



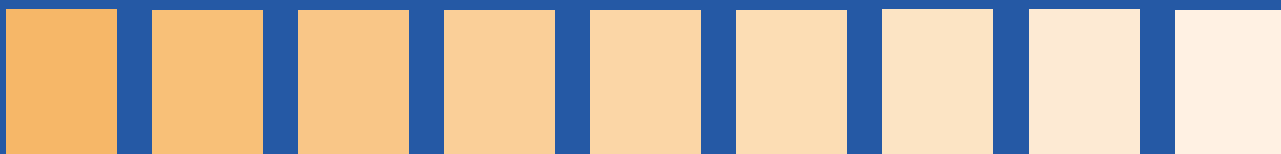
# Pathways to Resettlement



## Regional Framework for Yorkshire & the Humber



2003–2006





# Acknowledgements

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All statistics quoted in this document are drawn from relevant local research provided by local agencies, or from the influential SEU Report '*Reducing Re-offending by ex-prisoners*'.

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# Pathways to Resettlement

## Regional Framework for Yorkshire and the Humber

### Executive Summary

- 10000+ prisoners return to their homes each year from custodial regimes in the region
- 42 % of prisoners released have no fixed abode
- Around three-quarters of those who have served short sentences for burglary or theft are convicted of a further offence within two years of release
- Homeless ex-offenders are twice as likely to be reconvicted than those with stable accommodation
- High level of drug misuse amongst young people, particularly those who are serious and persistent offenders
- 40 % of women prisoners received help or treatment for a mental health problem in the year before prison
- 60 per cent of offenders who are re-convicted are unemployed

Effective resettlement is central to the economic and social regeneration of communities and the protection of victims. Reducing re-offending is not just a criminal justice issue: it is a health issue, a drug rehabilitation issue, an employment issue and a housing issue.

The Strategy stresses the community and collective responsibility for achieving the aims of resettlement which are to

- prevent future re-offending
- provide opportunities for the development of good citizenship
- minimize risks to community safety and ensure public protection
- contribute to community renewal and regeneration

Resettlement is, in short, everyone's business. If we get resettlement right, then there will be significant benefits for local communities. A region with effective resettlement strategies would expect to see less crime, fewer victims of crime, reduced homelessness, a larger and more skilled labour market and more cohesive communities. There would also be large financial savings through lower criminal justice costs, health costs and the costs to victims of crimes.

This is the vision that the Yorkshire and Humber Resettlement Strategy sets out for our region. The challenge now is for local, regional and national partners to commit to working together to deliver this vision in order to bring about benefits to all of our communities.

#### The Strategy aims to

- deliver a coordinated and integrated response to the resettlement and rehabilitation of offenders in the Yorkshire and Humberside region
- reduce the risk of harm to victims, communities and vulnerable groups
- contribute to the building of safer communities through the provision of effective programmes for offenders before, during and post custody, that will play a key part in the regeneration of the region
- contribute to the overall aim of the Criminal and Youth Justice System to prevent re-offending and protect the public. Specifically, it will enable prison, probation service and Youth Offending Teams to achieve the shared target of reducing re-offending by 5%



- reduce the fear of crime within our communities and reduce the number of victims of crime
- put evidence based practice and integrated case management at the heart of resettlement
- enhance the contribution of the voluntary and community-based sector
- contribute positive to the Housing, Basic Skills, Employment, Health and community regeneration agenda
- align the efforts of key agencies and achieve co-ordination between national, regional, area and local policies and practices such as the Street Crime Initiative, Narrowing the Justice Gap and Drug Treatment Strategy that share aims of reducing re-offending, tackling drug abuse and dealing with persistent offending

Ultimate responsibility for delivering this strategy will rest with the Steering Group. Day to day delivery of the strategy will be the role of a new Delivery Team which will be funded jointly by the stakeholders. The Steering Group and the Delivery Team will:

- prioritise those Strategic Pathways designed for Year One implementation
- develop a detailed Action Plan for translating the Strategic Pathways into policy and practice
- support designated lead agencies in delivering aspects of this strategy
- identify and manage the work over the three year Implementation Plan
- agree with the region processes for monitoring the implementation of this strategy
- co-operate with the Evaluators to ensure that evidence emerging of effective processes are embedded in the development of the Strategy

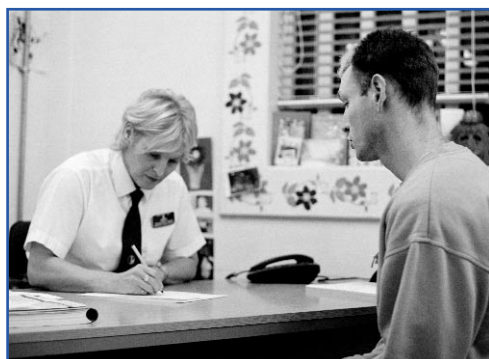
## Strategic Pathways

There are 11 Strategic Pathways which form the detailed agenda for action over the next three years. It is important to recognize that work will continue in all the pathway areas and for some individual agencies this will remain their first priority.

The Strategic Pathways are:		6	Financial Management
1	Accommodation	7	Managing Diversity
2	Learning and Skills	8	Young Offenders
3	Employment	9	Offending Behaviour
4	Health	10	Family and Social Support
5	Drug and Alcohol Misuse	11	Case Management

However, through the consultation process, and through meetings of the Steering Group, three key priorities have been identified for action in Year One. These priorities will underpin the subsequent delivery of the other pathways. The three Year One priorities are:

- Accommodation
- Learning and Skills
- Employment



# Introduction

This Strategy Document is the outcome of a period of consultation and discussion across the region<sup>1</sup> The process has involved challenging assumptions about good practice in the resettlement of offenders from custody. The goal of reducing re-offending involves charging all community and custodial agencies with a stake in this enterprise. There has been little dissent from this view from across the region and this document takes the strategy into another and active phase of development.

The purpose of this document is threefold:

- to draw on the shared thinking in the region which emerged in the consultation and underpins the framework
- to highlight the importance of the regional perspective
- to set out a Three-Year Implementation Plan focused on Key Strategic Pathways

It has been a constant theme of the consultation that active engagement of all agencies at all levels in the organisation is essential to the promulgation of the targeted strategies. Thus this strategy document is not intended to be 'vaguely aspirational' but built around clear targets and commitments.

We, the Steering Group, commend it to you as a working document to guide effective resettlement activity in the region during the next three years.

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<sup>1</sup> Consultation began in July 2002 and involved the circulation of a Consultative Document to over 1200 different individuals and agencies in the region. Workshops were held in September and October 2002 and an online consultation through October and November 2002. Four Focus Groups with offenders in custody also took place. In addition presentations at 10 regional events contributed to the thinking as well as the continuing production and dissemination of policy documents at a local, regional and national level.

# Reducing Re-Offending Together - Focusing on Resettlement

Integrating services and joined-up practice is at the root of a great deal of criminal justice reform. It is recognized in central and local government that any strategy which is to achieve optimum outcomes on any major social issue must make the most of opportunities for co-ordination and integration of the activities of individual agencies and community groups. This arises at all levels - local, regional and national – and is central to the effective resettlement of offenders from custody into community. As the Executive Summary states - In short, it is everyone's business.

There are a number of key drivers - social, economic, public protection and crime reduction - which have helped shaped the Strategy<sup>2</sup>.

## Key Drivers for change

### ● Social costs

Those leaving prison have key housing, education, employment, learning and skills, drug and alcohol misuse, health needs – non-criminal justice costs per offender per year estimated at £31000

### ● Economic costs

2001-2 Burglary cost this region an estimated 154 million

Economic costs of Class A Drug Use estimated to be 3.5 billion throughout Eng and Wales

### ● Public Protection

10000+ offenders released back into the region in any one year

### ● Crime Reduction

Each offender likely to be responsible for five recorded offences before conviction which works out at an annual cost per offender of £65000

The recent influential report **Through the Prison Gate: A Joint Thematic Review** by HM Inspectorates of Prisons and Probation, published in 2001 offers a good working definition of resettlement when it states:

*"A systematic and evidence-based process by which actions are taken to work with the offender in custody and on release, so that communities are better protected from harm and reoffending is significantly reduced. It encompasses the totality of work with prisoners, their families and significant others in partnership with statutory and voluntary organisations"*

It goes on to identify that:

*"Too little attention is being paid to the basics of resettlement - assistance with money; the provision of suitable housing; the preservation or repair of crucial relationships; employment; education; and drug and alcohol problems".*

It concludes that:

*"No national strategy, **with the necessary regional focus**, exists to deliver this work across the country on the basis of assessed need, catering for the diversity of the population in terms of gender, age and ethnicity, and linking the work of both services"*

Thus, a Regional Resettlement Strategy must be grounded in the development of What Works, Effective Practice and Quality Assurance (YJB), an effective case management system, and built on the centrality of public protection as well as tackling the core basic needs of prisoners. In addition to these, a focus on the 'regional' will allow for the specification of resettlement issues relevant to the Yorkshire and Humber region and thus identify what needs to be targeted in order to establish a coherent and regionally determined strategy. Centering the framework in the public domain may also reduce the fear of crime and increase awareness of the key issues and concerns. The Social Exclusion Unit's proposed action plan on re-offending argues that clear accountability for resettlement is essential at a regional level

*"the planning, development and implementation of the National Rehabilitation Strategy should include: correctional services (Prison Service and Probation Service) at a national and regional level: other statutory agencies involved with health, education, employment, drugs, families and housing; the voluntary sector; businesses; and faith communities. The Strategy should make strong links with effective regional and local partnerships, including Crime and Disorder Partnerships" (SEU Report p11)*

<sup>2</sup> All statistics used in this document are drawn from relevant local research provided by local agencies, Home Office research or from the influential SEU Report 'Reducing Re-offending by ex-prisoners'



# Response to the Consultation

The Regional Strategy has been built around the following key principles which were consistently voiced and endorsed during the Consultation period.

## ● Resettlement is not a task which can be successfully undertaken by statutory agencies alone

Indeed the framework is explicitly built on the assumption that all local, regional and national agencies in the social inclusion, community regeneration and neighbourhood renewal fields have a stake and must demonstrate an active endorsement of this strategy and an intention to drive the necessary changes forward to achieve sustainable outcomes. A Regional Resettlement Strategy needs to be recognized as something that contributes to 'better' communities, as the focus on core issues, such as education, housing, employment and health align with regional regeneration strategies.

## ● Reducing re-offending is a quality of life issue for local communities

**Advancing Together** is the overarching framework which provides the strategic context for the Regional Economic Strategy and other key regional strategies of which Resettlement is a key part. (see below page 7). **Local Strategic Partnerships (LSPs)** have also been seen as key to local engagement in resettlement. Reducing offending will mean less victims. The benefits for communities in terms of quality of life issues is clearly evident.

## ● The strategy must balance public protection, rehabilitation and crime reduction

Key statutory stakeholders, the Prison Service, the National Probation Service and the Youth Offending Teams and Juvenile Secure Estate will make a strategic commitment to action and as statutory providers will ensure that this balance is protected.

## ● Best Value demands harmonising targets

All agencies are driven by performance targets and the need to meet them. Some of the key partnership bodies in the region will be crucial in ensuring that resettlement targets are integral to their work. This includes Crime Reduction and Disorder Partnerships, Drug Action Teams, the Primary Care Trusts and the Local Strategic Partnerships. This is a shared agenda and other major initiatives must reflect the resettlement agenda including the Street Crime Initiative, Narrowing The Justice Gap, Drug Treatment strategies, Supporting People proposals, Crime reduction targets and efforts to integrate IT systems across the sector.

## ● The strategy must be horizontally and vertically integrated

This is not just a signing up issue for Chief Executives and Senior Managers within their own organisations. This Strategy requires each organisation to actively communicate this throughout their organisations at all levels. Moreover the importance of cross-cutting themes means that horizontal integration across all the agencies is vital. This is not only important at a local level but also at a regional and national level. When targets have been set they must then be communicated to every level in each organisation.

## ● Resettlement Services must be built on Continuity of Care

One of the biggest difficulties identified in current systems is ensuring continuity of care so that the right service is given at the right time. This requires cooperation and effective working protocols which work on a multi-agency and multi-modal manner. The importance of the transition from custody to the community means the development of inside-out and outside-in approaches such as CARATs were set up to do and these must be developed and enhanced. Examples of good practices were highlighted in the consultation including models of care for drug-related offenders, integrated case management structures, 'going straight' contracts and developing the 'travelling portfolio' and 'passport' ideas

The **key processes** which have been identified as crucial enablers to drive this Strategy forward include the following:

### ● Resettlement can only be delivered if there is an enhanced role for community and voluntary sector

Whilst no one disputes the importance of this sector in supporting and mentoring offenders on release and running a range of services the need for them to be properly funded and integrated cannot be underestimated. Research has shown how key the mentoring role is in resettlement. This sector often acts as the link between services which assists families, helps financial management and links with other support structures.

### ● Effective communication systems are central to success

Although regarded as a common sense innovation the potential to integrate IT systems was seen as a slow process during the consultation. Yet no one disputed this limited the ability to work in partnership. The importance of

*developing effective multi-agency teams that link through Drug Action Teams and the Crime Reduction and Disorder Partnerships and the whole range of community based agencies was emphasised. Protocols for information sharing was needed with sensitivity to the cultural issues across systems and agencies. Without effective communication many offenders can get lost in the system or have to repeat assessments already done elsewhere. Current planning processes rely heavily on individual data collection exercises focussed on specific projects. The challenge is to integrate data capture and reporting in order to facilitate improved resettlement planning.*

#### ● Effective services to meet diverse needs

Whilst a coherent and consistent framework for resettlement is essential when this is translated into detail the uniqueness of different groups in the system must not be ignored. Resettlement is not about delivering 'one size fits all'. This will not work. Specific processes need to be thought out so that there can be focused strategies for young people, focused strategies for women offenders, identification of services for specific groups such as black and minority ethnic offenders and ways of addressing the particular demands of short term adult prisoners.

#### ● Sustainable funding sources

Piecemeal and project driven approaches to resettlement have short term gains but if not mainstreamed across the region when lessons are learnt will undermine the capacity building which is essential to effective practices. Whilst Best Value and the efficient use of resources are appropriate goals many smaller agencies commented on the need for assistance in following through the minefield of processes to gain a contract. The fact that they are then often short term means that mainstreaming helpful aspects can be lost.



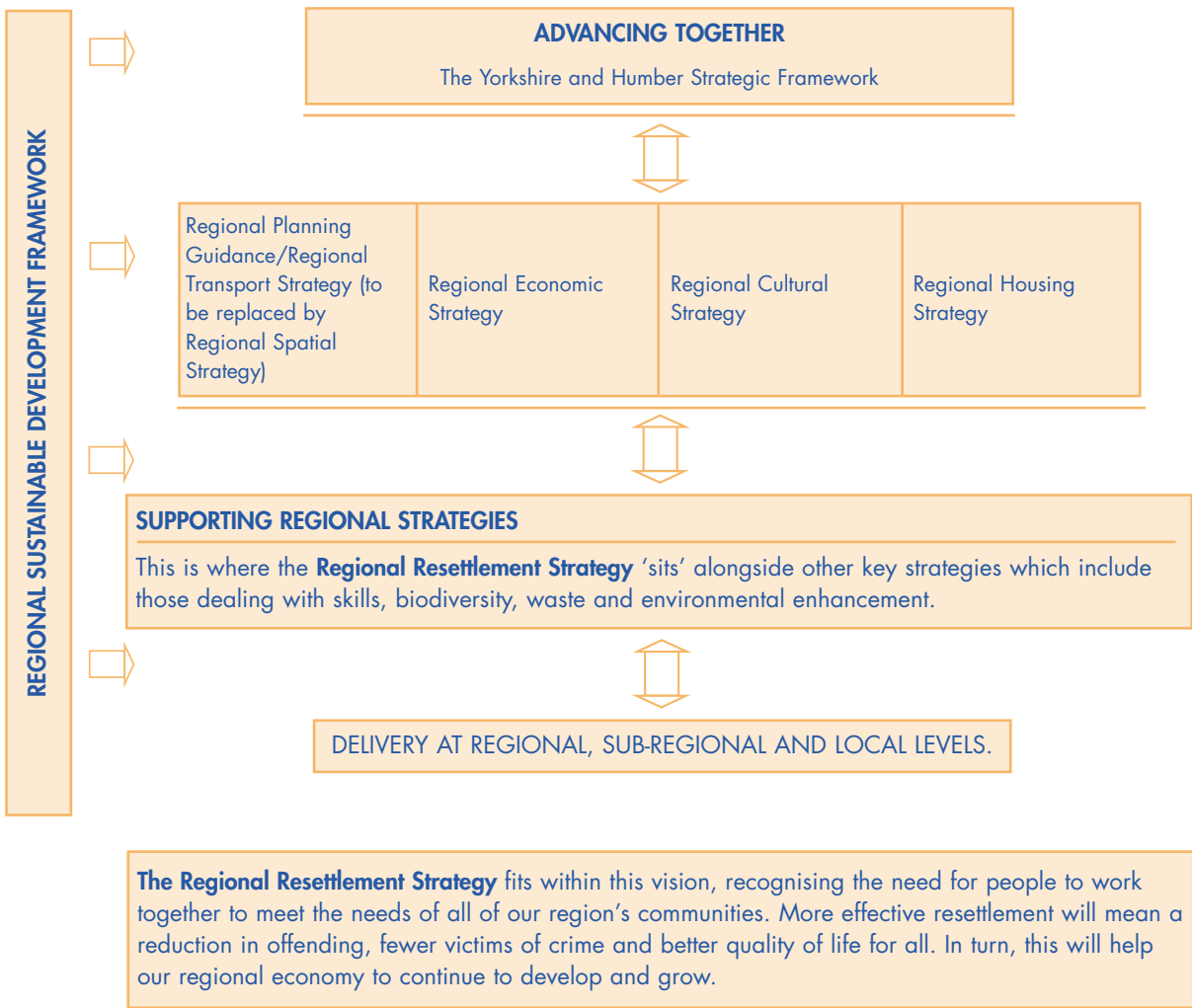
# Why we need a Regional Strategy

**Advancing Together** is the region’s high level framework. This sets out the Regional Assembly’s long term aspiration for Yorkshire and Humber to be a recognisably world class and international region where the economic, environmental and social well being of all of the region and its people advances rapidly and sustainably.

To make progress towards this vision, there are six key objectives that we must work together to achieve. They are:

- 1. an advanced economy
- 2. excellent spaces, places, structures and services
- 3. healthy environments
- 4. educated and skilled people
- 5. a better quality of life for everyone
- 6. exceptional decision-making, leadership, management and involvement

The six objectives are inter-linked and the region is committed to moving forward on them all. This is what Advancing Together means.

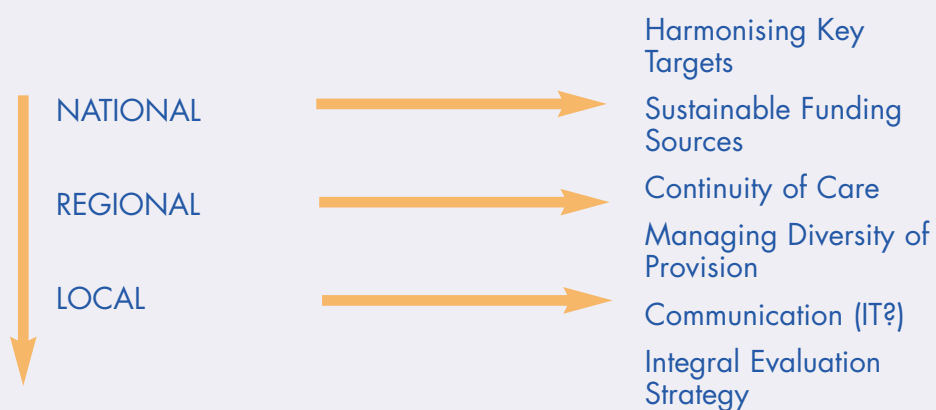


The Consultation process has affirmed and supported the regional level as the locus for strategic action. This is in the context of the need for:

- **accountability** at local, regional as well as national level for effective delivery
- an **integrated** response
- **coordination** between agencies (**horizontal integration**)
- penetration up and down individual agencies (**vertical integration**)
- and ensuring an **authoritative voice** to regional action

In order to achieve effective linkages the regional strategy has to be structured around and consistent with national strategies and then effectively translated into the local for effective action on the ground. This is summarised below.

## Achieving effective linkages



# Mapping the Region

It is important to identify the role of the key regional stakeholders: each has a distinct input and service to deliver. The following model identifies a series of concentric circles which illustrate the relationships between the stakeholders. For illustrative purposes this is constructed using five levels. This is set out diagrammatically below. (see Diagram 1)

The strategy thus combines the work of the Prison Service, Youth Offending Teams, the Youth Justice Board and National Probation Service as key statutory stakeholders supported by a network of regional and local authorities, agencies and community groups which together can enable the core resettlement issues to be tackled.

## ● Level 1: The Prison Service, The Juvenile Secure Estate, the Youth Offending Teams, National Probation Service and Police Service

- the key stakeholders who have statutory responsibilities

The responsibility of the resettlement of prisoners lies centrally in the hands of the Prison and Probation Services and for young offenders the Youth Offending Services. Back in the community the Police Service also have important statutory public protection functions. These organisations work with other statutory and voluntary partner agencies to meet the risks and needs of the offenders. Resettlement planning is a key way in which Prison and Probation Services help to create safer communities. The aim of resettlement is to limit the risk of harm to communities, victims and vulnerable groups. Hence, the assessment of risk and potential harm is a core element of resettlement plans. The Prison Service, Probation Service and the Youth Offending teams work with other statutory and voluntary organisations to assess and manage risk created by an offender. Integrated risk assessments (OASys and ASSET) ensure shared assessments are undertaken. Where risk is identified these services are charged with putting in place suitable structures and controls to minimise that risk. The involvement of other bodies such as the police will be crucial in supporting these services in achieving successful and safe resettlement in the community. There is a statutory duty on the Police and Probation Services to work jointly to assess and manage risk of harm. (MAPPA)

## ● Level 2: In custody

- services for offenders where facilities are provided whilst the offender is in custody and to assist in preparation for release

Resettlement of an offender starts directly after sentence. **Sentence Planning** Managers at each Prison Establishment and in the Juvenile Secure Estate are responsible for the sentence plans of offenders. The aim of the sentence plan is to deter future offending by coordinating rehabilitative activity during custody and also on release. Sentence planning can only be effective when the key agencies – Prison and Probation Service and Juvenile Secure Estate and Youth Offending Teams work effectively together. The Prison Service including the Prison Health Services works with a number of bodies, such as the community-based and voluntary sector, Probation Service and public services for example Jobcentre Plus, Basic Skills provider agencies, Housing organisations and Drug Treatment agencies. Increasingly work with employers is helping focus the education and training undertaken by offenders within prisons. Custodial establishments provide a range of interventions and offending behaviour programmes to offenders, which forms part of their sentence plan.





### ● Level 3: Post-release resettlement

- services provided for offenders post-release to assist successful resettlement, re-integration into the community and lasting crime reduction

The Probation Service is responsible for supervising and assessing offenders both in custody and the community with the Youth Offending Teams responsible for all those under 18. The role of seconded probation and YOT staff in Prisons is an important link to the community-based Probation Service. This link supports the development of supervision plans upon release. The National Probation Service (NPS) has key aims of protecting the public, whilst also reducing re-offending and rehabilitating offenders. The Probation Service and Youth Offending Teams are strategic to public protection and rehabilitation as a consequence of the work that is undertaken with offenders. Such work is instrumental to improving communities regionally, as an offender deterred from future offending is one that is not a risk to the public. The Probation Service has a long history of working in partnership with other statutory agencies and the independent sector (charitable and voluntary groups, and private business). All Probation Areas and the Youth Offending Teams now have a statutory duty to consult and inform victims of serious, violent and sexual offences about release plans for those prisoners returning to the community. Specialist victim contact staff are employed to undertake this sensitive work. Resettlement planning is a key way in which Prison and Probation Services and Youth Offending Teams help to create safer communities. All resettlement work is concerned with limiting the risk of harm to communities, victims and vulnerable groups. The assessment of risk and potential harm is thus a core element of any resettlement plan. All staff have responsibilities to assist in public protection in their contribution to sentence planning and all resettlement processes. Adult Offenders released from sentences under 12 months currently are not supervised and this creates particular problems though the changes intended in the Criminal Justice Bill will seek to deal with this anomaly.

### ● Level 4: Wider connections

- the range of statutory bodies charged at local and regional level to deal with the full range of social inclusion and community regeneration issues which can positively impact on crime reduction and thus on community safety in its broadest terms.

#### **Government Office for Yorkshire and the Humber**

The Crime Reduction Directorate of the Government Office is led by a Home Office Crime Reduction Director and is staffed by the Home Office and secondees from Local Authority, Department of Health and the Prison, Probation and Police Services. The Directorate aims to help reduce crime and disorder in the region by improving the effectiveness of Crime and Disorder Reduction Partnerships and Drug Action Teams, and by working with other agencies contributing to the partnerships' work. There is a Regional Drugs Team based in the Government Office.

#### **Yorkshire and Humber Assembly**

The Yorkshire and Humber Assembly has been established to be the 'voice of the region'. Membership of the Assembly consists of all 22 Local Authorities from the region together with 14 other social, economic and environmental partners. Members work to bring together partners to deliver key sustainable priorities for the benefit of the region.



## **Yorkshire Forward**

Yorkshire Forward, the Yorkshire and Humber Regional Development Agency, was created in April 1999 with the mission of revitalizing the region's economy. They are involved in many aspects of the region's economy. Their work in building a prosperous region can help develop the economic infrastructure which can create better opportunities for offenders to lead law-abiding lives.

## **The Regional Forum**

The Regional Forum provides the mechanism within which voluntary and community networks and organizations come together to develop partnerships for the benefit of the region. The Regional Forum works with Yorkshire Forward and the Learning Skills Council to increase the learning and skills resources available in the region.



## **CLINKS**

CLINKS is a nationally registered charity that supports the work of community-based organizations within Prisons. CLINKS remit is to support community-based service provision with individual Prisons, this focus allows CLINKS to bridge the gap between activities and services within Prison and in the community. CLINKS are there to assist in the development of effective partnerships between the statutory agencies and the voluntary and community-based sector. Stronger partnerships deliver better co-ordinated services and this in turn reduces the likelihood of re-offending.

## **Voluntary and Community-based Sector**

There are numerous voluntary organizations that work in Prisons and with the Probation Service and Youth Offending Teams to deliver services to offenders as part of their resettlement plan. Strengthening partnerships and mainstreaming the work of these organizations can provide a level of expertise and support that simply cannot be offered by bodies such as the Probation or Prison Service alone. Voluntary organizations are crucial in terms of ensuring continuity for the offender from custody to community.

## **Crime Disorder and Reduction Partnerships**

The 1998 Crime and Disorder Act established partnerships between the police, local authorities, probation service, health authorities, the voluntary sector, and local residents and businesses. These partnerships are working to reduce crime and disorder in their area. Following consultation in 2002, ministers are currently considering means of encouraging closer relationships and, if necessary, a merger between DATs, CDRPs, and other local partnerships

## **Supporting People Partnerships**

From 1 April 2003 new partnerships between Housing, Social Care, Probation, YOTs and Health have been introduced to commission supported housing services. Existing revenue funding streams have been pooled, and services will be strategically developed and managed within each Local Authority, overseen by this joint Commissioning Body.

## **National Treatment Agency**

The NTA regional team, based within the government office for Yorkshire and the Humber, works at both a strategic and local level to improve the extent and effectiveness of treatment available to drug users. The NTA oversees investment into treatment systems and services via Drug Action Teams and their joint commissioning bodies. The NTA will be monitoring implementation of the Models of Care national service framework for drug treatment, and local Integrated Criminal Justice treatment systems in high crime areas.

## **Drug Action Teams**

Drug action teams bring together representatives of all the local agencies involved in tackling the misuse of drugs, including primary care trusts, the strategic health authority, local authority, police, probation, YOTs, social services, education and youth services, and the voluntary sector. DATs work with Crime and Disorder Reduction Partnerships (CDRPs) to help the police and communities tackle local drug problems and associated crime. Joint commissioning groups are responsible for managing drug action teams' expenditure on drug treatment. This includes funding from the pooled budget and local sources. All DATs should have a joint commissioning group and a dedicated joint commissioning manager.



## **Primary Care Trusts (PCTs)**

PCTs are responsible for the planning and securing of health services and improving the health of the local population, including the prison population within their area. For example, PCTs must make sure there are enough GPs to provide for their population and that they are accessible to patients. PCTs must also ensure the provision of other health services including hospitals, dentists, mental health care, walk-in centres, NHS Direct, patient transport (including accident and emergency), population screening, pharmacies and opticians. In addition, they are responsible for integrating health and social care so the two systems work together for patients. Over the next 5 years, PCTs will become responsible for commissioning healthcare in prisons



## Local Strategic Partnerships

A local strategic partnership (LSP) is a single body that brings together at a local level the different parts of the public sector as well as the private, business, community and voluntary sectors so that different initiatives and services support each other and work together'. It is a non-statutory, non-executive organisation; operates at a level which enables strategic decisions to be taken and is close enough to individual neighbourhoods to allow actions to be determined at community level. It is aligned with local authority boundaries and tackles key issues for local people such as crime, jobs, education, health and housing.

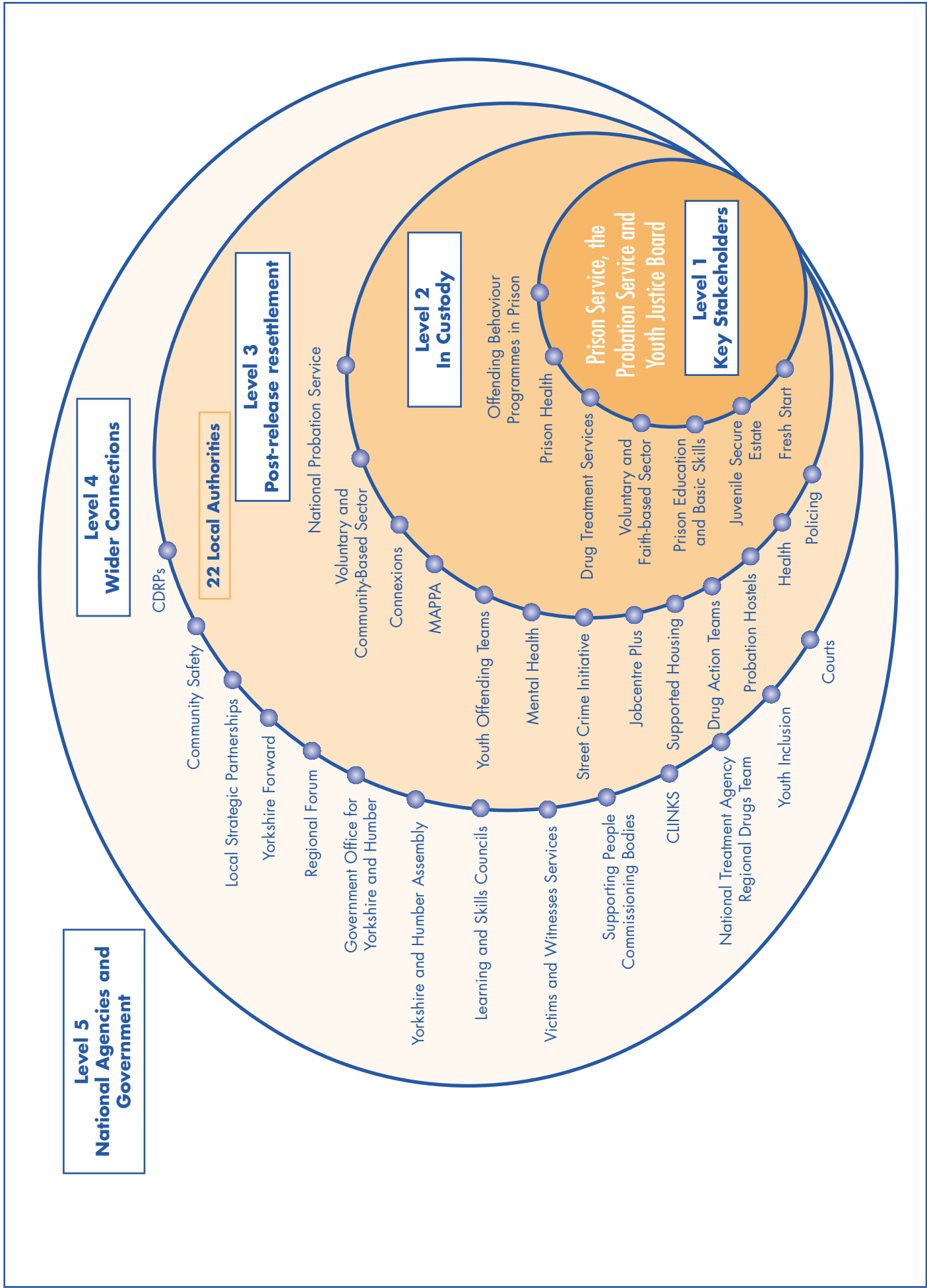
### ● Level 5: Central Agencies

- from government ministers through the national bodies responsible for target setting linkages need to be made to ensure coherence and shared objectives and targets

## Government policies

No regional strategy can develop where it does not include and respond to the national agenda. It became clear during the consultation that if a regional strategy is to be successful and inclusive it needs to integrate its thinking into developments which are being pursued at a national level. Such initiatives as the SEU Report, the Criminal Justice Bill, the Street Crime Initiative, National Drug Treatment approaches, Narrowing The Justice Gap and other developments must be understood and aligned with resettlement work in the region. Moreover government targets are set for key agencies which have a national, regional and local dimension and in resettlement work this is particularly the case for the key stakeholders of prison, probation and youth justice. The success of a regional strategy will be in its capacity to respond to the regional and local agencies in ways which draw upon the national agenda and targets but which achieves the particular foci prevalent within the region. Hence this level of stakeholder is central to the way the strategy moves forward.





# Regional Resettlement Strategy for Yorkshire and the Humber

## The Strategy aims to

- deliver a coordinated and integrated response to the resettlement and rehabilitation of offenders in the Yorkshire and Humberside region
- reduce the risk of harm to victims, communities and vulnerable groups
- contribute to the building of safer communities through the provision of effective programmes for offenders before, during and post custody, that will play a key part in the regeneration of the region

The Strategy will contribute to the overall aim of the Criminal and Youth Justice System to prevent re-offending and protect the public. Specifically, it will enable prison and probation services and YOTs to achieve the shared target of reducing re-offending by 5%. Effective delivery of this Strategy will reduce the fear of crime within our communities. This document represents a **Three-Year Implementation Plan**.

The strategy will be based on evidence based practice, integrated case management and built upon public protection, effective risk and need assessment and addressing those needs of offenders that are linked to their offending.

The strategy will rely upon the contribution of all agencies and organisations to achieving effective resettlement. This includes the voluntary and community-based sector who are vital in ensuring offenders are reintegrated into communities.

As housing, Basic Skills, employment and health improvements have all been central elements of community regeneration at a national level, the effective resettlement of offenders leaving custody is recognised as a positive contribution to this agenda.

Effective resettlement will only be achieved by aligning the efforts of key agencies and achieving co-ordination between national, region, area and local policies and practices. This strategy aims to facilitate this linkage by documenting the commitments of all those endorsing the policy and defining progress through communication and consultation with our partners and stakeholders.

Ultimate responsibility for delivering this strategy will rest with the Steering Group. Day to day delivery of the strategy will be the role of a new Delivery Team which will be funded jointly by the stakeholders. The Steering Group and the Delivery Team will:

- prioritise those Strategic Pathways designed for Year One implementation
- develop a detailed Action Plan for translating the Strategic Pathways into policy and practice
- support designated lead agencies in delivering aspects of this strategy
- identify and manage the work over the three year Implementation Plan
- agree with the region processes for monitoring the implementation of this strategy
- co-operate with the Evaluators to ensure that evidence emerging of effective processes are embedded in the development of the Strategy

Other new initiatives such as the Street Crime Initiative, Narrowing the Justice Gap and so on that share aims of reducing re-offending, tackling drug abuse and prolific offending will be integrated within this strategy.

By engaging with partner agencies, we will aim to establish shared target outcomes that will drive effective resettlement of offenders into communities.

## Strategic Pathways

There are 11 Strategic Pathways which form the detailed agenda for action over the next three years. Clearly targeting resources for maximum effect necessitates some prioritisation amongst those pathways. In line with work already commenced in the region and in line with Targets the first 3 Pathways are the initial targets for the Delivery Team and the partner agencies.

These are:

- Accommodation
- Learning and Skills
- Employment

It is important to recognize that work will continue in all the pathway areas and for some individual agencies this will remain their first priority. The aims of all the pathways are summarised below.

### Strategic Pathway 1: Accommodation

- developing effective strategic partnerships with Local Authority housing departments enhancing offender access to housing and support.
- ensuring offenders receive timely and accurate Housing Advice and Support Services, preventing homelessness and enabling access to accommodation on release enhancing opportunities for rehabilitation and community integration
- ensuring all young offenders on release from the Secure Estate, have satisfactory accommodation

### Strategic Pathway 2: Learning and Skills

- increase the educational and vocational qualifications of offenders and achieve targets for completions of basic skills awards at entry level, level 1 and level 2
- to enable offenders to develop skills, learning and accreditation to apply to day to day living and to provide evidence to assist employment
- enable young offenders to access and maintain ETE through programmes of support

### Strategic Pathway 3: Employment

- to improve and enable offenders ability to enter employment, training or education and establish legitimate earning capacity and self-support
- to engage employers in a coordinated response to skill shortages in the region so that appropriately targeted training programmes and qualifications can be attained

### Strategic Pathway 4: Health

- to meet the health needs of offenders during custody and post release
- to develop Health Plans to ensure integrated pathways enabling offenders to establish healthy lifestyles which contribute to employment and learning
- to improve CAHMS assessments and routes for treatment within the Juvenile Secure Estate

### Strategic Pathway 5: Drug and Alcohol Misuse

- work with offenders to enable them to address drug and alcohol addiction through a range of interventions and programmes
- ensure partnerships between DATs, police, prisons, probation, the judiciary and YOTs and the voluntary sector are effectively enhanced and developed
- ensure that Integrated Criminal Justice drug treatment systems are developed in each High Crime BCU area as a priority, and in all other DAT areas following evaluation

### Strategic Pathway 6: Financial management

- improve offenders financial management and provide access to debt counselling to reduce need to commit acquisitive crime

## Strategic Pathway 7: Diversity and Equality

- specialist services should be available to meet the specific cultural needs of black and minority ethnic prisoners
- the regional strategy must ensure that women offenders' needs are adequately met ensuring in particular that the rehabilitation and resettlement needs of women offenders with children are addressed
- specialist services should be available to meet the specific needs of women prisoners, for example, advice on sexual health, parenting skills, surviving domestic abuse etc

## Strategic Pathway 8: Young Offenders

- ensuring that effective links are made between the juvenile secure estate and the Youth Offending Teams so that resettlement can take place effectively
- ensuring that the particular needs of young people are met in decisions about the development of resettlement action plans
- ensure that Sentence Planning is based on the assessed needs of young people

## Strategic Pathway 9: Offending Behaviour

- strategies for dealing with persistent offenders must link to the resettlement agenda
- development of effective problem solving abilities and pro-social strategies

## Strategic Pathway 10: Family and Social Support

- enable offenders to maintain and develop relationships with family and community to provide support and encouragement for successful re-integration and rehabilitation
- ensure parents of young offenders are supported during voluntary and statutory parenting programmes

## Strategic Pathway 11: Case Management

- ensure that information collected on an offender is communicated promptly and effectively to all partners involved in the rehabilitation and resettlement process
- ensure that all young people who are ISSP eligible are made subject to such a programme

The 11 Strategic Pathways are set out in detail in the following pages. They follow a common format. A snapshot of some of the main concerns and issues highlight why each pathway has been chosen. A brief overview of some of the key areas is then undertaken. On the opposite page an outline agenda for action is set out. This includes stages and elements of the strategy pre-custody, during custody and post custody. Where relevant, Government and regional targets are highlighted to show how this work links with relevant agencies' key performance measures.

# Accommodation

## The snapshot

- 42 per cent of offenders released from prisons in the region declare themselves to be of no fixed abode on release and there is a significant gap in the provision of suitable accommodation for 16/17 year old offenders
- Homeless ex-offenders are twice as likely to be reconvicted than those with stable accommodation.
- Homeless offenders are less likely to obtain employment and access educational opportunities, and 30% less likely to complete an offending behaviour programme



A large number of offenders lose their homes when sentenced to custody, and the strategy needs to address the prevention of homelessness as well as the resettlement of prisoners. Supporting People initiatives must be equipped to meet the housing support needs of all offenders, for example, offenders who have substance misuse and mental health difficulties, as well as offenders with complex and multiple needs. A range of choices should be available, including dispersed accommodation where individual packages of support can be provided within local communities. Access to suitable unsupported move-on accommodation is vital in order to ensure services are effective in resettlement.

To achieve this, Local Authority Homelessness strategies should recognize and address the need for prisoners to access both supported and mainstream accommodation on release, offering a range of options within Social Housing and the private sector. It may be necessary for offenders to move from their home area as a result of potential risk of harm to victims or to themselves. In order to ensure that these identified risks are effectively managed, local housing allocation policies need to be flexible in responding to these needs. HMPs Moorland, Lindholme and Doncaster work with Doncaster Metropolitan Council, to provide support and advice to prisoners on housing applications regardless of their area of discharge.

Drug users who enter custody are more likely to be homeless or inadequately housed than the general prison population. Addiction is a chronic relapsing condition and ex users who relapse may lose their accommodation and re-enter a cycle of deprivation and often crime. In order to meet these needs, housing and support services should provide self-contained facilities, and offer a “harm reduction” approach both to active users and to offenders who have been through a detoxification process. Accommodation should be dispersed within local communities to avoid the ghettoisation of drug users and offenders.

Leeds Housing Concern has established a range of supported housing services for substance misusers in Leeds. They offer individual support plans, addressing some of the risks of harm associated with this lifestyle, as well as the behaviours that may lead to loss of accommodation, such as anti-social behaviour and neighbour disputes. West Yorkshire Probation Area and West Yorkshire Local Authorities have agreed a protocol for dealing with the housing of dangerous offenders. This protocol sets out areas of responsibility, and establishes principles around engagement, equity and disclosure of information. This partnership also involves support providers, Langley House Trust, Stonham Housing Association and Foundation Housing in a variety of local arrangements which ensure that risk is effectively managed and offenders are accommodated as safely as possible within West Yorkshire communities.

All YOTs have a named Accommodation Officer, some of these posts are jointly funded between Local Authority Housing Services and the YOT. However, there remains a significant gap in the provision of suitable accommodation for 16/17 year old offenders. Accommodation strategies for young people quickly flounder as many housing providers are unwilling to provide accommodation/tenancies to young people under the age of 18. Regionally, each YOT can report a small number of young people, who have challenging behaviour, persistently offend and are too old for Local Authority Care, but whose behaviour excludes them from accessing Voluntary Sector providers.





# Strategic Pathway 1: Accommodation

- developing effective strategic partnerships with Local Authority housing departments enhancing offender access to housing and support
- ensuring offenders receive timely and accurate Housing Advice and Support Services, preventing homelessness and enabling access to accommodation on release enhancing opportunities for rehabilitation and community integration
- ensuring all young offenders on release from the Secure Estate, have satisfactory accommodation

## STAGES AND ELEMENTS OF STRATEGY

### Before custody

1. Establish offenders' accommodation status and needs
2. Accurate and timely communication of accommodation status and needs to the prison/juvenile secure estate
3. Accommodation status identified on reception in prison/juvenile secure estate and immediate intervention to maintain or relinquish accommodation status and prevent debts accruing

### During custody

1. Clear and timely assessment of accommodation needs for all offenders prior to release through sentence planning processes to match offender to available accommodation
2. Ensure offenders with housing support needs are linked to relevant service providers.
3. Strategic engagement with housing and support providers to enhance accommodation choices
4. Develop information packs and helpline for offenders' families
5. Enable offenders to sustain tenancies through life skills programmes
6. Empowerment of offenders to access accommodation taking risk management plans into account
7. Enable offenders to establish peer advice schemes within clearly identified personal boundaries
8. Engage community-based support prior to release
9. Develop common system for discharge grant provision

### After custody

1. Ensure mechanisms in place to support release plans
2. Practical assistance through community links and support line in crisis situations.
3. Risk management plans monitored, to ensure safety and security of offenders and protection of the public
4. Development of a range of choices including dispersed accommodation where individual packages of support can be provided within local communities
5. Ensure all offender supported housing provision meets at least level B of the Supporting People Quality Assurance Framework

#### Research and evaluation

- Mapping existing provision and effectiveness
- defining and measuring success

#### Cross cutting issues

- Finance management
- Basic skills
- Employment
- substance misuse
- young people

#### Key Partners

- Regional Housing Strategy
- Local Authorities and Housing Assns, Supported Housing Providers
- Substance misuse service providers, Voluntary and Community-based sector
- connexions service

### Targets:

NPS: Achieve a minimum of 90% occupancy of Statutory Probation Hostels

NPS: Prevent homelessness by demonstrating high levels of tenancy sustainment and low levels of repeat homelessness

Reduce levels of rough sleeping to at least two thirds of the level in 1998

YJB: All young people on release from the Secure Estate have satisfactory accommodation to go to

# Learning and Skills

## The snapshot

- 52 % of male and 71 % of female adult prisoners have no qualifications at all
- Poor literacy and numeracy skills directly increases the risk of offending
- Half of all prisoners are at or below Level 1 (the level expected of an 11 year old) in reading



Offenders on probation service supervision are one of the priority groups identified in the government's 'Skills for Life Strategy' (DfEE 2001). In order to contribute to reducing re-offending through the integration of offenders into society the National Probation Service is committed to ensuring that all offenders are screened and assessed for literacy and numeracy needs and have access to suitable community-based provision. The four probation areas in the region have an Implementation Plan to meet challenging targets for Basic Skills awards. To achieve these targets requires collaborative work with key partners: LSC, YJB, the Prison Service, voluntary and community-based sector, FE Colleges and community education.

The Learning and Skills Council (LSC) is responsible for funding and planning education and training for those over the age of 16 in England. The aim of the LSC is to raise participation and attainment through high-quality education and training. The LSC is committed to ensuring that training providers are properly resourced to meet the learning needs of offenders. A Regional Protocol has been developed between the National Probation Service and the four LSCs in Yorkshire and Humberside setting out the purpose and nature of collaboration.

There is a justifiable emphasis on Basic Skills training both within and outside the prison gates. The targets set for LSCs on Basic Skills sit alongside targets for both prison and probation services. Prison Service achieved 12 % of adult Basic Skills achievements nationally when the prison population only accounts for 0.01 % of the national population.

13216 work skill qualifications are to be achieved across the prisons in Yorkshire & Humberside area in year 2003/04.

The Prison Service, the Probation Service and YOTs provide offenders with access to various social and life skills training through liaison with voluntary and community-based sector to enhance employability and social inclusion. Social and life skills support enables offenders to learn about acceptable behaviour in social situations and value peer/family/spouse/parent relationships.

The Prison Service promotes the continuation of learning and skills training through partnership working with many organisations. For example, at HMP Leeds with Leeds Careers Guidance, a European Social Fund Project – provides all prisoners leaving prison with careers advice and support. The schemes also have links with education, providing advice and information to prisoners. In addition to this, the schemes have also established links with industry, which has led to employers visiting the Prison and influencing the educational and training focus in Prisons. A thriving Job Club is run there.



HMP Northallerton is working on the Connect Project, a partnership between North Yorkshire Community Education, LSC and Prison Service. The Project is aimed at young offenders. The scheme is a 3 week programme that aims to engage young offenders with education. A teacher is allocated to a young offender. The programme has been successful in motivating young offenders to engage in education



## Strategic Pathway 2: Learning and Skills

- increase the educational and vocational qualifications of offenders and achieve targets for completions of basic skills awards at entry level, level 1 and level 2
- enable offenders to develop skills, learning and accreditation to apply to day to day living and to provide evidence to assist employment
- enable young offenders to access and maintain ETE through programmes of support

### STAGES AND ELEMENTS OF STRATEGY

#### Before custody

1. All PSR offenders to be screened for basic skills needs
2. Basic skills assessments and previous learning records and attainments to be transferred to receiving custodial regime
3. Use common assessment tools
4. develop common 'passport' system for offenders

#### During custody

1. Learning plan developed for all offenders within one week of reception into custody.
2. Basic and Key skills embedded in industries and workshops and other prison activities.
3. Life and social skills training offered as part of the core curriculum.
4. Basic skills delivered to enable engagement with offending behaviour programmes.
5. Offenders released on temporary licence to attend college/ F.E, / H.E, employment training where applicable
6. English as a second language provision according to need
7. Match learning programmes to skill/labour market need
8. Engage with LEA's to ensure that young people are not taken off school roll

#### After custody

1. Through the prison gate management to ensure basic and key skills attainments are completed
2. Targeted 'hard to help' / special needs provision
3. Rationalised targets for Prison and Probation Services

Research and evaluation	Cross cutting issues	Key Partners
<ul style="list-style-type: none"> <li>• Strategic planning for attainment of joint targets</li> <li>• Monitor effectiveness in reducing reoffending</li> </ul>	<ul style="list-style-type: none"> <li>• Targeting regional employment sectors</li> <li>• Preparation for work skills and employment initiatives</li> <li>• Case management and sequencing interventions</li> </ul>	<ul style="list-style-type: none"> <li>• Learning and Skills Councils</li> <li>• Connexions</li> <li>• Job Centre Plus</li> <li>• SOVA</li> <li>• CLINKS</li> <li>• Private Sector Employers</li> <li>• TUC</li> <li>• LEAs</li> </ul>

#### Targets:

HMP: Prisoners in Y&H to achieve during 2003/04; for basic skills 1052 awards at entry level; 1683 awards at level 1; 2073 awards at level 2 and for key work skills 13216 and to ensure that prisoners, on average, spend at least 24 hours in purposeful activity per week

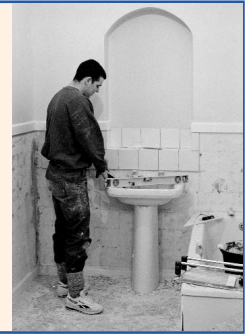
NPS: Increase educational and vocational qualifications of offenders and achieve targets for completion in Y&H to achieve during 2003/04; for basic skills 226 awards at entry level; 904 awards at level 1; 226 awards at level 2

YJB: Ensure that 90% of young offenders, who are supervised by the YOT are in full time ETE by December 2004

# Employment

## The snapshot

- 60 per cent of offenders who are re-convicted are unemployed
- employment reduces the risk of re-offending by between a third and a half
- 39 % of women prisoners had not worked for a year prior to imprisonment and 23 % had not worked for over five years

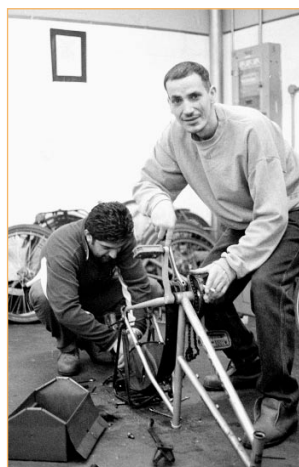
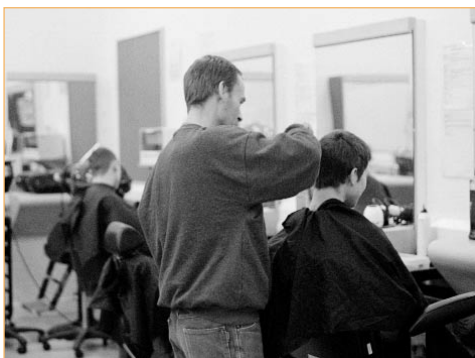


Employment opportunities and enhancing an offender's employability is a crucial element of any resettlement strategy. All Prisons in the Yorkshire and Humber region provide some level of employment/employability support and skills. It is important that work opportunities and training to enhance a prisoner's employability are provided in custody. Currently, Prisons implement a Individual Learning Plan for each prisoner, which aims to bridge the gap between work and training in custody and on release, thus providing a level of continuity. Key issues concerning such an action plan is maintaining links with employers in local areas.

Yorkshire Forward can contribute to improving the employment situation of offenders through their work with regional businesses. They are responsible for the production of the Regional Economic Strategy (RES), which sets out the actions needed to reinvigorate the regional economy. An integral part of the strategy is the Framework for Regional Employment and Skills Action (FRESA) which provides a single action plan to maintain and grow a healthy regional labour market. The RES and FRESA will only be achieved through collaboration with a number of partners and access to funding streams e.g. SRB partnerships, Local Learning and Skills Councils, the Small Business Service, Neighbourhood Renewal Schemes, Active Communities, Trade Unions and employers. Yorkshire Forward also has a very proactive social inclusion team and with approximately 10,000 prisoners being released into the region per year, measures need to be taken to ensure the integration of prisoners back into their communities and the development of work opportunities. An important example of this work has been the investment made by Yorkshire Forward in the construction project at HMP Lindholme. This is part of an approach which attempts to identify the skill shortage in the region by gearing work skills training in the prison to meet that need e.g. warehousing, IT, construction, industrial cleaning, catering and hospitality.

HMP Everthorpe, Askham Grange, Moorlands and Wealstun work with SOVA to run a scheme which is part of the European Social Fund project, and which aims to secure prisoners ETE (Education, Training and Employment) placements on their release. SOVA has a regional structure but works directly with individual Prisons.

At HMPs New Hall, Moorland and Wealstun a 'Welfare to Work' (New Deal Initiative) Project has been running for four years. The project is aimed at 18-24 year olds. The scheme is directly linked to the Jobcentre Plus, Careers and Education.



## Strategic Pathway 3: Employment

- to improve and enable offenders ability to enter employment, training or education and establish legitimate earning capacity and self-support
- to engage employers in a coordinated response to skill shortages in the region so that appropriately targeted training programmes and qualifications can be attained

### STAGES AND ELEMENTS OF STRATEGY

#### Before custody

1. Analysis of need and assessment of employment history within Pre-sentence report.
2. Accurate and timely communication of employment status and needs to the receiving prison
3. Employment skills and status identified at reception into prison and immediate action to maintain employment status where appropriate
4. Intervention plan identified

#### During custody

1. Prison regimes tailored to best prepare offenders for employment in Yorkshire and the Humber
2. Prison workshop provision to be tailored to labour market need
3. Establish vocational training for offenders
4. Prepare offenders to find and secure employment through provision of advice and support
5. Effectively manage temporary release arrangements to improve employment opportunities
6. To provide sequences of training that maximise opportunities for employment and meet needs related to offending
7. Effectively manage temporary release arrangements to improve employment opportunities
8. Ensure all offenders have access to JSA interviews on release
9. Improve interventions for 'harder to reach' offenders

#### After custody

1. Support and supervise offenders following release
2. Maximise incentives to retain employment status through the provision of a Helpline and mediation service
3. Transfer Personal Advisor Scheme to Adults
4. Extend community provision for discharging offenders through further development of partnerships.

#### Research and evaluation

- Key employment areas and labour market for the region
- Effectiveness in overcoming discrimination
- Effectiveness of employment interventions

#### Cross cutting issues

- Reducing barriers to employment – e.g., drugs and alcohol misuse, accommodation
- Basic and key skills attainment
- Incentives to local businesses

#### Key Partners

- Job Centre Plus
- Connexions
- Learning and Skills Council
- Voluntary and Community-based sector
- Private Sector employers
- LEAs

#### Targets:

NPS: Increase voluntary and community sector activity, including increased community participation by 5 % by 2006

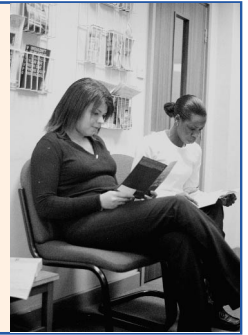
HMP: to ensure that 31,500 sentenced prisoners in 2003-4 have a job, education or training outcome within one month of release and regionally 3780 ETE outcomes are achieved in Y&H.

YJB: Ensure that 90% of young offenders, who are supervised by the YOT are in full time ETE by December 2004

# Health

## The snapshot

- upto 70% of those entering prison have a mental health or substance misuse problem with dual diagnosis affecting a significant proportion
- 40 % of women prisoners received help or treatment for a mental health problem in the year before Prisons
- 20 % of male and 37 % of female sentenced prisoners had previously attempted suicide



Effective health care delivered to a good standard while in custody, even for a short period can make a significant contribution to the health of individuals, as well as improving their capacity to benefit from education, drug treatment and other programmes. As 80% of those people in prison are there for only 6 months or less, it is essential that we ensure better continuity and throughcare to equip prisoners with the skills and confidence they need to return and make a positive contribution to their local community.

Health issues and needs are diverse amongst the custodial population. A range of issues, such as mental health, self-harm, drugs and alcohol misuse to basic health issues such as not being registered with a GP need to be recognized and addressed. Dialogue needs to be enhanced to ensure that there is shared understanding between health services and the penal system about the risks, needs and strategic direction for working with offenders.

Prison Health is jointly accountable to the Prison Service and the Department of Health and its objective for prison health care is to give prisoners access to the same quality and range of health care services as the general public receives from the National Health Service.

Prison Health's objective is to improve the health of prisoners and tackle health inequalities by:

- Improving the standard of prison health services through greater integration with the wider NHS;
- Reducing or mitigating the effects of unhealthy or high-risk behaviours;
- Promoting effective links with health and related services in the community to improve throughcare.

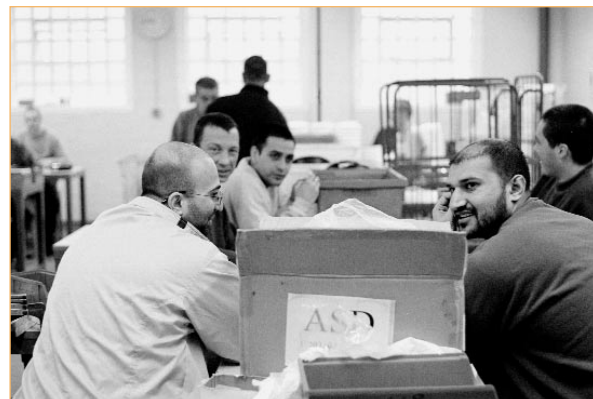
The role of prison health care staff needs to be further understood and local fora are needed which link prison health care to the NHS. Barriers to effective clinical governance in prisons needs to be identified and addressed. The current demarcation between Primary Care Trusts (PCT) causes problems in funding specific specialist health care in local prisons which will contain prisoners returning to areas outside the remit of the PCT.

Where prisoners have a history of sexual and/or physical abuse there is a need to develop provision addressing those issues within custody and through appropriate referral mechanisms upon release.

The Regional Prison Health Development Teams are based in Government Office. Their role is to provide central leadership and guidance and to facilitate the forging of links between prison and health policy and between the key prison service and NHS partners. Partnership working at the local level is critical in helping improve health care in prisons to ensure that prisoners everywhere receive the same quality and access to care as they would in the wider community.

## Mental Health

Self-harm and suicide in Prison is a reality. Mental health services are needed for all those prisoners engaging in self-harm and suicidal activities. For example, 40 per cent of women prisoners received help or treatment for a mental health problem in the year before prison (Women's Policy Group, 2001).



## Strategic Pathway 4: Health

- to meet the health needs of offenders during custody and post release
- develop Health Plans to ensure integrated pathways enabling offenders to establish healthy lifestyles which contribute to employment and learning
- to improve CAHMS assessments and routes for treatment within the Juvenile Secure Estate

### STAGES AND ELEMENTS OF STRATEGY

#### Before custody

1. Arrest referrals checked to identify significant health issues
2. Development of Health Plan to ensure integrated pathway and single referral points
3. Assessment of offender health profile at PSR stage
4. Establish current health care providers for offender
5. CAHMS assessments via YOT health worker

#### During custody

1. Comprehensive health screening on reception
2. development of assertive in-reach services
3. ensure adequacy of mental health provisions through PCTs
4. ensure effective management of Chronic disease
5. develop healthy lifestyles/health improvement programme during custody
6. Reduce deaths in custody and effectively manage self-harm

#### After custody

1. Provide information for continuous health care by establishing links to external health provision
2. Offer help with registration
3. Reduction of self-harm in line with Primary Care Trust objectives
4. ensure appropriate referrals made to health services

Research and evaluation	Cross cutting issues	Key Partners
<ul style="list-style-type: none"><li>• Effectiveness of prison health services</li><li>• Monitor impact on offender's rehabilitation</li></ul>	<ul style="list-style-type: none"><li>• Drugs and alcohol services,</li><li>• accommodation</li><li>• Family and social support;</li><li>• mentoring and through-care</li></ul>	<ul style="list-style-type: none"><li>• NHS,</li><li>• Primary Care Trusts,</li><li>• Regional Secure Units/</li><li>• mental health service providers</li><li>• Health Task Force</li><li>• NHS Commissioning Group</li><li>• Accommodation providers</li></ul>

#### Targets:

HMP: to ensure that the rate of self-inflicted deaths in 2003-4 does not exceed 112.8 per 100000 of the prison population

YJB: All young people, by 2004 who are assessed by ASSET, as manifesting. Acute mental health difficulties to be referred by YOTs to the Child and Mental Health Service (CAHMS) for a formal assessment commencing within 5 working days of the receipt of the referral

# Drug and Alcohol Misuse

## The snapshot

- upto 70% of those entering prison have a mental health or substance misuse problem
- high level of drug misuse amongst young people, particularly those who are serious and persistent offenders
- over 60 % of prisoners report that their drug use caused problems in areas such as employment, finances and relationships



All of the Prisons in the region provide some level of drug and alcohol misuse support and advice, be it in the form of workshops, counsellors or drug workers. Linking community treatment and prison treatment is a key feature of Models of Care and involvement in local implementation will be a necessity for the prison sector and other criminal justice agencies. Models of Care sets out a national framework for the commissioning of an integrated drug treatment system for adult drug misusers in England. Published by the National Treatment Agency in partnership with the Department of Health, Models of Care has similar status to a national service framework. All commissioners of drug treatment services will be expected to plan and commission services based on the system outlined in Models of Care.

The updated Drug Strategy 2002 set out plans to break the link between drugs and crime by extending, enhancing and integrating a range of criminal justice interventions from arrest to court to sentence to which are aimed at getting drug misusing offenders in to drug treatment and provide appropriate aftercare. The aim of the Criminal Justice Intervention Programme (CJIP) is to reduce drug related offending by moving drug misusing offenders through criminal justice interventions into and through the drug treatment system.

A range of different initiatives currently deals with drug misusing offenders as they are processed through the criminal justice system. These include Arrest Referral Schemes located in police custody suites, Drug Treatment and Testing Orders managed by the probation service and prison based CARAT schemes. In many instances, lack of co-ordination between these services leads to inconsistency of care, inefficient working practices and failure to effectively engage and retain offenders in treatment. This is particularly true of offenders who are released from prison without adequate aftercare arrangements. The updated drug strategy highlights the aim to join up initiatives in the criminal justice system more effectively and develop an 'end to end approach from arrest through to sentence and beyond..

In Yorkshire and the Humber there are six identified high crime police Basic Command Unit areas covered by Bradford, Calderdale, Hull and Leeds Drug Action Teams. Extra resources are being made available for developing throughcare, both from prison to community and following treatment completion. In line with the Models of Care framework, this approach adopts the principle of identifying an integrated care pathway which clearly maps the course of treatment for a drug misuser who is assessed and referred within the criminal justice system. This 'community based team' will triage assessment and referral into appropriate specialist treatment, adopt a Care planning and co-ordination function, offer harm reduction advice and interventions, immediate access to low threshold treatment – for instance, structured counselling/motivational interviewing and methadone prescribing, develop appropriate interventions for crack and cocaine users, work in partnership with probation and police in contributing to the delivery of DTO, support pre-arrest and prolific offender programmes and provide a dedicated aftercare service for prisoners being released into the relevant DAT area

One of the key objectives of the Yorkshire and Humber Prison Drug Strategy is to make drug services within establishments more accessible, reflecting the range of services available on the outside. All local prisons carry out detoxification for new Prisoners. The reception areas of the local prisons all conduct drug tests and show between 50 to 80% of those new arrivals have used substances. Prisons are required to provide a standard of care to reduce the harm caused by drug use. Within Prisons drug users are able to access a range of in-house treatment services, advice and information. Drug testing is mandatory in prisons, however taking up treatment is voluntary. Drug treatment agencies in prison have responsibility to ensure that treatment can continue after release.

In line with the work of prisons, the core of probation work and that of YOTs is to prevent reoffending, and part of that work is to minimise the problems caused by drug use. Some probation areas have good contacts with local NHS services and street agencies and can refer individuals to appropriate services and treatment. The Probation Service also fulfil an important role in reporting to courts prior to and after sentencing, overseeing the management of care and the participation of the drug user, and providing information and support to ensure access to housing and benefits.

Drug Action Teams (DATs) need to be involved in developing the resettlement strategy. DATs are local partnerships with responsibility for developing the Government's drug strategy at local level. There is a Department of Health strategy to address drug-related deaths, a major factor for ex-users leaving prison due to lowered tolerance. This needs addressing via pre-discharge information to the probation areas so that post-release contact can be appropriately targeted.

## Strategic Pathway 5: Drug and Alcohol Misuse

- work with offenders to enable them to address drug and alcohol addiction through a range of interventions and programmes
- ensure partnerships between DATs, police, prisons probation, the judiciary and YOTs and the voluntary sector are effectively enhanced and developed
- ensure that Integrated Criminal Justice drug treatment systems are developed in each High Crime BCU area as a priority, and in all other DAT areas following evaluation.

### STAGES AND ELEMENTS OF STRATEGY

#### Before custody

1. Drug and alcohol use/ history assessed at PSR and communicated to receiving prison
2. Detoxification available to offenders at PSR stage where required/requested
3. Links to health issues managed seamlessly on entry to custody
4. Opportunity to enter voluntary testing drug free environment
5. Arrest referral schemes available throughout region
6. Assertive in reach services established in all local prisons/custodial regimes

#### During custody

1. Reduce availability of drugs and alcohol in prison
2. Comprehensive screening on reception
3. Provision of appropriate interventions, programmes, education and treatment for all drug using offenders
4. Full range of detox services available in local prisons
5. Recognise and provide service that meet diversity of needs
6. Develop accredited programmes to meet needs
7. Address drug/ alcohol issues in sequence within integrated case management approach
8. Develop 'through the gate' programmes to maximise support and structure through high risk periods.
9. Establish Models of care interventions
10. Establish support systems through mentoring/ peer schemes

#### After custody

1. Ensure risk areas are managed on release
2. Ensure appropriate referrals are made to external services prior to release
3. Ensure special needs are addressed in supervision planning
4. Link with DATs to ensure integrated throughcare

#### Research and evaluation

- Effectiveness of interventions and programmes with regards to outcomes.
- Matching offenders to suitable interventions

#### Cross cutting issues

- Accommodation and post-release support, employment, offending behaviour programmes, finance management, family and community support, mental health needs,

#### Key Partners

- DATS/ NTA/ DPAS, NHS, Service providers
- Community drug service providers and organisations,
- Local authorities

#### Targets

HMP in Y&H: ensure the average rate of positive results from random mandatory drug tests is lower than 10 % in 2003-4

NPS Achieve area target of DTO commencing to 9000 nationally

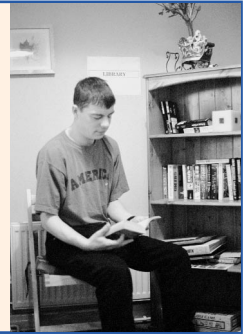
PSA: reduce drug related crime, including as measured by the proportion of offenders testing positive at arrest



# Financial Management

## The snapshot

- 72 % of prisoners were in receipt of benefits before coming into prison
- 81% claimed benefits on release
- For a third of prisoners, existing debt problems had worsened in prison



1,110 queries received by the West Yorkshire Probation Debts and Benefits Adviser in 2001/2002 obtaining £131,769 in unclaimed benefits for offenders.

West Yorkshire Probation Board employs an in-house Debts and Benefits specialist who advises offenders both in prison and in the community, offers representation at tribunals and provides a Probation perspective to Social Security legislation. Both Humberside and South Yorkshire Probation Boards have contracts with local Citizen Advice Bureau to provide advice in the community.

It is vital that prisoners are able to access accurate advice to enable them to claim their entitlement to benefit. This financial stability enables them to avoid the attraction of crime and the illegal economy, but the structure of the current system can exacerbate the vulnerability of those offenders on release it is meant to support. The introduction of the Offender Assessment System (OASys) used by both the Probation and Prison Service highlights financial management as a criminogenic factor.

Whilst the proposals of Custody Plus will mean that sentenced prisoners will be able to retain their accommodation and avoid rent arrears, it should be noted that Custody Plus is not to be implemented for another two to three years. During this time prisoners will continue to experience loss of property and possessions. There is a need for **one Housing Benefit** form to be introduced for prisoners across Yorkshire and Humberside to make the claiming process easier.

A prisoner leaves an establishment with a **Discharge Grant**. This is a rate of money which has not increased for many years and is less than one weeks Jobseekers Allowance. However, it has to last a prisoner a fortnight until their first benefit payment is issued. It rarely lasts more than a week, being spent on essentials such as clothing and food. There is a need to lobby to ensure that the discharge grant is increased to sustain a prisoner for the whole of this fortnightly period. It should equate to JSA rates and be updated each year. Remand prisoners should also be able to receive a discharge grant on release.

Whilst Jobcentre Plus staff provide surgeries in some prisons, prisoners and their families should be able to **access independent, impartial welfare rights** advice. Money has been allocated from the Prison Service "Custody to Work" budget for advice for prisoners. Probation resettlement teams and Prison service staff across Yorkshire and Humberside should be encouraged to go on training on Prisoners Benefits and Housing, currently run by West Yorkshire Probation Board.

**Freshstart** is a national project that is available to all prisoners over the age of 18. Jobcentre Plus staff have key responsibilities for delivering this to new prisoners with the setting up of initial appointments and to help them fill in their application for Jobseekers Allowance before they are released.

Financial stability in the period immediately following release is essential if an ex-prisoner is to effectively settle back into the community and avoid reverting to crime. However debt problems often get worse whilst the individual is incarcerated. Benefit claims are not always dealt with when a person is sent into custody and poor literacy can contribute to this worsening spiral of debt making successful resettlement even more unlikely.

Strategies need to be developed to ensure the following:

- ensure all offenders have access to JSA interviews on release
- practical barriers to claiming whilst in custody need resolution, i.e. one single Housing Benefit form
- systems to help formal identification for benefits on release need to be put in place
- discharge grants are sufficient and targeted at the right people
- benefit advice needs to be available throughout the custodial system
- training and advice in financial management skills



# Strategic Pathway 6: Financial Management

- improve offenders financial management and provide access to debt counselling to reduce need to commit acquisitive crime

## STAGES AND ELEMENTS OF STRATEGY

### Before custody

1. Financial status established in PSR and communicated effectively to the receiving prison
2. Reception/ induction intervention to prevent rent arrears (see accommodation) and to ensure benefit entitlement is claimed depending on status of prisoner

### During custody

1. Skills training available to all offenders with identified needs in financial management, negotiation skills and problem solving
2. Provide access to independent, impartial advice for prisoners families
3. Ensure prisoners have access to pre release courses to make claims for community care grants JSA etc before release

### After custody

1. Link to regional contracts/ providers through supervision arrangements

#### Research and evaluation

- Levels of financial problems and skills among offenders
- Effectiveness of skills programmes and interventions

#### Cross cutting issues

- Accommodation
- employment
- Basic and key skills

#### Key Partners

- Voluntary Sector Advice Agencies
- Service Providers (banks post office, credit unions)

### Targets

- n Eradicate child poverty by reducing the number of children in poverty by at least a quarter by 2004.
- n Over the three years to 2004 increase the employment rates of disadvantaged areas and groups.
- n Ensure that by 2005, 85% of customers have benefits paid into their bank accounts.
- n Reduce by 50% losses of fraud and error in Income Support and JSA by March 2006.

# Diversity and Equality

## The snapshot

- black and minority ethnic men make up over 14% of the male prison population in the region - as against 6.7 % of the population of Yorkshire and the Humber
- 40 % of women prisoners received help or treatment for a mental health problem in the year before imprisonment
- black and minority ethnic women make up 12.5% of the female prison population in the region as against 6.3 % of the general population



Black and minority ethnic individuals suffer disproportionately from those aspects of social exclusion which can contribute to an offending pathway. This highlights the need for attention to community regeneration as much as offender-specific work.

HABAP (Housing Advice for Black and Asian Prisoners) is part of the Foundation Housing Prison Resettlement Team, and offers a culturally sensitive resettlement service to black and Asian prisoners in HMP Leeds, HMP Wealstun and HMP/YOI New Hall. Accommodation and support needs on release are identified, and prisoners are offered advice and assistance on keeping or relinquishing existing accommodation, or on securing accommodation for release.

## Bradford Vision

This project exemplifies many of the potential positive aspects of a coordinated Regional Resettlement Strategy. Its aim is to respond to offenders connected to the 2001 riots in Bradford. Bradford Vision has been set up as part of the district's Local Strategic Partnership which has key priority areas of community safety and community cohesion. The riots, the worst on mainland Britain for 20 years had a huge impact - on local people, on businesses, on the local economy and on the image of the district. The response has been partnership based bringing together - police, CPS, courts, YOT, probation service, prison service and Ummid, The Hope project. The programme aims to:

- protect public by ensuring all offenders held to account under terms of their licence
- coordinate focused and tailored support pre/post release for prisoners and families
- add value to the development of a bespoke rehabilitation plan for offenders
- identify gaps in the provision of support and develop appropriate responses/resources to fill them
- support a programme of reparation
- develop a new model framework for resettlement of Bradford offenders

Meeting the needs of women offenders within any resettlement strategy of the region presents some additional challenges.

- The women's prison estate is organised separately and on a national basis
- the smaller number of women's prisons (19 in total) makes it more problematic to house women offenders close to their geographical location and puts pressure on families who have to travel further to visit
- women may present unique needs which demand innovative and differential solutions
- although women represent a small proportion of the prison population (around 5 %) they are rapidly increasing, more likely to serve short sentences, be acquitted or receive a community penalty, but less likely to be reconvicted than their male counterparts
- Only one prison in the region that accommodates young women with babies

Figures show that 55 % of women prisoners have at least one child under age 16 and over one third have a child under age 5. Their general level of education attainment is low and many had only limited experience of stable employment. Drug and alcohol misuse figures prominently in studies on women prisoners. Around one third of women prisoners lose their homes, and often their possessions, whilst in prison. This has a particular impact for women with children that have been taken into care as difficulties re-establishing housing and employment on release will negatively impact on the chance of regaining custody on release.

A survey found that the needs of women are not considered a priority when developing local partnerships, which aim to deal with misuse of drugs and alcohol (Home Office, 2001: 23). There is a urgent need for clarity over responsibility for women offenders in the demarcation between PCTs and local authorities. Women may come from a wide catchment area covering several PCTs or councils and this obscures issues of responsibility.

## Strategic Pathway 7: Diversity and Equality

- specialist services should be available to meet the specific cultural needs of black and minority ethnic offenders,
- the regional strategy must ensure that women offenders' needs are adequately met ensuring in particular that the rehabilitation and resettlement needs of women offenders with children are addressed
- specialist services should be available to meet the specific needs of women prisoners, for example, advice on sexual health, parenting skills, surviving domestic abuse etc.

### STAGES AND ELEMENTS OF STRATEGY

#### Before custody

1. PSRs must show ethically sensitive language and cultural awareness
2. Assessments should identified diversity needs of all offenders on reception into custody
3. Ensure that women with children are tracked and supported on reception into custody

#### During custody

1. needs of minority ethnic and women offenders recognised in visiting arrangements
2. Provide culturally sensitive access to advice for offenders
3. English as a second language provision according to need
4. Needs of minority ethnic and women offenders to be actively considered in the design and delivery of programmes
5. ensure the faith-based community and voluntary sector has appropriate access to offenders where appropriate

#### After custody

1. Link to regional providers offering focused services to minority ethnic and women offenders
2. Needs of minority ethnic and women offenders to be actively considered in the design and delivery of interventions

Research and evaluation	Cross cutting issues	Key Partners
<ul style="list-style-type: none"><li>• Particular pathways through the system for women and black and ethnic minority offenders</li><li>• Effectiveness of programmes and interventions on issues of diversity</li></ul>	<ul style="list-style-type: none"><li>• Accommodation</li><li>• employment</li><li>• families and support</li><li>• financial management</li><li>• case management</li><li>• young people</li><li>• learning and skills</li><li>• offending behaviour</li><li>• health</li><li>• drugs and alcohol</li></ul>	<ul style="list-style-type: none"><li>• all partner agencies</li></ul>

#### Targets

HMP: ensure the number of minority ethnic staff in the Prison Service, expressed as a proportion of the total workforce, is at least 5.5% by April 2004

NPS: Increase minority ethnic representation in area workforce

PSA: improve the level of public confidence in the criminal justice system, including increasing that of ethnic minority communities bring about measurable improvements in race equality and community cohesion

# Young People

## The snapshot

- 84 % of 14-17 year olds discharged from prison in 1997 were reconvicted within two years
- high level of drug misuse amongst young people, particularly those who are serious and persistent offenders
- the YJB estimates that the proportion of black juveniles in custody is 10 % against 2 % in the general population



Young people represent particular issues to the criminal justice system. Young people who offend are 'children in need' and are likely to have varying factors in their lives which lead to socially excluding behaviour, including offending. Services for young people in the community are organised via the Youth Offending Teams (YOTs) and the Juvenile Secure Estate and advice and guidance through Connexions services. Because the YOTs incorporate representatives from a wide range of services, such as the Police, Social Services, Probation, Education, Health and Housing, it can respond to the needs of young offenders in a comprehensive way. The YOTs identifies the needs of each young offender by assessing them with a national assessment tool (ASSET). It identifies the specific problems that make the young person offend as well as measuring the risk they pose to others, enabling the YOTs to identify suitable programmes to address the needs of the young person with the intention of preventing further offending.

ISSP (Intensive Supervision and Surveillance Programme) is one of the raft of options available to YOTs. The programme targets the most persistent young offenders and those committing serious and grave offences. An ISSP can be included as part of a Supervision Order, Bail Support Programme or Detention and Training Order License. On an ISSP Programme, a young person receives 25 hours a week of intensive support involving education, offending behaviour programmes and reparation programmes and in some cases will also be electronically tagged.

The Youth Justice Board is responsible for purchasing and placing young people in appropriate secure accommodation and setting the standards for these facilities. The Board is currently focusing on ensuring that more is being done in these facilities to address drug and alcohol problems, behavioural and mental health problems and education. There is no Secure Training Centre in the region, making family contact and the development and maintenance of community links difficult for this group of young people. In the region Wetherby is the only Young Offenders Institution which holds male young offenders (approx 360). New Hall holds female young offenders and is the only prison in the region to accommodate young women with babies.

The aim of Connexions is to help young people aged between 13-19 to engage in learning so as to enhance the opportunities open to them in the future. In particular, young people at risk of disengaging from learning will receive more intensive one-to-one support as a consequence of a needs assessment. A central facet of the Connexions service is the development of a multi-disciplinary, trans-agency network of young people's personal advisors. In terms of the resettlement of offenders the Connexions Partnership/s in this region will need to facilitate joint working at a strategic and operational level. This will include youth justice services, Social Services, LEAs, Health Services, Probation, the Police, Drug Action Teams, voluntary agencies and other relevant agencies to ensure that the needs of young offenders are met in terms of deterring them from future criminal pathways. Connexions will play an important role in the resettlement of young offenders, as it aims to meet the educational and learning needs of young people through individual needs assessment.

The Home Office Youth Lifestyles Survey 1998/99 (2001) identified the level of drug misuse amongst young people, particularly those who are serious and persistent offenders, those sleeping rough, serial runaways, school truants and excludes. The survey highlighted that three-quarters of serious and/or persistent offenders had used illicit drugs at some stage in their lives to date. All YOTs have drugs workers which provides a point of contact and connection to other drug prevention agencies. The core of youth justice is to prevent re-offending and thus central attention is paid to minimize the problems caused by drugs. YOTs are represented on the local Drugs Action Teams.

The aim of pre-crime prevention is to help children and young people at risk of offending from becoming involved in the Youth Justice System. This can be achieved by identifying high risk young people, through the risk factors that have been proven to be associated with offending, and providing them activities that address those risks. The Youth Justice Board has developed a variety of programmes which are intended to achieve this aim. These include: Safer School Partnerships; Splash schemes; the Youth Inclusion Programme; Youth Inclusion and Support Panels; mentoring programmes; parenting programmes and the Children's Fund.

## Strategic Pathway 8: Young Offenders

- ensuring that effective links are made between the juvenile secure estate and the Youth Offending Teams so that resettlement can be enhanced
- ensuring that the particular needs of young people are met in decisions about the development of resettlement action plans
- ensure that Sentence Planning is based on the assessed needs of young people

### STAGES AND ELEMENTS OF STRATEGY

#### Before custody

1. PSRs must recognise the particular issues facing young people
2. Assessments through ASSET should clearly identified their needs
3. Ensure that young women and minority ethnic young people, and those assessed as vulnerable, are supported on reception into custody

#### During custody

1. needs of young people recognised in visiting arrangements
2. Provide culturally sensitive access to advice for young offenders
3. English as a second language provision according to need
4. access to education provision and career advice
5. Needs of young offenders to be actively considered in the design and delivery of programmes
6. initiatives established to ensure family ties and relationships are maintained
7. utilise video phone arrangements for enhancing community contact
8. Assessment and routes for treatment for young offenders with mental health problems

#### After custody

1. ensure links assured for effective release plans
2. programmes of interventions such as ISSP coordinated with custodial regimes

#### Research and evaluation

- Particular pathways through the system for young offenders
- Effectiveness of programmes and interventions for young people
- YJB Effective Practice and Quality Monitoring

#### Cross cutting issues

- Accommodation
- employment
- families and support
- financial management
- case management
- learning and skills
- offending behaviour
- health
- drugs and alcohol

#### Key Partners

- all partner agencies
- connexions
- voluntary and community-based sector
- YOTs

#### Targets

PSA: reducing the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially the most vulnerable young people

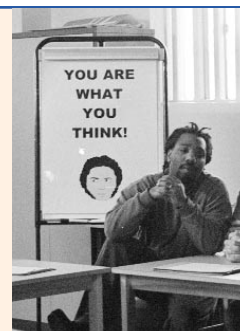
protect the public and reduce offending by 5 % for young offenders

YOTs performance is monitored by the Youth Justice Board, around 13 performance measures including a range of targets dealing with; reducing levels of youth crime, accommodation, mental health, education training and employment, parenting and reducing delays in the Youth Justice System.

# Offending Behaviour

## The snapshot

- Around three-quarters of those who have served short sentences for burglary or theft are convicted of a further offence within two years of release
- Research demonstrates an average 4.9% reduction in reoffending below the predicted rate, for offenders in the community subject to supervision with additional requirements
- Prison-based thinking skills programmes can result in reconviction rates which are upto 14 % lower than comparison groups



The Prisons and Probation Areas in the region deliver a core curriculum of offending behaviour programmes, accredited by the national Correctional Services Accreditation Panel. Prisoners released on post-release licence are attending accredited programmes in the community in increasing numbers. Arrangements are also being developed for those who undertake programme work in prison to complete or attend accredited booster work when released on licence. This approach is available for sex offender and general offending programmes and will be extended to other programme types.

A prison-probation partnership is established in three prisons across the region to date to enable serving prisoners to attend accredited programmes in the community through Facility Licence release. This approach increases the accessibility of programmes to a range of offenders who would otherwise miss this opportunity. The increasingly convergent programmes agenda has led to the creation of a joint prison and probation programmes working group and common training and development opportunities have been made available for management and delivery staff in both agencies.

All Probation Areas will be introducing an Enhanced Community Punishment scheme in 2003: this is designed to integrate the teaching of pro-social attitudes and behaviours, employment related skills and problem solving skills within the continuing requirement to carry out unpaid work.

The National Probation Service and Youth Justice Board gives foremost priority to public protection. Resettlement planning is a key way in which Prison and Probation Services and Youth Offending Teams help to create safer communities. All resettlement work is concerned with limiting the risk of harm to communities, victims and vulnerable groups.

Persistent Offender schemes, focussing on bringing to justice and rehabilitating a core group of offenders responsible for a disproportionate amount of crime, have been established in all four Probation Areas. Early evaluation of their impact is promising and their progress and effectiveness is overseen by local Criminal Justice Boards as one component of a Government driven initiative called "Narrowing the Justice Gap".

Humberside and West Yorkshire Probation Areas are national pilot areas for an Intensive Control and Change Programme, a new initiative to cut crime among persistent offenders aged between 18 and 20. This group accounts for 20% of all reconvictions, and are the least likely to receive help with education, in spite of their need.

All Probation Areas with the police, prison service and YOTs have formed Multi-Agency Public Protection Arrangements as required by statutory duty, to co-ordinate the assessment and management of dangerous offenders in the community.

Funds have been made available to connect the Persistent Offender projects with the Street Crime Initiative in South Yorkshire. The Street Crime Initiative represents a step-change in cross-Government action to tackle street crime and both West and South Yorkshire have been designated as Street Crime Initiative areas. There are key roles not only for the police, Crown Prosecution Service, and the courts, but also for departments like Health, Education and Skills, Transport Local Government and the Regions, Work and Pensions, and Culture Media and Sport.

Co-ordination of local partnership activity with the work of the Whitehall Departments has been managed through the Government Offices for the Regions, led by the regional Crime Reduction Directors. The Crime Reduction team supports the effectiveness of local Crime and Disorder Reduction Partnerships across the region in addressing and reducing crime in local areas.

Identifying and promoting effective practice in the youth justice system is a key objective of the Youth Justice Board. The Youth Justice Board has published the *Key Elements of Effective Practice* to promote effective practice and continuous improvement in the delivery of youth justice services. *The Key Elements of Effective Practice*, which are based on the best available research evidence, aim to ensure that staff working with young people can identify and apply effective practice wherever they work in the youth justice system.

# Strategic Pathway 9: Offending behaviour

- strategies for dealing with persistent offenders must link to the resettlement agenda
- development of effective problem solving abilities and pro-social strategies

## STAGES AND ELEMENTS OF STRATEGY

### Before custody

1. Risk profile completed at PSR to inform programmes selection for all offenders.
2. Profile of PSRs to inform programme provision in custody
3. Motivation of offenders to engage in activities throughout their sentence.

### During custody

1. Based on risk/needs profile, develop programme provision in Yorkshire and the Humber through a joint strategy
2. Develop 'Through the Prison Gate' provision
3. Develop interventions for short term prisoner programmes
4. Ensure high risk/sex offenders have completed or been offered relevant intervention as part of risk management process
5. Use psychological services in prisons and probation to ensure effective delivery of interventions
6. Attention to selection, retention and skills development of programme tutors and managers
7. Needs of minority ethnic offenders considered in the design, deployment, monitoring and delivery of programmes
8. Develop cognitive skills programme

### After custody

1. Develop 'Through the Prison Gate' programme interventions
2. Reinforce learning through support systems on release
3. ensure Persistent Offender programmes are effectively developed
4. ensure young people who are ISSP eligible on release, are placed on such programmes

#### Research and evaluation

- Engage local research into effectiveness and outcomes to inform learning to inform regional and national agenda
- Monitor Effectiveness in reducing re-offending

#### Cross cutting issues

- Literacy and skills required to complete cognitive-behavioural programmes
- Relationship between life skills and offending behaviour programmes and drugs interventions
- Case management and sequencing/ referral and selection issues

#### Key Partners

- Primary agencies : in-house provision (include review of cross-agency deployment of staff to deliver programmes)
- All partners in resettlement strategy

### Targets

HMP: to deliver 840 accredited offending behaviour programmes completions in 2003-4 in the region, including sex offender treatment programmes

PSA: protect the public and reduce re-offending by 5 % for both adults sentenced to imprisonment and adults sentenced to community sentences



# Family and Support

## The snapshot

- 125000 children have a parent in prison
- 25 % of young offenders are fathers while 39 % of female young offenders are mothers
- 60 % of prisoners' families stated that imprisonment had left them 'less well off'



Research shows that the existence and maintenance of good family relationships helps to reduce re-offending, and the support of families and friends on release can help offenders successfully settle back into the community. Yet at every stage of an offender's movement through the criminal and youth justice systems families are often left out of the decision-making process and rarely get an opportunity to support offenders effectively.

Within any one year some 10000 prisoners are released from prisons in Yorkshire and Humberside. As 80% of those are then released back into the region this offers an opportunity to try and develop more focused services for families than is the case when offenders are incarcerated a long way away from their home location.

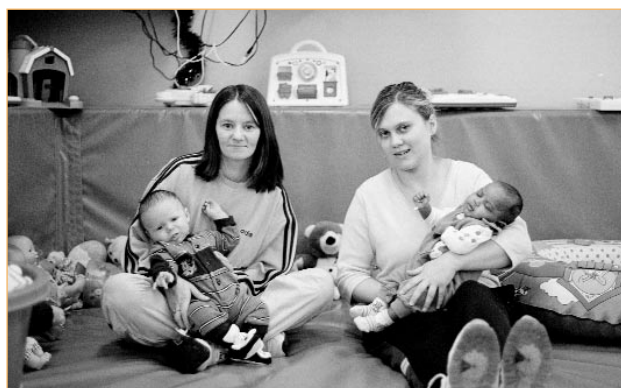
All these areas warrant attention:

- more information available to families about visits to establishment
- identified individuals who the family can make contact with
- involvement in the process of sentence planning
- easing the communication between families and offenders and between families and prisons in order to book visits
- making visiting facilities more amenable to family visits

Education can support family links. Parenting classes are now part of the core curriculum and encouraging offenders to develop their literacy to improve communication with their children is being supported.

Many YOTs are involved in the development of local Family Support Strategies, as part of the development of joined-up Children's Services nationally. YOTs have specially trained staff in the delivery of Parenting Programmes, which parents of young offenders can access either on a voluntary basis or as a direction from the Court as part of a Parenting Order.

The key issue for prisoners families is that they do not fall within the responsibility of either the prison service or the Probation Service so it is impossible to have Government targets as there is no statutory responsibility. Groups such as POPS (Partners of Prisoners Support Group) combine with other voluntary and community-based sector agencies in the region to provide support to families.





# Strategic Pathway 10: Family and Social Support

- enable offenders to maintain and develop relationships with family and community to provide support and encouragement for successful re-integration and rehabilitation
- ensure parents of young offenders are supported during voluntary and statutory parenting programmes

## STAGES AND ELEMENTS OF STRATEGY

### Before custody

2. Families and significant others kept informed of developments
3. 'Contact with families facilitated when offender receives custody

### During custody

1. Develop family friendly visitors centres
2. Visits available to all offenders on reception
3. Information/ advice pack sent to offender's families
4. Needs of minority ethnic groups recognised within visits arrangements and support systems
5. Support groups for families/ partners supported by agencies
6. Information provided to visitors/ families and communicated clearly and sensitively
7. develop parenting/relationship skills courses
8. Families included in action and release planning
9. Initiatives established to maintain family ties/ partnerships

### After custody

1. Community support available for offenders without families
2. Families informed and consulted about release arrangements
3. Support systems established to support initial period of release
4. links with community agencies to support offenders families

#### Research and evaluation

- measure effectiveness of inclusive initiatives,
- Effectiveness of catering for diverse needs
- Effectiveness of volunteers in family link work

#### Cross cutting issues

- Case management and integration of family with service provision
- Education Departments offer OCN accredited Life and Social Skills courses that include 'Parenting' and 'Family relationships'

#### Key Partners

- Social Services
- Other Voluntary and Community-based Sector
- CLINKS

### Targets:

**YJB:** 70% of parents leaving parenting programmes complete the course. 70% of those completing programmes are either satisfied or very satisfied

**Children at Risk (Green Paper)** will focus on improving services for children and young people. It considers measures to reduce the levels of educational underachievement, offending, anti-social behaviour, teenage pregnancy and ill-health

# Case Management

## The snapshot

- The National Probation Service is responsible for supervising on release all adult prisoners who have been sentenced to 12 months or more
- nearly 60 % of all offenders are re-convicted within two years following release
- 84 % of 14-17 year olds discharged from custody in 1997 were reconvicted within two years



Integrated case management is at the heart of good resettlement practice. Ensuring that information is collected accurately and communicated effectively between and within agencies has been identified as a key concern across the region. Case Management is about focusing intervention. Engaging with offenders to ensure that they are assessed, that motivation and commitment is enhanced and that they are appropriately allocated to interventions, programmes, activities and courses to effectively meet needs related to their offending must be a key task.

The NPS is developing a common and accredited case management system to ensure that offenders are supported and motivated throughout the term of their Order or licence, with a case manager coordinating a sequence of interventions designed to reduce risk of reoffending and risk of harm. Accurate assessment of need is thus vital.

The NPS and the Prison Service will be using a common risk / needs assessment tool from 2004 called OASys. This tool will help practitioners assess how likely an offender is to reoffend, and the likely seriousness of any offence they are likely to commit. It will assess the risk of harm an offender poses to themselves and others. OASys identifies and classifies offending related needs, such as accommodation and poor literacy. Tackling these specific needs reduces the probability of reoffending. OASys is based on the latest research. It has been piloted extensively by prison and probation staff and is subject to ongoing validation against reconviction and other data. It helps to ensure that assessment of an offender is comprehensive and evidence based.

The Youth Offending Teams work with a common, structured approach to assessment known as ASSET. It covers the risk of re-offending, risk of causing serious harm to others, risk of self-harm and the welfare of the young person and their best interests. Assessment should be an on-going process involving the young person and where appropriate family/carers providing a comprehensive picture of risks and needs. Intervention programmes can then be matched to their needs and the degree of risk they pose.

The implementation of effective interventions requires effective management and the case holding practitioner is key to this to enable seamless and integrated interventions to take place. Where the young person is in custody all training plans under Detention Training Orders should be drawn up within 10 working days of the sentences being passed.



# Strategic Pathway 11: Case Management

- ensure that information collected on an offender is communicated promptly and effectively to all partners involved in the rehabilitation and resettlement process
- ensure that all young people who are ISSP eligible are made subject to such a programme

## STAGES AND ELEMENTS OF STRATEGY

### Before custody

1. OASys assessment on all eligible offenders at PSR and communicated effectively to prison.
2. PSR and other information collected at court stage communicated to receiving prisons

### During custody

1. OASys assessment to drive the intervention.
2. Identified case managers for all ACR/DCR prisoners as central axis for sentence planning process including sequencing of interventions planning and referrals to relevant interventions, activities and programmes.
3. Intelligence driven case management model developed and implemented for short-term prisoners.
4. Risk/needs profile to drive information to public protection panels.

### After custody

1. Supervision plan drawn up from risk/needs work at custody stage.
2. 'Through the Prison Gate' options developed from risk/needs profiling.

#### Research and evaluation

- Impact of Going Straight contract on prisoner motivation.
- Case record systems developed to assist data transfer

#### Cross cutting issues

- Development of 'through the prison gate' programmes from unified case management system

#### Key Partners

- Primary agencies plus links to MAPPPs
- PCTs
- Mental health Trusts
- All Partners to strategy

### Targets

YJB: Ensure ASSET is completed for all (100%) of young people subject to community disposals and custodial sentence

YJB: Ensure that all training plans for young people subject to DTO are drawn up within 10 working days of the sentence being passed

# Evaluation Strategy

The Steering Group have endorsed the views expressed in the consultation that evaluation must be an integral part of the Regional Resettlement Strategy to support the overall effectiveness of the Delivery Team. We regard evaluation as an ongoing and independent process, enabling appropriate modifications along the way. The evaluation will not only enable us to answer specific questions about each of the Pathways, but will also yield answers to such questions as 'what lessons have been learned' and 'what implications are there for partnership in the crime reduction arena in general'. The Evaluation will also ensure that we are providing value for money. In general terms it helps with making decisions about what to consolidate, extend, enhance, remove, mainstream or rework.

Milestones have been identified within the Strategic Pathways and these will be monitored at various stages during the Three Year Implementation Plan. Much of the normal work by agencies includes evaluation and thus we would seek to gain insights from those evaluations whilst trying to identify the added value of this Strategy being set up explicitly within this Partnership framework. The Regional Resettlement Strategy will make use of evaluation throughout the life of the Delivery Team, to gain feedback on its outputs and improve the way it works.

The impact of the Strategic Pathways will be considered in light of the policy context to identify areas of synergy between the interventions and the local, regional and national partners. Evaluation is a key mechanism for improving programme management. and will be broken down into three phases: ex-ante, mid-term and ex-post evaluation. For each phase, evaluations have to address a set of specific issues about the performance of the Pathways. In addition, it will be necessary to carry out a final evaluation in order to inform the development of a new Three Year Plan.

Evaluation must address a set of specific issues in order to adequately assess the delivery of the Strategy. Key issues would include:

- **Relevance:** *How relevant are the Strategy's objectives in relation to evolving needs and priorities at a national and regional level?*
- **Efficiency:** *How were the resources turned into outputs or results?*
- **Effectiveness:** *How far has the Strategy contributed to achieving its specific and policy objectives?*
- **Utility:** *Did the programme have an impact on the target groups or populations in relation to their needs?*
- **Sustainability:** *To what extent can the changes (or benefits) be expected to last after the Strategy has been completed?*

## Next Steps

Following a year's consultation and considerable agreement over the strategic direction for this work this document represents a positive and clear next step in reducing offending together across the Yorkshire and Humber region for those released from custody. Its messages are clear. This is a collective effort which will not only enable the statutory agencies to undertake their duties more effectively but which will contribute in a significant way to the reduction of crime and therefore victims of crime. In addition offenders will be enabled to resettlement into their communities and contribute positively to community regeneration and community cohesiveness.

This strategy is not intended as simply an aspirational statement. This is the first working through of an Action Plan which the Delivery Team will take forward in the coming three years.

We hope we can count on your support and look forward to working with all agencies and individuals in the region on this important agenda.

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# Glossary

**CARATs.** Counselling, assessment, referral, advice and treatment services in prisons for drug users. Accessible to all prisoners in custody.

**CDRPs** Crime Disorder and Reduction Partnerships

## **Correctional Services Accreditation Panel (CSAP)**

Independent panel established to scrutinise offending behaviour programmes and provide advice for programme development. Covers prison and community group-work programmes.

**CJIP** Criminal Justice Intervention Programme

**NPS:** National Probation Service

**NPD:** National Probation Directorate

**CLINKS** Prison Community Links

**DATs** Drug Action Teams

**DfES** Department of Education and Skills

**ETE** Education, Employment and Training

**HMP** Prisons

**JSA** Job Seekers Allowance

**KPI** Key performance Indicator

**MAPPA** Multi Agency Public Protection Arrangements

**NTA** National Treatment Agency for Drugs

## **Offender Assessment System (OASys)**

The prison and probation joint risk management system

**PCT** Primary Care Trust

**PSA** Public Service Agreements

**PSR** Pre-Sentence Report

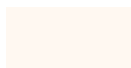
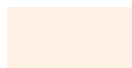
**SEU** Social Exclusion Unit

## **Street Crime Initiative (SCI)**

Central Government initiative to reduce instances of street robbery and related offences in fifteen areas of the UK.

**YJB** Youth Justice Board

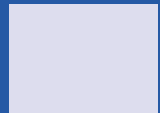
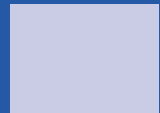
**YOTs** Youth Offending Teams







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