

Working together to reduce re-offending

Commissioning and Partnerships
Annual Report – 2007/2008

Yorkshire and Humberside



Ministry of
JUSTICE

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1 INTRODUCTION

The Annual Report provides me with an opportunity to comment on the good work undertaken across Yorkshire and Humberside with offenders and victims to protect the public and reduce re-offending.

Performance has in almost all areas either improved or been sustained at a high level.

In particular I would like to take this opportunity to highlight the:

- continuing high level of commitment between partners in the public, private and Third Sectors to delivering services that make a difference locally and regionally
- end year Integrated Probation Performance Framework (IPPF) Report identifying Yorkshire and Humberside as the top performing Probation region in 2007/2008
- expansion of bail information and support services to courts
- partnership work undertaken with the Police in planning for the introduction of Integrated Offender Management in West Yorkshire
- pioneering work of the Together Women Partnership
- excellent working relationships with the Prison Service in Yorkshire and Humberside.
- high quality relationships that exist with sentencers across the Region.

Finally I would like to acknowledge my team's hard work throughout the year (often undertaken in the background) to support Yorkshire and Humberside providers in making this a high performing region.

HILARY CAMPBELL
Regional Offender Manager
NOMS Yorkshire and Humberside

2 PROBATION PERFORMANCE

The Yorkshire and Humberside (YH) Region covers the four Probation Areas: Humberside, North Yorkshire, South Yorkshire and West Yorkshire. Performance for 2007/08 was reviewed at quarterly SLA Review meetings chaired by the ROM. These were preceded by an SLA Review Preparation Meeting in each area.

Yorkshire and Humberside is the top performing region in 2007/08 in the Integrated Probation Performance Framework (IPPF), achieving overall green star (outstanding performance) with outstanding performance for public protection, offender management and interventions domains and good performance for operational capacity resource use and strategy. Two probation areas in region are rated green star overall, (Humberside and South Yorkshire), and North and West Yorkshire are both rated green, with good performance overall.

2.1 PROGRESS AGAINST SLA SERVICE DELIVERY TARGETS

Regional performance has been strong with over three quarters of all targets exceeded or achieved. Excellent performance was achieved against public protection targets of timely OASys Assessments for High Risk and Prolific and Priority Offenders (PPO) and against Offender Management targets for Timely Enforcement, Timely Delivery of Pre Sentence Reports to the courts and Referrals to LSC.

However, YH mirrored other regions, failing to achieve target for Timely OASys Assessments for those offenders below tier four, achieving parity with national average performance.

In relation to Intervention targets excellent performance was achieved in region against targets for Accredited Programme and Unpaid Work Completions, DRRs and against the stretch Accommodation target set in YH.

The table below shows the detailed performance against the full range of Service Delivery Targets in all four areas. The National Service Delivery Targets can be found in Annex B.

YH SLA Service Delivery Target	Achievement			
	Humberside	N Yorks	S Yorks	W Yorks
95% Pre Sentence Reports (PSRs) completed within timescales	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
In minimum of 90% of cases initiate breach proceedings within 10 working days of the relevant unacceptable failure to comply.	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
Achieve an average of 35 working days from the relevant unacceptable failure to comply to resolution of cases and	Target Exceeded	Target Exceeded	38 days	Target Exceeded
In 60% of cases resolve breaches of community penalties within 25 working days of the relevant unacceptable failure to comply(CJS measure)	Target Exceeded	Target Exceeded	1% below target	1% below target – target achieved for all probation prosecuted cases
70% Orders and licences successfully completed Regional performance 66%	66% (Nat'l average 67%) Compliance to be a focus in 2008/09 Local Plan.	Target Achieved	66% (Nat'l average 67%) Compliance to be a focus in 2008/09 Local Plan.	65% (Nat'l average 67%) Compliance to be a focus in 2008/09 Local Plan

YH SLA Service Delivery Target	Achievement			
	Humberside	N Yorks	S Yorks	W Yorks
Minimum 85% arranged appointments which the offender attends in the first 26 weeks of the order or licence.	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
Minimum 70% of cases that reach the six month stage without requiring breach action	Target Exceeded	Target Exceeded	Target Exceeded	2% below target Compliance to be a focus in 2008/09 Local Plan.
Minimum 85% victims to be contacted within eight weeks of an offender receiving 12 months or more for a serious sexual or violent offence	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
Minimum 73% of offenders living in settled and suitable accommodation at the end of their order or licence.	Target Achieved	Target Exceeded	2% below stretch target	1% below stretch target
At least 90% of OASys assessments to be completed or updated within the appropriate timescales: 5 days following sentence or release on licence for all Tier 4 cases (excluding PPO cases).	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
At least 90% of OASys assessments to be completed or updated within the appropriate timescales: 5 days following sentence or release on licence for all PPO cases.	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
At least 90% of OASys assessments to be completed or updated within the appropriate timescales: 15 days following sentence or release on licence for all Tier 1 (where appropriate), Tier 2 and Tier 3 cases (excluding PPO cases).	65% (Nat'l average 69%)	74% (Nat'l average 69%)	72% (Nat'l average 69%)	69% (Nat'l average 69%)
5160 R referrals to LSC (in the community)	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
5123 Completions of unpaid work requirements	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
To maintain at below 1% the proportion of unpaid work offender days which are lost because of stand-downs - either on the day or notified in advance	Target Exceeded	Target Exceeded	1.5% . Area has improved performance in-year from over 7% at start.	Target Exceeded
1710 Offenders starting a Drug Rehabilitation Requirement (DRR) or Drug Treatment Testing Order (DTTO)	1% (3) below target	Target Exceeded	Target Exceeded	1% (5) below target
Regional target exceeded				
At least 75% offenders retained in DRR/DTTO for 12 weeks	Target Exceeded	Target Exceeded	Target Achieved	Target Exceeded
1455 Accredited offending behaviour programmes completed by offenders	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
133 Accredited sex offender treatment programmes completed by offenders	Target Achieved	Target Exceeded	Target Exceeded	Target Exceeded
327 Accredited programmes for domestic violence completed by offenders	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
1617 Offenders under supervision sustain employment for 4 weeks	Target Exceeded	Target Exceeded	Target Exceeded	Target Exceeded
Regional target exceeded				

Area performance in the 2007/08 Integrated Probation Performance Framework is assessed as follows:

HUMBERSIDE: Outstanding overall performance (green star), achieving outstanding performance for Public Protection, Offender Management and Operational Capacity, Resource Use and Strategy domains and good performance for Interventions.

NORTH YORKSHIRE: Good overall performance (green), achieving green star for Offender Management and green for Public Protection and Interventions domains with amber for Operational Capacity, Resource Use and Strategy.

SOUTH YORKSHIRE: Outstanding overall performance (green star), achieving outstanding performance (green star) for Interventions and good performance for all other domains (green).

WEST YORKSHIRE: Achieved an overall green (good performance) with all domains rated green (good), with the exception of Offender Management, where performance for the Compliance Metrics (cases reaching 6 months without requiring breach action and percentage of Orders/Licences successfully completed) was 2% and 5% respectively below target leading to an amber banding for this domain. Compliance issues are a focus of attention in Local Plan for 2008/09.

2.2 PROGRESS AGAINST OBJECTIVES IN SLA SERVICE PROGRESS PLAN

Objectives were set in each area relating to the following priorities identified in the Yorkshire and Humberside Regional Commissioning Plan:

Public Protection: OM Roll Out and Improved MAPPA Arrangements

Demand Alignment: Accredited Programmes and low risk offenders

Prolific and Priority Offenders: Premium Service

Remand and Unsented: Bail information, Bail Support, bail and other accommodation project

Partnerships: RRAP team continuity, short term prisoners

HUMBERSIDE

There were 7 Service progress Plan Objectives agreed relating to Public Protection and OM Roll Out, 5 to Demand Alignment, 1 to Prolific and Priority Offenders, 3 to Remand and Unsented Prisoners and 3 to Partnerships. All objectives were fully achieved or progressed so far as possible.

NORTH YORKSHIRE

There were nine Service Progress Plan Objectives agreed relating to Public Protection and OM Roll Out, 7 to Demand Alignment, 1 to Prolific and Priority Offenders, 2 to Remand and Unsented Prisoners and 6 to Partnerships. All objectives were fully achieved or progressed so far as possible.

SOUTH YORKSHIRE

In order to view progress on Service Progress Plan objectives agreed for South Yorkshire it is necessary, for some, defined at a very high level, to refer to the expected outcomes in addition to the actual objectives. There were 3 Service Progress Plan Objectives relating to Public Protection and OM Roll Out comprising 19 specific expected outcomes, 6 to Demand Alignment comprising 13 expected outcomes, 1 to Prolific and Priority Offenders comprising 5 expected outcomes, 1 to Remand and Unsented Prisoners comprising 4 expected outcomes and 3 to Partnerships comprising 7 expected outcomes. All objectives were fully achieved or progressed so far as possible.

WEST YORKSHIRE

There were 7 Service Progress Plan Objectives agreed relating to Public Protection and OM Roll Out, 5 to Demand Alignment, 4 to Prolific and Priority Offenders, 4 to Remand and Unsented Prisoners and 8 to Partnerships. All objectives were fully achieved or progressed so far as possible with the exception of 2 for which the decision was taken not to progress in year.

3 PRISON PERFORMANCE

3.1 PUBLIC SECTOR PRISONS

In region there are two large male locals, four Category C establishments, one of which has both an open and closed site, an adult female open, a female closed comprising both adult and Young Offender (YO), and a male YO establishment.

Outside the Service Level Agreement between the Regional Offender Manager and the HMPS Area Manager there is a male juvenile establishment (Wetherby), a female juvenile unit (New Hall) and two high security establishments (Full Sutton and Wakefield) in region.

In addition there are two contracted out establishments in region. One is a male local (Doncaster) and the other a Cat C closed (Wolds).

3.2 SLA KEY PERFORMANCE TARGETS – ACHIEVEMENT

The table below shows performance on 2007/08 SLA targets for the region. Some additional comment on individual establishment performance is made after this table. The National Service Delivery Targets can be found in Annex B.

SLA Service Delivery Target	Achievement (Regional)	Comment
Rate of escapes from prison and prison escorts to be lower than 0.05% of the average prison population	Within Target Performance zero	
Ensure that at least 90% of prisoners are ready for discharge for court appearances in compliance with the escort contract	Over Target Performance 99.73%	
To ensure that 95% of prisoners comply with the terms of their temporary release on licence [ROTL failure only]	99.94%	
To ensure that the rate of absconds does not exceed x% per 100,000 prisoner days [for open and semi-open establishments only. ie: 14.67% at Askham Grange, 49.31% at Moorland, 47.13% at Wealstun	Within target performance.	Target achieved by Moorlands and Wealstun but not Askham Grange (target 14.67 and achievement 29.2). The target at Askham has been increased for 2008/09.
% of serious assaults per overall prison population not to exceed 2.06%	Over Target Performance 1.79%	
To ensure that the average daily hours unlocked is at least 10.69 hours per day per prisoner	Over Target Performance 10.77	
To ensure that the rate of self-inflicted deaths (SIDs) in prison not to exceed 112.8 per 100,000 prisoner population	Within Target Performance (Data from Feb 08 PROMT) A/Man	There were 5 Self Inflicted Deaths in region in 2007/08 3 of which at HMP Leeds. The Area Manager has provided a dedicated post to lead on deaths in custody at Leeds and personally chairs the Death in Custody Working Party.
The % of prisoners held in accommodation units intended for fewer prisoners does not exceed 24% of the average population in prisons	Below Target performance 28.94%	The number of cells with 2 prisoners to a cell certified for one was increased to ease population pressures

SLA Service Delivery Target	Achievement (Regional)	Comment
At least 80% of sentenced prisoners and those on remand in local prisons who have an assessment of their housing requirements undertaken within 4 days of reception.	Over Target Performance 96.87%	
At least 70.56% of offenders move to settled accommodation on release	Over Target Performance 87.58%	
To ensure that at least 80% of planned attendees attend education	Over Target Performance 86.66%	
2600 awards in key work related skills (excluding LSC provision)	Over Target Performance 5277 (203%)	
14.44% of discharged prisoners entering training or education on release	Over Target Performance 19.52%	
22.78% of discharged prisoners entering employment on release	Over Target Performance 24.43%	
To ensure that offenders spend an average of 27.39 hours per week in purposeful activity	Over Target Performance 27.41	
To reduce year on year the levels of drug misuse in prisons – as measured by the random Mandatory Drug Testing (rMDT) programme (10.44%)	Over Target Performance 9.23% in 2007/08 and 9.76% in 0607.	
To ensure that 3851 prisoners enter prescribed substance-misuse management programmes (maintenance-prescribing and/or detoxification) annually	Over Target Performance 6582 (171%)	
To ensure that 989 prisoners start a drug rehabilitation programme or Therapeutic Community annually	Below Target Performance 961 (97%).	HMP Hull is piloting a new Alcohol programme. Related staff training resulted in one drug rehabilitation programme being cancelled.
To ensure that 639 prisoners complete a drug rehabilitation programme or Therapeutic Community annually	Below Target Performance 613 (96%)	
To complete 5058 CARAT Substance Misuse Triage Assessments annually	Over Target Performance 5293 (105%)	
510 accredited offending behaviour programmes completed by prisoners	Below Target Performance 503 (99%)	The OBP Completions performance at HMP Hull was affected by larger than expected attrition. This was compounded by the resignation in year of the Treatment Manager.
85 accredited sex offender treatment programmes completed by prisoners	Below Target Performance 72 (85%)	HMP Hull has now recruited a Head of Unit and improvements to outturns are expected. However, 72 is the highest number of completions for establishments in the North of the country.

ASKHAM GRANGE

Askham Grange is an open prison for adult women with an operational capacity of 128. All 2007/08 SLA key performance targets were met with the exception of Absconds. The continued commitment to partnership working, especially in the area of family work, will ensure the establishment's continued development as a resettlement centre for women. There are good links with partners/local employers. Women are released to attend for Offending Behaviour Accredited Programme sessions at North Yorkshire Probation premises. The establishment was at 41 on the Weighted Scorecard for 2007/08 and is currently rated at level 4 and has a high performing prison award.

EVERTHORPE

Everthorpe is a category C training prison for adult males with an operating capacity of 689. All 2007/08 SLA key performance targets were met with the exception of daily hours unlocked. Inspection and audit reports reflect the good staff-prisoner relationships and positive regime in the establishment. Recent work to improve workshops will ensure there continues to be a high level of purposeful activity for offenders and the opportunity to gain qualifications prior to release. The establishment was at the top of the Weighted Scorecard for 2007/08 and is currently rated at level 4.

HULL

Hull is a large city local category B prison for adult males and young offenders with an operating capacity of 1044. 2007/08 SLA key performance targets were met with the exception of drug treatment starts, offending behaviour and sex offender treatment programme completions. Performance on the latter two targets was adversely affected by staff vacancies in year. The staff team remain highly focused to build upon developments in relation to community engagement and support for prisoners with alcohol and drug addictions. This is evident in their commitment to pilot a prisoner alcohol programme. The establishment was ranked 2 in the Weighted Scorecard for 2007/08 and is currently rated at level 3.

LEEDS

Leeds is a large city local category B prison for adult males with an operating capacity of 986. All 2007/08 SLA key performance targets were met with the exception of Mandatory Drug Tests. The Governor and his team are committed to ensuring a positive and decent environment in which to live and work. Performance in a number of areas is improving and the provisional score from the last Security audit is good. Recent media coverage of the establishment has been largely positive. The establishment was ranked 34 in the Weighted Scorecard for 2007/08 and is currently rated at level 2.

LINDHOLME

Lindholme is a category C training prison and immigration removal centre, for males. It has an operating capacity of 1010. All 2007/08 SLA key performance targets were met with the exception of drug misuse measured by random mandatory drug tests and hours spent in purposeful activity. The initial feedback from the last HMCIP inspection of Lindholme highlights some of the positive work at the establishment, particularly in terms of resettlement. The Governor and his team are already taking forward remedial work to improve areas of concern. Work is ongoing to improve

purposeful activity and employment in line with the expansion. The establishment was ranked 71 in the Weighted Scorecard for 2007/08 and is currently rated at level 3.

MOORLAND

Moorland is a category C and open prison for adult and young offender males. It has an operation capacity of 1045. All 2007/08 SLA key performance targets were met with the exception of Drug Treatment Starts. Moorland continues to perform well across most measures, reflected in their consistent achievement on the weighted scorecard. The establishment was ranked 6 in the Weighted Scorecard for 2007/08 and is currently rated at level 3.

NEW HALL

New Hall is a women's adult and young offender establishment with an operating capacity of 446. All 2007/08 SLA key performance targets were met with the exception of Serious Assaults, Purposeful Activity and Drug Treatment Completions. HMCIP carried out its first inspection of the Rivendell (juvenile) Unit in August last year. The report is very positive about the environment and the way in which the young women are cared for and concerns in it are already being addressed. The Governor and his team have continued their commitment to the Performance Improvement Planning process and much progress has been made. The establishment was ranked 48 in the Weighted Scorecard for 2007/08 and is currently rated at level 2.

NORTHALLERTON

Northallerton is a young offender institution for males with an operating capacity of 252. All 2007/08 SLA key performance targets were met with the exception of purposeful activity and the resettlement employment target. The establishment significantly over achieved on the resettlement Education and Training target. The Governor and his team achieved final self-audit score of 92%. A radio station has recently launched at the establishment, set up and run by offenders in partnership with various organisations. This offers offender the opportunity to gain a qualification and contributes to the improvement of purposeful activity in the establishment. The establishment was ranked 9 in the Weighted Scorecard for 2007/08 and is currently rated at level 3.

WEALSTUN

Wealstun is now a category C closed for males with an operating capacity of 527. It is in the process of re rolling the category D open prison. All 2007/08 SLA key performance targets were met. A new pre release course has commenced at Wealstun to help deliver improved resettlement outcomes for prisoners. The establishment was ranked 75 in the Weighted Scorecard for 2007/08 and is currently rated at level 3.

3.3 PROGRESS - OBJECTIVES IN SLA SERVICE PROGRESS PLAN

Objectives were agreed in accordance with priorities identified in the Regional Commissioning Plan.

Good progress was made in relation to improved public protection arrangements and outstanding issues identified will continue in 2008/09 as will work to progress the moves of IPP prisoners and ensure Sentence Plan Assessments are timely.

In relation to targeting interventions HMPS YH Area Manager is now considering recommendations and actions from the Report produced in year from the Regional Offender Manager' Review of Accredited Programmes.

In relation to the Reducing Reoffending Action Plan focussed events were held in 2007/08 to establish current services available for BME and Women Families and Children and to plan for future provision.

Service Improvement objectives were agreed and achieved in relation to VISOR and Xhibit implementation. Progress has been made with implementation of the standard core day. The movement of those on medication from Leeds to local prisons has begun as has the re-role of Wealston open prison.

In relation to Remand and HDC a much improved service to Offenders regarding Bail and Accommodation is now offered in region.

Excellent Partnership work and Joint Commissioning has been evidenced in Humberside where HMP Everthorpe, HMP Hull and Humberside Probation produced a joint prospectus of services and began the pilot of a service level agreement between themselves on how to engage with local services. Also, in West Yorkshire where the West Yorkshire Police pilot on Integrated Offender Management is currently gathering momentum, well supported by regional prisons.

3.2 CONTRACTED OUT PRISONS

There are two contracted out prisons in the Yorkshire and Humberside region managed via contracts with the Regional Offender Manager (ROM).

Doncaster is a contracted prison establishment operated by SERCO which opened in 1994. The prison is a category B local establishment with a current occupational capacity of 1,146.

In 2007/08 HMP and YOI Doncaster was assessed as reaching performance level 3 as it continues to meet the majority of targets, experiencing no significant problems in doing so, and delivers a reasonable and decent regime.

A recent standards audit in December 2007 produced a score of 91%, an improvement on the 80% score achieved in February 2007.

HMP AND YOI DONCASTER

Service Delivery Target	Achievement
Rate of Escapes from prison and prison escorts to be lower than 0% of the average prison population	Target Achieved
To ensure that 95% of prisoners return within the terms of their temporary release on licence (ROTL failure only)	Target Exceeded
The rate of drug-misuse in prison is less than 9% - as measured by the random Mandatory Drug Testing (rMDT) Programme	Target Exceeded
To ensure that at least 90% of prisoners are ready for discharge for court appearance in compliance with the escort contract	Target Exceeded
% of serious assaults per overall prison population not to exceed 2.0%	3.2%, 60% higher than the target rate
To ensure that average daily hours unlocked is at least 11.5 hours per day per prisoner	11.1, 97% of target
Rate of self-inflicted deaths in prison not to exceed 112.8 per 100,000 prison population	Target Achieved
The % of prisoners held in accommodation units intended for fewer prisoners does not exceed 65.0% of the average population in prisons	Target Exceeded
470 awards in Key Work Related Skills	Target Exceeded
To ensure that offenders spend an average of 22.0 hours per week in purposeful activity	Target Exceeded
To ensure that 1500 prisoners enter substance misuse management programmes (maintenance-prescribing and/or detoxification) annually	Target Exceeded
To ensure that 240 prisoners enter a drug rehabilitation programme or therapeutic community annually	Target Achieved
To ensure that 156 prisoners complete a drug rehabilitation programme or therapeutic community annually	Target Exceeded
To complete 2150 CARAT Substance Misuse Triage Assessments annually	Target Exceeded

With the exception of two KPTs, performance against targets has been excellent, with a number of targets being exceeded.

Disappointingly the target for serious assaults was not met for the second year running. The target for 2007/08 was 2%, but the number of serious assaults reached 3.2% of the overall prison population.

The target for average daily hours unlocked was narrowly missed with Doncaster achieving an average of 11.1 hours against the target of 11.5 hours.

HMP WOLDS

HMP Wolds is a contracted prison establishment operated by GSL which opened in 1992 as the first private prison. Although initially built as a remand prison, a re-role in 1994 to a category B training prison introduced sentenced prisoners. At the re-bid in 2003 the prison's role changed again to a category C trainer. It currently has an occupational capacity of 380.

In 2007/08 HMP Wolds was assessed as reaching performance level 4 as it continues to meet or exceed its key performance targets. Contractual performance is also good.

Over recent months it has increased its capacity twice in response to requests to assist with the national prison population overcrowding and has made significant progress in regard to its activity/work regime. Offender Management Phase two has been successfully implemented and Phase three implementation is progressing well.

Audit scores are good. A recent Unannounced Short Follow-Up HMCIP Inspection (17-19 September 2007) found that "significant progress had been made" and said that "this is a positive report on an improving establishment".

The table below provides a summary of performance against Service Delivery Targets for 2007/2008.

Service Delivery Target	Achievement
Rate of Escapes from prison and prison escorts to be lower than 0% of the average prison population	Target Achieved
To ensure that 95% of prisoners return within the terms of their temporary release on licence (ROTL failure only)	Target Exceeded
The rate of drug-misuse in prison is less than 7.0% - as measured by the random Mandatory Drug Testing (rMDT) Programme	Target Exceeded
To ensure that at least 90% of prisoners are ready for discharge for court appearance in compliance with the escort contract	Target Exceeded
% of serious assaults per overall prison population not to exceed 3.0%	Target Exceeded
To ensure that average daily hours unlocked is at least 11.5 hours per day per prisoner	Target Exceeded
Rate of self-inflicted deaths in prison not to exceed 112.8 per 100,000 prison population	Target Achieved
The % of prisoners held in accommodation units intended for fewer prisoners does not exceed 27.0% of the average population in prisons	Target Exceeded
At least 70% of offender move to settled accommodation on release	69%, 1% less than target
440 awards in Key Work Related Skills	Target Exceeded
15.0% of discharged prisoners entering training or education on release	7.9%, 53% of target
17.0% of discharged prisoners entering employment on release	Target Exceeded
To ensure that offenders spend an average of 30 hours per week in	27.6, 92% of target

Service Delivery Target	Achievement
purposeful activity	
To complete 90 CARAT Substance Misuse Triage Assessments annually	Target Achieved
72 accredited offending behaviour programmes completed by prisoners	Target Exceeded

With the exception of three KPTs, performance against targets has been excellent, with a number of targets being exceeded.

The target for discharged prisoners entering training or education on release was 15%; however performance for 2007/08 was just 7.9%. Although this target was not met, the resettlement target for those entering employment was significantly exceeded.

The target to ensure that Offenders spend an average of 30 hours per week in purposeful activity was also missed with the establishment reaching only 27.6 hours per week.

The accommodation target was narrowly missed with performance falling less than 1% short of the target.

4 PARTNERSHIP ACHIEVEMENTS

4.1 REDUCING RE-OFFENDING ACTION PLAN (RRAP)

4.1.1 INTRODUCTION

The following few pages are great testimony to what can be achieved when working in partnership to meet offender needs. Reducing re-offending is a partnership activity and one that NOMS does not take for granted. We would like to thank all the members of the Pathway Teams, especially the Pathway Chairs for their continuing commitment to addressing the needs of offenders and their families and in this way making an invaluable contribution to reducing re-offending across the region.

4.1.2 ACCOMMODATION

The Accommodation Pathway has met quarterly during 2007/08 with representation from the Voluntary Sector, Probation, Prisons, Supporting People and Housing Providers. The Pathway has recently undertaken a review of membership to ensure that all appropriate sectors continue to be represented appropriately.

The main achievements during 2007/08 include:

An ongoing review of the Women's Accommodation Action Plan in light of the Corston report, and the learning from the Together Women Programme (TWP). This review will be completed by August 2008

The successful delivery of four sub regional Civic Alliance events in Hull, York, Sheffield and Leeds. The overall aim of the workshops was to raise awareness and understanding of offenders housing needs and in particular the barriers to accessing secure and settled accommodation. It was also intended to show housing providers the impact of their policies and practices and to highlight the potential that exists for addressing homelessness amongst offenders through joint working. This training was designed to complement other initiatives which aim to establish principles of good practice amongst all relevant agencies. Ninety one participants attended with representation from strategic and operational managers and practitioners from the statutory, private and third sector. The final report from the facilitator concludes that the key aims of the events were met, and importantly that the majority of those in attendance were keen to build on the learning and work more closely with NOMS to achieve positive outcomes for offenders.

A task and finish group which has been formed in order to look in detail at the five performance measures¹ for 08/09 which include national and regional targets to test performance, three of the metrics relate to Prisons and two to Probation Areas. The key issue raised is that of the definition of secure and settled accommodation and how accurately this is assessed and recorded on release from prisons. The group will continue to meet to look at definitions of the measures, processes and next steps and will report back to the next Accommodation Pathway meeting.

¹ These measures are from the RRAP performance framework which draws together the national prison and probation targets regarding accommodation.

A Supporting People (SP) Commissioners event planned for quarter four of 2007/08 was postponed but the event will take place in late summer in order to ensure that Probation SP Commissioners have the up to date knowledge on SP, housing support and accommodation issues. This allows SP commissioners to identify needs data that would assist in the commissioning process.

4.1.3 EMPLOYMENT, LEARNING AND SKILLS (ELS)

The ELS Pathway Action Team, having focused on Offender Learning and Skills Service (OLASS) developments during its first year and continuing its commitment to co-commissioning services, had employer engagement as its core focus.

The Employer Engagement Toolkit was produced and launched at a regional event on the morning of 3rd May by Gerry Sutcliffe, MP. That afternoon over 20 companies attended an Employer Event sponsored by Carillon.

The region is also benefiting from European Social Fund (ESF) Objective three and EQUAL funding to support the pathway at a local level with the appointment of Employer Engagement staff at regional and local level. Over 1,000 employers have been approached across the region. The Corporate Alliance Pledge was distributed to employer engagement staff in probation, prisons and the voluntary and community sector across the region. Thirty employers have signed the pledge, committing to employment opportunities for offenders.

A Business Champions Network has been established. Members of this network will act as an employers' Leadership Team and bring employers' perspective and influence to create employability opportunities for offenders and help reduce re-offending in the Yorkshire and Humber region.

In 2007 the NOMS Senior Management Team agreed to offer an opportunity for an offender to undertake a work trial/work placement in the partnership team under the supervision of the Regional Employer Engagement staff. This has been a positive experience and has given staff a better understanding of work trials/placements from the employer's perspective and allowed us to positively promote the employment of offenders to employers.

The following is a case study based on this work trial. The young woman involved commenced a one month work trial with NOMS on 5 October 2007. This proved so successful that it was extended for several months.

NOMS WORK TRIAL CASE STUDY

Yorkshire and Humberside NOMS decided to practice what it preached to local employers and employ a serving prisoner in its partnership team. Following a competitive interview a young woman serving a ten year sentence was selected.

Hilary Campbell, Regional Offender Manager, said; "We have to lead by example and show the same level of commitment if we are to persuade other employers. This female prisoner has provided an excellent business support service to members of the ROM team including myself during the months of her placement. She is efficient hard working and extremely capable."

“I have been to meetings and conferences and represented NOMS and I have enjoyed the experience. I feel that I have gained plenty of experience and the placement more than exceeded the expectations I had of it. My future plans are to get a job in this field and I am hoping that this placement serves me well in the future.” Work placement offender, Yorkshire and Humberside NOMS.

4.1.4 DRUGS AND ALCOHOL

The establishment of a Regional Alcohol Group, which connects to both the Drug and Alcohol Pathway Action Team and the Regional Offender Health Board, has ensured that there is a specific focus on Alcohol and Criminal Justice, and that this is not displaced by the drugs agenda. There is a developing momentum in respect of Alcohol Treatment Requirements in the Community, in addition to Accredited Programmes and Specified Activities. A pilot programme will commence in HMP Hull, and work is underway to promote the adoption of common screening tools and definitions, and to identify key pathways in alcohol treatment.

Key developments in the relation to drug treatment include the continued roll out of Integrated Drug Treatment Scheme (IDTS) in prisons within the region, and the emergence of a West Yorkshire Polices' Integrated Offender Management (IOM) – in part from the experience of the PPO scheme and move to align this with DIP. This expands the potential to sustain treatment engagement by those offenders serving under 12 months who are released without supervision.

4.1.5 PHYSICAL AND MENTAL HEALTH

The Health Pathway Action Team is led by Health and Social Care in Criminal Justice and the Care Services Improvement Partnership (CSIP). They are referred to as the Health Partnership throughout this report.

Key headlines include:

The Health Partnership undertook an assessment of all Yorkshire and Humberside prisons healthcare against the 31 National Prison Health Performance Indicators. As a result a development plan was initiated and agreed with each of the Prison Partnership Boards on each indicator from the coming year. This ensured that standards of health care (in its broader sense) would improve. As a region, we were recognised nationally for this thorough validation process.

An assessment of General Practitioners (GP) registration and the health care needs of offenders in the community were undertaken. Over 1200 offenders participated and results showed that over 86% of our offenders are registered with a GP. It did highlight, however, the need for closer collaboration with GPs in the community to improve access to primary care services for offenders and ensure continuity of care. The exercise was repeated in collaboration with Bradford Communities of Interest specifically tracking black and minority ethnic (BME) offenders from Bradford court into HMP Leeds. It found that 16% of Asian and black offenders were not registered with a GP. This is now being addressed by the Primary Care Trust (PCT) and the Local Authority

The Health Partnership has worked in collaboration with revolving doors and other partners to scope the possibilities of introducing the personalisation agenda to offenders. The target group of offenders were those with complex and primary

mental health problems serving an under 12 month's prison sentence. This activity is entering its second phase and we are hoping by September that a full-time worker will be appointed by HMP Everthorpe. This will allow the scheme to work with ten offenders tracking their needs and their progress and will inform a budget cost matrix.

The Health Partnership trained 335 prison and probation staff in mental health awareness. A mental health evaluation was completed on the services provided in all the regions prisons. This increased staff understanding of offender's mental health needs and the workings of the care system.

The Integrated Drug Treatment System was introduced in the region, in collaboration with the National Treatment Agency (NTA). In preparation, comprehensive training was delivered. IDTS foundation training was provided for 725 staff.

Local implementation groups were established in eight prison sites to ensure that a comprehensive range of drug treatment services was being commissioned and developed in line with National practice guidelines. This facilitates a clear pathway of care from community into prison and prison back to the community.

A scoping exercise was completed across the children's secure estate. As a result of the mental health services commissioned provided and received we have received both the strategic backing and collaborative funding to draw up a regional commissioning plan for all four tiers of children's mental health services (including transition years 17-18). This links with the prevent and deter strand of reducing re-offending.

4.1.6 ATTITUDES, THINKING AND BEHAVIOUR

A review of accredited programme provision in the region was completed at the end of February 2008. After consultation with the centre who are now leading the project, the plan is to write a regional proposal however, the reconfiguration of need applies more to the prison estate than probation. Options for through the gate working are being developed for national consideration.

Through the gate provision has been promoted within the region which has increased opportunities for prison-probation delivery and attendance. The second generation General Offending programme has been piloted and there are examples of successful delivery in HMP Lindholme, HMP Wealstun, HMPYOI New Hall and HMP Leeds. Yorkshire and Humberside is the first region to achieve this. There are also plans to hold joint training sessions on the pilot experience.

New areas of activities that could broaden the remit of the ATB Pathway were scoped to increase the number of new partners from the VCS and independent sector and widen membership of ATB pathway to reflect broader base of activity beyond Criminal Justice agencies. The PAT sponsored a visit from Restorative Justice Solutions to examine and promote restorative justice initiatives and the contribution they can make, this is now being taken forward in West Yorkshire.

A Regional Arts Forum has been established which involves a wide range of arts providers and other partners and has the support of the Arts Council. A modest action plan has been produced, based on available information on the national approach; one of the issues to be addressed is how this contribution can be developed on a sustainable basis. The forum meets quarterly and reports to the PAT.

4.1.7 FINANCE, BENEFIT AND DEBT

Yorkshire and Humberside's prisons' education provider, City College Manchester, have incorporated advice and guidance on financial issues into the new prospectus. The new HMPS housing advice service has also incorporated finance, benefit and debt advice and guidance.

There have been difficulties in the development of a premium Job Centre Plus (JCP) for PPO's, mainly due to data sharing issues between HMPS and JCPs. However it is clear that JCP is offering a fast track service to offenders, and is keen to explore how they can market their services more successfully. At present JCP require a self referral from an offender, but are happy to develop a different approach for HMPS referrals.

Good progress has been made across the region, with all of the three large local prisons offering basic bank accounts. Barclays Bank is offering accounts in HMP Hull and HMPYOI Doncaster with the potential to include HMP Leeds in the future. Leeds also offer a basic banking Facility through the local credit union. Most of the training establishments offer a similar service, as do approved premises in the community. Further mapping is required for offenders in the community, as we do not have a clear picture of the current level of service provided.

A great deal of work has been done to raise the profile of the pathway, and raise awareness of the finance issues faced by offenders. A recent success was to be asked to present to the Yorkshire and Humber Citizens Advice Bureau forum. The response has been positive and the bureau now has offenders as a standing item.

4.1.8 WOMEN, CHILDREN AND FAMILIES

During 2007/08 the ROM team has developed a focus on women offenders and has produced its first work plan which has been progressed as part of the Women, Children and Families Pathway. Highlights from this year include supporting the development of the government's policy following its response to the Corston report. This has included supporting the development of a National Service Framework for women offenders, the development of a women offenders pathway within the Offender Health Strategy (due out in the autumn of 2008) and work with the Attorney General's Office to consider how women's centres, such as TWP, may support the use of the conditional cautioning schemes for women. We have also met with Lord Bradley to inform his thinking about Court Diversion schemes specifically for women.

This year we have commissioned a review of services to women offenders in our region. The aim of the review is to inform an improved regional response to the needs of women offenders, including the identification of the most appropriate commissioning models to address those needs. The review will take into account the National Service Framework for women offenders which will set out national policy on commissioning services for women. The review is being independently chaired by Jackie Lowthian (NACRO) and Anne Mace (NACRO Council). The final report is due in September 2008.

Also, during this year a new partnership with Local Government for Yorkshire and Humberside (LGYH) is exploring how the reducing re-offending agenda, including a focus on women offenders, may be integrated within the Regional Improvement and

Efficiency Strategy. This involves opportunities for a three year programme working with Local Authorities and their Partners to further embed the reducing re-offending agenda and stimulate innovative activity linked to the personalisation agenda. As the partnership developed this year, LGYH supported a visit from Baroness Corston to the region to speak with Local Authority Chief Executives and raise their awareness about the women's offender agenda.

Around the Children and Families agenda, good progress has been made on a number of our priorities. The pathway Action team and HMPS area office have developed a prison information booklet that can be given to families of offenders at court. This provides families with all the immediate information they need as well as details about how they can support someone in custody.

The NOMS and West Yorkshire Probation Area grant funded project SAFFAR was able to recruit and train suitable volunteers to act as family support workers, which support Asian offenders and their families with problems ranging from drug and alcohol addiction to housing, debt, and prison visiting.

The plans to include families of offenders in the sentence planning process at HMP Hull did not take place due to operational issues. However, this is still viewed as an important aspect of sentence planning and work will continue to explore a best practice model.

The HMPS review of prison visits has been encouraging. The pathway influence of this review has seen improved family communications, with all the regions establishments installing the prisoner email system.

4.1.9 PROLIFIC AND PRIORITY OFFENDERS (PPOs)

A West Yorkshire cross authority PPO employability scheme has been commissioned. The scheme branded 'A2E' is now up and running with joint staffing from West Yorkshire Probation area and Developing Initiatives Supporting Communities (DISC). Funding for this work was received from Yorkshire Forward. The project has already made good links with probation as we would expect, but also with prisons to enable the development of a brief to undertake Education, Training and Employment (ETE) work with prisoners sentenced to less than 12 months.

Together Women have established local links with PPO teams to pro-actively target women PPOs and referrals have been made. All female PPO's in the areas covered by the Together Women Programme within West Yorkshire have been referred to the programme as part of the premium service. This activity is now linked to the development of semi-specialist provision for women offenders in West Yorkshire Probation and the next step will be to look at the possibility of bringing other prolific female offenders (with OASys scores of 125+) into the scheme.

West Yorkshire Polices' Integrated Offender Management system has incorporated non-statutory PPOs, and additional resources have been secured for non-statutory PPOs in Humberside.

Audits carried out in Humberside and across prisons identified resettle and rehabilitate indicators which have been taken forward across the region.

Evidence and advice has been provided to support the inclusion of PPOs within the business plans of local authorities in West and South Yorkshire and key local, regional and national organisations.

A sub group of the pathway action team have agreed on the calculation to measure a reduction in re-offending for PPOs providing further opportunity for evidencing success.

4.1.10 VOLUNTARY AND COMMUNITY SECTOR (VCS)

One of the central aims of the VCS Pathway is to increase the level of services delivered by VCS providers to reduce re-offending. The action plan focuses on work with prisons and probation to support this aim. One significant area of activity of the pathway team was to influence positively probation commissioning at local level in line with achieving the sub-contracting target. However, the target regime was eventually discontinued in favour of a best value framework. This reduced the scope of the pathway team to implement some of the actions contained in the action plan. The other main area of activity was to encourage and support the VCS Co-ordinators in prisons to produce proposals for increasing provision at their establishments. The Pathway chair has attended VCS Co-ordinators' Area Meetings and is working with the Prison Service Area Community Partnerships Manager to further this aim.

As well as increasing service provision by VCS providers, the pathway aims to get VCS stakeholder perspective on commissioning and procurement practices, assessing the extent to which procurement methods are 'user-friendly' to potential VCS providers. The re-tendering of the Prison Service Area Wide Housing Advice Service was selected as a suitable vehicle for a research exercise to elicit VCS experience of the tendering process and to identify learning for future procurement. Clinks have been commissioned to carry out action research. This should provide valuable insight into the experience of the VCS when entering into statutory procurement procedures. The research is underway and findings will be reported in the second quarter of 2008/09.

The Service User Forum is well established and has been fully supported and progressed by the Pathway Action Team. The forum constitutes members from the 3 open prisons in Yorkshire and Humberside and 3 ex-offenders. Quality Standards for the forum have been produced by the group and agreed by both forum members and the RRAP board. The forum has been actively engaging with pathway leads, scrutinizing pathway activities and giving a voice to service users on specific issues. The meeting has also taken on other agenda items and invited external staff from Smart Justice, Patient Advisory Liaison department, West Midlands Connect Project and Job Centre Plus.

The VCS Pathway has been the main driver to establish a Race Equality Group (REG). In relation to this, the pathway team has been involved in a range of activity, including: sourcing members for the REG, facilitating discussion with the ROM and interested parties on the role, function and aims of the REG, drafting terms of reference for the REG and identifying an independent chair.

The VCS Pathway continues to have an associate membership and VCS associate members have continued to be provided with relevant information regarding developments within NOMS, prisons and probation. In particular, information about funding and bidding opportunities has been circulated as and when appropriate. The

pathway has benefited from the Clinks Light Lunch publication and has promoted this as a key source of information for the sector.

The chair and members of the pathway team worked jointly to produce a robust and detailed response to the consultation for the NOMS *Working with the Third Sector to Reduce Re-offending* publication.

4.2 KEY EVENTS

4.2.1 NATIONAL STRATEGIES CONSULTATION EVENT - SAFER HEALTHIER COMMUNITIES

A regional consultation event was held on 14 January 2008 in Leeds for four national documents; Strategy for Reducing Re-offending, Offender Health strategy, Believing We Can and Action Plan for the Third Sector. The event also provided to showcase the results of the regions Equal Employer Engagement project.

Over 120 delegates attended from the statutory, private and voluntary and community sectors.

Presentations were given by the Police, a Local Authority Chief Executive, NOMS and PCTs, and round table discussions were held providing a good forum to debate the content of the national plans. Information was captured and disseminated nationally for consideration in the final documents.

The event also provided a good networking opportunity for the various staff from the numerous organisations.

4.2.2 CIVIC ALLIANCE TRAINING EVENTS

Four sub-regional training events were held for housing providers from all sectors, attracting over 90 delegates.

An ex offender attended two of the events to discuss their housing issues and how important housing is to an offender's resettlement process. This was seen as an important and helpful insight by the delegates.

4.2.3 FAITH ALLIANCE EVENTS

The aim of the Faith Alliance and its activity in Yorkshire and Humberside is to promote the faith sector as a valuable contributor to reducing re-offending and social cohesion. NOMS YH and partners secured £20,000 for activities which support the Faith Alliance including; conducting a mapping exercise on faith organisations; contributing money to the Circles of Support service and paying for two training sessions by Faith Matters (See below). The money also paid for user consultation events to provide feedback on the Believing We Can national faith consultation document.

The aim of the two training sessions run by Faith Matters was to raise understanding of faith issues across the region for a range of staff from both the public and voluntary and community sectors and to enable them to engage with their local faith communities and offer a more appropriate and inclusive service to offenders. The evaluation forms all provided excellent feedback and participants valued the specialist, informed and enthusiastic input from Faith Matters trainers.

5 TOGETHER WOMEN PROGRAMME (TWP)

TWP has continued to operate successfully from its three women's centres in Bradford, Doncaster and Leeds. The project was fully operational throughout the year with all three centres open and busy. Targets for the numbers of women referred to the project has been overachieved as strong partnerships have ensured the service has reached women offenders and women at risk of offending.

Each woman referred to TWP is assessed by a key worker and a tailored support plan is produced to meet her individual needs. This is reviewed every six weeks. Interventions are made by both TWP and partner agencies, with the intensity of TWP support dependent on the woman's needs. TWP works with other agencies involved in the care and support of the woman to ensure continuity and protect against duplication.

The range of provision developed throughout the year in response to women's needs has been impressive. TWP has developed a strong service user involvement ethos which ensures the project responds in a timely manner, to all needs. Group work interventions are numerous and range from anger management, to IT, to book clubs and peer support groups. Throughout the year partner agencies have also been delivering their services from the centre allowing women to benefit from interventions in a safe, women only environment.

The TWP worker based at New Hall prison has been working with women on short sentences and women held on remand. She makes contact and supports women in the prison and ensures continuity of the support when women are released to our delivery centre areas. She also contributes to pre-sentence reports for women held on remand with the intention of highlighting to sentencers TWP's ability to provide support in the community, thus strengthening the case for diversions from custody where appropriate.

TWP has worked with offender managers to support women in the community. The project plays a legitimate role within the 'offender management model' providing specific interventions to address needs in partnership with the offender manager. If the offender gives consent, as part of her community sentence, she may attend TWP as part of national standard appointments in order to address specific needs. Our support is negotiated and documented as part of the sentence plan and again is highlighted to the courts to support community rather than custodial sentences.

The Action Research stage of the project was conducted this year. The report is yet to be published, however the evaluators have commented on good partnership arrangements that TWP has generated. They have also recognised that the service is very much in demand and that service users believe it meets their needs and supports their progression. The report will be published in 2008.

Such positive feedback was reinforced when TWP was awarded the Matrix Quality Standard for Information, Advice and Guidance in August 2007. The assessors commented on the service and its materials supporting equality of access for women and the fact that TWP supports appropriate signposting and supported access to services managed by partners and that strategic and operational partnerships were strong. Additional strengths recognised included women being monitored effectively with both hard and soft outcomes being recorded and shared with partner

organisations. The fact that TWP was awarded this standard at such an early point in the services life added to the achievement.

Finally the project has hosted visits from Ministers, other ROM teams and a number of Cross Government departments to show case its work, support good practice and assist with national policy developments following the government's response to Baroness Corston's report on vulnerable women in the criminal justice system.

TWP Case Study

Allisa was referred to TWP after receiving a six month community supervision order for her first conviction of theft from a shop. She had been given two previous cautions for shoplifting.

Allisa had a number of debts to utility companies and was struggling to meet the needs of her three dependent children so needed money to pay off her mounting debts. She was living in a private rented house which had several repair issues and Allisa was facing eviction as the Landlady did not want to renew the lease. Allisa had experienced post natal depression and low self esteem after separating from a violent partner. Opportunities for Allisa to raise her family from poverty by seeking employment or gaining qualifications were limited due to child care commitments.

Allisa engaged with TWP for six months where she was able to access support around her emotional issues. For six weeks she attended confidence building sessions which enabled her to deal with past domestic violence. She was supported to set up manageable payment plans for all her utility debts and completed a budgeting course. This looked at her income and expenditure and demonstrated how she could manage her low income to provide for herself and family. Allisa was also able to access basic skills provided by DISC at the centre she obtained Level 1 certificates in Numeracy and English.

Her accommodation problems were resolved through TWP supporting Allisa to write to the Landlady and collating all the repair issues. She received housing advice around her tenancy rights and her Landlady renewed her lease. Applications to Housing Associations were completed and a bidding number was established with Leeds Homes Register to enable her to seek suitable properties.

Allisa felt that the weekly support from TWP helped her address her key issues some of which had been a trigger to her offending and being able to access crèche facilities allowed her to gain qualifications which will put her in a better position when she is able to seek employment in the future.

6 BAIL IN YORKSHIRE AND HUMBERSIDE

6.1 BAIL INFORMATION

In 2007/08 bail information services were extended to cover all Yorkshire and Humberside magistrates' courts and all four local prisons. The agreed approach across prisons and courts is that of a pro active service providing verified bail information to sentencers to assist them in making appropriate bail decisions. Six courts, Sheffield, Leeds, Bradford, Scarborough, York and Hull have had bail information officers since 2006 funded by Bail Pathfinder money. The service was extended to remaining magistrates courts in early 2008 funded by money made available through the national Bail Accommodation and Support Scheme (BASS). This approach is designed to offer a comprehensive bail information service at first and second bail appearances and Judge in Chambers applications.

The bail information database, now used by all court based bail staff recorded 2200 bail information reports presented to sentencers of which 205 were oral reports and the remainder written. It is anticipated that in 2008/09 all court and prison based bail activity will be recorded in a comparative way in order to give a comprehensive regional picture.

An evaluation conducted by West Yorkshire Probation Research Department reported in February 2008 and one of the key findings was that remands to custody were lower after Bail Information had been implemented, but only when the Bail Support scheme was introduced alongside it.

6.2 BAIL ACCOMMODATION AND SUPPORT

In 2006 a NACRO, SOVA and Foundation Housing partnership was successful in obtaining funding through the Invest to Save budget up until March 2009. The project operates in 4 urban Courts, Sheffield, Leeds, Bradford and Hull and was extended from York and Scarborough Courts in June 2007 to cover all North Yorkshire. The project is now well established and monitoring data shows that in 2007/08, 473 defendants started on the scheme.

The Home Office Research and Development Service commissioned an extensive evaluation of the scheme which has recently concluded an action research phase and will produce an outcome and impact evaluation by end March 09. Anecdotal evidence to date suggests that a defendant's successful completion of a bail period may influence final sentencing decisions and it is hoped that the evaluation will provide evidence to demonstrate that the use of bail support effects sentencing and therefore impacts positively on the use of Community Sentences.

In June 2008 and as a response to the rising prison population, NOMS commissioned ClearSprings Management, a private sector company to deliver a Bail Accommodation and Support scheme nationally. The contract also covers the provision of accommodation and support for prisoners released on Home Detention Curfew (HDC). The two providers negotiated working protocols to allow the schemes to operate side by side according to geographical court boundaries and ClearSprings covers those courts not covered by the NACRO partnership and the whole Region for the delivery of HDC accommodation and support. Both schemes provide accommodation in private rented houses with lockable bedrooms and communal living areas, they also provide support only for those defendants and HDC prisoners

who have suitable accommodation but require additional help to complete the bail or licence period.

From June 2007 to end March 2008 there were 206 referrals to ClearSprings from all regional courts and prisons (131 bail and 75 HDC), 19 service users were on the scheme on 31 March 2008 (caseload) with 22 service users having moved on, three sentenced to custody, 27 breached and three that did not show at the property.

In 2008/2009 the focus will be to ensure that both schemes continue to deliver effectively, bail information services become embedded in courts and prisons and that the recommendations from research and evaluation inform the development of a comprehensive and effective bail information and remand management model.

7 INTEGRATED OFFENDER MANAGEMENT (IOM)

The Integrated Offender Management Model brings together current approaches to Offender Management, Prolific and Priority Offenders, the Drugs Intervention Programme and the prevention of crime and anti-social behaviour. Integrated Offender Management has been the subject of consultation across a wide range of partner agencies in West Yorkshire. West Yorkshire Police and West Yorkshire Probation Service are working together with a wide range of other partners across the public, third and private sectors to provide an innovative service, which seeks to draw in mainstream services for offenders. The IOM model has a particular focus on offenders released from prison having served a sentence of less than twelve months.

The purpose of the project is to secure cross agency co-operation to manage or modify the behaviour of those offenders who create most harm in our communities. The initial focus of the project has been to focus on those offenders who cause harm to communities through repeat offending or acts of unsocial behaviour and nuisance.

The project contributes to a co-ordinated partnership approach in Local Area Agreements across West Yorkshire to ensure that reducing reoffending and the harm it causes, reducing the social exclusion suffered by ex-offenders and their families, and tackling drug and alcohol problems related to offending are all provided with a multi-agency approach, which targets resources in the most effective way. All of these are acknowledged as significant contributory factors to the development of safer and stronger communities. All are key components of the cross departmental Public Service Agreements, which came into force in April 2008.

IOM is operating across the five Local Authority Areas of West Yorkshire. The model is most advanced in Leeds, where resources have been secured from the Local Authority to recruit case managers to manage offenders who are currently out of scope of existing arrangements which include Probation, the Youth Offending Service and DIP.

Operational guidelines are in development and these will inform practice across West Yorkshire. Governance arrangements are in place at West Yorkshire and district levels, with a line of accountability to the West Yorkshire Local Criminal Justice Board, and a link to all five Crime and Disorder Reduction Partnerships (CDRPs), and the Regional Reducing Re-offending Board.

Currently IOM covers the 521 West Yorkshire PPOs identified as the national cohort on 1 April 2008. In addition, offenders who are identified as needing additional management and interventions are being brought into scope. The full scale of IOM is yet to be defined, and it is anticipated that services will be responsive to need. For example, an initiative in development between New Hall women's prison, Third Sector specialist women's services, drug services and local IOM teams aims to offer a resettlement service to all West Yorkshire women returners.

The next steps for the project involve the following:

- Roll out of a consistent IOM case management, information and intelligence sharing system across West Yorkshire.
- Addressing any gaps in IOM case management resources and interventions across West Yorkshire with the assistance of the "Quest 2" process improvement initiative.

- Further development of arrangements for women offenders, linking all West Yorkshire returning women from New Hall and Askham Grange prisons into local IOM services.
- Enhancing IOM arrangements within existing partnerships, and through further engagement of non-criminal justice partners, prioritising health related and accommodation outcomes, and engagement with Third Sector services.

ANNEX A: FINANCE INFORMATION FOR PRIVATE PRISONS

CONTRACTED PRISONS 2007/08 AVERAGE COST PER PLACE AND AVERAGE COST PER PRISONER

Pre-audited financial information

Establishment	Management and Financing Arrangements	Main Category	Certified Normal Accommodation in use	Average Population	Expenditure 2007/08	Average Cost Per Place p.a.	Average Cost Per Prisoner p.a.
	Note 1	Note 2	Note 3		£	£	£
Wolds	MO	Male Category C	320	374	8,585,512	26,830	22,956
Doncaster	MO	Male Category B	1,145	1,140	22,045,779	19,254	19,338

NOTES

1

Expenditure figures have different cost elements included reflecting different management and financing arrangements:

For Manage Only establishments the expenditure figures include

Payments to contractors

Controller Team related to the establishment

Design, Construct, Manage and Finance expenditure figures include

as above and

an adjustment for the capital repayment element in contractual payments

Service Level Agreement figures are extracted from the HMPS Annual Report and Accounts 2007/08.

2

Establishments are categorised by their main role only.

3

The figure shown for Certified Normal Accommodation may vary from contractual figure.

Details of Public Sector Prison Budgets and cost per prisoner place can be obtained from the HM Prison Service Annual Report and Accounts (see link below):

<http://www.hmprisonservice.gov.uk/resourcecentre/publicationsdocuments/index.asp?cat=38>

Finance information for each of the probation areas in the region is contained within their own annual report publications. Links to the probation area websites are provided below.

<http://www.humberside-probation.org.uk/Publications.htm>

<http://www.syps.org.uk/publications.html>

<http://www.nyprobation.org.uk/>

<http://www.westyorksprobation.org.uk/>

ANNEX B: NATIONAL REDUCING RE-OFFENDING TARGETS

Probation Targets
Reducing Re-Offending
At least 90% of OASys assessments must be completed or updated within appropriate timescales (5 days following sentence or release on licence for all PPO cases)
Protecting the Public
At least 90% of OASys assessments (assessment, screening and full risk of harm analysis and sentence plan) must be completed or updated within 5 days following sentence or release on licence for all Tier 4 risk of harm cases (excluding PPOs).
Offender Management
At least 90% of OASys assessments (assessment, screening and, if appropriate, full risk of harm analysis and sentence plan) must be completed or updated within 15 days following sentence or release on licence for all Tier 1, 2 and 3 cases (excluding PPOs)
Delivery of Justice
Achieve an average of 35 working days from the relevant unacceptable failure to comply to resolution of the case; and to resolve 60% of breaches of community penalties within 25 working days of the relevant unacceptable failure to comply (CJS measure).
70% of orders and licences successfully completed
46,300 Completions of unpaid work requirements
Rehabilitation and Support
13,200 offenders under supervision achieve and sustain employment for 4 weeks
13,940 accredited offending behaviour programmes completed by offenders
1,300 accredited sex offender treatment programmes completed by offenders
2,079 accredited programmes for domestic violence completed by offenders
75% of offenders are retained in DRR/DTTO for 12 weeks
Reassurance and Confidence
85% of victims to be contacted within eight weeks of an offender receiving 12 months or more for a serious sexual or violent offence
Supporting the courts
90% of Pre Sentence Reports (PSR's) are completed to agreed timescales
Resource Use Strategy
Days lost due to sickness (Probation) not to exceed 9 days per annum
95% of race and ethnic monitoring data on staff and offenders returned on time using correct classification (Probation)

Prison Targets
Public Protection
No escapes of Category A prisoners
Rate of escapes from prison and prison escorts to be lower than 0.05% of the average prison population
Fewer than 1 in 20,000 escapes from contracted escorts
Safety Decency and Respect
Rate of self-inflicted deaths (SIDs) in prison not to exceed 112.8 per 100,000 prison population.
1.81% of serious assaults per overall prison population
The % of prisoners held in accommodation units intended for fewer prisoners does not exceed 24% of the average population in public prisons
The % of prisoners held in accommodation units intended for fewer prisoners does not exceed 34.5% of the average population in private prisons **
Delivery of Justice
The rate of drug-misuse in prison is less than 10% - as measured by the random Mandatory Drug Testing (rMDT) programme (reported 1 month in arrears)
Rehabilitation and Support
6655 accredited offending behaviour programmes completed by prisoners (exclusive of SOTP)
1,105 accredited sex offender treatment programmes completed by prisoners
At least 75% of offenders move to settled accommodation on release
26% of discharged prisoners entering employment on release
To ensure that 7185 prisoners complete a drug rehabilitation programme or Therapeutic Community annually
Supporting the courts
At least 85% of prisoners from prison or police cells are delivered to court before the agreed time
Resource Use Strategy
Days lost due to sickness (Prison System) not to exceed 11 days per annum
At least 6.3% of the workforce in public prisons to be from ethnic minority groups (Prison System)

ANNEX C: GLOSSARY OF TERMS

Alliances	An initiative to build alliances with the Corporate, Civic and Faith and Voluntary Sectors that provide offenders the opportunity to access training, employment and mainstream services that help them to resettle and reintegrate into communities.
ATB	Attitudes, Thinking and Behaviour
ATR	Alcohol Treatment Requirement
CARATS	Counselling, Assessment, Referral, Advice and Throughcare Services, drug services accessible to all prisoners in custody.
CDRP	Crime and Disorder Reduction Partnership, between police, local authorities, probation, health, voluntary sector and local groups of residents and businesses devising a strategy containing measures to tackle priority problems of crime and disorder. The strategy will last for three years, but must be kept under review by the partnership.
CJIT	Criminal Justice Integrated Teams (Community drugs teams working with offenders in the Criminal Justice System).
CJS	The Criminal Justice System, the generic term associated with those from the Police, Prison Service, Probation Service, Crown Prosecution Service, Youth Justice Board, Court Service, Victim and Witness Support and others.
Co- commissioning	Two or more organisations aligning their commissioning strategies for shared or mutually beneficial outcomes.
Commissioning	Commissioning involves separating out the specification of services to be delivered from the delivery of those services.
Community Orders	Under the Criminal Justice Act 2003 sentencing changed. Community Orders involve offenders doing things to help them avoid reoffending e.g. improve education or get off drugs. Can include 12 different requirements, 1 or 2 for minor offenders, more for those found guilty of more serious crime.
Contestability	Contestability allows existing providers to demonstrate that they are the best possible provider and gives alternative providers the opportunity to show what they can do.
CSIP	Care Services Improvement Partnership.
DAAT/DAT	Drug and Alcohol Action Team. Drug Action Teams work locally to deliver the UK drug strategy. Commissioned through Primary Care Trusts reporting performance to the National Treatment Agency.
DCLG	Department of Communities and Local Government.

DH	Department of Health.
DIP	Drug Interventions Programme
DISC	Developing Initiatives Supporting Communities
DRR	Drug Rehabilitation Requirement.
DTTO	Drugs Treatment and Testing Order.
EDP	Establishment Delivery Plan
ETE	Education, Training and Employment.
GO	Government Office, the representative of central Government departments in each English region.
HDC	Home Detention Curfew.
HMCIP	HM Chief Inspectorate of Prisons.
HMIP	HM Inspectorate of Probation
HMP	Her Majesty's Prison: holds adult offenders over the age of 18 on remand and over the age of 21 following sentence.
HMPS	Her Majesty's Prison Service.
HMYOI	Her Majesty's Young Offender Institute. An establishment which holds Young Adult Offenders (aged 18 – 21).
HMP and YOI	HMP and Young Offenders Institution: holds juvenile (15 – 17) and young offender (18 – 21) year old prisoners.
IDAP	Intensive Domestic Abuse Programme.
IDTS	Integrated Drug Treatment Scheme, the provision of substance abuse programs including drug and alcohol testing.
Interventions	Interventions are the programmes delivered to offenders by Prison or Probation services, drug action teams or other providers to address an offender's needs.
IPP	Indeterminate Public Protection, sentence of the courts
IPPF	Integrated Probation Performance Framework
IQR	Implementation Quality Report
JCP	Job Centre Plus
Joint Commissioning	Two or more organisations aligning their commissioning strategies for shared or mutually beneficial outcomes.

KPI	Key Performance Indicator – High level measure used to monitor performance in Criminal Justice Agencies.
KPT	Key Performance Targets. Targets that are set to ensure that KPIs are met.
LAA	Local Area Agreements.
LCJB	Local Criminal Justice Board.
LSC	Learning and Skills Council, the body now responsible for the provision of all learning and skills training for offenders.
LSCB	Local Safeguarding Children Board.
LSP	Local Strategic Partnership.
MAPPA	Multi Agency Public Protection Arrangements. MAPPA provide the statutory framework for interagency cooperation in assessing and managing violent and sex offenders in England and Wales. Under the arrangements, Police, Probation and Prisons, supported by additional agencies including housing, health and social services combine forces to manage the risk to the public posed by dangerous offenders.
MAPPP	Multi Agency Public Protection Panel. The critical few offenders that pose the highest risk are referred to a MAPPP where their cases are regularly scrutinised by senior representatives of local agencies.
NOMM	National Offender Management Model.
NOMS	National Offender Management Service, Department of the Ministry of Justice (formerly the Home Office) with responsibility for serving the courts, public and reducing reoffending by commissioning custody, offender management and interventions for adult offenders whether serving sentences in custody, the community or both.
NTA	National Treatment Agency who aim to increase the availability, capacity and effectiveness of treatment for drug misuse in England.
OASys	Offender Assessment System. NOMS assessment system for prisoners and other Offenders to determine the causes of their offending behaviour and hence what work and interventions are necessary to address that behaviour and so cut re-offending.
OBP	Offender Behaviour Programme.
OLASS	Offender Learning and Skills Service.
OM	Offender Management.
PCT	Primary Care Trust.

PPO	Prolific and Priority Offenders. A national initiative targeting the most prolific or serious offenders in local areas led by CDRPs Police, CPS, Prisons and Probation with Local Criminal Justice Board coordination. Schemes work to prevent, deter, catch, convict, resettle and rehabilitate offenders.
PSR	Pre-Sentence Report
ROM	Regional Offender Manager (Director of Offender Management in Wales).
RRDP/ RRAP	Regional Reducing Re-offending Delivery / Action Plan.
RR Strategy Board	Reducing Re-offending Strategy Board includes representatives from NOMS, partners, providers, co-commissioners etc.
SHA	Strategic Health Authority.
SID	Self Inflicted Death
SLA	A formal agreement between two parts of government or the same organisation that specifies a service to be delivered and the responsibilities of each party to the agreement.
Subcontracting	The use of a secondary contract to employ a third party to deliver a service as part of a larger contract.
Third Sector	The “third sector” describes the range of institutions which include small local community and voluntary groups, registered charities both large and small, foundations, trusts, and a growing number of social enterprises and cooperatives. They share common characteristics in the social, environmental or cultural objectives they pursue their independence from government and in the reinvestment of surpluses for those same objectives.
‘Through the gate’	A system whereby interventions that commenced in custody can continue to be delivered in the community without being affected by any change in that status.
Unpaid Work	Unpaid work is a requirement of a Community Order. Work is undertaken for the benefit of the local community. It is a punitive intervention that can be used as a creative resource for improving the local environment and supporting strategies on visibility and community engagement. Work cannot be for profit or financial gain. Also called Community Payback.
VCS	Voluntary and Community Sector.
VDT	Voluntary Drugs Test, also described as a prisoners being ‘on compact’