

West Midlands

Regional Reducing Re-offending Delivery Plan

2009-2010

V16

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A New Plan

In May 2005 the first Regional Reducing Re-offending Action Plan (RRRAP) for the West Midlands (WM) was launched. Since this date, the strong partnership working within the West Midlands has produced many positive outcomes across the seven pathways. The Regional Reducing Reoffending Delivery Plan (RRRDP) for 2009-2010 is the next step.

It is a shorter, transitional plan with three main aims:

- It is designed to ensure key pieces of work, knowledge and partnership are successfully carried forward with the new NOMS- West Midlands structure.
- It recognises the need for a longer stock take and that further changes are needed to ensure any RRRDP for 2010 onwards is able to take full advantage of new arrangements.
- It supports and reinforces other work that reduces reoffending and protects the public. It signposts to other work, plans and structures. It is not a list of all activity commissioned in NOMS and partner agencies.

I look forward to the challenges and opportunities that lie ahead for us all.

Gill Mortlock
Director of Offender Management
NOMS- West Midlands

Regional (and Wales) Reducing Re-offending Delivery Plans: the national context

Regional (and Wales) Reducing Reoffending Delivery Plans (RRDPs) are a key tool in support of delivering the Government's Public Service Agreements and target to Reduce Adult and Youth Re-offending. Youth Justice Board Regional Managers and newly appointed NOMS Directors of Offender Management (DOMs) are directly responsible for delivery of this target in their regions, working regionally and locally with a wide range of partners and stakeholders across all three sectors. Regional plans were first produced in response to the publication of the Governments' first *National Reducing Reoffending Action Plan* published in July 2004, which was updated in November 2005 as the *National Reducing Reoffending Delivery Plan*. The cross-departmental commitments set out in these National Delivery Plans now form the basis of the Make Communities Safer (PSA 23) Adult and Youth

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Reducing Re-offending and related PSA Delivery Plans. The RRRDP for 2009-2010 supports taking forward these national delivery commitments, translating them into specific actions at a regional level according to evidence of need and priorities agreed with partners, reinforcing linkages and alignment but not replacing or duplicating other structures and plans.

Reducing Re-offending

Adults and young people convicted of offences are some of the most socially excluded within society. The challenge is to punish those who break the law while also helping transform those who have offended through improved management of offenders so they are less likely to commit crime again. This is being done by tackling the root causes of their offending behaviour, reducing social exclusion, and by working right across Government to:

- tackle the high prevalence of drug and alcohol misuse;
- deliver programmes and services to tackle the root causes of offending behaviour;
- improve basic skills and the ability to find and retain suitable employment and tackle debt;
- improve mental and general health;
- ensure offenders can access and retain appropriate accommodation;
- work with children and families of offenders to break the intergenerational cycle of offending; and work, through the youth justice system and children's services, with young people who offend and those at risk of offending.

The Government's Target is to both **reduce the number of proven offences committed by young and adult re-offenders by 10% between 2005 and 2011** and to **prevent an increase in the number of proven serious offences committed by both young and adult offenders between 2005 and 2011**. Together these form one strand of the Government's cross cutting Public Service Agreement Target for *Making Communities Safer* (PSA 23). This reflects the Government's belief that work to reduce re-offending should be seen in the context of wider efforts to reduce crime. Reducing re-offending is central to the Government's crime strategy, *Cutting Crime: a New Partnership*¹, which sets out a strategic framework for tackling crime and increasing community safety through early intervention, prevention, enforcement and reducing re-offending. By focusing in particular, though not exclusively, on offenders who have the highest likelihood of re-offending and those likely to carry out the most serious re-offences, the National Adult and

¹ Cutting Crime: A New Partnership (2008) www.homeoffice.gov.uk/documents/crime-strategy-07

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Youth PSA Delivery Plans will directly impact on reducing levels of crime, thereby making communities safer, protecting the public and helping people to change their lives.

Although efforts to reduce reoffending are primarily driven by the PSA 23 Delivery Plans, this activity also supports and is supported by work through a range of broader Public Service Agreement Targets, namely:

- *Socially-Excluded Adults* (PSA 16) - tackling homelessness and unemployment amongst adult offenders
- *Reduce the Harm Caused by Drugs and Alcohol* (PSA 25)
- *Effective, responsive and transparent criminal justice system* (PSA 24)
- *Young People on the Path to Success* (PSA 14)
- *Counter Terrorism* (PSA 26)

Efforts to reduce reoffending therefore feed into a number of cross-cutting government programmes and strategies including:

- The Prolific and Other Priority Offenders (PPO) Strategy
- 'Every Child Matters' (in England) and the 7 core aims for children (in Wales).
- *Reducing Reoffending Through Skills and Employment: Next Steps* HM Government (2006)
- *Safe, Sensible, Social: The Next Steps in the National Alcohol Strategy*, HM Government (2007)
- *Drugs: Protecting Families and Communities – The National Drug Strategy*, HM Government (2008)
- *'Working Together to Cut Crime and Deliver Justice' Criminal Justice System Strategic Plan 2008-11* (2008)
- Baroness Corston's *Review of Women with Particular Vulnerabilities in the Criminal Justice System* (2007)
- *Financial Inclusion: The Way Forward*, HM Treasury (2007)
- *Think Family: Improving the Life Chances of Families at Risk*, SETF (2008)
- *Engaging Communities in Fighting Crime* (Casey Review), Cabinet Office (2008)
- *Youth Crime Action Plan*, HM Government (2008)
- *Working with the Third Sector to Reduce Reoffending 2008-2011*, MOJ/NOMS (2008)
- Baroness Neuberger's independent review of *Volunteering in the Criminal Justice System* (2009)
- CONTEST II, Government's Counter-terrorism strategy (2009)

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Four Dimensions

The RRRDP is an important piece in a complex matrix of strategies and actions that work across the region. It has to both transcend and bind other regional, sub-regional, local and community actions to reduce re-offending. The capability of the RRRDP to help align and embed reducing re-offending within these other pieces of work is crucial.

The RRRDP addresses this by recognising and working in and with four principal “dimensions”:

- Place
- Offender analysis
- Pathways
- Diversity

Place

Being an offender or ex-offender does not change definitions of place or community. The majority of offenders in the West Midlands come from and remain in the region. Those who are imprisoned outside the region usually return on release. Institutional and organisational structures designed to provide the support identified as necessary to reduce re-offending do not operate across uniform boundaries.

Regional demographic and social information² shows that:

The West Midlands contains one of the largest conurbations in England, as well as some of the country’s most rural and sparsely populated counties. It also has the most ethnically diverse regional population outside London.

Total population was 5.4 million in 2007, with Birmingham home to one million people and a population density of nearly 3,800 people per square kilometre. In contrast, two of the five most sparsely populated counties in England are also found in the region, Herefordshire Unitary Authority (82 people per sq km), and Shropshire (91 people per sq km).

Between 2001 and 2007 the population increased by 101,000, or 1.9 per cent, significantly below the corresponding rate of 3.3 per cent for England. Projections indicate that the rate of population growth will remain below the

² See Office for National Statistics website

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national average. Total population is projected to reach nearly six million by 2026.

In 2007, 19.5 per cent of residents were aged under 16, the highest proportion for any English region. The overall proportion in England was 18.9 per cent. The proportion aged over 65 was, at 16.4 per cent, slightly above the corresponding proportion of 16.0 per cent for England. This is projected to increase to 21 per cent by 2026, again slightly above England as a whole (20 per cent).

Experimental statistics for 2007 estimate 17 per cent of the region's population classified themselves as non-White British. Birmingham has the region's highest concentration, comprising 38 per cent of its population. In sharp contrast, representation in certain satellite towns including Tamworth (6 per cent) and Redditch (10 per cent) is markedly below the England average of 16 per cent, and is lower still (below 5 per cent) in some more distant rural areas, such as Herefordshire UA and Staffordshire Moorlands local authority.

Men aged 65 in 2005–07 could expect to live another 17.1 years and women 19.9 years. This compares with 17.3 and 20.0 in the UK as a whole

A higher proportion of children (19 per cent) lived in workless households in the second quarter of 2008, than the UK average of 16 per cent

In the region, 59.3 per cent of pupils achieved five grades A*–C at GCSE level or equivalent in 2006/07, compared with 61.3 per cent for the UK as a whole

The percentage of households that were victims of crime at least once was 15.9 per cent, similar to the England and Wales average of 17.1 per cent based on the 2007/08 British Crime Survey.

People over state pension age (over 65 for males and over 60 for females) in 2007 made up 19.4 per cent of the population, compared with 19.5 per cent for the under-16s

The unemployment rate stood at 6.3 per cent in the second quarter of 2008, higher than the UK rate of 5.4 per cent

In April 2008, the median gross weekly earnings for full-time employees on adult rates was £450, lower than the UK median of £479

Labour productivity (gross value added per hour worked) in 2007 was 10.4 per cent below the UK average

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The Criminal Justice Landscape

There are four Police Forces within the region with boundaries that define the four Criminal Justice Areas. The police play a critical role in the management of high-risk offenders in the community. This is seen especially through Multi-Agency Public Protection Arrangements (MAPPA), schemes that focus on Prolific and Other Priority Offenders (PPOs) and through Integrated Offender Management, particularly the IDOM pilot. Separate processes and action plans have been developed in response to these pieces of work. The strategic lead for NOMS-West Midlands engagement is the Regional Manager-Community Services who ensures linkage and alignment with the RRRDP and Pathways.

Probation

There are three Probation Areas and one Probation Trust in the region: Staffordshire, Warwickshire, West Mercia (covering Herefordshire, Worcestershire and Shropshire) and West Midlands (Birmingham, the Black Country, Solihull and Coventry). Together they manage some 30,000 adult offenders each year, including those sentenced to custody and released on licence. Increasingly, the four areas are developing processes for regional collaboration, to maximise the use of resources which impact on offenders' lives and offending.

Prisons

There are 12 prisons in the West Midlands Region: one high security prison in Worcestershire (Long Lartin); one women's prison in Staffordshire (Drake Hall); four male young offender institutions: Stoke Heath in Shropshire and Brinsford, Werrington, and Swinfen Hall in Staffordshire. The remaining prisons hold men over 21 years of age, the majority of whom are sentenced. They are Birmingham (West Midlands), Hewell (Worcestershire), Dovegate (operated by Serco), Featherstone and Stafford (Staffordshire), and Shrewsbury (Shropshire). Two other prisons, Rye Hill and Onley, are in Warwickshire, but proximity to the county border means that they work principally with Northamptonshire and fall within the East Midlands Region.

Reducing Re-offending and the Local Partnership Delivery Landscape

There is an extensive network of private, voluntary and community organisations, working alongside statutory services, in the provision of services for offenders, including prisoners and ex-prisoners. The wealth of knowledge, skills and experience located in voluntary bodies and communities is of vital importance in supporting offenders, meeting diverse needs and providing access to positive opportunities and models of citizenship that

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complement statutory services and interventions.

Crime & Disorder Reduction Partnerships

Since Crime and Disorder Reduction Partnerships (CDRPs) in England and Community Safety Partnerships in Wales were introduced in 1998 they have become a key part of the local delivery landscape, helping to co-ordinate the work of local partners on crime and drugs. The Policing and Crime Reduction Bill (2009) includes proposals to extend the statutory duty of CDRPs to include reducing re-offending and to make probation a responsible authority rather than a co-operating body as at present. The proposals in the Bill are expected to gain Royal Assent in autumn 2009 and become fully operational by April 2010. These proposals will further strengthen the link between crime reduction and reducing re-offending that has been clearly recognised in PSA 23. They will also formalise a process already underway at a local level through initiatives such as the Prolific and Other Priority Offenders schemes, which have provided a catalyst for a shift in focus from offences to offenders and showed how prevention, detection and resettlement can be applied in a complementary manner.

Local Criminal Justice Boards (LCJBs)

Working Together to Cut Crime and Deliver Justice, The Criminal Justice System Strategic Plan 2008-11, highlighted an important strategic role for Local Criminal Justice Boards (LCJBs) in supporting work to reduce re-offending and how this contributes to delivering justice and reducing crime overall. In order to encourage LCJBs to more actively engage in work to reduce re-offending, the CJS Business Plan for 2009/10 provides further advice and examples of the work that LCJBs can do in relation to both volume and serious reoffending. This will be supported by more detailed guidance which aims to identify the areas where LCJBs can add most value to reducing re-offending such as providing strategic direction at county level and improving links with CDRPs; signposting useful sources of information; and providing case studies of good practice such as Integrated Offender Management in the six national pioneer areas including the West Midlands.

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West Mercia Restorative Justice Forum

Under the umbrella of the Criminal Justice Board a group of agencies and institutions have formed a single group to align the restorative justice initiatives taking place in West Mercia to give mutual support and spread of best practice, look for opportunities to expand and join work increasing public confidence, reducing reoffending and making West Mercia safer. A conference to take this forward is planned for the autumn.

Local Area Agreements

In England, the Local Government and Public Involvement in Health Act 2007 made Local Area Agreements (LAAs) the main delivery contract between central government and local government and its partners. It placed a new duty on the local authority and named local partners (including providers of probation services) to co-operate with each other in agreeing the relevant targets in the LAA and to have regard to the specific targets that are agreed. Each LAA negotiated in all the 152 'top-tier' local authorities (e.g. Unitary and County Councils) contains up to 35 improvement targets specific to each Local Strategic Partnership (LSP) area. The targets are based upon indicators drawn from a new single National Indicator Set (NIS) of 189 (formerly 198) indicators based on Departments' PSAs and departmental strategic objectives. These have been negotiated between the local area and central government, with the Government Office acting as central government's negotiator.

The National Indicator Set includes a number of indicators that support the reducing re-offending and social exclusion agendas. The main adult reducing re-offending indicator – NI 18: Adult re-offending rates for those under probation supervision – has been chosen as an improvement target in 25 LAAs nationally for 2009-2011. Local re-offending data has been developed to support the indicator, which has enabled us to set local adult reducing re-offending targets as part of the LAA process and will enable local authorities and partners to measure their progress in reducing re-offending at a local level for the first time. Other national indicators particularly relevant to reducing re-offending (together with the number of LAAs that have chosen them) are:

- NI 15 Serious violent crime rate (49)
- NI 16 Serious acquisitive crime rate (98)
- NI 18 Adult re-offending rates for those under probation supervision (24)
- NI 19 Rate of proven re-offending by juvenile offenders (49)
- NI 30 Re-offending rate of prolific and other priority offenders (83)

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- NI 38 Drug related (Class A) offending rate (20)
- NI 40 Drug Users in effective treatment: (74)
- NI143 Offenders under probation supervision in suitable and sustainable accommodation at the end of their order or licence (local measure only)
- NI 144 Offenders under probation supervision in employment at the end of their order or licence: (10)

Separate structures and action plans have been developed in response to these pieces of work.

The strategic lead for NOMS-West Midlands engagement and delivery is the Regional Manager-Community Services who helps ensure linkage and alignment with the RRRDP.

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Case Study: Reducing Reoffending in Stoke on Trent

Staffordshire Probation Area and statutory and VCS partners have worked together to develop a new strategy to reduce re-offending in Stoke on Trent.

The strategy, developed as part of the city 2008-11 Local Area agreement, has a focus on supporting adult offenders to access the services they need to resettle into the community and to avoid further offending - including support in finding housing, training and employment and help with problems of alcohol and drug misuse - and is intended to achieve a significant reduction in reoffending in the city over the next 2-3 years - over and above targets set by the government.

To inform development of the strategy, local partner agencies have undertaken extensive research into the needs of offenders in Stoke on Trent and completed a comprehensive mapping exercise to get a picture of what services are currently available to adult offenders (18+) in the city, including those services provided by third sector organisations, and where services might need to be further developed or strengthened in order to increase their effectiveness and impact.

The strategy sets out a vision for reducing re-offending in the city supported by an outcomes framework for offender resettlement to support offenders to access the services they need to achieve successful long-term reintegration into the community and to reduce the likelihood of their re-offending.

As part of the strategy work is underway to improve structures and mechanisms for joint working between the probation service, the city council and the health and social care sector, and means of sharing best practice, to improve understanding of the needs of offenders as a key socially excluded group and the role that local agencies can play in promoting the social inclusion of offenders and their families in order to reduce reoffending and make communities safer.

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Offender Analysis

National Developments

One of the ways in which the Ministry of Justice and other Government Departments are seeking to strengthen the evidence base of ‘what works’ and provides public value in reducing re-offending is ‘Offender Segmentation’. Segmentation of offenders is not a new approach and NOMS and partners already identify specific groups based primarily on sentence characteristics (e.g. young offenders, offenders sentenced to less than twelve months in custody, MAPPA cases or Prolific and Priority Offenders).

This new work on Segmentation, led by the Offender Management Sentencing and Analytical Services (OMSAS) within the Ministry of Justice, aims to use a wider range of data sets to ‘segment’ or group offenders according to their characteristics – age, gender, educational history, nature of their crime, prolificacy, likelihood of re-offending etc. This technique aims to improve our understanding of offenders and their criminal careers in order to target scarce resources more effectively across the Criminal Justice System. It is hoped this will further strengthen the ability of NOMS and partners to target resources based on what works with specific groups.

Work to strengthen the evidence base is also being taken forward through a series of longitudinal studies of adult and juvenile offenders both in custody and the community. These are jointly being funded by the National Offender Management Service in the Ministry of Justice, the Department of Work and Pensions, the Department of Health and the Department for Innovation, Universities and Skills. The aim for the Surveying Prisoner Crime Reduction (SPCR) study and the Offender Management Community Cohort Study (OMCCS) is to be able to survey offenders throughout their sentence to identify characteristics and problems, perceptions of need, interventions received, attitudes and motivation and success in accessing wider support.

JCS is co-funded by the MoJ and YJB. Based on administrative data collected directly from case management systems within Youth Offending Teams, the JCS will be able to look the range of risk factors and interventions received by young offender and link these to offending and re-offending behaviour. Although the study is prospectively collecting information, data will also be collected on previous offences and previous interventions.

The first findings from SPCR custodial cohort study looking at the needs of

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newly sentenced prisoners were published in October 2008. These findings together with those from the OMCCS and Juvenile Cohort Studies (JCS) will be published on an ongoing basis together with other papers on research evidence on the Research Publications pages of Ministry of Justice website (www.justice.gov.uk).

The West Midlands Regional Commissioning Plan 2007-2008 contains a full section on offender need in the region and gap analysis, based on early responses to the consultation process for the Regional Reducing Reoffending Action Plan 2007-2009 and also an analysis of offender need based on data gathered by NPS and HMPS during 2005-2006 using the NOMS risk assessment tool known as OASys (Offender Assessment System). Data is collected nationally and stored in the ODEAT database.

An objective of the Business Plan for NOMS-West Midlands is to develop and provide an offender analysis which supports regional and local commissioning and partnership work within a national framework.

Pathways

The principal dimension to the plan is the seven pathways.

The pathways are also the vehicle by which this plan is delivered. They are:

- Accommodation
- Education, Training and Employment
- Mental and Physical Health
- Drugs and Alcohol
- Finance, Benefit and Debt
- Children and Families of Offenders
- Attitudes, Thinking and Behaviour.

Governance Arrangements

The work of the individual pathways and as a collective are managed through the following governance and monitoring processes:

Pathway Champions & Pathway Delivery Groups

Pathway champions are senior staff from key agencies and organisations who have a good working knowledge of the pathways.

The 7 pathways each have individual delivery groups which meet on a regular (at least quarterly) basis, with the exception of Pathway 3, Mental & Physical

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Health and Pathway 4, Drugs and Alcohol which currently share a combined meeting.

The Champions of the seven Pathway delivery groups also meet quarterly (Engine Room), in advance of the Regional Offender Management Board. This meeting is also attended by the YJB and CLINKS and others by invitation such as the Joint Regional Prisons/Probation Project Manager.

Regional Offender Management Board

The Director of Offender Management is the chair of the Regional Offender Management Board, with senior representation from all key partner agencies, to provide strategic leadership and co-ordinate pathway developments. The Board meets quarterly.

Action1:

A review of these arrangements to ensure they meet the needs of the new regional structures and the evolving needs of partners (including third sector and faith) and partnerships at a regional and local level will be completed by January 2010 so that changes can be agreed and implemented for 2010-2011. The review is to be led by the Regional Manager-Commissioning NOMS-West Midlands.

Performance Management Framework

In order to support regional and local performance and delivery mechanisms the RRRDP continues to use a regionally developed performance management framework (PMF). The framework looks at a range of proxy measures for the seven pathways and the cross-cutting themes, together with data from other sources, such as crime statistics. The proxy measures identified are

- drawn from existing management information/performance measurement systems;
- chosen, where possible, because the measures have the strongest evidenced link to impact on reduced re-offending. Failing that, they should be proxies that are the most convincing indicators of impact on reduced re-offending;
- agreed with the pathway group or relevant stakeholders.

Where possible, data is collected and stored in a way that also allows for analysis at an area and local level to promote and support the delivery of reducing re-offending at a local level.

The PMF is presented in a format that allows risks to be highlighted using a

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Red/Amber/Green (RAG) rating, to allow Pathway Chairs, the Offender Management Board and other interested parties to see the direction of travel of each pathway and its component parts as well as having an overall assessment of the performance of the RRRDP.

Action 2:

To restart updates of the PMF each quarter from September 2009.

A review of the PMF to ensure it meet the needs of the new regional structures and the evolving needs of partners and partnerships at a regional and local level will be completed by December 2009 so that changes can be agreed and implemented for 2010-2011. The review is to be led by the Regional Manager-Finance and Performance NOMS-West Midlands.

Offender Management

The NOMS Offender Management Model

In its response to the Correctional Services Review, the Government committed NOMS to the implementation of “a new approach to offender management” – a single approach.

This single approach has to apply across the wide range of different sentences to which offenders are subject, and has to be flexible enough to respond to diverse needs, circumstances and motivations of offenders themselves. It needs to embrace the work of the different providers of an offender’s correctional experience. It needs to be “end-to-end”, seamless and integrated, with a single offender manager responsible for the whole of each single sentence.

The NOMS Offender Management Model (May 2006) is one of the most important concepts in the NOMS infrastructure. The model analyses the term Offender Management and states the following:

Scope of the Offender Management Model

Same Term – Different Meanings

As NOMS has evolved, the term “offender management” has been used in different ways. This can be confusing:

- the term is used at a high level to refer to the whole network of interlocking structures and processes through which NOMS proposes to manage the entire population of offenders for which it has

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responsibility. The introduction of a new approach to managing individuals, the development of regional commissioning from a mixed market of providers, the Reducing Re-Offending Delivery Plan together make up this overall approach;

- it is also used to refer to the particular approach (or model) to be applied in managing individual offenders. So an Offender Management approach is now one in which a single Offender Manager “manages” an offender, from one end to the other of his or her contract with NOMS, sequencing and brokering different interventions from different providers, working with an individual-focused Offender Management Team, in which each member makes a distinctive contribution to the whole process;
- and within that overall approach the term also applies even more narrowly to the unique contribution made by an Offender Management, therefore, is what Offender Managers do. It is a process which lends its name to the whole approach.

The NOMM published in May 2006 confirms its purpose is to focus on the second and third points.

The first Regional Reducing Re-offending action plan contained an objective:

“To develop an effective offender management approach by 31st March 2006”.

The West Midlands Offender Management Board approved a paper that takes the core elements of the offender management approach combined with the case management approaches in other related sectors, notably child protection, mental health and drug treatment. The following sets out how the offender management model and the case management/care coordination arrangements in the related sectors can work together to add value to each other.

Terminology

NOMS and the probation service use the term ‘offender manager’ for the role of ‘case manager’ or ‘care coordinator’; ‘offender management’ for ‘case management’ or ‘care coordination’; and the term ‘sentence plan’ for the ‘case’ or ‘care plan’. For the RRRDP, the terms ‘case plan’ and ‘case management’ will be used throughout, but should be interpreted to cover the equivalent roles and systems operating in criminal justice and treatment services.

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Core elements of offender management

The NOMS offender management model has at its core the following elements:

- A separation of ‘case management’ functions from ‘interventions’.
- ‘Case management’ includes proper assessment and case planning, as well as oversight of the delivery of the case plan and action where the plan may break down.
- ‘End to end’ case management to ensure continuity of interventions.
- Assessment is holistic and evidence based, through the OASys tool.
- ‘Case management’ regards motivational inputs as an essential feature of the role, and values planned programme completion as a key outcome.
- Enhanced arrangements for case planning and plan delivery exist in priority cases such as high risk MAPPA cases. These arrangements are designed to ensure coordinated inter agency action to support effective case management and interventions.
- Interventions are developed in line with the evidence base, and include cognitive behavioural programmes and interventions through ‘wrap around’ services, for example around accommodation and employability needs.
- Interventions are concerned not simply with the delivery of a specified programme, but with a process of behavioural and attitudinal change in which key factors are tackled.
- The case management process is subject to quality assurance mechanisms through the probation and prison services and through inspection and audit processes.
- User involvement is reflected in the case management process, specifically by recorded involvement in case planning.
- Case management is responsive to diversity issues and needs

Separate structures and action plans have been developed in response to these pieces of work. The principal cross agency operational group that oversees the effectiveness of NOMM in the region is the Joint Operational Implementation Group lead by the Joint Regional Project Manager for Prisons and Probation.

Other case management approaches

Other approaches use different language but the core elements above apply:

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- Drug treatment interventions are subject to clinical governance arrangements and increasingly formal case management frameworks.
- Whilst drug treatment would focus on behavioural factors other than (but where appropriate inclusive of) criminogenic ones, behavioural and attitude change are at the heart of effective drug treatment.
- Drug treatment is being built on an evidence base that recognizes motivational inputs, programme interventions, user involvement and effective community integration as core components. Retention in and planned completion of treatment are key indicators for effectiveness.
- Child protection work operates under the national 'framework for assessment' rather than OASys.
- The case management function is held by the 'key worker' in child protection interventions.
- Mental health treatment operates under the Care Programme Approach (CPA). This approach embodies the same elements as set out above, but of course focused on mental health improvements.
- ACCT plans operate in prisons where there are suicide risks, and involve identified case managers and case plans naming those responsible for specific actions.

Hierarchy of models

In order to prevent confusion and duplication of activity, it is important that all agencies recognize the following hierarchy according to which the models must operate. The hierarchy does not imply that agencies can dispense with the structures to which they operate as individual agencies. They do however provide an opportunity to reduce duplication and confusions about case management and the potential to use case planning and review meetings to meet the demands of more than one case management structure.

- Safeguarding is the paramount responsibility of all agencies. Where children are at risk, the child protection system must take priority.
- Public safety takes priority when dealing with cases that meet the criteria for MAPPA. MAPPA case management system should take priority.
- Within prisons, ACCT plans need to be prioritized when there are suicide risks.
- Other priority cases identified because of the damage being caused to society are supervised within PPO arrangements. Where the above three categories do not apply, PPO premium service case management systems take priority.
- Where cases are subject to statutory supervision under a court order or licence, the offender management model should take priority and the

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case management role would be held by a probation officer/offender manager.

- Where cases are in receipt of treatment for mental illness, a judgement will need to be made in each case as to which case management system structure can most effectively meet the needs of the patient and protect the community, and should therefore be the lead system. Drug users suffering from severe and enduring mental illness would be subject to CPA case management.
- Other cases subject to drug treatment would fall within case management arrangements through treatment providers and CJIT teams.

Action 3:

To develop a co-ordinated case management awareness raising tool for practitioners working with offenders by December 2009 and to scope the practical extensions to this tool by March 2010. The work is to be led by the Regional Manager-Commissioning, NOMS-West Midlands.

Diversity

The RRRDP recognises that as with society as a whole there are some sections of the population for whom there are specific needs or specific considerations when it comes to accessing services. The RRRDP is built on a concept of equality of access to services for offenders in custody and the community, regardless of their ethnicity, gender (including Transgender), age, disability, sexual orientation and religion or belief. Further, the West Midlands region strives to be a centre of excellence and seeks to adopt the proactive elements of equality legislation, namely the General Duties to promote equality and promote good relations between different groups.

A shared regional view is that an effective approach to equality issues depends on combining an analysis of need and impact based on research evidence and performance and monitoring data, with actions to promote dialogue with service users and the wider community. Third sector community based organisations can play a vital role in such dialogue, as can good quality case management with service users and their families.

Action 4:

To map the existing individual organisational and partnership arrangements for impact assessment for offenders and reducing re-offending and conduct a gap analysis to determine next steps to meet the concept of equality of access to services for offenders in custody and the community in considering each of the seven equality strands. The work is to be led by the Regional Manager-Commissioning, NOMS-

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West Midlands and completed by February 2010.

BME Offenders

The successful resettlement of BME Offenders into the community is a complex and sensitive topic. The West Midlands has the benefit of the research commissioned by the Government Office West Midlands and the Prisoner Resettlement Strategy Group.

Women Offenders

Baroness Corston was commissioned by Baroness Scotland, the then Minister of State for Criminal Justice and Offender Management, to report on the experience of women in the Criminal Justice System. The report was published in March 2007 and calls for a change in the treatment of women within the CJS and those at risk of offending. A separate action plan has been developed in response to this and is led regionally by the Regional Manager-Community Services.

Youth Resettlement

Eleven Youth Offending Services operate within the region, providing preventive and rehabilitative services to some young people at risk of offending and young offenders. Work with children and young people is delivered within the strategic leadership provided by the Department of Children, Schools and Families (DCSF). In the West Midlands Region therefore, it has been agreed that this youth strategy will be aligned with RRRDP actions so far as is practicable but that the RRRDP should not seek to duplicate the strategic role of DCSF. This plan can play a useful role in concentrating on promoting an effective transition for those young people who need to move between young people and adult services at around the age of 18 years.

The Regional Manager for the Youth Justice Board works with the Director of Offender Management and her team at both the Board level and through the Pathway Delivery group meetings.

Offender Perspective

Service user involvement is now integral to the way in which health and social care design and delivers services. There are already examples of innovative engagement with offenders in shaping and delivering services across both custody and the community. Engaging with offenders in improving services is also a key component of any effective strategy to respond to diversity of need.

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Government strategies are also increasingly focussed on families in need. This focus ranges from the need to improve the safeguarding of children to recognition that the family context is crucial for people in various kinds of difficulty. Engagement with families of offenders is needed to ensure that an offender's family can be a resource to support recovery and reintegration, rather than a locus for difficulty and social exclusion.

Action 5:

The effectiveness of at least two cross cutting actions and at least one pathway action will be tested by seeking feedback from offenders and ex-offenders in existing service user fora available to partners between January 2010 and March 2010 to help inform future work. The work is to be lead by the Regional Manager-Commissioning, NOMS-West Midlands and completed by March 2010.

Pathway Delivery Plans

Priorities are set out but individual delivery plans will be updated at least quarterly, with progress and blockages worked through the RRRDP governance arrangements as necessary.

Pathway 1: Accommodation

Governance Structure – to report quarterly to the Regional Offender Management Board.

Introduction

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

The housing sector is complex and fragmented, with a wide range of bodies involved in addressing accommodation needs for the general population as well as the specific needs of vulnerable and at risk groups.

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Actions for 2009-10

Action 1.1

To identify the impact of offering offender support and housing and its contribution to wider LAA targets by 31st March 2010.

Action 1.2

To support Probation areas in effective commissioning of the Supporting People programme. Impact monitored each quarter until 31st March 2010.

Action 1.3

To contribute to reducing the prison population, including prisoners serving under 12 months through effective interventions and partnership working by:

- Identifying promising practice in reducing properties lost during imprisonment, develop and enhancing advice services on housing and homelessness to offenders in custody and the community, and increasing access to sustainable housing on release, by through the gate provision.
- Continuing to explore options for working with Local Authorities, and other providers to increase suitable housing options for offenders, particularly in the private rented sector.
- Increasing the supply of accommodation available to offenders in the region, looking for increased BASS provision and successful outcomes, including move on.
- Developing ways of meeting the accommodation needs of specific groups of offenders including BME, PPOs, MDOS, gang members, those subject to MAPPA, including move on from Approved Premises, drug using offenders, women and young adult offenders/young people, looking for opportunities for joint pathway work.

Impact monitored each quarter until 31st March 2010.

Action 1.4

To ensure equality of access for offenders within housing allocation policies across the region. Impact monitored each quarter until 31st March 2010.

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Pathway 2: Education, Training & Employment
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Governance Structure – to report quarterly to the Regional Offender Management Board

Introduction

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

Actions for 2009-10

Action 2.1

To ensure the successful transition to OLASS 3 in custody. Impact monitored each quarter until 31st March 2010.

Action 2.2

To ensure the continuation and extension of Next Steps Test bed learning and products. Impact monitored each quarter until 31st March 2010.

Action 2.3

To maximise the benefits for offenders of the introduction of Integrated Employment Skills. Impact monitored each quarter until 31st March 2010.

Action 2.4

To maximise the benefits of the European Social Funding employability opportunities for offenders. Impact monitored each quarter until 31st March 2010.

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Pathway 3
Mental & Physical Health

Governance Structure – to report quarterly to the Regional Offender Management Board.

Introduction

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

Actions for 2009-10

The vision as set out by the Department of Health in Improving Health and Supporting Justice 2007 (p13)³

“Health and social care services will be designed to meet the challenging range of needs offenders and their families have.”

The Pathway will:

1. *Assist organizations to develop the capacity and capability to deliver the vision in the West Midlands;*
2. *Support faster access to high quality health and social care (with minimum equivalence to community services);*
3. *Reduce health inequalities for the offender population.*

The Pathway and through it the programme will act as a coach, catalyst and challenger to health, social care and criminal justice organizations in the region.

National, regional and local priorities

The long-term aim for the offender health programme is that the health care needs of offenders should be met by mainstream health and social care provision. The board will seek to highlight and support mainstreaming

³ Gateway Ref 9071

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opportunities.

Action 3.1

Commissioning, including social care

- To support the commissioning of services for offenders in and between community and prisons. Support the mainstreaming of offender health inequalities in the work of Joint Commissioning Units, Joint strategic Needs Assessments and embedding world class commissioning in prison health commissioning. NHS West Midlands will lead this for delivery during 2009 to March 31st 2010
- To support Her Majesty's Courts Service, NHS providers and commissioners including (WMSCT) and other stakeholders to agree the improved commissioning and provision of psychiatric court reports and court liaison schemes. Return commissioning responsibilities to local areas by 31st March 2009 – NHS West Midlands Specialised Commissioning Team. Improve provision of court liaison work and court reports West Midlands Local Criminal Justice Board by 31st March 2010.

Action 3.2

Provider/Service Development

- To support the improved provision of health services to offenders resident in approved premises in the region by 31st March 2010.
- To undertake a regional review of health care delivery in police stations with a view to considering options for future commissioning arrangements for police Healthcare. Complete survey by 30th September 2009, develop draft report and include national analysis by 30th December 2009, Lead organisation ACPO.
- To work with probation and police services to develop and publish Mental Health Awareness Training for their workforce. To publish probation training by 1st August 2009, support police training through advice at national level. Lead organisation NHS West Midlands.
- To work with the probation service on the delivery of broader health awareness training to their staff. Agree development and project plan from 1st September 2009, lead organisations; probation areas and NHS West Midlands.

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Action 3.3

Performance Improvement

- To manage the national prison health performance and quality indicator process on behalf of the Department of Health. Facilitate a 6 monthly peer review of performance across the region. Provide analysis to the region on common areas of success and areas for development. Facilitate sharing of good practice across the region. Led by NHS West Midlands Performance Management Team, information sent to Department of Health in May 2009, review planned for October 2009.
- To provide detailed analysis of Serious Untoward Incidents & Deaths in Custody in prison health and approved premises in the region; ensuring PCT action plans are in place and delivering improved patient outcomes. Led by NHS West Midlands draft report due by 1st October 2009.

Action 3.4

Offender Involvement

- To ensure prisoners and offenders in the community are provided with appropriate opportunities in which to contribute to service re-design and redevelopment. Provide advice to PCTs on how to ensure engagement with prisoners/residents of approved premises as part of the NHS statutory duty to consult; consider how LINKs is applicable to prisoners. Led by Prison Leadership Group of West Midlands, to have piloted new approaches by end of November 2009.
- To support the development of public health trainer programmes such as health trainers in prison and in the community that reduce the health inequalities for offenders led by NHS West Midlands Public Health team, to approve new projects by end of July 30th 2009, for projects to be implemented locally by November 2009.

Action 3.5

Equality & Diversity

- To ensure clear agreement between NHS West Midlands, Department of Children, Schools and Families and regional partners on service improvement support for young people in prison by March 2010.

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- To review access and outcomes for BME prisoners to secondary mental health services and liaise with providers on the development of any actions required. Led by Government Office South East in partnership with NHS West Midlands, as part of a national survey by March 2010.
- To work in partnership with CJS agencies and other local commissioners to support third sector organisations awarded grant funding for one stop shop services for vulnerable women in the community.

Pathway 4: Drugs & Alcohol

Governance Structure – to report quarterly to the Regional Offender Management Board

Introduction

This pathway operates through the following groups:

- Pathway 3 to manage overlapping interests with broader offender health issues
- Regional Drug Strategy Delivery Board to oversee PSA 25 delivery
- Regional Alcohol Board chaired by the Deputy Director of Public Health
- Regional IDTS stakeholder group and executive to deliver priority 1 below

As such action planning largely takes place outside the Pathway.

Actions for 2009-10

Action 4.1

To help ensure the successful delivery of treatment in prisons:

IDTS funding is now available for all prisons in the West Midlands and is at various stages of implementation. Featherstone and Stafford are fully operational. Performance data is beginning to emerge and improvement of data quality will be a significant focus over the next 12 months so that evidence of the impact of new services can be derived. A data group is in

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place to oversee and support establishment of effective performance management information systems and a support post is in place with a work programme including a focus on evidencing continuity of treatment from prison to community. This work strand will also be strengthened through DoH funding to John Moores University, and through new alignment of DIR and NDTMS data systems.

To produce a Harm Reduction Strategy for the Region by March 2010 with the Interventions Manager, NOMS-West Midlands leading.

To support the improved continuity of drug treatment between Prison Probation and community through engaging with DIP teams and other providers at the DIP Clinics and consulting with DIP teams during the implementation of IDTS by March 2010. The Interventions Manager, NOMS-West Midlands will lead NOMS engagement.

Action 4.2

To reduce the harm caused by ‘High harm causing drug users’ and ‘PPOs’ – to support the extension of the Coventry pilot and test PPO outcome monitoring system

A PPO outcome pilot is under way in Sandwell and Birmingham. Future plans are being re-assessed because of the IOM pilot.

The nature and effectiveness of PPO and HCCU delivery is being reviewed by HO and NTA colleagues.

Action 4.3

To support the implementation of outcome monitoring for drug treatment

The region has made a good start with implementation – region close to reaching 80% thresholds. An expert group has been established to support further improvement.

Action 4.4

To support improving employment and skills level of drug users

Job Centre Plus has appointed regional and district level posts to support this agenda and referral pathways to treatment are in place.

The integration of drug users into the Integrated Employment and Skills

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Service is being planned.

Action 4.5

To support the delivery of PSA target – NI 40 (Numbers in effective treatment)

Action 4.6

To support the improvement of DRR completions

Improvement planning is being reviewed with Probation substance misuse leads, to identify key quality benchmarks through which good practice and practice deficits can be made more visible to the staff and managers involved.

Action 4.7

To support the collection and evaluation of alcohol treatment data to better inform regional action from 2010

This work is lead by the Regional Alcohol Group.

Data is being submitted by all providers in region. First aggregate reports being used to address the data quality issues raised.

Data analyst for alcohol now in place at WMPHO and longer term arrangements for reporting on this data and supporting its improvement are being put in place.

Action 4.8

To support the delivery of Alcohol Treatment Requirement across region and evaluation of Walsall alcohol referral scheme

This work is led by the Regional Alcohol Group

Pathway 5: Finance, Benefit and Debt

Governance Structure

To report quarterly to the Regional Offender Management Board

Introduction

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Ensuring that ex-offenders have sufficient lawfully obtained money to live on is vital to their successful rehabilitation and resettlement and to prevent an early return to crime. Between a quarter and a third of offenders are assessed as having financial problems linked to their offending behaviour. Poor financial capability coupled with high levels of reliance on benefits and limited access to good advice mean that for many offenders debts worsen when they are under sentence. In the case of those sent to custody, restrictions on benefits and a failure to manage tenancies and other financial liabilities can result in offenders being made homeless or significantly worsen their likelihood of accessing social housing on release. Delays in being able to access benefits on release from custody can further increase the danger of offenders returning to crime in order to live.

Actions for 2009-10

Action 5.1

To better understand the scale and scope of existing offender finance, benefit and debt problems using OASys and other available data. Progress reported at each Pathway meeting.

Action 5.2

To support the region in providing better access for prisoners to:

- Bank accounts
- Post office account
- Credit union accounts

And to develop a strategic approach that will increase the proportion of prisoners who are able to save money during their time in custody. Report completed by March 2010.

Action 5.3

To demonstrate what appropriate financial advice and debt counselling is available for all offenders in custody and under supervision in the community.

To continue to support the successful delivery of the CAB lead Financial Inclusion Fund work and look to expand opportunities where possible.

Action 5.4

To provide advice and guidance plus training for offenders to include or signpost to money management courses.

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Action 5.5

To develop better links with the Children and Families and Education, Training and Employment Pathways to maximise effectiveness and efficiency.

Pathway Champions to scope the opportunities to work cross pathway facilitated by the Regional Manager –Commissioning NOMS-West Midlands. Impact to be monitored each quarter until 31st March 2010.

Action 5.6

To promote opportunities for better information in accessible formats (taking into account the low level in reading, writing and numeracy skills, learning difficulties and perhaps English not being the first language) for offenders, their families and ex-offenders on issues relating to finance, debt and benefits, including ‘how to deal with’ information. (Until 31st March 2010) To continue to ensure that that the Virtual Campus (prison and probation) has access to good, relevant and interesting material for the prisoners to access both as information or distance learning (By 1st December 2009 and 31st March 2010).

Action 5.7

To develop a standard for the production of material for offenders, ex offenders and their families that increases effectiveness by March 2010.

To gain a commitment by agencies who produce material (web, hard copy or mass produced) on finance, debt and benefit from the region for this sector to use the regional standard by March 2010.

Action 5.8

To contribute to a solution to the challenge of helping those offenders who do not receive benefit or other monies quickly enough to prevent them returning to criminal activities to ‘get by’. Impact monitored each quarter until 31st March 2010.

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Pathway 6: Children and Families of Offenders

Governance Structure – to report quarterly to the Regional Offender Management Board

Introduction

The maintenance of good family relationships can reduce the risk of offending on release. Developing services for offenders, their children and families to enhance integration back into the community also seem to have added benefit. Both the Social Exclusion report *Reducing Re-offending by Ex-prisoners* (2002) and the *Joint Thematic Review by HM Inspectorates by HM Inspectorates of Prison and Probation* (2001) also emphasised the importance of family ties for prisoners in reducing re-offending.

In the West Midlands the most significant developments have been lead by the work of the Families do Matter Project team which has recently reported:

“The Families Do Matter Project team has been working for the National Offender Management Service (NOMS) over a three and a half year period to identify opportunities to improve the delivery of services to offenders and their families, aimed at improving those family ties and by so doing seeking to contribute to reducing reoffending. Much of the project’s work has focused on offenders being held in prisons, looking at visiting and educational programmes as well as encouraging other organisations to contribute their resources to assist with this audience. However, the project has also been aware that there is work to be done with those serving all or part of their sentences in the community and, as a result, under the supervision of the probation service. The project’s focus has increasingly turned to creating partnerships and processes which seek to coordinate the delivery of services by community based organisations to focus on the needs of offenders and their families, both within prisons and within the community.”

“This report is not a new piece of research with new findings on the link between families and offending behaviour. It is one which details some of the work of the project to improve delivery in the West Midlands and its attempts to contribute to the delivery of a wider policy and a strategic approach across offender management agencies and statutory and third sector children and family service providers.”

The full report is available at www.familiesdomatter.co.uk

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Actions for 2009-10

Action 6.1

While national work is taking forward some elements of the project report the Children and Families Pathway is the place where the regional response to the report and subsequent actions will be developed and reported on. To this end all the substantive actions for 2009-2010 flow from the report and its three principal areas of work where there is local and regional applicability will be considered and a regional response tabled to each by end of January 2010.

The report recommendations are as follows:

The Visiting Experience

1. An IT based visits data capture system to be introduced.
2. A 'population locality index' to be created to allow accurate monitoring of the impacts of population movement on 'distance from home'.
3. A methodology for local, regional and national visits performance reporting (KPIs) to be devised including creating prison 'family groups' for comparison.
4. Headline targets to be defined including;
 - Capacity to deliver visits as a ratio of population.
 - Visits volumes achieved.
5. Consideration be given to setting standards and targets for enhanced family visiting.
6. 'Visits teams' of officers and staff to be introduced in each establishment to allow targeted training to improve the quality of service delivered.
7. That all visitor centres and visits halls should, where possible, provide child friendly areas, maintained to appropriate standards and equipped with toys and other resources suitable for a range of age groups. Consideration should be given to initial grant funding of £2500-£5000 per site and prisons required thereafter to maintain the facilities.
8. That all visitor centres and visitor reception locations should adopt quality standards for the display and provision of family information.

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These disciplines should be stated within visitor centre specifications and audited by HMPS management.

9. Prisons should adopt the project’s model for a visitors’ information booklet. Copies are available from the project’s offices or from HMPYOI Drake Hall. The project is able to provide access to a template and contact details for booklet producers if prisons wish to use an external supplier.

Education

1. Only accredited and approved programmes should be run with a clear purpose identified for the use of each course at each location.
2. Inconsistency in approach between regions towards the control and accreditation of courses by area psychology teams should be addressed.
3. Prisoners’ and their families’ needs must be at the core of any recruitment process and information from OASys and sentence reports should be consulted as well as an in depth interview process undertaken.
4. Staff delivering parenting/family education programmes should be well supported and have access to training which meets the NOS for WWP.
5. Family Learning should be available to prisoners and their families as a way of engaging with their children on Family or Domestic Visits.
6. Programmes should include more partner/family involvement so that mixed messages are avoided and any future planning undertaken is realistic and meets the need of the whole family.

Community Partnerships

1. That ‘Hidden Sentence’ training and awareness raising activity should be adopted by local authority workforce development teams utilising the project’s Train the Trainer package and materials.
2. That through the raised awareness within statutory services, partnerships should be formed between children and family services directorates and their authority located prisons and probation offices. These partnerships should seek to increase referrals to family services and improve outcomes experienced by offenders’ families, utilising the CAF process where appropriate.

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3. Awareness raising training of the availability of family services, and how to access them, should be delivered to offender management staff and processes agreed and implemented for the identification and referral of potential clients to family service providers.
4. Probation training consortia should adopt the training model developed by the project with the Midlands Consortium for inclusion in induction and professional development of staff.
5. A similar approach should be adopted within HMPS.
6. That a 'parent in prison' policy should be adopted by local authorities, to include training of key staff, the provision of staff resource packs and publicity materials to encourage families and carers to seek support.
7. That partnerships are created which will allow family service providers to deliver outreach services at prison establishments, to supplement existing prison based children and family pathway activity. At the least, these partnerships could include disciplines for the provision of family specific information to visitors utilising visitor centres and family information packs at induction. Additionally, opportunities to support family based activities such as family days should be identified.
8. The project believes that statutory service providers such as Family Information Services and Children Centres should deliver their mainstream services at prisons within their area and a strategic approach to doing so at a national level would break down many of the geographic barriers that currently inhibit this approach. Statutory service providers which form such partnerships could play leading roles in the development and delivery of children and family pathway policy and activities more effectively than current arrangement by providing their specialist expertise to support HMPS staff's offender management expertise.
9. The project also recommends that designated Family Support Coordinator roles should be developed and implemented at all prisons, whereby specialist and dedicated staff are charged with supporting pathway specific activity and developing the links that the project's community model recommends.

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Pathway 7: Attitudes, Thinking and Behaviour

Governance Structure- to report quarterly to the Regional Offender Management Board

Introduction

“Most prisoners come from some of the most socially excluded groups in society. Many will see crime as the only way of life or as an easy way to make money. Many will have grown up in an environment where crime is seen as acceptable. Some will see prisons as an inevitable part of their lifestyle; others will be unable to understand the circumstances and behaviour that leads them into offending...Yet committing a crime is an active choice. The absence of a job, a house or poor education is never an excuse for committing offences against neighbours or the wider community” (Report of the Social Exclusion Unit 2002, *Reducing re-offending by ex-prisoners*, HMSO).

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

Although it is agreed across the research literature that ‘single-focus’ interventions can be useful, there is an emerging consensus that a ‘multi-modal’ approach is more effective. It is essential that the needs of individual offenders are met in a holistic way. Such programmes must be targeted to the behavioural needs of individual offenders and sequenced in an effective way.

Actions for 2009-10

Action 7.1

To share best practice and review the quality of the delivery and management of programmes across the region. Impact to be monitored at each pathway meeting.

Action 7.2

To progress high quality accredited programmes and effective interventions that meet the diverse needs of offenders (including black minority ethnic

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offenders, female offenders, young adults, and older offenders, those with disabilities, LGB & T offenders and offenders with different religions or beliefs). Impact to be monitored at each pathway meeting.

Action 7.3

To increase Public Confidence around the Pathway and its work, via strong delivery, effective communications and engaging with communities. Impact to be monitored at each pathway meeting.

Action 7.4

To increase and promote involvement with the Third Sector (including faith) Organisations and the Pathway to increase the efficiency and effectiveness of existing provision and to encourage innovation. Impact to be monitored at each pathway meeting.

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