125,000 children are affected by the imprisonment of a parent each year.<sup>8</sup>
- Close to half (45%) of prisoners lose contact with family when in prison.<sup>9</sup> A collapse in family visits might exacerbate this further in the future – family visits have fallen 40% per head in the past four years.<sup>10</sup>

### OASys (NOMS Offender Assessment System) Sep 2005 – Aug 2006 (ROMS 2 Report Sept 06)

- Within Yorkshire and Humberside 61% of female and 35% of male offenders directly linked relationships to their offending behaviour.
- Within Yorkshire and Humberside 41% of white offenders compared to 27% of the black offenders, 22% of the Asian offenders, 46% of the mixed ethnic minority offenders, directly linked relationships to their offending behaviour.
- Research by APF showed that although family contact was extremely important to prisoners, many men were never visited (55% of prisoners had not received a single visit and only 16% had received two visits a month) and many had difficulty maintaining contact via telephone or letters (Murray, 2003a).

## 6.5 Future Priorities

1. Advocate the inclusion of Children & Families targets within SLA's and LAA's.
2. Work with families where there is more than one offender in the family, particularly focusing upon Prolific and Priority Offenders with an aim to reduce anti social behaviour in a family as a whole.
3. Directly involve the family in setting licence/bail conditions, sentence planning and resettlement planning. (Specifically focus upon an identified group within the population: PPO's, 18-21 year olds, first time offenders, substance misusers).
4. Increase the quality of visits for offenders in custody and their families, specifically looking at the appropriateness of the setting.
5. Increase the provision and access to effective domestic violence programmes for offenders in custody and in the community.
6. Provide a common leaflet/advice service for the families of offenders in custody.

<sup>8</sup> SEU 2002, at 112.

<sup>9</sup> Inside and out: Prisoners and ex-offenders – A guide for Donors and Funders. New Philanthropy Capital.

<sup>10</sup> Prison Reform Trust website, <http://www.prisonreformtrust.org.uk/news-prisonvisits.html>

### Questions for Consultation (general):

- 6a. Have we set the right priorities to ensure families are engaged to reduce re offending? Specifically is it right to prioritise an increase family involvement in the sentence and resettlement planning for offenders aged 18 – 21?
- 6b. If you could see one pan-region development that would improve support for this group, what would it be?
- 6c. Are there key groups of offenders which would benefit from family engagement (for example 18-21yr olds, BME groups)?
- 6d. Are there specific training needs for staff working with offenders to encourage the engagement of an offenders children and their families? If so how is this need best met?
- 6e. Should we expand services within visitors centres? Is clustering services at the gate for offenders children and families more effective and accessible for this group than offering them in the community?

### Questions for Consultation with offenders' children and families:

- 6f. Would you be willing to engage in and could you engage in the sentence planning and resettlement planning with your family member in custody/in the community?
- 6g. Would you find it helpful to be informed first hand of your family members licence conditions/ bail conditions/terms of community sentence?
- 6h. Are you able to maintain contact with your family member in custody as much as you would like to? If not what problems do you have maintaining contact?
- 6i. Have you used a visitors centre at a prison? Do you find the services on offer useful or would you rather access these services within your home area? Would it be useful to have in the visitors centre if so what other services?

### Consultation questions for offenders:

- 6j. Would you like key family members to be more aware of what you are doing with probation and within prison? If so what would you like them to be aware of?
- 6k. Would you like key family members to be part of your sentence planning and resettlement planning meetings? If so why?
- 6l. In custody do you maintain contact with your family as much as you would like to? What problems do you have in keeping contact with your family?
- 6m. Are there any services that you receive within custody that you would like your family to be present for? For example, finance, benefit and debt advice?

## 7. Attitudes, Thinking & Behaviour

### 7.1 Overarching Aims

- To ensure that effective accredited programmes or approved interventions designed to tackle offenders' negative attitudes, thinking and behaviour are appropriately available across the region and that performance in the delivery of these programmes is well supported.
- To develop and support a more cohesive approach to the planning and delivery of accredited programmes, properly targeted to take into account risk and need, and accessible for offenders from diverse backgrounds.
- To support the development of more short term Interventions / Specified Activities, delivered within a quality framework, designed to increase the 'menu' of provision available.
- To ensure that programme provision supports the Offender Management Model through improved planning between custody and the community and integration with other sentence planning objectives.

### 7.2 Achievements of NOMS and Partners 2005 – 2006

- A Joint Regional Approval Panel for Short term Interventions / Specified Activities designed and established (based on Prison Service PSO 4350 'effective regime interventions'). Pioneering inter-agency approach which has prompted national adoption. Regional Approval Panel has met and approved / rejected submissions from probation, private and voluntary sector programme designers to date.
- Mapped accredited programme delivery across prisons and probation and considered early OASys gap analysis data. More comprehensive gap analysis underway.
- Trainer audit for prison and probation staff undertaken within region.
- Piloted the release of suitable prisoners on temporary licence to attend programmes in the community if not available in prison.
- Research and development initiatives – ongoing overview maintained within region.
- Regional inter-agency consortium to manage accredited programmes proposed – outline business case developed.
- Engagement with Arts Council – early stage discussions to develop arts initiatives.

### 7.3 Context

The strength of the NOMS Offender Management Model is that it supports a holistic response to offenders. This means that not only should their resettlement needs in terms of accommodation, employments, skills training, health, substance misuse, family, finance be considered, but their attitudes, thinking and offending behaviour are also assessed. We now have a good understanding that for many people anti social attitudes, distorted thinking, impulsiveness, lack of problem solving and other social skills contribute to their offending.

Nationally, a range of Accredited Offending Behaviour Programmes have been developed to address these factors, at present largely delivered by the Probation and Prison Services. These have an important part to play in reduction of re-offending. Based on effective practice principles, required to be delivered to a quality standard and subject to ongoing research and evaluation, we are gradually building up a clearer picture of which interventions can make a difference in changing negative attitudes, thinking and behaviour. Although research findings are mixed, there is clear evidence that programmes have the most impact when they are embedded in other interventions

that meet an offenders needs. Similarly success in holding down accommodation, a job, or tackling a drugs problem is less likely to be achieved with many offenders unless the parallel work on their attitudes and ways of thinking is also undertaken. Again research suggests that targeting at high risk offenders, quality of delivery and an emphasis on problem solving are associated with the positive effects identified.

In Yorkshire & Humberside, nine fully accredited programmes, based on cognitive behaviour theory, are run by the Probation and Prison Service. These aim to address general offending behaviour, domestic violence, sex offending, violent offending and substance misuse in line with national targets. Nearly 3000 offenders will complete these each year.

However accredited programmes are resource intensive and are most appropriately targeted at those with the highest risk and need profiles. The ATB Pathway is therefore committed to contributing to the development of a wider range of shorter, more focused Interventions designed to respond more flexibly to offender need. These could well focus on specific behaviours and skills deficits, or incorporate brief interventions and motivational work. To take forward these developments the ATB Pathway is working regionally, and contributing nationally, to establishing an acceptable quality standard and approval process for new initiatives and existing unaccredited provision.

The National Offender Management Service is just about to publish a strategy for developing the role of the Arts in criminal justice work and the ATB Pathway is already brokering a regional response in partnership with the local Arts Council.

Many offenders will acknowledge how their attitudes, the way they have thought about many situations and long established behaviour patterns are major contributory factors to their offending. Many will welcome and respond positively to skilled and motivational delivery of both accredited programmes and shorter approved interventions.

## 7.4 Profile of Need

### OASys National Reports (September 2005 – August 2006 data):

- In Yorkshire & Humberside, 54% of offenders being supervised in the community and 59% of those in prison are assessed as needing interventions related to their thinking and behaviour patterns.
- 33% of offenders in the community and 38% in prisons are assessed as needing interventions to address their attitudes. Both these percentages are a little above the national average.

## 7.5 Future Priorities

1. Progress proposals for an inter agency consortium to manage accredited programmes across the region.
2. Obtain more information on equality of access for BME offenders, women and young people and develop a strategy to support improvements if necessary.
3. Promote improved targeting of provision against profile of risk and need, and in particular develop a strategy to respond to the extensive demand for domestic violence programmes and sex offender programmes against limited resources.
4. Expand the range of short term Interventions (specified activities) that can be approved and delivered within a quality framework, prioritising those that can support delivery in other pathways (e.g. alcohol misuse, money management).
5. Identify ways of promoting 'Through the Gate' provision.
6. Develop a regional response to the NOMS Arts and Criminal Justice Strategy.

### Consultation Questions:

- 7a. Would you agree with these priorities or do you have any other suggestions?
- 7b. The Attitudes, Thinking and Behaviour Pathway currently has representatives from the Probation, Prison service and Contracted Out Prisons around the table. Is this too narrow a representation?  
If so, who else could appropriately be included?
- 7c. How can diversity be mainstreamed in the delivery of existing programmes and development of short term interventions?
- 7d. What would you identify as the priority areas for developing short term interventions / specified activities as a response to unmet need?

### Consultation questions for offenders:

- 7e. What new short term programmes or activities should be developed?
- 7f. What would make the programmes that run in prisons or in probation work better?  
What stops people getting on or finishing a programme?
- 7g. If someone does a programme in prison, how can we help them to practice the skills learnt when on licence after release?
- 7h. Would programmes work better if a family member or close friend was involved in the planning and trying out new ways of behaving?

## 8. Finance, Benefit & Debt

### 8.1 Overarching Aims

To reduce re-offending by helping offenders and their families out of poverty by avoiding or reducing debt, and ensuring access to the benefits and grants to which they are entitled by:

- enabling offenders to receive information and advice about debt and financial management that is:
  - Good quality and timely
  - Independent
  - Meets individual needs
  - Aware of cultural differences
  - Offender and family focused
  - Links to other needs of offender and family
- enabling offenders to manage their money independently in the community and upon release from prison.

### 8.2 Achievements of NOMS and Partners 2005 – 2006

- Mapping of FBD provision across NOMS. Demonstrating lack of services and offering opportunity to present evidence and open debate about level of priority given to Pathway and issues related to poverty.
- Community Care Grant take-up campaign initiated across 4 local prisons, with a view to rolling out across the Yorkshire & Humberside estate.
- Submission of offender specific bid to Financial Inclusion Fund – Development of new and innovative partnership (led by Foundation Housing and Action housing). Raising the profile for the need for generic services to quality mark debt work with offenders. Increased level of preparedness now for future bidding opportunities.
- Community legal services information leaflets available in all prisons and probation offices.
- New debt advice service provided within HMP Leeds through Legal Services Commission contract with Leeds Citizens Advice Bureau.

### 8.3 Context

In 2002 the Social Exclusion Unit report “Reducing re-offending by ex-prisoners” identified a clear link between debt and offending, with a high level of need for help amongst the offender population. Ensuring that offenders have sufficient lawfully obtained money to live on is a pre-requisite to their rehabilitation. Debt, disrupted access to benefits advice, insufficient money on release from prison, and low incomes all contribute to re-offending.

Across Yorkshire and Humberside the depth and quality of finance, benefit and debt services available to offenders is universally poor. There is no monitoring of the quality or quantity of service provision. There are no dedicated resources from prisons or probation services to provide independent financial advice. This is despite the fact that offenders face significant problems in achieving financial security.

A significant proportion of offenders are unemployed, or in low-income employment, and consequently rely on the state benefits system for financial assistance. Many offenders have manifest difficulties with managing money, negotiating the complexities of the benefits system and

dealing with poverty. Offenders need access to timely and accurate advice and information on financial management supported by financial literacy skills.

Assisting offenders in managing their finance, benefit and debt can also deliver a positive impact upon other rehabilitation needs; for example the elimination of housing related debt and arrears.

## 8.4 Profile of Need

In 2002 the Social Exclusion Unit report 'Reducing re-offending by ex-prisoners' identified a clear link between debt and offending, with a high level of need for help amongst the offender population.

### Services across Yorkshire and Humberside

- The depth and quality of finance, benefit and debt services available to offenders is universally poor.
- There is no monitoring of the quality or quantity of service provision.
- There are no dedicated resources from prisons or probation services to provide independent financial advice.
- There are no identified staff leads with the training and resources to drive service improvements. Staff nonetheless appear willing to address and improve the situation.

## 8.5 Future Priorities

1. Offenders serving short term sentences of remanded to custody have the greatest need for urgent resolution of financial problems to enable financial security upon their release. This will therefore involve the provision of face to face services for offenders and their family in the local prisons within the region (Leeds, Hull, Doncaster, New Hall).
2. Provide debt and benefit advice for longer term prisoners and seamless advice for those offenders transferred between establishments by providing face to face finance and debt advice for offenders and their families within the rest of the prison estate within Yorkshire and Humberside (Lindholme, Moorlands, Wolds, Wealstun, Askham Grange, and Northallerton).
3. To ensure that there are effective referral mechanisms from probation staff to debt and finance information and advice agencies, which appropriately prioritise the needs of offenders and their families.
4. To put in place a programme to enable prisoners to open bank accounts.
5. To develop training programmes for:
  - a. Prisoners; to give them basic money management skills.
  - b. Prison/ Probation/ VCS staff; to enable them to identify finance, benefit and debt needs amongst offenders and their families and to be able to refer them to services appropriately.
6. To provide face to face independent advice within probation offices.
7. To address barriers (local, regional and national) to meeting the aims and vision of the pathway through appropriate channels.

### Consultation Questions:

- 8a. Have the right objectives set and are they in the right priority order?
- 8b. How can we give advice to offenders and their family together? Is this important?
- 8c. What are the barriers to accessing advice where it exists for offenders (in the community and in custody) and their families?
- 8d. What kind of support or interventions would you like to see provided to offenders in custody and the community to help address their financial problems?
- 8e. What is the most critical point for an offender in custody to receive advice which has the most impact upon their financial stability upon release?
- 8f. Are there specific groups which would benefit most from a face to face independent advice service? For example, prisoners on remand, women, men, young offenders?  
For which group would such a service have the largest impact in reducing re-offending?

### Consultation questions for offenders:

- 8g. Have the right objectives been set and are they in the right priority order?
- 8h. Are there other methods of gaining advice that you would access other than a face to face service? For example; internet, kiosks?
- 8i. Would it be better to receive finance/ benefit and debt advice with your key family member(s) present?
- 8j. What are the barriers to accessing advice where it exists in the community and in custody?

## 9. Prolific & Priority Offenders

### 9.1 Overarching Aims

- Development of interventions and services to improve Resettle and Rehabilitate outcomes for PPO's.
- Influence non-criminal justice organisations to prioritise PPO's for access to services.

### 9.2 Achievements of NOMS and Partners 2005 – 2006

- Sign up to the Premium Service for PPO's achieved in all 16 schemes operating within the region.
- Operational regional database of PPO's agreed and functioning.
- Working and information sharing arrangements operational across the region.

### 9.3 Context

Nationally, it is estimated that out of a million active offenders, 100,000 offenders have three or more convictions and are responsible for half of all crime. The most active of this group are estimated to be responsible for one in ten offences.

The PPO Strategy was launched by the Prime Minister in March 2004 as a way of targeting offenders who commit the most crime and cause the most harm to local communities.

This pathway co-ordinates the Resettle and Rehabilitate work stream of the PPO strategy by linking local and national policy, and sharing progress and promising approaches across the region.

Gaps in services were identified in 2006 through a regional mapping exercise, and the following commissioning priorities identified:

- Intensive accommodation support services
- Dedicated independent financial management services
- Services for alcohol dependent PPO's
- Services to engage with the Children and Families of PPO's

Future work will address these gaps by presenting evidence of need to Criminal Justice and Civic partners, marketing the PPO approach effectively and seeking resources to support delivery of successful outcomes.

It is recognised that almost half of identified PPO's are young people, therefore the links with the Youth Justice Board are critical to long term success, Youth Offending Teams are represented within the PAT to ensure this work is effectively co-ordinated.

A study of 26 PPO's within the Newcastle DIP caseload in June 2006 demonstrated a 63% reduction in re-offending 6 months after engagement.

Although this is a small, local study, it provides promising evidence of impact, and offers some pointers towards achieving effective interventions with the most socially excluded offenders. Significant factors were identified as engagement of PPO's in the community (at home or at partnership agencies), engagement of family and friends, needs led interventions, and length of time on the caseload (there are no 'quick fixes' in addressing complex needs and social exclusion).

## 9.4 Profile of need

### PPO – Factors linked to offending (Home Office Report)<sup>11</sup>

Education, training and employability were the most common needs, identified in 82 per cent of PPO's. The PPO cohort presented higher levels of most criminogenic needs than the general offender population, including accommodation problems, finance problems (i.e. inability to manage money) and drug misuse.

### PPO regional mapping April 2006 (Yorkshire & Humberside CDRP's)

- Accommodation need was identified across the region, with a range of issues highlighted. These included exclusions, and availability of accommodation and appropriate support.
- A lack of resources and policy was identified in relation to the role of the family as a preventative resource.
- A lack of resources to support PPO's in addressing effective financial management was also a gap, along with a lack of resources to address the needs of PPO's with alcohol dependencies.

## 9.5 Future priorities

1. Definition and audit of the Premium service for PPO's.
2. Development and embedding of an approved indicator for PPO's within LAA's.
3. Development of a marketing strategy for PPO's aimed at service providers.
4. Implementation of a co-ordinated resource drive aimed at gaps in services and/or operational arrangements.
5. Continuation and enhancement of the regional database of PPO's.
6. Demonstration and roll-out of effective integrated multi-agency practice in PPO work.
7. Enhancement of PPO services through strengthening of links across the Reducing Re-offending Action Plan.

### Consultation Questions:

- 9a. Are the priorities identified the right ones?
- 9b. How can you/your organisation assist in achieving the objectives within the PPO pathway?
- 9c. Other than financial support, what incentives can be offered to organisations to support the prioritisation of PPO's for services?
- 9d. How can the premium service for PPO's be designed to meet the specific needs of different offender groups e.g. BME and women?

### Consultation questions for offenders:

- 9e. What additional support do you need to stop offending?

<sup>11</sup>Home Office Development and Practice Report 46 – Early Findings from the Prolific and Other Priority Offenders Evaluation, taken from OASys

## 10. Voluntary & Community Sector

### 10.1 Overarching Aims

- To ensure that VCS organisations are able to participate effectively in the commissioning environment
- To provide connectivity with other Pathways and offer opportunities for third sector organisations to contribute to strategic developments
- To ensure that the views of service users continue to play a part in the development of service delivery and to promote the benefits of service user participation to a wider audience
- To promote diversity and to utilise the skills, expertise and knowledge of the VCS to help to deliver equality

### 10.2 Achievements of NOMS and Partners 2005 – 2006

- Regional Reducing Re-offending Action Plan and opportunities for engagement with NOMS promoted widely to VCS agencies across the region. Three sub-regional conferences held to encourage VCS participation with a resulting increase in activity/service delivery in some locations, for example, HMP Hull.
- VCS organisations represented on majority of pathway teams and participating in policy and decision-making. The Regional Forum (VCS infrastructure body) represented on the Reducing Re-offending Action Plan Board and on the VCS PAT. Several members from VCS organisations sitting on VCS PAT.
- VCS concerns in relation to commissioning captured and shared with commissioning managers.
- Mechanisms for Service User Participation in place. Sub-group of VCS PAT working to produce quality standards around Service User Participation.
- Work to engage BME organisations underway – conference promoting race equality held in June.
- Yorkshire & Humberside Faith Forum established and work to take forward faith alliance underway.

### 10.3 Context

There is widespread recognition that the VCS adds value, flexibility and innovation in the delivery of services to offenders, offenders families and to victims. It is clear that VCS organisations can offer the additional support necessary to achieve equity of outcomes for some offenders, in particular women and those of BME origin. Further, the third sector has developed expertise in service user engagement and has much to offer in this area to ensure that offenders themselves are given opportunities to participate in the design and delivery of services that aim to reduce re-offending. This Pathway aims to ensure that the potential contribution of the Third Sector is promoted and provides a route through which VCS barriers to participation can be articulated and addressed.

It is crucial that NOMS links effectively with VCS infrastructure development and support structures. The membership of the VCS Pathway Action Team (PAT) includes representatives of:

- The Yorkshire & Humberside Regional Forum – which exists to provide a coherent and organised voice for the voluntary sector in the region. It is a membership organisation representing over 20,000 organisations. The Regional Forum is represented on the governance structure for the Reducing Re-offending Action Plan – the Reducing Re-offending Action Plan Board – as well as sitting on the VCS PAT.

- Clinks - the national organisation that supports and strengthens partnerships between VCS organisations and prisons and probation is also represented on the Reducing Re-offending Action Plan Board and the Clinks managed Change-up project – CRISP (Clinks Regional Information and Skills Project) that works to build capacity in the sector – sits on the VCS PAT.
- The BME Regional Panel - the forum for Black and Minority Ethnic voluntary and community sector organisations throughout Yorkshire & Humberside is also represented on the VCS PAT.

The NOMS document, 'Improving prison and probation services: public value partnerships', was published on August 17 and sets out plans to extend contestability and partnership working as part of the drive to do better at protecting the public. There are clear statements committing NOMS to “a major extension of partnership working and sub-contracting by probation boards to enable a wider range of providers to play to their strengths and deliver offender services” In Yorkshire & Humberside, the VCS Pathway will be a key vehicle for helping to deliver this commitment.

The recently established Office of the Third Sector (OTS), located within the Cabinet Office is responsible for driving the Government's strategic approach to enhance and enable a thriving third sector. The Office works as an advocate for the third sector across government, as well as delivering its own policy programmes.

For instance, it will work closely with the new Department for Communities and Local Government (DCLG) on embedding the role of third sector organisations in communities and decision-making at a local and regional level; and with the DTI on promotion of enterprise and creating the environment for business success.

The Infrastructure body National Council of Voluntary Organisations (NCVO), produces a range of publications and has a specific web site that supports the Third Sector Foresight Network – a mechanism that provides a number of strategic planning tools and access to research, policy and information on strategic issues of relevance to the sector.

## 10.4 NOMS Draft Targets for VCS 2007 – 2008

- Probation Areas to achieve a level of spend on VCS partnerships that equates to 10% of main resource grant
- Prisons to deliver a measurable improvement in the level of service delivery provided by VCS partners

## 10.5 Profile of Need

The needs of the sector are identified in through a range of publications but the most significant of these remains Professor Paul Senior's Report, Enhancing the Role of the VCS: a case study of the Yorkshire & Humberside region, Nov 2004, NOMS VSU. This contains a thorough analysis of perceived barriers to VCS engagement within the NOMS arena and makes recommendations to improve engagement of the sector.

## 10.6 Future Priorities

### 1. Commissioning and Partnerships

- Draw on the learning provided by the two Change-up projects in the region and encourage bidding partnerships led by VCS agencies
- Promote consortia development and develop ways of sharing risks/protecting members
- Explore the development of a neutral bidding group to support transparent commissioning
- Ensure that commissioning involves all sectors

## 2. Connectivity/Links to other Pathways

- Build links with Supporting People and housing providers
- Promote VCS involvement in PPO service delivery
- Seek priority for areas of service delivery in which VCS have expertise e.g. alcohol/accommodation/Offender Learning (ETE) – ensure increased capacity

## 3. Service User Engagement

- Identified person with lead responsibility for Service user engagement
- Develop quality standards for service user engagement
- Identify ways of including service users in commissioning
- Promote and celebrate the role of volunteers

## 4. Diversity and Equality

- Ensure that the Reducing Re-offending Action Plan is reflective of all parts of the region and meets the needs of a diverse range of offenders
- Develop a strategy for engagement with BME Voluntary Sector
- Develop and Promote the Faith Alliance

### Consultation Questions:

- 10a. Are the priorities identified the right ones?
- 10b. How can you/your organisation assist in achieving the objectives within the VCS pathway?
- 10c. How can we ensure that commissioning is accessible to VCS providers?
- 10d. How can tendering processes be made more user-friendly, and how can NOMS encourage the involvement of smaller organisations?
- 10e. How could a neutral bidding group operate?
- 10f. What support is needed to encourage the development of VCS-led bidding partnerships?
- 10g. How can VCS organisations be helped to identify and bid for funding outside of NOMS?
- 10h. How best can NOMS develop service user engagement and what should quality standards contain?
- 10i. What can be done to promote the participation of BME led VCS organisations?
- 10j. How can VCS organisations help to address inequality and promote diversity?

### Consultation questions for offenders:

- 10k. Please give us your views about services provided by voluntary sector organisations. In particular, how do these services differ from those provided directly by prisons or probation?
- 10l. What do you think should be done to ensure that voluntary and community sector organisations are able to play a part in helping people to stop offending?

## Glossary

ACCT	Assessment, Care in Custody and Teamwork
ACU	Active Communities Unit
ATB	Attitude, Thinking & Behaviour
BME	Black and Minority Ethnic
CAB	Citizens Advice Bureau
CDRP	Crime Disorder and Reduction Partnership
CCM	City College Manchester (Regional Prisons Education Providers)
CIU	Community Integration Unit
CJB	Criminal Justice Board
CJS	Criminal Justice System
Clinks	Prison Community Links
Connexions	Provides a range of guidance and support for 13 to 19 year olds
C-NOMIS	Computerised National Offender Management Information System
CSIP	Care Services Improvement Partnership
CYPSP	Children & Young People's Strategic Partnership
DAAT	Drugs and Alcohol Action Team
DAT	Drug Action Team
DfES	Department of Education and Skills
DCLG	Department for Communities and Local Government
DIA	Diversity Impact Assessment
DIP	Drug Interventions Programme
DoH	Department of Health
DTI	Department of Trade and Industry
DWP	Department of Work & Pensions
ETE	Education, Training and Employment
GOYH	Government Office for Yorkshire and the Humber
GP	General Practitioner
IDTS	Intensive Development & Treatment System
JC+	Jobcentre Plus
LAA	Local Area Agreements
LCJB	Local Criminal Justice Board
LSC	Learning and Skills Council
LSCB	Local Safeguarding Children's Board
LSP	Local Strategic Partnership
MAPPA	Multi Agency Public Protection Arrangements
NCVO	National Council of Voluntary Organisations
NHS	National Health Service
NIMHE	National Institute for Mental Health in England
NOMS	National Offender Management Service
NPD	National Probation Directorate
NPS	National Probation Service
NTA	National Treatment Agency
OASys	Offender Assessment Systems ( <i>Prison and Probation joint risk assessment management system</i> )
OTS	Office of the Third Sector
OLASS	Offender Learning and Skills Service
OM	Offender Management
PAT	Pathway Action Team
PCT	Primary Care Trust
PMF	Performance Management Framework
PPO	Prolific and Priority Offenders
ROM	Regional Offender Manager
RRAP	Reducing Re-offending Action Plan
SENU	Social Enterprise National Unit
SEU	Social Exclusion Unit
SHA	Strategic Health Authority
TWP	Together Women Programme
VCS	Voluntary and Community Sector
WYCCP	West Yorkshire Community Chaplaincy Project
YJB	Youth Justice Board
YOT	Youth Offending Team

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