

Reducing Re-offending in London

*Partnerships and NOMS Regional Commissioning
A Consultation Document: October 2008*



London Resettlement Board

Reducing re-offending in London

Partnerships and NOMS Regional
Commissioning
A consultation document

Consultation paper CP24/08

Published on 8 October 2008

This consultation will end on 30 January 2009

Foreword



The real reduction in crime we can achieve will have a positive impact on the lives of Londoners over the next three years. I commend the proposals.

A handwritten signature in black ink, which appears to read "David Hanson". The signature is written in a cursive style.

Rt Hon David Hanson MP
Minister of State for Justice

Reducing reoffending is a key priority for the Ministry of Justice and for the Government as a whole. We have made progress: reoffending rates have fallen by 22.9% for adults and 18.7% for youths since 2000¹, but we are working towards a challenging target of a further 10% reduction by 2011. To achieve this, we must take a broad partnership approach to giving offenders the opportunities and support they need to turn away from crime.

I am encouraged by the progress in London since the creation of the London Resettlement Board and the publication of the first Resettlement Strategy in 2005. The restructure of the National Offender Management Service and the creation of the new role of the Director of Offender Management in London presents an opportunity to bring greater efficiency and coherence to offender management services both in custody and in the community.

The Director of Offender Management has a crucial role to play in managing regional and local partnerships to maximise the resources available to reduce reoffending in London. The London Diamond Initiative and the wider Local Delivery Programme in London have the potential to have a real impact on the lives of individual offenders, and to result in a behaviour change and reduced reoffending for these individuals.

¹ <http://www.justice.gov.uk/publications/reoffendingofadults.htm>

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Published October 2008

This consultation will end on 30 January 2009

The Consultation Process

The consultation is being undertaken in accordance with the Cabinet Office Code of Practice on Consultation². The consultation criteria which are set out below have been followed. This code is used in conjunction with the Code of Good Practice in Consultations and Policy Appraisal, which supports the Compact on Government's Relations with the Voluntary and Community Sector.

The Cabinet Office Code of Practice contains six consultation criteria as follows:

1. Consult widely throughout the process, allowing a minimum of 12 weeks for written consultation at least once during the development of the policy.
2. Be clear about what your proposals are, who may be affected, what questions are being asked and the timescale for responses.
3. Ensure that your consultation is clear, concise and widely accessible.
4. Give feedback regarding the responses received and how the consultation process influenced the policy.
5. Monitor your department's effectiveness at consultation, including through the use of a designated consultation co-ordinator.
6. Ensure your consultation follows better regulation best practice, including carrying out a Regulatory Impact Assessment if appropriate.

Contact details / How to respond

Please send your response by 30 January 2009 to:
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Extra copies

Further paper copies of this consultation can be obtained from this address and it is also available online at http://www.gos.gov.uk/gol/community_safety/londonresettlementstrategy/ and <http://www.justice.gov.uk/publications/consultations.htm>. Alternative format versions of this publication can be requested from Jameela Ahmed 020 7217 3253.

Publication of response

A paper summarising the responses to this consultation will be published in March 2009. The response paper will be available online at <http://www.justice.gov.uk/publications/consultations.htm> and http://www.gos.gov.uk/gol/community_safety/londonresettlementstrategy/. The Action Plan for London 2009-11 is expected to be published in Spring 2009.

Representative groups

Representative groups are asked to give a summary of the people and organisations they represent when they respond.

Impact Assessment

This consultation concerns the development of London regional policy on reoffending first published as the London Resettlement Strategy in 2005. The impact of implementation is considered to be cost-neutral for public, private and voluntary sectors. Consequently, this paper does not contain an impact assessment. If you disagree with this conclusion you are invited to send your reasons as part of your overall response to this paper.

This document includes evidence which updates the equalities impact assessment of Reducing Reoffending in London published in 2007 and seeks responses concerning the impact on diverse groups. A revised equalities impact assessment will be published alongside the paper summarising responses to this consultation in March 2009.

² Cabinet Office - Code of Practice on Consultation <http://www.cabinetoffice.gov.uk/~media/assets/www.cabinetoffice.gov.uk/regulation/code%20pdf.ashx>

Consultation Co-ordinator contact details

If you have any complaints or comments about the consultation **process** rather than about the topic covered by this paper, you should contact Gabrielle Kann, Ministry of Justice Consultation Co-ordinator, on 020 7210 1326, or email her at consultation@justice.gsi.gov.uk.

Alternatively you may wish to write to the address below:

Gabrielle Kann
Consultation Co-ordinator
Ministry of Justice
5th floor Selborne House
54-60 Victoria Street
London
SW1E 6QW

If your complaints or comments refer to the topic covered by this paper rather than the consultation process, please direct them to the contact given under the **How to respond** section of this paper at page 5.

Confidentiality

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Ministry.

The Ministry will process your personal data in accordance with the DPA and in the majority of circumstances, this will mean that your personal data will be disclosed to third parties.

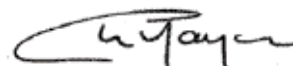
Preface

This document sets out the proposed priorities for the London Director of Offender Management (DOM) and the partnership led by the Regional Director of Government Office for London (GOL) for the delivery of Prison and Probation Services in the capital and the joint work to reduce reoffending.

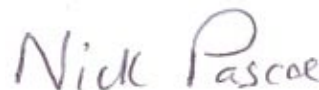
better met by all services and all services will strive for equality of outcomes for all.

Following consideration of responses to the consultation, we will produce an action plan setting out what we will do together in 2009-2011. Our ambition is that by 2011:

- London will have made a significant contribution to achieving the Government's target to reduce reoffending by 10%.
- Reducing reoffending will be embedded in the strategies of local partnerships in each London borough.
- London's strong and vibrant Voluntary and Community Sector (VCS) delivering services to offenders will work in improved partnership with the statutory agencies.
- Across agencies, regionally and locally, there will be a shared understanding of how to prioritise investment for maximum benefit.
- There will be an increase in the number of prison places in the capital with two new prisons in operation.
- All London's prisons will be performing to at least the 3-star level.
- There will have been a significant improvement in the performance of London Probation.
- Agencies in the capital will be delivering the health and social care actions to be set out following the Bradley Review and the Improving Health, Supporting Justice consultation.
- The Integrated Drug Treatment Standards will be achieved in all London prisons and continuity of care for drug using offenders will be improved.
- More offenders will move into employment and training following release from prison or while under supervision in the community.
- Fewer offenders will lose their accommodation.
- Better support and more personalised services will be available to the families of offenders.
- Local services will have a better understanding of the needs of children affected by imprisonment.
- The differential needs of diverse groups will be



**Chris Hayes Regional Director,
Government Office for London**



**Nick Pascoe Director of Offender
Management for London**

1

Introduction

The London Reducing Reoffending Action Plan 2007-09 is now in its second year of delivery. This consultation document asks what the strategic priorities for reducing reoffending in London should be for 2009-11. It has a focus on the importance of influencing local commissioners and supporting local partnerships, and it asks for views on proposals for future governance structures. This consultation document is also the process by which the Director of Offender Management for London is consulting on his priorities as the commissioner of prison and probation services in the capital.

This document includes an evidence Appendix which presents data from various sources to illustrate the demands on the system and the profile and needs of offenders in London.

Diversity and equality policy and practice are integrated within the document, which includes proposals around specific cohorts of offenders with particular needs: Prolific and Priority Offenders; Women; Faith Groups; Young Offenders; and Foreign Nationals.

The final Action Plan, together with a full Equality Impact Assessment, is expected to be published in spring 2009.

2

The Changing National Context

Introduction

There have been significant changes at a national level since the publication of the last regional Reducing Reoffending Action Plan. This section summarises the major changes which impact on the delivery of a reduction in reoffending in London:

- The Ministry of Justice and the National Offender Management Service.
- The new Public Service Agreement Framework.
- The prison population and the delivery of extra custodial places.

In addition, three recent national initiatives impact on work in London:

- Integrated Offender Management, which will be trialled in London through the London Diamond Initiative, led by the London Criminal Justice Board (LCJB);
- The Bail Accommodation and Support Service (BASS), launched in June 2007 to provide accommodation and/or support to facilitate the greater use of Bail and Home Detention Curfew; and
- The Government has made an additional £40 million available to probation areas to make them contribute to reducing the prison population. London Probation Area has received £6.78 million.

The implications of these initiatives are given further consideration in the Local Delivery and Accommodation chapters respectively.

The Ministry Of Justice and the NOMS Executive Agency

The Ministry of Justice was created in May 2007 and brought responsibility for courts, prisons and probation together, along with the wider responsibilities of the former Department for Constitutional Affairs.

Under Ministry of Justice organisational changes in April 2008, NOMS was restructured as an executive agency. Phil Wheatley, the former Director General of HM Prison Service, was appointed as Director General. The NOMS Agency is responsible for commissioning and delivering adult offender management services in custody and the community, and aims to further integrate probation and prison management of offenders. The NOMS Agency Framework document that was published in July 2008 sets out the Government's vision for NOMS and how it will be governed as an executive agency of the Ministry of Justice³.

The London Director of Offender Management

Under the new structure, the offices of the London Regional Offender Manager (ROM) and the Prison Service London Area Office merged in April 2008. Nick Pascoe, formerly the Prison Service Area Manager, was appointed Director of Offender Management (DOM) for London. As DOM, he is responsible for the commissioning of prison and probation services in London in line with national policy. A move to Probation Trusts is anticipated for all Probation Services in the next two years, which would move the relationship with the DOM onto a more contractual basis.

Public Service Agreements 2008-11

Following the Comprehensive Spending Review of 2007, the Government announced 30 new Public Service Agreements (PSAs), setting a vision for continuous improvement in the Government's priority outcomes for 2008-11. Each PSA is underpinned by a Delivery Agreement shared across all contributing

3 NOMS Agency Framework Document http://www.noms.justice.gov.uk/news-publications-events/news/NOMS_AFD/

departments and developed in consultation with delivery partners and frontline workers. Each PSA also describes the small basket of national outcome-focused performance indicators that will be used to measure progress, some of which have targets attached.

Reducing reoffending is a priority action within **PSA 23: Make Communities Safer**, alongside serious violent crime, acquisitive crime, and anti-social behaviour and other local priorities. The priority action on reducing reoffending has a target of a 10% reduction by 2011.

Reducing reoffending also contributes to the delivery of **PSA 25: Reduce the Harm caused by Alcohol and Drugs** and is supported by **PSA 16: Increase the proportion of socially excluded adults in settled accommodation and employment, education or training**, which includes offenders as a priority, socially excluded group.⁴

Local Area Agreements

The national PSA set is translated to the local level through Local Area Agreements (LAAs). These are three year agreements between Local Authorities and their partners on the Local Strategic Partnership (LSP), and central government, setting out the priorities for local areas. They are negotiated, monitored and supported by Government Offices on behalf of central government. The 2008-11 LAAs have been negotiated in line with a new National Framework which gives greater local flexibility. The number of performance indicators has been reduced from around 1200 to total of 198 across all Government departments, and Local Authorities have prioritised up to 35 that best reflect the needs of the local area (together with 17 statutory education and early years targets). These priorities are targeted and reported on to central government.

There are around 30 indicators within the national set which support reducing reoffending locally, including crime, drugs and social exclusion indicators⁵. There are four indicators specifically relating to adult offenders:

- Adult reoffending for those under probation supervision.
- Reoffending rate for Prolific and Priority Offenders (PPOs).
- Offenders under probation supervision living in secure and settled accommodation at the end of their order or licence.
- Offenders under probation supervision in employment at the end of their order or licence.

4 More information on the new PSA set can be found at: http://www.hm-treasury.gov.uk/pbr_csr/psa/pbr_csr07_psaindex.cfm

5 The full list of related indicators is at Annex B

Delivering PSA 23: Cutting Crime – A New Partnership 2008-11

The Government's Crime Strategy for England and Wales describes the range of actions that will be taken to deliver the objectives of PSA 23⁶. It has a focus on serious violence and young people, whilst maintaining a tough line on anti-social behaviour. Reducing reoffending is an integral part of the strategy, as is an emphasis on Police and Local Authority partnership working, and relationships with the Third Sector.

The PSA and Crime Strategy are governed at a national level through a new cross-government National Crime Reduction Board, chaired by the Home Secretary. This Board will link to related governance arrangements, including the National Reducing Reoffending Inter-Ministerial Group.

The Crime Strategy is supported by individual, more specific strategies, including:

The Youth Crime Action Plan 2008, which focuses on three key areas: enforcement; support to address the underlying causes of poor behaviour; and prevention to tackle problems before they become serious. The plan sets out the Government's aim to reduce the rate of young people aged 10 to 17 entering the criminal justice system by a fifth by 2020, and introduces a new goal to reduce the number of young victims substantially by 2020. The plan builds on the existing investment to support children, young people and families, with almost £100 million available over the next three years for measures to cut youth crime in the short term and prevent it in the long term⁷.

The NOMS National Commissioning and Partnerships Framework 2008-09, which sets the direction for NOMS for 2008/2009 and sets out the following key priorities:

- delivery of end-to-end Offender Management;
- improving targeted interventions, joining up probation and prison efforts;
- implementing the priorities of Regional Reducing Reoffending Boards;
- delivery of additional custodial places;
- implementation of the new National Service Frameworks for women and for prisoners serving indeterminate sentences for public protection; and
- ensuring that the courts receive the sentencing advice they need⁸.

6 <http://www.homeoffice.gov.uk/documents/crime-strategy-07/>

7 <http://www.homeoffice.gov.uk/documents/youth-crime-action-plan/>

8 NOMS National Commissioning and Partnerships Framework 08-09
http://noms.justice.gov.uk/news-publications-events/publications/strategy/NCPF_0809?view=Binary

The Third Sector

NOMS has recently consulted on its Third Sector Action Plan⁹ and the aim is to publish in autumn 2008. NOMS aims to help achieve competitive neutrality across all providers, and to better engage diverse organisations, large and small, in planning and reviewing services, making use of their expertise and links to users and communities.

The action plan will:

- Enable the sector to shape as well as deliver services.
- Recognise the value that the sector often brings to delivering services to diverse populations and communities.
- Contribute to better community engagement, to inform, consult, involve and empower the third sector to help achieve and enhance public confidence in the criminal justice system.
- Enable volunteering / mentoring within a framework of good practice.
- Build on existing and develop, as needed, consultative mechanisms and opportunities between the sector and NOMS and other partnerships.
- Support joint commissioning.
- Strengthen and capitalise on opportunities for joint working between the sector, NOMS and the Ministry of Justice.
- Ensure that there are milestones of progress and proper joint review mechanisms.

Prison Capacity

The prison population and the delivery of additional custodial places is an absolute priority for the Government, and impacts on NOMS policy, nationally and regionally.

The useable operational capacity of the prison estate on 1 August 2008 was 83,603¹⁰. The latest projection for the prison population in England and Wales (August 2007) estimates that, in the medium scenario, the prison population will increase to 95,600 by 2014.

The NOMS capacity and closure programmes will result in a net increase of 15,000 places, taking the total capacity to 96,000 places by 2014. Some 2,500 new

places have already been delivered.

The Government has also consulted on the proposals for up to three large 'titan' prisons put forward by Lord Carter in his December 2007 report into the efficient and sustainable use of custody¹¹. The consultation closed on 28th August 2008¹².

The implications for London are considered in the next chapter.

9 NOMS Third Sector Action Plan – securing effective partnerships to reduce re offending and protect the public. http://noms.justice.gov.uk/news-publications-events/publications/consultations/BWC_third_sector_08/Third_Sector_AP_consultation_08?view=Binary

10 (not including 400 Operation Safeguard places)

11 'Securing the Future-Proposals for the efficient and sustainable use of custody in England and Wales' <http://www.justice.gov.uk/docs/securing-the-future.pdf>

12 <http://www.parliament.uk/deposits/depositedpapers/2008/DEP2008-1447.pdf>

3

London's Priorities: Building on Success



The DOM's Vision for London

London, along with Wales, has been in the vanguard of NOMS restructuring. The breadth of accountabilities to the DOM and the unique end-to-end perspective he holds provides a real opportunity to bring a greater coherence, consistency and efficiency to reducing reoffending work in the capital.

The pressures of rising numbers of prisoners and increasing demands on probation services, combined with continuing pressures on regional and local partners will constrain what is possible. With respect to prisoners in particular, the difficulties caused from the location of so many Londoners outside the capital will continue to impact on the ability of probation, local authorities, health services and others to plan effectively for release and resettlement.

In this context there are three themes emerging as priorities for the DOM which cut across all areas of work:

- The need to influence positively the efficiency and prioritisation of locally controlled resources applied to offenders;
- The need for the DOM to strengthen and embed continuous relationships with regional commissioning partners and co-commission local services where resources are available; and
- The need for continuing positive and constructive engagement with Third Sector agencies providing services for offenders.

The DOM will also retain the focus on:

- Work with Sentencers, including work with London Probation to implement recent internally published guidance on developing liaison arrangements with London Magistrates and Crown Courts;
- Partnership work with PPOs;
- Multi Agency Public Protection Arrangements

- (MAPPA);and
- The management of the BASS contract.

London Governance and Partnerships

The London Resettlement Board wishes to use this process to consult on the future governance structure for strategy and policy to reduce reoffending in London. This section summarises the roles of three regional boards, and makes a proposal for rationalisation.

The London Resettlement Board

Since its creation in October 2004, the London Resettlement Board (LRB) and its sub-group the Strategy Implementation Group (SIG) has led the development and delivery of regional reducing reoffending strategy¹³. Government Office for London led this development in advance of a national requirement to establish regional boards, and has been central to the maintenance of the cross departmental multi agency partnership approach required in this policy area.

Through the last four years, the LRB has developed a clear understanding of what can be achieved through regional partnership. Some issues have been resolved nationally, some await national resolution. Some work has been delivered regionally, and the LRB has driven forward an increasingly local programme of work. Throughout this document there are updates on the recent achievements of the programmes initiated by the LRB.

13 A list of London Resettlement Board members can be found at Chapter 9

The London Community Safety Partnership

The London Community Safety Partnership (LCSP) was formed in April 2006, evolving from the London Crime Reduction Delivery Board. It is chaired by the Deputy Commissioner of the Metropolitan Police Service and members include the MPA, GLA, GOL and London Councils together with local authority chief executives, criminal justice agencies and the Home Office Police and Crime Standards Unit. Its role is to provide a regional level of co-ordination for crime and disorder reduction work. The LCSP leads a group of sub-boards which co-ordinate the work on its priority areas including: anti-social behaviour and youth crime prevention.

The London Criminal Justice Board

The London Criminal Justice Board (LCJB) works to ensure that London's Police, Crown Prosecution Service (CPS), Her Majesty's Courts Service (HMCS), Probation Service, Youth Offending Teams (YOTs) and Prison Service, with Victim Support London, work together to co-ordinate activity and share responsibility for delivering a quicker, simpler, safer and more supportive criminal justice service in London. The LCJB is accountable to London Ministers and the National Criminal Justice Board and supports 28 local criminal justice groups. Its strategy for 2008-11 encompasses work on victims and witnesses, community understanding, awareness and engagement, service user experience, public confidence, serious offending, crime reduction and reducing reoffending.

Future Governance and Partnership Structures

There is considerable overlap in agencies represented at each of these London boards and room for rationalisation to improve efficiency. However, it is recognised that:

- there is a continuing need for senior level partnership ownership of the reducing reoffending agenda in London; and
- there is a need for a programme board to drive delivery of regional and local action to reduce reoffending.

The LRB has agreed to consult on the proposal that:

- the LCJB takes on the strategic lead role for reducing reoffending in London; and
- that a multi-agency Reoffending Programme Board is established by the LCJB to deliver regional and local action.

London's Priorities: Consultation Questions

3a. Do you agree with the DOM's three cross-cutting strategic reducing reoffending priorities for 2009-11?

3b. Do you agree that the strategic lead role for reducing reoffending in London should lie with the LCJB?

4

Commissioning Custodial and Community Services

This chapter sets out the London DOM's proposed priorities for the commissioning of prison and probation services in London for 2009-11.

Key Regional Relationships

The London DOM will continue to prioritise the relationship with the LCJB. There are a significant number of work streams that have funding, performance and commissioning implications for the DOM. These include enforcement, PPOs, MAPPA, local Criminal Justice Centres, Domestic Violence, the London Diamond Initiative and the Virtual Court project.

The **London Alliance** was established as an alliance of partners involved in the offender Employment and Skills field. It aims to ensure that offenders experience a coherent experience in this pathway. A key mechanism for this is the coordination of bids made for ESF. The London Alliance consists of London Probation, the London DOM Office, City and Islington College and Kensington and Chelsea College. The Alliance has a range of delivery partners with whom it engages on a bid by bid basis.

Clinks is the national membership body which supports and develops the work that the VCS organisations undertake within the Criminal Justice System in England and Wales. Its vision is to see an independent, vibrant and well resourced VCS, working in partnership with stakeholders to promote the rehabilitation of offenders, respecting their responsibilities as well as their liberties. Clinks' key activities are to promote:

- voice/advocacy for the VCS working with offenders and their families;
- partnerships both within the VCS and between the VCS and statutory agencies;
- capacity building and organisational development.

Clinks recognises, advocates for and raises awareness of the importance of services provided by smaller innovative VCS organisations working, largely within their communities, by promoting their services to commissioners, funders and the wider public. Clinks targets resources, training and events to those organisations which are too often poorly positioned to access opportunities; to be consulted; to have their concerns expressed; and to access training and capacity building support. Training events and forums have subsidies and there is a bursary scheme.

Clinks in London serves over 600 contact agencies identified through the work of Partners in Reducing Re Offending (PiRR). In the light of the new NOMS agency and the organisational changes, Clinks is clear that commissioning opportunities for small/medium VCS organisations exist at the local level through Local Area Agreement priorities. Clinks is now dedicating resources in this area to support VCS efforts to engage and to build relationships with Local Authorities. Clinks continue to advocate on the importance of the Compact on Government's Relations with the Voluntary and Community Sector and seek assurances that there will be full compliance. The London DOM will continue to work closely with Clinks to support this work.

London's Offenders: Headline Statistics¹⁴

Regional volumes and profile

- 28,504 new receptions into London prisons between April 2007 and March 2008.
- 33,420 new commencements on the London Probation caseload in the same period¹⁵.
- 6,681 prisoners being held in London prisons as at

¹⁴ Further relevant statistics can be found in the Appendix.
¹⁵ this includes those commencing community orders and those released from prison on licence

31st March 2008.

- The London Probation caseload on 16th July 2008 was 50,222.
- 44% (12,409) of London prison receptions were received on remand. Of the 9982 sentenced receptions, 61% (6,109) were sentenced to periods of less than 12 months.
- Young adult offenders, aged between 18 and 20 years make up 8% of London Prison receptions and 14% of London Probation caseload commencements.
- Foreign National prisoners accounted for 30% (8413) of London prison receptions.

Offender Needs: All receptions into London prisons April 2007–March 2008

- 16% identified themselves as having a disability
- 31% stated that they were a drug user
- 13% said that they were of no fixed abode prior to custody
- 20% said they were in temporary accommodation prior to custody
- 43% said they did not have a job prior to custody
- 20% had physical health issues which concerned them
- 16% said they had suffered from mental health problems in the past

Custody

Strategic Priorities

London’s prisons will need to continue to respond to the pressures of rising demand and the complex needs profile of London’s offenders. For the most part they will continue to hold mainly unsentenced and short-term prisoners, with longer serving sentenced prisoners continuing to move outside the capital.

The DOM’s strategic priorities with respect to the provision of custodial services for 2009-11 are:

- The delivery of additional, high quality, safe, prison capacity.
- The maintenance of safety and security to protect the public, staff and prisoners.
- A continuing focus on performance.
- The delivery of Offender Management .
- Continuous development of partnership working with probation, Third Sector organisations and community partner agencies to reduce reoffending.
- A continuing focus on equalities and decency.

Prison Capacity

Based on the published population projections and

the current planned capacity additions the London regional shortfall by June 2014 ranges from 12,100 to 15,100. The planned capacity additions (including those already delivered) are:

Prison	Places	Operational
Wandsworth	169	May 2008
Belmarsh East	480	July 2010
Belmarsh West	600	January 2011

The new prison currently known as **Belmarsh East** will be a separate new public sector prison within the existing HMP Belmarsh perimeter wall. Its 480 places (with a total operating capacity of up to 624) will be designed to meet the needs of a sentenced young adult male population, but with sufficient provision in its accommodation and ancillary facilities to maintain future flexibility of use over an expected life of over 60 years. The DOM is keen to see the opportunity for innovation realised given the unique profile of prisoners this establishment will serve. The establishment is scheduled to open in July 2010.

The new prison currently known as **Belmarsh West** is being developed on a site alongside the existing HMP Belmarsh, with a planned opening date of early 2011. The design, construction and operation has been commissioned from the private sector, with healthcare to be commissioned by Greenwich Teaching PCT, and education and training bought in by London Learning and Skills Council. The winning bidder should be announced in early 2009, and it is anticipated that between then and the opening date, the provider will be establishing links with the voluntary sector, community and faith groups to make best use of local services and to meet the needs of London prisoners.

Belmarsh West is being designed primarily to meet the needs of prisoners in the early stages of custody, with an emphasis on good quality induction, healthcare and services for substance misusers. It will hold up to 900 adult men and unsentenced men aged 18-20. It has not yet been decided which courts it will serve, but the intention is to provide some relief to the London adult male prisons and to Feltham Young Offenders Institution. Once sentenced it is expected that the young prisoners will be transferred on to Belmarsh East.

Safety and Security

The first task of prisons is to protect the public by keeping prisoners in custody and although there were no escapes from London prison establishments in 07-08, prisons cannot be complacent and must continue to

be vigilant. Important other work is in engaging with other agencies to reduce risk, and co-operate with the London MAPPA.

Equally the DOM will strive to ensure that prisons are safe places for prisoners and staff where assessment and interventions serve to promote suicide prevention and violence reduction. Through the DOM's Safe Custody Advisor a programme of work across all London prisons for the next two years includes:

- Reviewing the delivery of Assessment Care in Custody and Teamwork (ACCT) and providing Constant Supervision training for staff dealing with prisoners identified at risk of self harm.
- Training staff on mental health issues with a focus on high risk areas such as reception, First Night units and segregation units.
- Promote Violence Reduction and develop violence reduction training for London particularly in terms of Cell Sharing Risk Assessment, as well as risk of harm assessment in general.
- Proactively addressing identified risks to minimise physical harm to prisoners or staff due to regime and operational procedures or the fabric of the estate.
- Proactively addressing the needs of drug users at the point of reception to reduce the risk of harm to themselves and prison staff. All prisons are expected to be offering services to the Integrated Drug Treatment Strategy (IDTS) standards and the expected benefits from the implemented system are; reduced self-harm and suicide during the early weeks in custody, reduced illicit drug use in prison and reduced bullying and other reported incidents.

Drugs and mobile phones remain a concern. London Prisons have maintained a consistent campaign to thwart the flow of drugs and mobile phones into London establishments. This has included the use of drug dogs, strategic searching, effective intelligence systems, liaison with the Metropolitan Police, monitoring of routes of entry and reducing demand by offering a variety of drug treatment options. The recently published Blakey Review¹⁶ provides an excellent opportunity to strengthen this fight against drug supply and make best use of existing resources and new technology to help protect the treatment economy in partnership with the Metropolitan Police.

Performance

All prisons are rated 1 to 4 stars and at the time of publication, 5 London prisons have 3 star ratings and 2 are rated as 2 stars (Brixton and Pentonville). The challenge is to ensure that all London prisons, despite

some poor physical conditions, are delivering to at least the 3 star level. A Level 3 prison is defined as an establishment that has met the majority of targets and experienced no significant problems in doing so, whilst also delivering a reasonable and decent regime.

Offender Management

The implementation of Offender Management in line with the national programme remains a strategic priority, and the DOM will pay particular attention to ensuring effective working arrangements between staff in prisons and Offender Managers in the community to promote the delivery of good quality and timely OASys assessments, and sentence plans.

We will also continue to develop and make best use of the LISAR (London Initial Screening and Referral) process to promote access to services soon after reception. Part of the resettlement induction process, LISAR supports a London wide approach to engaging all prisoners, remands and short-termers as well as those subject to formal offender management arrangements, offering advice and information on available services and interventions. LISAR provides valuable information on the perceived and disclosed needs of prisoners, informing local needs assessment and contributing to Offender Management, as well as producing data useful to commissioning services and supporting partnership work. The DOM anticipates developing LISAR to support the work of the London Diamond Initiative and the Local Delivery Programme.

Partnerships to Reduce Reoffending

A key objective for the DOM is to encourage closer working between Prisons and Probation, for example greater access to prisoners for Probation staff to complete court reports and improved joint working.

The DOM will continue to look for opportunities to work with the Third Sector. The Area Alliance Coordinator will provide practice advice to prison Community Integration and Third Sector leads and act as a central source of advice and information to Third Sector agencies interested in working in the London prisons. The introduction of the London Area Alliance Proposal form provides a structured process through which potential partners can set out proposals and which also enables establishments to record the contribution made by the Third Sector to enhancing the regime through purposeful activity as well as resettlement.

The programme of work includes

- The development of a training programme for prison Community Integration and Third Sector leads.

16 The Blakey Review : <http://www.justice.gov.uk/publications/disrupting-drugs-prisons.htm>

- Consolidating the use of the Area Alliance Proposal form and mapping Third Sector Interventions.
- With NOMS Regional Procurement Unit, improve arrangements for the tendering and contracting of services in line with the Compact.
- Exploring options for developing a regional approach to the recruitment, training, accreditation and support of volunteers.

Equalities and Decency

Addressing race equality and further improving the response to other diversity strands remains a key priority, reinforced by statutory requirements as well as a commitment to promoting regimes and services necessary to achieve “healthy prisons”. Across a range of activity, the key overarching themes embrace:

- Promoting a safe and secure regime: ensuring prisoners and staff are safe from racist and other forms of hostile behaviour. Action will be taken to ensure the safety of prisoners from those identified as presenting an identified risk to other prisoners and staff.
- Respect and Decency: challenging racist and other unacceptable forms of discriminatory behaviour by prisoners and staff.
- Equality of opportunity: ensuring that action is taken to ensure access to regime and services for prisoners.
- Appreciating and valuing diversity: recognising the particular needs of disadvantaged or minority prisoners and making adjustments as well as providing resources and services to address these needs.

The programme of work includes

- Improving equality for prisoners by conducting internal race and other equality impact assessments and addressing identified action points and areas for improvement.
- Ongoing monitoring of race incidents and complaints, challenging unacceptable behaviour and promoting ongoing diversity training for staff.
- Across all London establishments, promote active community engagement strategies.
- Work closely with the UK Borders Agency (UKBA) to achieve a timely outcome on right to stay and removal issues for Foreign National Prisoners (FNPs) and enable FNPs serving longer sentences to benefit from sentence planning arrangements and access to resettlement services as they progress to discharge.
- Examine the needs of minority prisoner groups, including a growing number of elderly and disabled prisoners. Disability surveys, have already been carried out in each prison, and will inform the allocation of capital funding to improve conditions

for disabled prisoners, staff and visitors.

Community

Introduction

This section is subject to change as the national priorities for the Probation Service for 2009-10 have yet to be published.

In the new organisation, the relationship between the DOM for London and London Probation is through a Service Level Agreement (SLA). This section sets out the DOM’s proposed priorities for London Probation.

Underpinning all this work is the relationship with sentencers. The focus for the DOM and London Probation will be to implement the recently internally published guidance on developing liaison arrangements with the London Magistrates and Crown Courts. London Probation has an existing liaison structure and the new guidance provides a useful benchmark for developing these arrangements

Strategic Priorities

The DOM’s strategic priorities with respect to the provision of community services for 2009-10 are:

- a consistent focus on performance improvement;
- the implementation of offender management in line with national plans;
- to engage with sentencers;
- accredited programmes – to match demand with appropriate targeting and resource allocation;
- to deliver the ‘Impact’ programme to divert offenders away from custody;
- to retain a focus on improving the transition between Youth Offending Teams and London Probation;
- to support the local delivery of reducing reoffending through local partnership involvement;
- a continued focus on partnership work with PPOs;
- to continue to improve work on public protection;
- to consider the gap between need and demand for alcohol services and develop better DRR services for young offenders;
- to develop more opportunities for offenders to gain employment and enhance their skills; and
- to continue to monitor and support London Probation’s equality and diversity work.

A consistent focus on performance improvement

For 2007-08, London Probation performance showed evidence of improvement; however this was against a background of increased performance by other

Probation Areas. It meant that London Probation finished as one of two areas categorised as 'red' in performance terms for the year. The DOM will expect to see London Probation have a consistent focus on performance improvement in the year and for performance to improve to the 'amber' stage.

London Probation has published a 3-year strategic plan¹⁷. The DOM supports the plan and will hold London Probation to account for its performance against the plan.

Offender Management Implementation

In June 2008, the Probation Inspectorate published its Offender Management Inspection report for London¹⁸. One of the key areas identified was in relation to the delivery of Phases 2 and 3 of the roll-out of Offender Management. These phases refer to the arrangements for Offender Management for high risk and indeterminate sentenced offenders during the custodial part of their sentence. Whilst recognising that some aspects of the policy and practice arrangements were new, the inspectors identified the need for a greater focus on these offenders by managers and practitioners in order to meet the expected performance levels. The DOM will be monitoring London Probation on its delivery of the action plan developed in response to the HMIP Report.

Engaging with Sentencers

An important area from an outcome perspective is the use of court reports. The recommendations of the reports determine the demand for London Probation's services. The DOM will want to work closely with London Probation to look at the quality of reports, the views of sentencers and the use of concordance data between recommendation and court disposal.

Accredited Programmes

On accredited programmes, the DOM will again be looking to match demand with appropriate targeting and resource allocation. The DOM will want to see resources moved further to meet the demand for Integrated Domestic Violence Programme. The DOM will seek to support the development of the Structured One to One programme and Caring Dads with London Probation as innovative ways of working with offenders.

17 National Probation Service London: Strategic Plan 2008-11 http://www.london-probation.org.uk/pdf/3_Year_Strategy_Amended.pdf

18 Offender Management Inspection June 2008 http://inspectorates.homeoffice.gov.uk/hmiprobation/pressreleases/OMI_Press_Notice_London.pdf?view=Binary

Impact

NOMS has been allocated an additional £40 million for a project to test the contribution that the National Probation Service can make to the prevention of unnecessary use of custody. London has been allocated £6.89m to establish 'Impact' - a programme of work which will implement projects to divert offenders away from custody. A delivery plan for Impact is currently being developed.

By 2009/2010 the Impact project will be starting its second year, the DOM will be expecting the project to be running fully and the targets indicated for reducing the numbers going into custody being met.

Young Adult 'Transitions'

In support of the delivery of the National Youth Crime Action Plan, the DOM will want to ensure a focus remains on transitions work between YOTs and London Probation, on unpaid work for 16/17 year olds, and on the contribution of London Probation to local YOTs in terms of secondment and governance.

Local Delivery

London Probation has worked closely with the DOM team and GOL in support of the Local Delivery Programme and, more broadly, has been a voice within Crime and Disorder Reduction Partnerships (CDRPs) and other relevant local partnership structures. This role is even more crucial with the new LAA indicator set and the directly relevant indicators.

The Government is currently consulting on the proposals that Probation becomes a responsible authority on local CDRPs, and that CDRPs take on a statutory responsibility for reducing reoffending¹⁹. The DOM and London Probation support these proposals.

The DOM will expect London Probation to continue to support and commit management time to the Local Delivery Programme and to CDRP membership and input, whatever the outcome of the Government consultation.

Prolific and other Priority Offenders

The DOM will expect London Probation to continue to work in partnership with PPOs and to continue to invest its current level of resources in PPO services.

19 Home Office. From the Neighbourhood to the National: Policing our Communities Together. http://files.homeoffice.gov.uk/police/policing_green_paper.pdf

Continued improvement of Public Protection Arrangements

HM Inspectorate of Probation highlighted that London Probation needed to develop and improve its public protection work. The DOM, through SLA meetings, will be monitoring London Probation's performance in this key domain.

Drugs and Alcohol Services

For Drugs services, the DOM will be seeking to move with the National Treatment Agency (NTA) and London Probation to Drug Rehabilitation Requirements (DRR) services and targets that better reflect drug-misusing populations in London. The DOM will be seeking to develop better DRR services for young offenders. A key area for development will be to look at pathways for offenders successfully undertaking treatment to be able to access employment, skills and accommodation opportunities.

Currently the DOM is not aware of how drug-misusing offenders, either on London Probation's caseload or the Drug Intervention Programme (DIP) caseload access employment and skills services and whether this is through the DIP, Offender Learning and Skills Service (OLASS) services or community based resources. The DOM will be seeking to see that clear pathways for access to Employment and Skills services are established in each borough.

On alcohol services the DOM will be seeking to understand the gap between need and services, the role of the Alcohol Treatment Requirement, and will seek to work with London Probation to look at ways of assessing how to more closely align need with services available.

Employment and Skills

On Employment and Skills, the key outcome remains offenders gaining and keeping employment. There is currently considerable activity but little understanding of how the current performance regime gives a picture of whether offenders experience a coherent service at a local level. Work will take place with London Probation and key partners to better understand how performance and the levels of service fit together. There is an important development opportunity in working with the 5 LSPs who have prioritised offender employment in their LAAs. The DOM and London Probation will seek to take advantage of these boroughs' interest.

Diversity and Equality

Through the SLA, the DOM both monitors and works closely with London Probation on diversity and equality matters. London Probation has a strong track

record in these areas and the DOM wants to continue to support London Probation in this work. The DOM will use data generated throughout 2008/09 on equality of access and potential areas of disproportional delivery to develop plans with London Probation to ensure that offenders from all backgrounds receive equality of access to services and that areas of discrimination are explored and understood and implement plans to tackle this.

Commissioning Custodial and Community Services: Consultation Questions

4a. Have you any comments on the DOM's proposed commissioning priorities for 1) Prison and 2) Probation services?

4b. Are there any additional areas you think should be included within the DOM's commissioning intentions?

5

Reducing Reoffending: Local Partnership Delivery

Introduction

A reduction in reoffending in London needs to be delivered locally. The complexity of offenders' needs, reasons for continuing to commit crime, motivations and aspirations require a co-ordinated response from a range of agencies.

The aim of the Local Delivery Programme is that local partners know when an offender is due to be released from prison to their community, and what his or her needs are so that they are able to offer a co-ordinated and appropriate package of support for his or her re-integration into the community. This is even more critical for the 61% of London's sentenced prisoners who will be released without statutory supervision by the Probation Service, because they are serving 12 months or less.

The reality in London is that this is extremely complex. Local partnership working to reduce reoffending involves Prisons, Probation, Local Authority housing, regeneration, community safety, social services and children's services departments, Primary Care Trusts (PCTs), VCS agencies and Jobcentre plus, and more. There are 32 Local Authorities in London (plus the City), and each has its own priorities and perspective on reoffending.

The DOM cannot and would not wish to dictate what the response of a Local Authority to reducing reoffending should be. But, the DOM and regional partners can influence, make the business case, and demonstrate the impact that work with individual offenders can have on a Local Authority's crime and social exclusion priorities, and far beyond. Significant steps have been made over the past two years, under the auspices of the Local Delivery Programme. This chapter summarises these achievements, explores the ongoing challenges, and asks for views on the priorities for the Local Delivery Programme in London for the next two years.

2007-09 Local Delivery Achievements

Developing the business case and gaining CDRP support

The Borough Offender Profile Report²⁰, first made available in October 2007, has provided Local Authorities and their partners with a level of information about local offenders and their resettlement needs which has not been available before. The report used data from a range of sources, including LISAR²¹ assessments, initial housing needs assessments and OASYS²² to build a profile of offenders passing through London's prisons across all London boroughs. Work is underway to issue the second report by October 2008.

The London ROM's Office was able to use this information to make a series of presentations to the majority of CDRPs during the latter half of 2007 setting out a business case for work targeted at offenders as well as at offences. Several of these presentations were given jointly with reoffending leads from the local prison, and London Probation have been consistently supportive as members of CDRPs.

As of July 2008, at least sixteen London CDRPs²³ support the need for a strategic approach to reducing reoffending as part of an approach to crime reduction and community safety in their Borough, and are

20 Borough Offender Profile Report
http://www.gos.gov.uk/gol/Community_safety/Londonresettlementstrategy/

21 LISAR= the London Initial Screening and Referral Tool used by all London prisons for all offenders entering custody.

22 OASYS = Offender Assessment System used by London Probation.

23 Brent, Camden, Ealing, Greenwich, Hackney, Hammersmith and Fulham, Haringey, Harrow, Hillingdon, Hounslow, Islington, Kensington, and Chelsea, Lambeth, Lewisham, Southwark, Tower Hamlets

taking steps towards this. Twelve Local Authorities²⁴ have nominated a senior strategic lead for reducing reoffending, and there are examples of further operational investment such as voluntary sector link workers or probation officers to work with non-statutory offenders.

Practice-sharing

The London Resettlement Forum has developed into an effective practice sharing and networking forum for practitioners involved in the Local Delivery Programme. The membership is expanding and currently includes representatives from 15 Local Authorities, 5 prisons, and London Probation. The agenda is responsive to issues of particular challenge or interest to the members, and structured around a mix of presentations and workshops.

Developing operational working arrangements

The DOM has issued two key documents to support the development of local working arrangements:

- A Joint Working Protocol which sets out the basic roles of the key partners, the DOM, London Probation, the local Prison, and the local CDRP, whilst allowing for maximum local flexibility.
- Information sharing guidance for prisons sharing personal information about prisoners with Local Authorities as part of the Local Delivery Programme.

Pre-release work with prisoners is now underway in eleven boroughs and across three prisons. HMPs Pentonville, Brixton and Belmarsh are currently working with their priority Local Authorities to develop their own local arrangements based on the experiences at HMP/YOI Holloway, HMPs Wormwood Scrubs and Latchmere House.

Local Delivery Programme: The Next Phase

Policy context and drivers

NOMS Agency Re-structure

The principles of the Local Delivery Programme support the twin aims of the new NOMS Agency:

- To ensure that prison and probation co-ordinate

their work in managing offenders even more closely, and work in partnership with the police and others in support of truly joined-up offender management;

- to work with Local Government, the NHS, Learning and Skills Councils (LSC), the Youth Justice Board (YJB) and others to support the housing, health, employment, training and other pathways to offender rehabilitation more effectively.

The Local Delivery Programme also supports two of the specific responsibilities of the DOM for London:

- delegating maximum responsibility for commissioning and partnerships to the local level consistent with efficient and effective delivery, given the crucial importance of MAPPA to public protection and LAAs to rehabilitation; and
- managing regional partnerships with strategic health authorities, Government Offices, and others to maximise resources available to reducing reoffending within each region²⁵.

PSA 23: Making Communities Safer

Priority Action 4 of PSA 23 is to “Reduce Reoffending through the improved Management of Offenders”. The PSA provides a clear expectation to reduce the volume and severity of reoffending in all local areas, but does not mandate specific local targets. It does specify that “all local areas should take into account the relative level and patterns of reoffending behaviour experienced within their locality when determining local priorities.”²⁶

Local Area Agreements

The new cross-cutting PSAs translate to the local level through the LAA national indicator set. Serious, prolific and youth reoffending are included in the national indicator set, and Local Authority performance in these areas will be monitored. 12 London Local Authorities have prioritised either the adult reoffending or the PPO reoffending indicator, and 15 have prioritised the rate of proven reoffending by young offenders.

The first set of Local Authority performance data to support NI18, the adult reoffending LAA indicator was issued in July 2008. By October 2008, the report will include predicted and actual rates, enabling a more meaningful performance assessment and comparison between Local Authorities. The DOM Office will work with London Probation and GOL to set the

24 Brent, Camden, Greenwich, Hackney, Haringey, Harrow, Hillingdon, Hounslow, Islington, Kensington and Chelsea, Lambeth, Tower Hamlets.

25 NOMS Agency Framework http://www.noms.justice.gov.uk/news-publications-events/news/NOMS_AFD/

26 PSA Delivery Agreement 32: Making Communities Safer http://www.hm-treasury.gov.uk/media/9/4/pbr_csr07_psa23.pdf

targets for 2009-10 for Local Authorities which have prioritised that indicator. The target setting for the youth reoffending indicator has been similarly put back until 2009-10.

The set of social exclusion indicators around accommodation and employment add another dimension, with offenders (on the probation caseload) included as one of four identified socially excluded groups.

Beyond this, reducing reoffending amongst the broader local cohort, including those who are not on the probation or Youth Offending Team caseload and who are not PPOs, will impact on crime reduction indicators, particularly the serious acquisitive crime rate indicator (25 London Local Authorities have prioritised this indicator.)

Local Authority and CDRP Engagement

Perhaps prompted by these PSA and LAA changes, the national picture seems to be that Local Authorities as well as CDRPs are becoming more conscious of the need to address reoffending. Recent research commissioned by the Local Government Association (LGA) found that reducing reoffending was becoming a higher priority within Local Authorities. 91% of Local Authorities surveyed by the LGA had covered reducing reoffending in at least one strategy. Most respondents said that reducing reoffending was a high or medium priority.

The picture in terms of London CDRPs actively addressing reoffending has improved markedly over the last two years. This is due in no small part to the active participation of London Probation within these partnerships. The LGA research indicated that this picture was improving nationally. 72% of Local Authority respondents reported their relationship with Probation as good or very good, compared to 57% in 2005.

The Home Office is currently consulting on a proposal to add, by statute, Probation Trusts to the list of 'responsible authorities' on CDRPs. Currently Police, Police Authorities, Local Authorities, Fire Rescue Authorities and Primary Care Trusts are responsible authorities, whereas probation is defined as a 'co operating body'. The Home Office also proposes to expand the statutory duties of CDRPs to include reducing reoffending.

The London Diamond Initiative

The 'Diamond' Initiative in London was announced by the Justice Secretary and Home Secretary on 16th July 2008. Inspired by 'Million Dollar Blocks' in the USA, it is one of five Integrated Offender Management

projects that will be developed across the country. The 'Diamond' initiative aims to break the cycle of reoffending by targeting enhanced Metropolitan Police Service (MPS) Safer Neighbourhood Teams, Probation and wider resettlement resources to those neighbourhoods in London to which the largest number of offenders return on their release from prison. The teams will focus on holistic service delivery and will build on existing resettlement pathway provision. The three boroughs testing the new approach are Lambeth, Newham and Lewisham

The focus of activity will be on offenders who have been in custody, their families and their associates, including those who will serve custodial sentences of less than 12 months and who are not therefore subject to statutory supervision on release. The benefits of the approach are expected to be: safer neighbourhoods, reduced costs of crime and a reduction in the demand for custody from identified target neighbourhoods. Each pilot will run over two years and will be fully evaluated and overseen by an academic review group. The London Diamond Initiative along with the Local Delivery Programme has the potential to have real impact on the lives of individual offenders, their families and the wider community.

Strategic Priorities

Understanding the local picture

To offer an appropriate response to local reoffending, a Local Authority and its partners needs to have access to comprehensive, accurate and timely information about who its offenders are, where they are, and what their profile and needs are. There is a need to ensure that this picture is understood not only by CDRPs but by Local Strategic Partnerships (LSPs) and by local political leaders in its wider context.

The following priorities are proposed:

- Further develop the Borough Offender Profile Report with the aim of providing Local Authorities and their partners with a regular, comprehensive picture of the profile and needs of their offender population.
- Support this through the further development of the London Initial Screening and Referral (LISAR) tool used in London's prisons to improve its accuracy and usefulness to local partners.
- Work to systematise and streamline processes for sharing information about individual prisoners with key Local Authority contacts.

Encouraging innovation

Reoffending is a complex problem and demands an innovative response. The DOM believes that

this innovation will come from local, frontline practitioners, including the VCS, and prisons and community agencies. The DOM and partners need to support London's 'lead innovators' in this area, on the understanding that where they lead, others will follow.

Innovation: LB Tower Hamlets

In March 2008, the London Borough of Tower Hamlets was awarded Beacon status in recognition of its approach to reducing reoffending. One of a range of initiatives, the "Looking Out" service offers support to short-sentenced and remand prisoners who are not on the caseload of Probation or other agencies. The scheme is run in partnership with Providence Row Housing Association and St Mungos, who provide case workers for Tower Hamlets prisoners in Holloway, Brixton and Pentonville. The case workers work closely with Tower Hamlets returnees to build a relationship that acts as a conduit between prison and the community. They draw up an agreed support plan together, and then liaise with community agencies to ensure a co-ordinated support package post-release. Wherever possible, the case workers meet prisoners at the gate and escort them to their accommodation or pre-arranged appointments.

Suggested Priorities

The suggested priorities for encouraging innovation are:

- Maximise the level of regional advice and guidance available to the 'lead innovators', to ensure that they are able to demonstrate the impact of their work and their local resource investment, and so convince others to follow.
- Expand the London Resettlement Forum to include all London Boroughs and Prisons, and use it to provide more opportunities to showcase good practice and innovative approaches.
- Ensure that the learning from the London Diamond Initiative, particularly in relation to the opportunities and challenges of greater police involvement in reducing reoffending, informs the development of the Local Delivery Programme.
- Encourage innovation in the challenging areas of support to prisoners held outside London but planning to return to London, and to remand prisoners with a view to developing good practice which can be disseminated and replicated.

Proving impact

Encouraging and supporting innovation is important, but there is a need to get better at demonstrating and contrasting the impact of different approaches. In particular where there is local investment, whether

from the local partnership or from the Prison or both, there is a need to prove that the investment has paid off. NOMS Analytical Services are currently working on developing a Third Sector Toolkit, to be used to demonstrate the effectiveness of Third Sector organisations at reducing reoffending. When published, this toolkit may be of wide use for proving impact.

From this year, Local Authorities will receive quarterly statistics on the reoffending rate of those on the probation caseload, those on the Youth Offending Team caseload, and PPOs, and so will be able to track progress on these headline measures. These headline statistics will fall short of capturing the outcomes from a particular local approach or investment, not least because there is a large cohort of short-sentenced adult offenders whose reoffending will not be captured through any of these measures.

There is a need to set realistic outcome expectations. It is recognised that desistance is often a long process, and that offenders will probably relapse many times before they get there. That is not to say that interventions will not have a positive impact. They may well move an offender along his or her individual path to desistance, and they may well reduce his or her frequency or severity of offending. These are the outcomes beneath the headline outcome of a reduction in reoffending which we need to be able to capture.

An important part of understanding the local offender profile and developing an appropriate and effective local response is to understand the level of change that can be expected from different groups within the offender cohort. By way of example, a prolific offender who commits 8 offences in 6 months when he or she previously committed 20 will have demonstrated progress.

The challenge of outcome monitoring and demonstrating impact requires local solutions based on the local offender population and the nature of the intervention or local approach.

Suggested Priorities

The suggested priorities for proving impact are:

- Provide support to Local Authorities, especially our 'lead innovators', to understand their offender cohorts, especially in relation to the different diversity strands, and to develop realistic outcome expectations.
- Encourage Local Authorities to allocate appropriate levels of resource to the evaluation of their local approach and support evaluation through practice sharing, provision of data and expert advice.
- Agree a clear 'vision statement' and regional

outcomes for the Local Delivery Programme for 2009-10.

Reducing Reoffending: Local Delivery Partnerships: Consultation Questions

5a. What information do Local Authorities and their partners need about local offenders in order to offer appropriate support?

5b. How can the business case for local investment in reducing reoffending be strengthened?

5c. How can local innovation in response to reducing reoffending be supported and good practice disseminated?

5d. How can local partners better harness the capacity and expertise of the Third Sector?

5e. What are the softer outcomes that need to be captured on an offender's journey to successful resettlement and desistance? How can these be captured?

5f. Are there any particular diversity and equality considerations that need to be factored into outcome definition and monitoring?

6

Pathways

The concept of the pathways to reduce reoffending was introduced in the 2002 Social Exclusion Report on Reoffending by Ex-Prisoners. As in other regions, London has a set of regional pathway groups comprising of key stakeholders.

This chapter sets out the proposed priorities and, where appropriate, proposals for the future of each pathway.

Mental and Physical Health (including alcohol) Pathway

A decision was taken in January 2008 to suspend the Mental and Physical Health (including alcohol) Pathway meetings pending outcomes of the national strategy development, and the pathway group has now formally been ended. Despite closure of the pathway group meetings, a huge amount of work has been taking place to improve health and social care services to offenders, both in custody and in the community. Whilst the agenda remains challenging a number of developments are taking place which provide the opportunity to review and improve regional and local governance and delivery frameworks.

Policy Framework

Lord Bradley Independent Review

In December 2007, following the publication of the Carter review on proposals for the use of custody in England and Wales, the Secretary of State for Justice asked Lord Keith Bradley to undertake a detailed review of diversion from custody and liaison with criminal justice agencies for people with mental health problems and learning disabilities. The review is focussing on the whole offender pathway, including police, courts, custody and resettlement. Offender Health (Department of Health [DH] in partnership with the Home Office and Ministry of Justice) is hosting this independent review, which will be aligned with the development of the Improving Health, Supporting Justice strategy. It is anticipated that the

Review will report in December 2008.

Improving Health, Supporting Justice: Offender Health and Social Care Strategy consultation²⁷.

In November 2007, Offender Health launched its consultation on a strategy to improve health and social care services for people subject to the criminal justice system. The consultation document focuses on the principle of the offender journey and examines how individuals may be effectively assessed and, where appropriate, diverted into other services rather than custodial services. It also investigates how health and social care services along the pathway can be improved, mainstreamed and supported, for both the offender and their family.

Offender Health are working towards a strategy which will build on the partnership that the government has already shaped between prisons and health and social care services to extend the principles that have already been established to other parts of the criminal justice system. The final strategy document, including 'Women' and 'Children and Young People' components, will incorporate both the Carter and Bradley Review recommendations.

Offender Health is in the process of establishing a national Offender Health Board to oversee delivery of the strategy within the regions. Some of the headline national priorities include:

- To deliver Improving Health, Supporting Justice: Offender Health and Social Care Strategy.
- Develop a strategic approach to criminal justice diversion/liaison.
- Developing NHS and Probation liaison.
- Ongoing support and development of health services in prisons.
- To deliver agreed health and social care recommendations from the Corston Review.
- Develop a strategy for community and custody health and wellbeing of children and young people

27 http://www.dh.gov.uk/en/Consultations/Closedconsultations/DH_080816

- in contact with the Criminal Justice System (CJS).
- Clinical IT system to be rolled out across the private and public prison estate.
- Implementation and monitoring of IDTS across prison estate, development of Offender Health Substance Misuse and Alcohol Plan.

Joint Strategic Needs Assessments (JSNA) and LAAs will be tools in enabling Local Authorities (LA) and PCTs, along with other local partners, to effectively identify and prioritise the health and wellbeing needs of the local population. The Offender Health and Social Care Strategy will help to ensure the inclusion of criminal justice agencies and offenders within this framework.

A number of the PSAs will support a more co-ordinated approach to identifying and meeting the health and social care needs of offenders and those in contact with the CJS as a specific group. Priorities set within the final Improving Health, Supporting Justice strategy will be supported by some of the indicators within PSA 19: Ensure better care for all; PSA 18: Promote better health and wellbeing for all, and PSA 13: Improve children and young people's safety.

Pathway Achievements 2007-09

Below are some of the key achievements by partners involved in the Health Pathway. This is not an exhaustive list and it is worth noting that other agencies and organisations not represented on the pathway have played their part in the work.

Lord Bradley Review: key agencies involved in the pathway contributed to the Bradley review by:

- Co-ordinating visits and round table discussions for the Review team to a range of services across London.
- Convening an expert focus group to consider a range of issues pertaining to the review.
- As part of a national audit of all criminal justice diversion and liaison services NACRO (in partnership with Together) was commissioned to carry out an audit of services across London to feed into the Lord Bradley Review²⁸.

Improving Health, Supporting Justice consultation:

Agencies involved in the Pathway co-ordinated dissemination of the consultation document and feedback to the centre. A consultation event took place on 28th February 2008.

Courts: The North West London Court Diversion and Liaison Project, hosted by Central and North West London Mental Health Foundation Trust has

worked with key stakeholders to agree a Service Level Agreement framework for the provision of psychiatric reports to courts. The project works across 3 Magistrates courts in Harrow, Hillingdon and Brent.

Mental health awareness: Work has continued to develop across London prison establishments, and a full delivery plan is in the process of completion.

Information Sharing: Creation of algorithm to improve staff's understanding of information sharing which has been accepted by criminal justice agencies and MAPPA.

Alcohol: The pathway group has engaged with the Government Office for London's Alcohol Strategy promoting the inclusion of offenders within local alcohol strategies. There will be a specific indicator on alcohol within the Prison Health Performance Indicators. This will assist over time in delivering more systematic and robust assessment of the levels of need, thereby acting as a lever to drive up the standard of provision within prison and through the prison gate.

Communications: Through the chair and the work of the individual membership the agenda has been promoted among a wide stakeholder group. At a senior level PCT and Mental Health Trust Chief Executives have been engaged along with some PCT Commissioners

Challenges

There continue to be challenges to delivering improved health and social care services to offenders including:

- Engaging the right partners and agencies;
- developing common outcomes and measures for tracking progress against agreed delivery plans;
- co-ordinating the inclusion of information and data about offenders (and their families and carers) into the local performance framework to inform commissioning; and
- Improving the way limited resources are allocated through greater local flexibility and enabling increased pooling of funds.

Strategic priorities

The structure for the ownership and development of new regional deliverables works on the principle of maximum devolution of responsibilities and local ownership of national priorities. Regions are expected to establish the relevant structures, relationships and networks to support delivery of national and regional priorities. Additionally they are required to produce a regional delivery plan that helps inform the wider regional plans for Health and Well Being and is aligned to the NOMS Regional Reducing Reoffending Plans. As a minimum, regional delivery plans will

28 <http://www.londondevelopmentcentre.org/criminal-justice/health-social-care.aspx>

be agreed by the Strategic Health Authority (SHA), Regional Director for Public Health (RDPH), the DOM and the Government Office. Regional delivery plans are expected to cover the following strategic themes:

- Governance and performance management;
- Commissioning;
- Partnership working;
- Provider development and support;
- Information systems and management;
- National policy;
- Workforce and training; and
- Service user involvement and regional arrangements.

Agreement has been reached to establish a London HSCCJ Strategy Board and senior representation is currently being sought from the key stakeholders. The board will meet for the first time on 24 October 2008.

The sub-structures required to support delivery of the regional plan are currently being scoped in consultation with stakeholders. Commissioning, Prison Healthcare Provider Development and Criminal Justice Liaison and Diversion (CJLD) groups are being planned and further groups will be established as the work programme develops.

Drugs

Introduction

The work of the drugs pathway is currently delivered by two regional groups: the DIP Implementation Group and the Integrated Drug Treatment System (IDTS) regional steering group²⁹.

Between them, these two regional groups oversee:

- the improvement in drug treatment within prisons (including the integration of clinical and CARAT services) in terms of volume and quality;
- the continuity of care (from community into prison, between prisons and on release into the community); and
- the delivery of drug misusing offenders into treatment in the community.

Policy framework

The National Drug Strategy, **Drugs: Protecting**

29 The separate pathway group was suspended with agreement from the London ROM, due to duplication of remit and membership.

Families and Communities 2008 has been published alongside a three year action plan³⁰. The Strategy builds on the last, with a continuing emphasis on targeting the most harmful drugs and users. The main outcomes are crime reduction and improved community safety; social integration of drug users (employment and housing); safer parenting, and the reduction of harm.

The Prison Drug Treatment Strategy Review Group has now been established. The key objective is to agree a single set of priorities and compile national guidance around the commissioning, funding and performance management of drug treatment for offenders in prison and in the community.

The Welfare Reform Green Paper 2008, **No one written off: reforming welfare to reward responsibility** was published in July³¹. One initiative suggested within the Green Paper is to increase the number of drug users on benefits entering treatment and to enable those in treatment to access employment opportunities. The consultation closes on 22nd October 2008.

IDTS is to be rolled out to all prisons by 2011.

PSA 25 (Reduce the harm caused by Alcohol and Drugs) has a specific drug treatment indicator which requires an increase in the number of individuals in effective treatment.

Since April 2008, the borough level expectations of the numbers of individuals in effective treatment are aligned in National Treatment Agency treatment plans, Primary Care Trust Operating Plans and LAA indicators.

The London Picture

It is estimated that there are 79,000 problem drug users (using opiates and/or crack/cocaine) in London³².

Overall performance:

- Regionally 32% of them are in treatment with borough level variations between 49% and 22%.
- The largest source of referrals into structured treatment is through self referrals (39%). Referrals from the criminal justice system have increased from 12% in 2004/05 to 21% in 2006/07.
- There has been an 11% increase in overall numbers in structured treatment between 05/06 and 06/07.
- 71% were male and 29% female.

30 <http://drugs.homeoffice.gov.uk/publication-search/drug-strategy/drug-strategy-2008>

31 <http://www.dwp.gov.uk/welfarereform/>

32 Estimates of Prevalence of Opiate Use and/or Crack Cocaine Use (2005/06) London Region http://www.nta.nhs.uk/areas/facts_and_figures/prevalence_data/docs/0506/0506_regional_reports_london.pdf

- The ethnic profile reflects the wider London resident population.

Funding:

- Since April 2008 local strategic drugs partnerships are incentivised to improve the number of drug users in effective treatment by the application of a funding formula, 75% of which is based on performance.
- Additional Department of Health funding has been provided to HMPs Wormwood Scrubs, Brixton, Pentonville and Belmarsh through IDTS.
- Mainstream funding (PCTs and LAs) remains stable.
- DIP Main Grant funding for all London boroughs remains flat for 2008 (differential levels largely based on levels of acquisitive crime).

Achievements

- HMPs Brixton and Wormwood Scrubs are currently delivering most key elements of IDTS standards.
- Quarterly performance data is available about continuity of care between prison and the community.
- There is a detailed pilot project to improve community/prison/community transfers (initially underway between Brixton and Lambeth).
- Diversity reports are now available on DIRWeb.
- A reduction of attrition of drug misusing offenders between arrest and treatment has been achieved.

Challenges

- Further improvement in the engagement of problematic crack/cocaine users into effective treatment is needed.
- Improved needs assessments are key to better planning and commissioning using prison and community data.
- Implementation of Treatment Outcome Profile and use of resulting data. This is currently only used in the community but one of the domains is self reported criminal activity.
- Improving clinical governance in both the community and within prisons.
- The project to improve treatment take-up in the community by drug misusing offenders who offend in one borough and reside in another was delayed until 2008. Funding has now been identified to progress this.

Strategic priorities 2009-11

- Implement IDTS to standard required in all London prisons by 2011.
- Improve numbers of crack/cocaine users in effective treatment by improving identification, referral and

retention.

- Improve community/prison/community transfers.
- Drive up the quality of needs assessments in both the community and prisons.
- Improve the targeting of DRRs, including young offenders.
- Enhance access to employment, training and education (ETE) for drug users both in treatment and those who have not previously been in treatment.

Employment Training and Education

Introduction

The Offender Learning and Skills Service (OLASS)/ Employment and Skills Pathway has met regularly over the last two years. The pathway has a complex structure that encompasses both the management of the OLASS contracts and the development of the offender 'offer' in areas such as employment, mentoring and accreditation of learning.

Policy Framework

There will be considerable changes in the skills and employment field over the next two years, and the Pathway needs to have a clear vision of the service it wants to develop. The proposed changes include the development of an Adult Guidance Service and reforms to the Learning and Skills Council (LSC) set out in 'Raising Expectations: enabling the system to deliver'³³. In addition, the LSC is expected to issue its response to the earlier national consultation - 'The Prospectus during the period of this consultation.'³⁴

There are a number of developments affecting JobCentre plus, including:

- Pathways to Work: helping those on incapacity benefits Employment Support Allowance (ESA) from October 2009 to become independent and earn a living by targeting some of their health-related barriers and providing advisory financial support.
- Local Employment Partnerships (LEPs): a collaboration between Government and business to open up opportunities for people who have not yet been able to take advantage of employment opportunities, including pre-employment training, guaranteed interviews, mentors, post-employment training via Train to Gain and Apprenticeships.
- Progress2work/Progress2work Link-Up: offering bespoke services to problematic drug/alcohol users,

33 <http://www.dcsf.gov.uk/consultations/downloadableDocs/Raising%20Expectations%20pdf.pdf>

34 <http://olass.lsc.gov.uk/prospectus>

supporting them to enter education, training or employment.

- From April 2009: Flexible New Deal for those on Job Seekers Allowance (JSA) beginning in London South West and central London JobCentre Plus districts, designed to provide increasing levels of support the longer a person is unemployed helping them to achieve sustainable employment.

The London Picture

The OLASS arrangements have been implemented and supported with additional funding from London Probation, LSC, the European Social Fund (ESF) and the London Development Agency. The current OLASS contracts end in July 2009 and work is underway on an Invitation to Tender for the next bid round.

Services delivered with the Probation service include:

- Screening all offenders for basic skills.
- Some Skills for Life services in probation offices delivered by OLASS subcontractors.
- Assessment and support services for some offenders into employment and learning.
- Some buddying relationships between OLASS lead colleges and other providers and local colleges.
- Well developed relationships with a small group of employers mainly in the Utilities and Transport sectors.

Services delivered in custody include:

- Screening all offenders for basic skills.
- Assessment of learners and creation of individual learning plans.
- A range of learning and skills provision through providers delivering OLASS contracts.
- Provision of some Information, Advice and Guidance in all London prisons.
- Pre-employment training.

An important driver for this work is from the forthcoming Offender Skills Curriculum Area Reviews (OSCARS) that will be lead by the LSC and the recently published HM Inspectorate of Probation Offender Management Implementation inspection of London Probation. The recent HMIP/Ofsted Inspection highlighted that although overall offenders were getting a good education service, there were areas for improvement. These focused on ensuring all relevant offenders received an assessment, need to develop more ESOL services and the need to improve the quality of some lessons.

Achievements

Working Ventures UK (WVUK): Funding has been obtained for two Job Developers who are employed to seek out employers and act as a bridge between

them and agencies working with offenders. There have been a number of successful projects, including work in partnership with Enterprise Plc, the London Development Agency, Haringey Council, London Probation and London and Quadrant Housing to develop a 13 week Transitional Employment Programme.

WVUK, in partnership with HMPS and Asset Skills, the Sector Skills Council, covering the areas of property, cleaning services, housing and facilities management, ran a competition to find the most professional cleaning team or individual, from prisons. fourteen Prisons entered nationally with four from London. It also gave WVUK the opportunity to invite various employers to the two hour challenge within the Prisons and showcase the skills being taught. A number of employers on seeing the quality and teamwork on display, were happy to pledge around 100 paid employment opportunities.

Work is ongoing with major retailers and WVUK, who are currently in the process of starting another recruitment drive. The last recruitment round enabled 7 offenders to gain employment, but this was restricted to Newham. A new round will look at all London boroughs. WVUK are currently negotiating a service level agreement with retailers, JCP, and London Employers Accord that will enable offenders to complete training that will not affect their benefits with the aim of moving them into paid employments.

The **Skillstrain** initiative has been run for the last two years and has given offenders accredited awards through the Open College Network for a range of activities including Unpaid Work, accredited programmes and routine prison activity such as cleaning and work in the gym.

Challenges

OLASS money is able to provide a limited education service that starts to address learning for some offenders who may need to complete their learning elsewhere. However, the future of this provision is unclear

London Probation pay for an assessment service augmented by the LSC joint funding of offender related Information, Advice and Guidance services (IAG). Other funding is accessed through mainstream funding sources or one off grants. ESF funding has been used to develop services but this funding is time limited and can be administratively complex.

Strategic Priorities

The last two years have enabled those with an interest in employment and skills for offenders to come to a clearer consensus on the type of service needed. The

Pathway wants to see all offenders get a thorough employment, education and skills assessment by an IAG specialist worker, clear referral pathways to services based on that assessment including access to education, vocational training, work readiness services and ultimately employment. Some offenders will receive intensive support or a mentoring service that will enable them to reach their goals and support them with other problems they might face.

There is consensus on what needs to be developed, and the pathway proposes to prioritise the following areas, subject to resource constraints:

- Improved information exchange between custody and community.
- Comprehensive assessment of all offenders.
- Improved access to community based provision through stronger relationships with mainstream learning and skills providers and those bodies responsible for their planning and funding.
- Better education facilities for offenders in the early stages of learning, especially in London Probation's offices.
- Better developed mentoring and support for offenders who are distant from employment.
- Improving work-readiness provision in soft skills and hard skills through employer engagement.
- Wider range of employment opportunities through the job developers and other partners, including opportunities relating to the Olympics and LEPs.
- A clear pathway for offenders in the different priority groups developed at a borough level and performance monitored through Local Area Agreements.
- Better alignment of curriculum offer and accreditation procedures across regions.
- Access to Train to Gain for offenders in custody
- Support the five boroughs that have been identified offender employment in their LAA priorities.
- Continue to develop the Skillstrain initiative
- Improved opportunity for pre-release and through the gate support and contact between offenders and potential employers.

Offender Priority Groups - with limited resources this plan wants to explore the option of a differentiated service around these areas-

1. **Ready for work.** Some offenders are already ready for work and will either find employment for themselves quite easily or make use of job search facilities. This type of offender could make use of Jobcentre Plus mainstream services.
2. **Offenders with significant drug, alcohol, attitudinal or mental health issues.** Offenders in this category would need to have these needs addressed before referral to an 'Offender Offer' type service outlined in the third category below. This would require the development of education

and skills support services for those engaging with substance misuse or mental health treatment and also the development of an interim labour market for those who need to practice work skills.

3. **Offenders needing employment focused learning and skills provision.** An 'Offender Offer' approach needs to be developed for those offenders who need specialist or intensive support in developing skills and finding employment. Such an approach would provide services such as an IAG service, disclosure skills work, attitudinal work and basic skills work. Additional options could also be provided such as more intensive and advanced skills training, paid employment, voluntary work and work experience that has skills training built into it. Family learning could be used for those unable to access paid employment because of family commitments.

Attitudes Thinking and Behaviour

Introduction

In April 2007 the Attitudes, Thinking and Behaviour pathway became an advisory group to the ROM for London on behavioural change and work with offenders in custody, community and through the gate. The group does not duplicate existing approaches to accreditation, but considers submissions from those seeking to have a behavioural intervention added to a list of potential and actual interventions used in London prisons and London Probation.

Policy Framework

The London Pathway model is replicated in some parts of the country but it is not part of a consistent national approach. The NOMS Agency has undertaken work to develop a consistent national/regional/local structure for the Pathway. The Pathway may need to reassess its role in the light of emerging national policy.

The Offender Management Act ended the role of the Correctional Services Accreditation Panel. NOMS is considering replacing this with a model based on the National Institute of Clinical Excellence that is used in the NHS. This work is currently being scoped.

The Evidence Base

The international evidence base suggests that offending behaviour programmes can be effective at reducing reoffending, with the most positive effects occurring when a cognitive behavioural approach is employed. There is mixed evidence as to whether programmes are more effective in the community than in custody. McGuire (2000) suggests that well designed services are of maximum benefit in a community setting, whereas a meta-analysis carried out in 2006 found

that setting was not related to effects. A recent systematic review into the effectiveness of interventions with violent offenders found interventions which employed the following features to be more effective than those that did not: addressing cognitive skills; anger control; role play; relapse prevention; requiring participants to complete homework. The review also recommended further research into the optimum length of programmes. Some international evidence suggests that programmes specifically for domestic violence perpetrators are yet to demonstrate reductions in recidivism, however, there is an emerging UK base of evidence for the effectiveness of the Integrated Domestic Abuse Programme (IDAP). Evidence suggests that IDAP completors have lower than expected reconviction rates and are less likely to be reconvicted than those that do not complete the programme.

Pathway Achievements 2007-2009

The Pathway group is chaired by the Chief Executive of the London Borough of Haringey and includes senior managers from London Probation and the DOM Office. The Third Sector is represented by Clinks. During 2007-08, the group received 4 full submissions from providers and at the time of writing, one of these was moving to the final stage of the process. Pathway members have offered advice to Third Sector agencies and individual programme developers who may seek to use the Pathway approval structure in future years.

The Pathway also considers reports from London Probation on their own programme development work. Key areas of development are:

- Structured Supervision- a programme for offenders subject to a supervision requirement.
- Caring Dads - a programme to support fathers who are brought into domestic violence networks to improve their relationships with their children.

As part of the SLA process, the DOM team meets with London Probation to discuss performance on accredited programmes. The recent Offender Management Inspection of London Probation highlighted issues of long waiting lists for sex offender and domestic violence programmes. This area will be a priority for work between the DOM and London Probation.

Strategic Priorities

The key areas for the period 2009-2011 are:

- Adults serving under 12 months imprisonment where the work has a focus both in custody and through into the community.
- Young Offenders aged 18 - 24.
- Investigating the delivery of existing accredited

programmes in another language.

The DOM will be seeking to ensure London Probation develops work in a range of other areas related to accredited programmes. These include

- Improved targeting of programmes.
- Developing the use of the Women's Programme.
- Development of Low Intensity Alcohol programme as one of the responses to the needs gap around alcohol issues on the London Probation caseload.
- Development of the Caring Dads programme.

Finance Debt and Benefits

Introduction

The Finance, Benefit and Debt Pathway group acts as an advisory group which works across government and voluntary sector to improve the provision of support to prisoners and ex-offenders. In London, mainstream services are delivered by the following agencies:

- Jobcentre Plus Advisers provide benefit advice to prisoners on induction and pre-release by arranging Freshstart interviews, information on accessing emergency loans and Community Care Grants on discharge across London prisons.
- Legal Service Commission funds five London outreach schemes to provide access to advice in several categories of law, including debt, and benefits. This project offers prisoners access to independent specialist advice.
- Learning and Skills Council commissions education provision including learning related to financial literacy.

The group also promotes linkages to services provided by UNLOCK and works to establish how provision commissioned by the LSC can complement provision to prisoners and offenders in the community as part of OLASS.

Policy Framework

Promoting inclusiveness and access to services, alongside independence, opportunity and fulfilling potential and are the key overarching themes across the departments and agencies providing services to a broad range of people.

The publication of "No one written off: reforming welfare to reward responsibility"³⁵ in July 2008 proposes widespread reform of the benefits system

35 <http://www.dwp.gov.uk/welfare-reform/noonewrittenoff/index.asp>

with the aim of securing a more prosperous way of life through work. A new test, the Work Capability Assessment, will be introduced from October 2008 and is designed to identify what people can do. The Employment and Support Allowance will replace Incapacity Benefit and Income Support for new beneficiaries claiming incapacity with the all existing claimants brought into the new arrangements by 2013.

JobCentre Plus will provide advice and support to assist people into work, offering employment programmes and incentives to work. Further, Housing Benefit reforms contained in the Welfare Reform Act 2007, seek to make it easier for people to enter the labour market, encourage individual responsibility and tackle benefit fraud.

These reforms highlight the importance of offenders being able to receive advice on benefit issues whilst also engaged in interventions to promote employment, life and social skills.

Pathway Achievements 2007-2009

In 2007, the London Resettlement Board reviewed the Pathway and agreed to await clarification of national expectations before making a decision about the future direction of the group. More recently, the pathway group has refreshed its approach and is mapping current service provision in London and maximising the use of the skills and knowledge of the members engaged. The Prison Advisor Network and Prison staff have worked more closely together to support the work of Jobcentre Plus. This has been a valuable method of sharing information and shaping the delivery of work in establishments.

Challenges

There are areas where this pathway crosses with others, for example Housing Benefit. The Pathway wants to consider joint working with the Accommodation Pathway.

Diversity issues have not been identified in this pathway and there is no data available to judge if there is equality of access to and outcomes from services. The group has been looking at how to best meet the needs of groups who may need additional support in order to be included and will formally review in 09/10.

Strategic Priorities

The proposed strategic priorities for 2009-11 are:

- Highlight funding with group members bringing funding opportunities to the meetings.
- Reviewing performance data and evaluation reports of ongoing services to promote service improvement and best practice.

- Utilise the Reducing Reoffending Managers' forums and Jobcentre Plus Prison Adviser Network forum to cascade key messages and highlight and share good practice.
- Promote provision of bank accounts for offenders in prison and on community sentences.
- Promote and increase prisoners' access to education and training to improve skills in managing finances and access to bank accounts.
- Publicise sources of identification documentation to ensure offenders have the right identification to allow them to make benefit claims, open bank accounts and obtain insurance coverage.
- Ensure that financial literacy and money management courses are available in custody and in the community to help improve budget management skills related to OLASS.

Children, Families and Support Networks

Introduction

Offenders are not a homogenous group: they are differentiated by age, gender, ethnicity, family background and their geography. Offender problems are often complex and inter-related, and many have poor life and coping skills. They have often experienced long-term disengagement from services, and have histories of poor relationships with those who might help them³⁶.

Families play an important role in the successful integration of offenders back into their communities. Those who have maintained family links are more likely to have accommodation arranged and a job (or a training or education placement) to go to on release.

As well as considering the impact of adult offenders upon their families, it is important to note that around 3,000 children and young people are in secure accommodation themselves at any one time. Families and other social support systems play an important role in the successful resettlement of young people back into their communities and the YJB believes that support to families to maintain constructive relationships is crucial.

Policy Framework

The Children and Families and Support Networks Pathway seeks to maintain and strengthen ties between offenders and their families and children to help prevent reoffending. The aims in the National Reducing Reoffending Delivery plan include:

- Encouraging the inclusion of life skills, including parenting and relationship skills, within the mainstream support for offenders;
- engaging VCS and faith communities in supporting children and families;
- developing better material and advice and guidance for children and families;
- developing a strategic regional response to this pathway; and
- ensuring that the interests of children and families are considered with the implementation of “Every Child Matters”.

Each region has developed a partnership board to oversee development of this pathway. The regional approach is also supported by the West Midlands regional pathfinder, funded by NOMS and HMT under its Invest To Save Budget.

At a national level, progress is reported to the cross-agency Reducing Reoffending Programme Board. The Prison Service published a revised visits policy last year and has implemented a new prison performance standard covering the family life of prisoners. NOMS is funding the National Prisoners’ Families Helpline to provide a free and confidential service for up to 20,000 families.

In March of this year, NOMS announced that it had awarded funding of £1.8 million over three years to Clinks, Action for Prisoners Families, and the Development Trust Association to advise and support frontline organisations as well as facilitate communication and engagement between NOMS and the third sector. This will help NOMS meet its commitment to a diverse third sector working with offenders, their children and families.

NOMS will take forward the commitment in the Think Family paper, which focused on improving the life chances of families at risk. It commits us to explore how Children’s Services can work with NOMS when a parent goes to prison. The Government is driving the Think Family approach through the £16m Family Pathfinder programme, funded by the Department for Children Schools and Families.

In recognition of the importance of the VCS for this pathway, and in order to support equality of opportunity NOMS announced in 2007/8 VCS annual grants round with the priority are being children and families, and within that Women and Black, Asian and Minority Ethnic offenders.

The London Picture

The Prison Advice and Care Trust (PACT) run six visits centres in London Prisons to support visiting families and friends of offenders in custody. At HMP Wormwood Scrubs, PACT are planning a new and bigger Visitors Centre, and funding has been agreed

with The Tudor Trust.

Action for Prisoners Families continues to provide a national telephone helpline. It recently published its external evaluation of the service which reported that almost two thirds of callers felt better supported having contacted the Helpline and over a half of this group said that knowing they could go back to the Helpline when they needed to made a real difference to them.

The award winning “Fathers Inside” and “Family Man” courses continue at HMP Wandsworth. These drama-based courses explore offenders’ relationships with their partners and other family members. Time for Families are also running family support courses in some London prisons.

Successful and regular family day events have been held in a number of London prisons. This allows the families and children of offenders to spend quality time with them and become more engaged in the rehabilitation and interventions put in place.

In addition, HMP Brixton is hosting regular focus group sessions to ask service users to its Visitors Centre what issues concern them and to get a better understanding of the views of the service provided.

HMP/YOI Holloway and HMP Pentonville have dedicated Children and Families Support Network Officers.

Challenges

The Third Sector is still the main provider of support for families who are affected by the imprisonment of a family member. The continuing challenge for this Pathway is the engagement of statutory services to support this work. The Pathway will continue to build better relationships with the statutory sector in partnership with GOL.

Another key challenge is how best to incorporate this vital support mechanism into other pathway and interventions to support reducing reoffending and become more cross-cutting. There is a keenness to weave this into other areas of working with offenders and not to let it become a “stand alone” issue.

Achievements

The Governor of HMP/YOI Holloway, has chaired the Pathway and worked to ensure that it remained outcome focussed. The achievements for 2007/8 include:

- Securing a wide range of representation (it now has members from all London Prisons, London Probation, HMCS and several VCS agencies);

- devising an aims and objectives diagram; and
- working towards the latter part of the year to develop a set of Gold Standards for Prison and Probation services in relation to Children and Families support. The aim of this document will be to advise and guide prison governors and probation staff; the Pathway sees it becoming a reference document for Standards and Best Practice for the London Area Offender Management Office. The Pathway engaged the Association of Directors of Children's Services for London on this agenda in order to start to develop closer links and working relationships at local authority level.

Strategic priorities for 2009-2011

- Continued development of Gold Standards document with the objective of improving advice and guidance to offenders, children, families, support networks and professionals. This will look to:
 - Identify need.
 - Map existing provision.
 - Develop systematic approach to improving delivery.
 - Ensure information regarding ways to maintain family contact are widely available.
 - Improve referrals and signposting and promote good practice.
- Continue to build on Pathway relationships with all its partners and stakeholders and seek to engage with new groups to lend support in this area of work.
- Commission a report from available data and recent research which quantifies the level of needs for London and describes affected groups.
- Develop and take forward a joint programme of work between GOL Children and Learners Division and the DOM to highlight to local and regional partners the needs of parents moving through custody and of affected children in order to inform local commissioning decisions.
- Identify and promote emerging and good practice.
- Look at identifying the needs of older children, secondary school age, to see how support can be provided when visiting parents.

Accommodation

Introduction

It is acknowledged that stable, settled and suitable accommodation for offenders can reduce reoffending. It is also recognised that successful outcomes for offenders in other areas of their lives can depend heavily on having access to accommodation that is appropriate to their needs. However, delivering

accommodation outcomes for offenders remains a challenge when those on low incomes and other vulnerable groups are competing for limited resources, coupled with a serious shortage of social and affordable private housing in the capital.

The Accommodation Pathway remains the main forum in London for the discussion of issues related to offender accommodation and the sharing of good practice. It is recognised that the Pathway needs to refocus its ambitions in order to make the best use of the resources it has available to it, that is expertise, experience and influence.

Policy Framework

On a national basis a vital element in the offender accommodation strategy is the development of closer working across Government between NOMS, other criminal justice services, voluntary and community partners and local housing providers. In particular, NOMS is working closely with Communities and Local Government (CLG) and with housing suppliers, to highlight the needs of offenders through the National Accommodation Pathway Board.

Bail Accommodation and Support Service

The Bail Accommodation Support Service (BASS) was launched in June 2007 to provide accommodation and/ or support in the community to facilitate greater use of bail by the Courts and Home Detention Curfew by prison governors. The contract was let for an initial period of 3 years to Clear Springs Management Ltd.

The London DOM manages the contract for the delivery of BASS in the capital in line with national requirements. BASS in London is supported by a regional Steering Group made up of representatives from the London Probation Service, Metropolitan Police, London Councils, London Criminal Justice Board, Crown Prosecution Service, Her Majesty's Courts Service and the London DOM. In August 2008, BASS provided 80 units of accommodation in 12 London Boroughs. The scheme is already expanding with an additional 40 units of accommodation planned in an additional 11 London Boroughs. A service review was conducted in late March 2007, to look at areas of improvement for the scheme. Despite early difficulties the scheme has seen some good outcomes for individual offenders and their families. The scheme has proved particularly successful for women and has assisted in a number being reunited with their children.

Pathway Achievements 2007-2009

The Accommodation Pathway Group has welcomed a new Chair in Michael Scorer, Assistant Chief Executive, London Borough of Camden and set an ambitious action plan. The Accommodation Pathway contributed significantly to the delivery of the Housing

Information and Advice Service (HIAS) for London prisons (excluding Belmarsh). The specification for HIAS is based on the NOMS Housing Strategy with significant input from regional partners. It aims to provide consistent housing advice across the London prison estate, to provide advice and support outcomes for homeless offenders and protection against accommodation loss (or planned termination) whilst in custody.

The Pathway commissioned from the Centre for Public Innovation a report to scope a number of areas identified in the Pathway Action Plan. Among other things, it identifies organisations that are delivering services to offenders who have housing and housing related issues. The report will serve as a reference document for commissioners who are interested in offender related housing services or service managers who are looking for emerging practice in this area. There are specific sections dedicated to women, BME offenders and those from high risk groups. The report was circulated August 2008.

The London Area Offender Management Office contributed to the London Housing Foundation Crisis report on accessing the private rented sector that was published July 2008³⁷. The Pathway contributed to the Mayoral Housing Strategy published for consultation prior to the change in administration. A consultation version of the new Mayoral Housing Strategy will be published in the autumn which will allow for contributions to be made.

London Probation representation on local Supporting People Commissioning Bodies remains strong and feedback is received by the Pathway.

Challenges

The Accommodation Pathway has struggled to increase the supply of accommodation for offenders in the capital. Although member organisations are aware of the importance of the issue, without additional resources to commit, impact has been limited.

Local Housing Allowance (LHA) replaced Housing Benefit for private rented tenancies in April 2008. The Pathway has yet to see what impact this has on the sector, however anecdotal reports have raised the risk of private landlords disengaging from offender accommodation provision due to a lack of confidence in the new process. The South West ROM office and a Third Sector partner have been funded to study the impact of LHA on the private rented sector. The Project is due to report in September 2008 and learning will be disseminated.

The Pathway has not been able to fully explore the impact of the changes to the Homelessness Code of Guidance. Data produced by London Probation showed a decrease in the number of homeless acceptances for offenders by Local Authorities following its introduction.

Strategic Priorities

The proposed strategic priorities for 2009-11 are:

- Develop and enhance advice services on housing and homelessness to offenders in custody and the community including advice to HIAS providers, the development of London Probation's housing strategy, and advice to HAWK workers.
- Encourage better links between Local Authorities and prisons to improve housing outcomes for offenders through the provision of improved data on offenders needs and the development of relationships between advice services, accommodation providers and NOMS Agency via the London Resettlement Forum.
- Influence local and regional commissioning of services to ensure the needs of offenders are taken into account though support to London Probation with their role on local Supporting People Commissioning Boards and monitoring delivery against LAA NI 143 (offender accommodation) across the capital.
- Increase the supply of accommodation available to offenders in the region though advising on the progress of BASS in particular advising on improved communications with Local Authorities.
- Continue to explore options for working with Local Authorities to increase suitable housing options for offenders, particularly in the private rented sector.
- Develop ways of better addressing the accommodation needs of specific groups of offenders including PPOs, those subject to MAPPA, drug using offenders, women and young adult offenders including the development of joint working with the Women's Reference Group and support to providers.
- Review membership and structure of Accommodation Pathway.

Pathways: Consultation questions

6a. For each Pathway, are the proposed strategic priorities the right ones?

6b. How can each regional Pathway group work to support and influence local commissioning and service delivery to better meet the needs of offenders?

6c. Can you provide any recent evidence which supports or challenges the approach taken by each Pathway?

6d. How can the Pathway groups be facilitated to work better together and develop more joint action?

37 Private Access, Public Gain: The use of PRS access schemes to house single homeless people (published July 2008) available via www.privaterentedsector.org.uk/ourpublications.aspx

7

Diverse Offender Cohorts

Prolific and other Priority Offenders (PPOs)

Policy Framework

The PPO Strategy was launched in 2004, targeted at the estimated 0.5% of the active offender population responsible for one in ten offences nationally. The Strategy provided for end-to-end management of this group. It set out three strands:

- Prevent and deter: intensive work with young offenders locally identified as being at risk of becoming PPOs.
- Catch and Convict: a managed multi-agency approach to tackle the offending behaviour of individuals locally identified as committing most crime and causing most harm to their communities.
- Rehabilitate and Resettle: multi-agency work providing supportive interventions to address the criminogenic needs of identified PPOs.

The Strategy is led locally by CDRPs, with schemes in every CDRP in the country. A Home Office national impact assessment of the PPO scheme, published in 2007, reported a 43% reduction in the offending of the national PPO cohort when comparing the number of convictions in the 17 months before and after the programme.

The Home Office 'Cutting Crime- A New Partnership 2008-11'³⁸ talks of ensuring a consistent prioritisation of offenders: 'Available resources must be targeted to have the greatest impact, and, to be most effective, all parts of the system (CDRPs/CSPs, criminal justice agencies and the National Offender Management Service) should have a shared understanding of which offenders are the highest priority for

intervention. Government has started and will continue to prioritise those prolific offenders who make people's lives a misery, pose the greatest risk or cause the greatest harm to the public. The Government will work with all these partners to ensure that priorities are clear right across the system.'

The Home Office has already brought the Drug Interventions Programme and Prolific and other Priority Offenders programme closer together to ensure that the most prolific drug-misusing offenders are identified and managed effectively. The Ministry of Justice is now exploring ways of prioritising more effectively a broader group of prolific offenders within the National Offender Management Service system, in particular those sentenced to less than 12 months.'

The London Picture

The PPO programme in London is co-ordinated by the Regional PPO Programme Board, a multi-agency partnership – including London Probation and the London DOM Office – which exists to ensure that every borough has a PPO scheme which is effective in reducing reoffending. The London Evaluation of the PPO Scheme was published in October 2007. It concluded that schemes were beginning to impact on crime in the capital but that more could be done, particularly in relation to the rehabilitate and resettle strand.

Strategic Priorities

The DOM will ensure that London Probation and London Prisons continue to make an effective contribution to this partnership work in the capital. The rehabilitation and resettlement of PPOs is one of six priority workstreams for the Programme Board in 2008-09. The London DOM will work closely with the Government Office for London to ensure the successful delivery of the Rehabilitate and Resettle strand of the PPO Strategy in London.

38 <http://www.homeoffice.gov.uk/documents/crime-strategy-07/crime-strategy-07?view=Binary>

Women

Policy Framework

“I’ve never been given a chance before”³⁹

Following the publication of Baroness Corston’s Report into ‘Women with Particular Vulnerabilities in the Criminal Justice System’⁴⁰; in March 2007, issues in relation to women offenders have had an increased profile. The Government’s response to the Corston Report⁴¹, published in December 2007, accepted 40 out of the 43 recommendations made by Corston, and in May 2008, the Government published the ‘National Service Framework for Women Offenders’⁴² in which the context for NOMS, and its delivery partners to deliver those commitments, was set. The Improving Health, Supporting Justice Strategy is also forthcoming from the Department of Health, and that strategy will respond to many of the health recommendations in the Corston report.

Although nationally women only make up around 6% of the total prison population, the number of women being sent to prison has risen sharply, with a rise of 94% in the period 1996 – 2006. This compares to an increase of 38% in the male population. At a regional level, 11% (3,000) of all receptions to London prisons in 2007/08 were women⁴³. Of those female receptions, 51% were on remand and of the women sentenced, 72% received a sentence of less than 12 months⁴⁴. This data, supported by further snapshot data in the National Service Framework, shows that the female prison population is largely characterised as being short-term, with custody being used more frequently by the courts for women offenders, and for less serious offences⁴⁵.

Achievements

The DOM continues to tailor work on reducing reoffending to the needs of women through the HMP/YOI Holloway Resettlement Pilot and

39 Woman from HMP Holloway, July 2008

40 <http://www.homeoffice.gov.uk/documents/corston-report/>

41 <http://www.justice.gov.uk/publications/gov-resp-corston-review.htm>

42 <http://noms.justice.gov.uk/news-publications-events/publications/strategy/NSF-Women-08>

43 Receptions received into HMP/YOI Holloway which is the only women’s prison in the London estate.

44 Data taken from LISAR 2007/08

45 Snapshot data taken from the National Service Framework for Women Offenders (p9 – 10), published May 2008 by the National Offender Management Service.

the Women Offenders Reference Group, which advises the London Resettlement Board on the needs of women offenders. Work is also underway in the prison estate to implement the newly published Prison Service Order on gender specific standards.

The Women Offenders Reference Group was established in March 2006 to advise the London Resettlement Board on resettlement provision for women offenders. Its membership is predominately representatives from the Third Sector, although some statutory organisations, for example the London Boroughs of Lewisham and Tower Hamlets, also sit on the Group. Over the last two years, the Group has developed specific actions to address the needs of women offenders which have been tested out in the Holloway resettlement pilot. The Group also contributed to the Corston Report in which its work and that of the Holloway pilot were cited as examples of good practice.

A report based on the Group’s work to identify gaps in provision for women offenders was presented to the London Resettlement Board in December 2007, and the Group continues to play a role in shaping our regional approach to reducing reoffending.

In July 2008, the Women Offenders Reference Group held a service-users event at HMP/YOI Holloway, attended by 19 women. When asked about their priorities for reducing reoffending, accommodation, healthcare and drugs ranked as most important. It was recognised by most of the women that while gaining employment and having contact with children and families were also important, the route to achieving both of these was through addressing their issues around accommodation, healthcare and drug misuse first.

Strategic Priorities

Drawing on the national strategic policy framework, together with the work from the Women Offenders Reference Group, the following strategic priorities for women across London over the short, medium and long-term are proposed.

Supporting Women

Many women need support when they leave prison to get their lives back on track. While services for women offenders exist (many as part of mainstream provision), they are not always well co-ordinated, or understood by the women. Women need practical, co-ordinated and ongoing support as part of their resettlement back into the

community.

Through the Local Delivery Programme encouragement will be given to:

- Local Authorities, Probation and Prisons to provide co-ordinated advice and support on critical processes (for example, family adoption proceedings), which go beyond sign-posting women into services and actively seek to engage women in those processes;
- Local commissioners to include specialist services, particularly those relating to domestic violence and sex workers, in their local commissioning plans; and
- Local partnerships to work together to maximise resources, expertise and support for women.

In the longer term, the Women's Reference Group would like to see targeted Local Authorities and PCTs having a champion for women offenders who is responsible for ensuring that the links between services (both statutory and Third Sector), and their associated commissioning strategies, are developed and maintained.

Accommodation

Women want to live somewhere that is safe, secure and free from drugs when they leave prison. They want to have their "own front door", but they also want support to help them to maintain their accommodation. The new Housing Information and Advice Service in HMP/YOI Holloway, as with the other London prisons, will have objectives around tenancy sustainment and homelessness prevention.

Working with the Accommodation Pathway and the Local Delivery Programme, the DOM will:

- Ensure that good quality data on women's housing needs⁴⁶ is regularly shared between prisons (Housing Information and Advice Service), probation and Local Authorities to influence local priorities;
- Ensure that, through the Holloway Housing Information and Advice Service, there is an appropriate focus on the needs of women who are affected by domestic violence and those involved in the sex industry.

In the longer term, the Women's Reference Group hopes that every Borough's Supporting People

⁴⁶ LISAR (London Initial Screening And Referral) is used within all London prisons to collect information about prisoner needs on reception. The Initial Housing Needs Assessment is embedded in the LISAR and provides information on accommodation status and issues.

Team, supported by London Probation, will have specific commissioning proposals which address the accommodation needs of women offenders, recognising that not all women offenders will be released from HMP/YOI Holloway.

Health and Drugs

Women recognise that the state of their health, including their drug usage, is crucial to successful resettlement. More must be done to ensure that the needs of women offenders are reflected in local healthcare provision, and that those women are empowered to access services.

Through the Health and Drugs Pathways the DOM will:

- Ensure that the Annual Joint Strategic Needs Assessments include local criminal justice data which reflects the needs of women offenders;
- Improve continuity of drug treatment through ensuring that prison data⁴⁷ about need is fed into the DAAT yearly treatment planning process; and
- Improve health awareness within prisons so that women are empowered to make choices about their healthcare in the community.

It is the view of the Women Offender's Reference Group that in the longer term, more must be done to ensure that women offenders access mainstream healthcare services, particularly GPs. One approach would be a designated Practice in each Borough which would be willing to take on women who are released from prison without their own GP, on a temporary basis with a view to helping them permanently register with an appropriate practice.

Delivery

Given that women form a small percentage of the overall prison population, and that for any locality the numbers of women returning from prison are likely to be low, making the case for change – and then delivering that change locally – is one of the biggest challenges to this work. The DOM will explore whether improved opportunities can be created for London women in custody in HMP Bronzefield

Guidance and examples of good practice will be produced by the Reference Group in support of the strategic priorities, and disseminated through the London Resettlement Forum and other networks. Aside from this, the Reference Group is limited in its ability to deliver or oversee the delivery of these strategic priorities

⁴⁷ LISAR

with its current structure and membership. It was constituted, and has worked effectively, as an advisory group to the London Resettlement Board.

Young Offenders

The work of the YJB centres on the prevention of offending and reoffending by children and young people under the age of 18, and ensuring that custody for them is safe, secure, and addresses the causes of their offending behaviour. Local prevention programmes (supported by both YJB and local funding) helped contribute to a 3.7% fall in the number of children and young people entering the youth justice system in 2006/07 when compared to 2005/06.

The Youth Reference Group, chaired by the YJB Head of Region, was established in 2005 and acts as a reference group to the London Resettlement Board advising on issues to prevent youth reoffending in London, with impacts on adult reoffending. It has representation from a range of crime reduction partners, and acts as a forum to disseminate promising practice.

Policy Framework

The YJB document Youth Resettlement: A National Framework for Action sets out what needs to be done to develop resettlement capability nationally and the approaches to be taken by regional reducing reoffending partnerships⁴⁸. The framework links closely with current work on the resettlement of young adult offenders. The proposals in this chapter also take account of the relevant resettlement priorities identified in the Youth Crime Action Plan, published in July 2008⁴⁹.

The London Picture

The YJB's annual work load statistics for England and Wales shows that the number of custodial sentences in London fell from 1223 in 2006/07 to 1133 in 2007/08. The 2007/08 custodial figures for London show that:

- 332 Detention and Training Orders of 4 months were made.
- 654 Detention and Training Orders of over 4 months were made.

- 117 were Section 90/91 (murder or indeterminate sentence).
- 13 were Section 226 (detention for life).
- 7 were Section 226 (detention for public protection).
- 10 were Section 228 (extended licence for public protection).⁵⁰

The majority of young offenders in London serve their custodial sentence outside of London. If remanded in custody many will serve their remand time at HMYOI Feltham but once sentenced the majority will complete their sentence outside of London. This can mean considerable travel for both family and YOT supervising officers and has significant implications for resettlement planning.

Achievements 2007-09

The key regional achievements in this period were:

- London Youth Resettlement Pledge issued March 2008. The Pledge is a strategic document detailing the critical actions required from Children's and Criminal Justice Services to achieve an effective transition from custody into the community.
- London YOTs' Effective Practice Quality Assurance Action Plans for Resettlement validated and reviewed through 2007-08.

Strategic priorities

The strategic priorities with regard to youth reoffending for 2009-11 are:

Case Management

Whether on the cusp of offending, in the criminal justice system or being resettled in the community, the YJB want young people to have access to a package of rehabilitative interventions that is effective in reducing their reoffending whilst maximising their life chances. Therefore, the YJB will:

- Work with East Potential, which provides accommodation, training and employment opportunities for young people, and pilot the post custodial elements of the Young Offenders Academy in East London⁵¹.

48 <http://www.yjb.gov.uk/Publications/Scripts/prodList.asp?idCategory=44&eP=>

49 <http://www.homeoffice.gov.uk/documents/youth-crime-action-plan/>

50 The data outlined in paragraph 4.16 comes from the youth offending teams (YOTs) and the secure estate via monthly or quarterly returns to the YJB. There are counting rules which govern the recording and collection of this information (these are available on the YJB website) This data is collated and processed by the YJB and used to monitor the performance of the youth justice system

51 www.east-potential.org.uk

- Continue to improve communications between YOTs and the juvenile secure estate by increasing the use of secure e-mail.
- Systematically monitor the quality of the assessments sent by YOTs via secure
- E-mail and where necessary implement remedial action if the quality is not satisfactory.
- Ensure that each YOT has an Anti Knife Weapons awareness programme available for young people leaving the secure estate.
- Explore the possibility of working with NOMS and NACRO to develop a training programme for London YOT Practice Managers in end to end resettlement practice.
- Substance Misuse -To expand the Resettlement Aftercare Programme to cover all 32 London YOTs, thus ensuring intensive support for young people leaving custody.
- Links with Targeted Youth Support -The YJB regional team to work with Government Office to ensure greater connectivity between post-YOT involvement and the take up of targeted youth support for young offenders.
- Children and Families - Through the YJB Parenting Forum monitor the implementation of the Youth Resettlement Pledge as it relates to parenting.

Foreign Nationals

With the growing numbers of Foreign National Prisoners (FNPs) in London there is a need to ensure that resettlement needs of those FNPs who are released into the community are met as fully as possible. A Foreign National's entitlement to public funds is consequent upon their nationality and immigration status. FNPs sentenced to more than 12 months imprisonment are subject to automatic deportation, where this is possible.

The July 2006 HMIP FNP Thematic Review concluded, 'We have found strong evidence for considering foreign nationals as a coherent group, with more in common than divides them and therefore in need of a dedicated policy. However we have also identified important differences within the foreign national group which have implications for policy and practice'.

- In London FNPs average around 30% of prison population, (approx 2000 offenders) compared to 14% across England and Wales⁵².
- 64% of sentenced FNPs in London prisons are sentenced to less than 12 months Imprisonment.⁵³
- FNPs come from as many as 166 different countries of origin although just under half

are from ten countries (Jamaica, Nigeria, Irish Republic, Vietnam, Pakistan, China, Somalia, Poland, India and Iraq)⁵⁴.

- There has been a 152 per cent increase in FNPs in the last ten years, compared to a 55 per cent increase in UK nationals.⁵⁵

Policy Framework

Government policy emphasises the focus on removal/deportation of FNPs and the necessary clarification of information exchange protocols between Prisons/ Probation and the UK Borders Agency (UKBA) to facilitate this. Foreign Nationals are now considered by a separate unit within NOMS. In April 2008 the Offender Policy and Rights group and Safer Custody Group merged to form the Safer Custody and Offender Policy Group (SCOP) which controls policy on foreign nationals in prison in the UK.

Achievements 2007-09

In January 2008, UKBA attended the London Resettlement Forum. Issues raised centred around difficulties and delays in establishing the immigration status of prisoners, and lack of information exchange between UKBA and other agencies when decisions/ actions are taken in relation to deportations. Knowledge of service entitlement for offenders without UK citizenship is being improved through dissemination of information prepared by London Probation supported by an award from the Butler Trust.

UKBA have attended some key practitioner forums within London Probation and HM prisons and have appointed Single Points of Contact in each borough to assist communication

London Prisons each have a Foreign National Coordinator who has developed local prison Foreign National policy. Local policies support the inclusion of FNPs within available support resources. Given the numbers of new foreign national receptions into London prisons there is a need to target limited resources.

London Probation Area has established a specific Offender Management Unit to focus on those FNPs who meet the criteria for deportation and removal. Foreign Nationals subject to statutory supervision are managed in local Offender Management Units.

52 MOJ Population in Custody, England and Wales March 2008
53 LISAR 07/08

54 MOJ Population in Custody, England and Wales March 2008

55 Bromley Briefings Prison Fact file published by the Prison Reform Trust in June 2008

Challenges

Implementation of FNO performance indicators within the prisons is not mandatory and probation databases do not as yet collect data that enables nationality and immigration status to be monitored. Therefore whilst the guidance is for inclusion of foreign national offenders it is difficult to monitor the realities of service level provision for FN offenders. It is also difficult for prisons to separate those foreign national offenders who have leave to stay in the UK from those who are likely to be subject to deportation under Immigration Law.

Strategic Priorities

The priorities for 2009-11 are to

- further develop joint working between the London DOM, UKBA, London Probation and London's Prisons;
- develop a joint protocol to support effective and timely implementation of procedural guidelines pertaining to immigration status; and
- to continue to develop practice sharing between agencies.

Faith

Introduction

The experience and resources that faith communities and organisations bring to building strong, active and safer communities is of great value to reducing reoffending. Faith based organisations have a long and impressive history of working with some of the most challenging and socially excluded young people and adults in our society to help them turn away from crime. Faith can be a great source of support and a motivator for personal change, and can also motivate people from a wide range of backgrounds to help and care for others.

London Picture

About two thirds of London Prison receptions for 2007/8 declared belonging to or practising a faith and religion⁵⁶. Christianity, which included a variety of denominations (Protestant, Roman Catholic, Baptist, Methodist, Orthodox, 7th Day Adventist and Pentecostal) accounted for 47% of receptions. Within this figure, Roman Catholics accounted for 19% of prisoner receptions and the other denominations including the Church of

England accounted for 28%. Muslim prisoners were the 2nd largest group with faith, and this accounted for 16%. Prisoners who declared having no faith or not practising a religion accounted for 21%. Further details are available at Annex C.

Achievements

Work on faith issues in London has so far been targeted at BME groups and Muslim communities in particular, because of BME disproportionate representation in custody and a disproportionate return to the most deprived areas in London.

The success of the London Faith Alliance Small Grants Programme for the faith sector, funded by NOMS, highlighted how positive gains can be made once the diverse faith communities are engaged in the reducing reoffending agenda. Under this programme, NOMS awarded £24,000 in grants ranging from £500 to £2,000 to nineteen innovative projects. Fifteen of these delivered well against their targets, and some have surpassed expectations.

A key learning point from the small grants programme was the recognition that the Muslim community is relatively new to resettling ex-offenders. The project revealed that there is a clear gap in provision, indicated by the high demand on many of the Muslim projects.

'Belief in Work'⁵⁷ is a crime reduction project initiated by PSPlus and the London Probation Board in partnership with London Action Trust and is funded by Equal which is a European Social Fund Community Initiative. This project commenced in February 2008 and will run to December 2008.

Belief in Work provides offenders with the opportunity to use a mentoring service delivered by faith-based organisations with similar beliefs to themselves to support them into employment.

The key outcomes are:

- 5 London boroughs selected as test areas to assess the project;
- 4 faith groups (representing Christianity, Islam, Judaism and Hinduism) signed to the project;
- 39 mentors trained and accredited who are operating in those faith groups and are available to work with offenders;
- mentor training to be provided by London Action Trust and Clinks;

- 37 offenders (beneficiaries) were supported by mentors.
- over 50% of beneficiaries to date have found employment; and
- high levels of satisfaction have been expressed by the faith groups, mentors and beneficiaries.

Strategic Objectives

- Focus on developing a relationship between the DOM with the Muslim faith community in order to understand better the needs of Muslim offenders and the demands on 'through the gate' and post-release rehabilitation services within their communities.
- Consider supporting and developing the mentoring infrastructure and capacity within these communities.
- Consider how best to engage Muslim businesses to support the DOM's efforts on Education, Employment and Training.

Diverse Offender Cohorts: Consultation questions

7a. For each cohort, have the right priorities been identified?

7b. Can you provide any additional evidence of need, impact or outcomes relating to offenders from diverse groups?

7c. How can the needs of these cohorts be better embedded in the work of Pathway groups and the Local Delivery Programme?

7d. Are there ways in which the DOM can work better with partners across the Pathways and Local Delivery Programme to support a reduction in serious violent crime, including knife crime?

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Glossary of Acronyms

ACCT	Assessment Care in Custody and Teamwork	GLA	Greater London Authority
BASS	Bail Accommodation Support Service	GOL	Government Office for London
BME	Black and Minority Ethnic	GP	General Practitioner
CDRP	Crime and Disorder Reduction Partnership	HAWKS	Housing Advice Workers
CJLD	Criminal Justice Liaison and Diversion	HIAS	Housing Information Advice Service
CJS	Criminal Justice System	HMCS	Her Majesty's Courts Service
CLG	Communities and Local Government	HMIP	Her Majesty's Inspectorate of Probation Her Majesty's Inspectorate of Prison
CPI	Centre for Public Innovation	HMP	Her Majesty's Prison
CPS	Crown Prosecution Service	HMT	Her Majesty's Treasury
DAAT	Drug and Alcohol Action Team	HSCCJ	Health and Social Care in Criminal Justice
DIP	Drug Intervention Programme	IAG	Information, Advice and Guidance
DOM	Director of Offender Management	IDAP	Integrated Domestic Abuse Programme
DPA	Data Protection Act 1998	IDTS	Integrated Drug Treatment System
DRR	Drug Rehabilitation Requirement	IT	Information Technology
ESF	European Social Fund	JSNA	Joint Strategic Needs Assessment
ESOL	English for Speakers of Other Languages	LA	Local Authority
ESA	Employment Support Allowance	LAA	Local Area Agreement
ETE	Education, Training and Employment	LB	London Borough
FNP	Foreign National Prisoners	LCJB	London Criminal Justice Board
FOIA	Freedom of Information Act 2000	LCSP	London Community Safety Partnership
		LEP	Local Employment Partnership

LGA	Local Government Association	RDPH	Regional Director for Public Health
LHA	Local Housing Allowance	RDS	Research, Development and Statistics
LISAR	London Initial Screening And Referral	ROM	Regional Offender Manager
LRB	London Resettlement Board	SCOP	Safer Custody and Offender Policy Group
LSC	Learning Skills Council	SHA	Strategic Health Authority
LSP	Local Strategic Partnership	SIG	Strategy Implementation Group
MAPPA	Multi Agency Public Protection Arrangements	SLA	Service Level Agreement
MHT	Metropolitan Housing Trust	UKBA	United Kingdom Borders Agency
MPA	Metropolitan Police Authority	WVUK	Working Ventures UK
MPS	Metropolitan Police Service	VCS	Voluntary and Community Sector
NHS	National Health Service	YJB	Youth Justice Board
NI	National Indicator	YOI	Young Offenders Institution
NOMS	National Offender Management Service	YOT	Youth Offending Team
NTA	National Treatment Agency		
OASyS	Offender Assessment System		
OLASS	Offender Learning and Skills Service		
OMS	Offender Management Services		
PACT	The Prison Advice and Care Trust		
PCT	Primary Care Trust		
PiRR	Partners in Reducing Reoffending		
PPO	Prolific and Priority Offenders		
PSA	Public Service Agreement		

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Membership of the London Resettlement Board October 2008

Chris Hayes	Regional Director GOL Chair	Paul Cavadino	NACRO
Alison Armstrong	NHS Chair of Health Pathway	Sandra Lambert	Job Centre Plus Chair of Finance Debt and Benefit Pathway
David Scott	Chief Officer – London Probation Area	Sean Duggan	Sainsbury Centre for Mental Health
Dorothy Kosoulou	Women's Reference Group Chair (Independent appointment)	Steve Crow	LSC Chair of Employment Training and Education Pathway
Elaine Smith	London Development Agency	Sue Saunders	Governor HMP/YOI Holloway Chair of Children and Families Support Network Pathway
Dr Ita O'Donovan	Haringey Council Chair of Attitudes, Thinking and Behaviour Pathway	Dr Theo Gavrielides	Race on the Agenda (ROTA)
Jo Gordon	Home Office Regional Deputy Director – GOL		
John Anthony	YJB Chair of Youth Reference Group		
Lynn Bransby	National Treatment Agency Chair of Drugs Pathway		
Lynne Laidlaw	CLINKS		
Mark Brangwyn	London Councils		
Mark Simmons	Metropolitan Police		
Michael Scorer	Camden Council Chair of Accommodation Pathway		
Jon Rouse	Croydon Council Local Authority Representative		
Nick Pascoe	Director of Offender Management for London		

Supporting Officers to the London Resettlement Board

Len Cheston
Head of Community Commissioning-
London Area Offender Management Office

Rupert Bailie
Head of Partnerships, Drugs and Health –
London Area Offender Management Office

Stephanie Waddell
Local Delivery Manager- London Area Offender
Management Office

Jameela Ahmed
Pathways and Partnerships Manager- London
Area Offender Management Office

Annex A

Consultation Questions

Chapter	Ref No	Question
Chapter 3 The London Picture- Building on Success	3a	Do you agree with the DOM's three cross-cutting strategic reducing reoffending priorities for 2009-11?
	3b	Do you agree that the strategic lead role for reducing reoffending in London should lie with the LCJB?
Chapter 4 Commissioning Custodial and Community Services	4a	Have you any comments on the DOM's commissioning priorities for 1) Prisons or 2) Probation services?
	4b	Are there any additional areas you think should be included within the DOM's commissioning intentions?
Chapter 5 Reducing Re offending; Local Delivery Partnerships	5a	What information do Local Authorities and their partners need to know about local offenders in order to offer appropriate support?
	5b	How can the business case for local investment in reducing reoffending be strengthened?
	5c	How can local innovation in response to reducing reoffending be supported, and good practice disseminated?
	5d	How can local partners better harness the capacity and expertise of the Third sector?
	5e	What are the softer outcomes that need to be captured on an offender's journey to successful resettlement and desistance? How can these be captured?
	5f	Are there particular diversity and equality considerations that need to be factored into outcome definition and monitoring?
Chapter 6 Pathways	6a	For each Pathway, are the proposed strategic priorities the right ones?

	6b	How can each regional Pathway group work to support and influence local commissioning and service delivery to better meet the needs of offenders?
	6c	Can you provide any recent evidence which supports or challenges the approach taken by each Pathway?
	6d	How can the Pathway groups be facilitated to work better together and develop more joint action?
Chapter 7 Diverse Offender Cohorts	7a	For each cohort, have the right priorities been identified?
	7b	Can you provide any additional evidence of need, impact or outcomes relating to offenders from diverse groups?
	7c	How can the needs of these cohorts be better embedded in the work of the Pathway groups and the Local Delivery Programme?
	7d	Are there ways in which the DOM can work better with partners across the Pathways and Local Delivery Programme to support a reduction in serious violent crime, including knife crime?

Annex B

LAA indicators relating to reducing reoffending

Reoffending

- NI 18 Adult reoffending rates for those under probation supervision
- NI 30 Reoffending rates of Prolific and Priority Offenders
- NI 32 Repeat incidents of domestic violence

Youth offending and reoffending

- NI 19 Rate of proven reoffending by young offenders
- NI 43 Young people receiving a conviction in court who are sentenced to custody
- NI 44 Ethnic composition of offenders on Youth Justice System disposals
- NI 45 Young offenders engagement in suitable education, training and employment
- NI 46 Young offenders access to suitable accommodation
- NI 111 First time entrants to the youth justice system age 10-17
- NI 117 16-18 year olds who are not in education, training or employment

Crime indicators

- NI 15 Serious violent crime rate
- NI 16 Serious acquisitive crime rate
- NI 20 Assault with injury crime rate
- NI 28 Serious knife crime rate
- NI 29 Gun crime rate
- NI 38 Drug related (class A) offending rate

Social exclusion indicators

- NI 143 Offenders under probation supervision living in suitable and settled accommodation
- NI 144 Offenders under probation supervision in employment
- NI 145 Adults with learning disabilities in settled accommodation
- NI 146 Adults with learning disabilities in employment
- NI 147 Care leavers in suitable accommodation

NI 148 Care leavers in employment, education or training

NI 149 Adults in contact with secondary mental health services in settled accommodation

NI 150 Adults in contact with secondary mental health services in employment

Supporting Pathway Indicators

NI 39 Rate of hospital admissions per 100,000 for alcohol-related harm

NI 40 Number of drug users recorded as being in effective treatment

NI 132 Timeliness of social care assessments (all adults)

NI 151 Overall employment rate

NI 152 Working age people on out of work benefits

NI 153 claiming out of work benefits in the worst performing neighbourhoods

NI 161 Number of Level 1 qualifications in literacy achieved

NI 162 Number of entry level qualifications in numeracy achieved

NI 181 Time taken to process Housing/Council Tax Benefit new claims and changes

Appendix

Evidence

Prisons

London's prison population on 30th April 2008 was 6,901. The following table shows this figure broken down by prison.

Table 1: London Prison Population April 2008⁵⁸

Prison	In use C.N.A	Total Population
Belmarsh	800	913
Brixton	606	804
Feltham	762	614
Holloway	500	493
Latchmere House	207	197
Pentonville	813	1133
Wandsworth	996	1474
Wormwood Scrubs	1173	1273
Total	5857	6901

In use C.N.A shows the Certified Normal Accommodation which is available for use and does not include damaged cells or cells taken out of use due to staff shortages. Across England and Wales, the prison population as at 30th April 2008 was 82,325; this was 113% of the in use C.N.A for England and Wales. London's prison population is 118% of the in use C.N.A. This illustrates that London prisons are more overcrowded than prisons nationally.

Between April 2007 and March 2008 there were 28,504 receptions into London prisons (excluding Latchmere House)⁵⁹. The table below shows the number of receptions against the population for each prison.

Table 2: London Prison Population and Annual Receptions

	Population	Contribution to London Total (%)	Receptions	Contribution to London Total (%)
Belmarsh	913	14	2665	9
Brixton	804	12	4377	15
Feltham	614	9	1988	7
Holloway	493	7	3000	11
Pentonville	1133	17	6810	24
Wandsworth	1474	22	5023	18
Wormwood Scrubs	1273	19	4641	16
Total	6704	100	28504	100

Table 2 illustrates the particularly high churn of some London prisons. HMP Brixton, while holding 12% of London's prison population, handled 15% of London's receptions.

HMP YOI Holloway holds 7% of the population and received 11% of the receptions, and HMP Pentonville hold 17% of the population and handled 24% of receptions. These high churn rates illustrate the nature of the prison population in London; often prisons hold prisoners for very short periods of time before they are transferred elsewhere, often outside of London.

It is important to note that all of the figures above relate to receptions into or population of London prisons, therefore they do not include all offenders from London, many of whom are held in prisons outside the region. This will be looked at in more detail in the Profile of London Offenders section. The LISAR figures also include offenders received into London Prisons who are not from London. Of the 28,504 receptions, 70% (19,983) were identified as coming from London, 16% had come from outside of London

58 Population in Custody Monthly Tables, April 2008. Ministry of Justice Statistical Bulletin.

59 London Initial Screening and Referral (LISAR), 2007/08.

and the remaining 14% were either recorded as *overseas*, *NFA* or *Unknown*.

Regional Need for Prison Places

In March 2008 there were about 16,650 prisoners with an associated address in London (this could be home address, court of committal address etc). There are also about 2,400 prisoners nationally which have no associated address. If these are split pro-rata between the ten regions then London would have some 500 of them, taking the total to around 17,150. However there is evidence that those without associated addresses are disproportionately from London, possibly as many as 2,000 of them as shown below.

Table 3: Regional Prison Capacity Surplus/ Shortage (March 2008)

Region	Useable capacity (March 2008)	Population by home region (March 2008)	Surplus/ shortage
East Midlands	10,200	5,800	4,400
Eastern	7,800	5,500	2,300
London	6,900	18,600	-11,700
North East	4,900	3,800	1,100
North West	12,600	13,000	-400
South East	13,200	8,600	4,600
South West	6,600	4,700	1,900
Wales	2,700	4,000	-1,300
West Midlands	8,000	8,700	-700
Yorkshire & Humber	9,300	8,800	500
Total	82,200	81,500	700

Current Capacity and Shortage of Places

There are eight prisons in London. Their type and capacity are:

Table 4: London Prison Type and Capacity

Prison	Type	Operational capacity - at 28/03/08
Belmarsh	Male local – high security	910
Brixton	Male local	798
Feltham	Male juvenile/ young adult	762
Holloway	Female local	500
Latchmere House	Male semi-open	207
Pentonville	Male local	1,152
Wandsworth	Male local	1,475
Wormwood Scrubs	Male local	1,277
Total		7,081

Allowing for a share of the national operating margin, the useable capacity of strictly London prisons is currently 6,900. If you include the ‘ultra-near’ London prisons at Bronzefield, Downview and High Down as ‘London’ capacity, this increases to around 8,850.

Additional Capacity being Delivered

Based on the published population projections and the current planned capacity additions the London shortfall by June 2014 ranges from 12,100 to 15,100. The planned capacity additions are:

Table 5: London Prisons Capacity Additions

Prison	Places	Operational
Wandsworth	169	May 2008
Belmarsh East	480	July 2010
Belmarsh West	600	January 2011

Although only 17% of sentenced females are held at Holloway, a further 33% are held at Bronzefield and

at Downview, both very close to the Greater London Boundary.

Table 6: Proportion of London Prisoners held in London

Prisoners with London origin (March 2008)	Pre-sentence % held in London	Sentenced % held in London
Juvenile males	86%	8%
Young adult males	50%	6%
Adult males	77%	25%
Females	60%	17%

Probation

The London Probation caseload on 16th July 2008 was 50,222. Of these 50,222 offenders, 57% (28,837) were serving community sentences, 31% (15,539) were serving custodial sentences, and 12% (5,846) had been released from custody on licence.

On 31st May 2007, the London Probation caseload was 48,014; therefore it has increased by 4.6% between May 2007 and July 2008. Last year the proportion serving community sentences was 59%, so this has slightly decreased, the proportion serving custodial sentences has remained stable, and the proportion released on licence has increased. The table below outlines these figures.

Table 7: Probation Caseload Snapshots

	16 July 2008		31 May 2007	
	No.	%	No.	%
Offenders serving community sentences	28,837	57.41%	28,320	58.98%
Offenders serving custodial sentences	15,539	30.94%	14,837	30.90%
Offenders released from custody on licence	5,846	11.64%	4,857	10.11%

Total London Probation Caseload	50,222	100%	48,014	100%
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Probation Caseload Tiering

The charts below are based on a snapshot of the probation caseload taken on 31st December 2007⁶⁰.

Chart 1: Distribution of Tiers for community orders, caseload on 31st December 2007

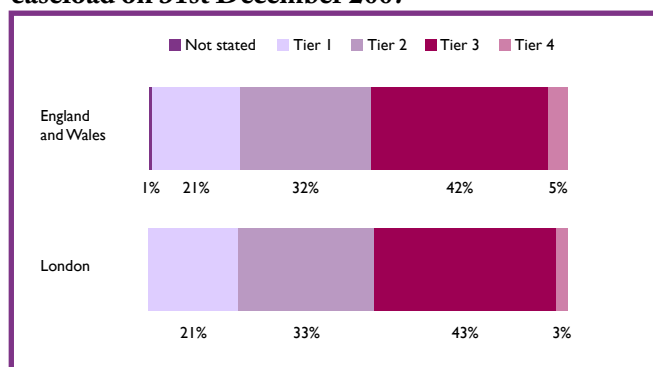
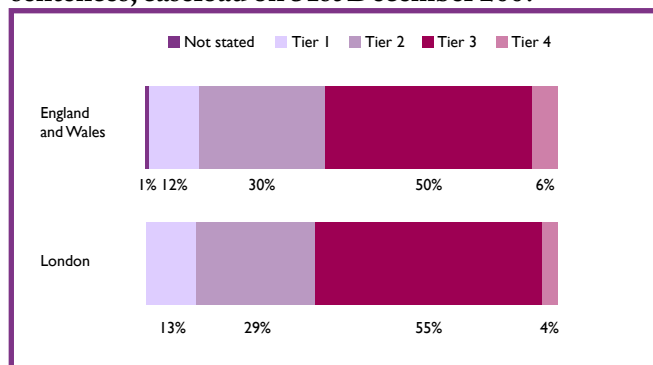


Chart 2: Distribution of Tiers for suspended sentences, caseload on 31st December 2007



The tiering distribution in London is similar to that of England and Wales, particularly for community orders. For suspended sentences, London has a higher proportion of offenders in Tier 3 (medium – high) than England and Wales, and a lower proportion in Tiers 2 and 4.

The above figures relate to a snapshot of the London Probation caseload. Another way of looking at the demand on London Probation is by looking at supervision commencements. Between April 2007 and March 2008, there were 33,420 probation commencements in London. This figure includes all offenders who commenced a community order or were released from custody on licence throughout 2007/08.

It does not include those offenders on the caseload who were in prison during 2007/08.

Table 8: Sentence Type Breakdown of London Probation Caseload Commencements 2007/08

Sentence Type	Commencements 2007/08
Community Order	26,392
Released from Custody	7,028
Total	33,420

For the remainder of this report, where London Probation is referred to, the 33,420 caseload commencements will be used.

Profile of London Offenders

Prison

LISAR is the only tool which captures demographic and needs information for all prison receptions, but as mentioned above, LISAR data relates to those prisoners received into London prisons. We do not have detailed information about Londoners held in prisons outside of London. However, we do know the regions in which London prisoners are sent to.

Table 9: Regional Location of Offenders Sentenced at a London Court (as at 30th September 2007⁶¹)

Establishment Region	Number	%
East Midlands	1,318	10.27
East of England	2,734	21.31
London	2,945	22.95
North East	104	0.81
North West	132	1.03
South East	3,647	28.43
South West	999	7.78
Wales	46	0.36
West Midlands	597	4.65
Yorkshire and Humberside	309	2.41
Total	12,831	100.00

Table 9 shows that of the 12,831 Londoners in custody under sentence, only 23% (2,945) were held within the region. Establishments within the South East and East of England regions hold a large proportion of London's sentenced offenders, with 28% and 21% respectively.

As is shown in Table 10 below, a much greater proportion (79%) of remanded prisoners from London are held in London prisons.

Table 10: Regional Location of Offenders Remanded at a London Court (as at 30th September)

Establishment Region	Number	%
East Midlands	60	1.89
East of England	171	5.43
London	2,477	78.57
North East	3	0.10
North West	11	0.36
South East	335	10.62
South West	4	0.13
Wales	2	0.06
West Midlands	82	2.59
Yorkshire and Humberside	8	0.27

Total	3,153	100
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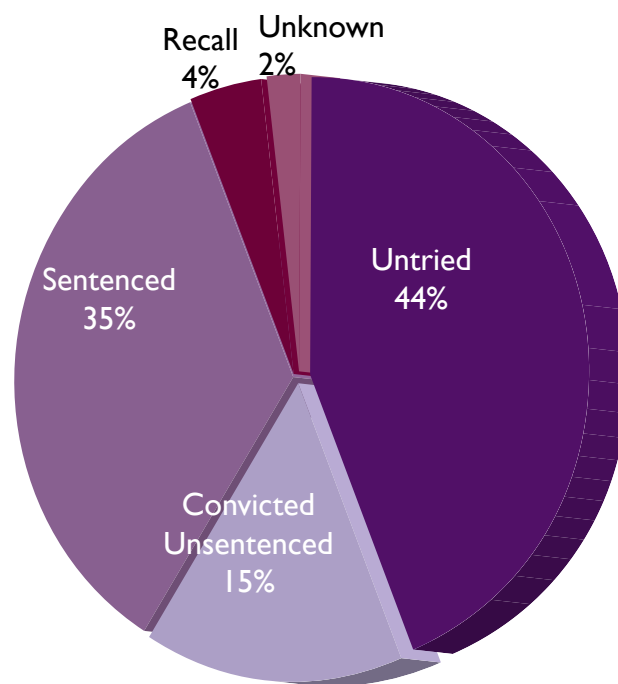
Reception Status

Table 11: Reception Status 2007/08

	Belmarsh	Brixton	Feltham	Holloway	Pentonville	W Scrubs	Wandsworth	Grand Total
Reception Status	%	%	%	%	%	%	%	%
Untried	46%	45%	58%	33%	44%	46%	39%	44%
Convicted Un-sentenced	17%	13%	13%	18%	14%	18%	15%	15%
Sentenced	31%	34%	26%	46%	35%	32%	38%	35%
Recall	4%	6%	3%	3%	6%	2%	3%	4%
UNKNOWN	2%	2%	1%	1%	0%	2%	5%	2%
Grand Total	100%	100%	100%	100%	100%	100%	100%	100%

The unknown and blank columns represent those receptions for which reception status was not recorded during the LISAR interview.

Chart 3: Reception Status of London Prison Receptions



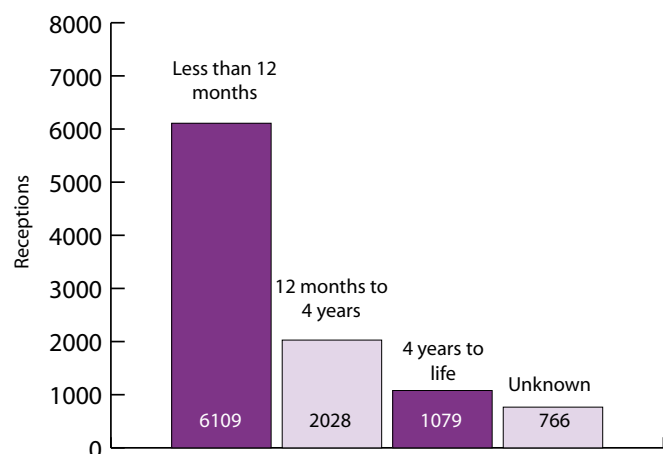
Of the 28,504 receptions into London Prisons, 44% (12,409) were received untried and a further 16% (4408) were convicted un-sentenced, making the total number of receptions on remand 16,817, this is 60% of total receptions.

The reception status of Londoners received into London prisons differs slightly from London prison receptions as a whole; a higher proportion are received on untried or un-sentenced (62%). This, along with the regional figures in the tables above, indicates that once Londoners are sentenced to custody they are often sent outside of the region, and the majority of Londoners who are held in the region are not yet sentenced.

It is not possible, using the data we have, to identify what proportion of these remanded receptions resulted in a conviction.

Sentence Length

Chart 4: Sentence length of sentenced receptions into London Prisons



Official Ministry of Justice Data for 2006 suggests that 2.4% (2,158) of the 90,038 receptions of sentenced prisoners in England and Wales were sentenced to indeterminate sentences⁶².

Of the 9982 sentenced receptions, 61% (6,109) were sentenced to less than twelve months. This high number of prisoners serving less than twelve months is of particular concern as these offenders will receive no statutory supervision post release. It is also important to remember that this group of offenders is not included in the OASys cohort and therefore little is known about their criminogenic needs

Probation Offence Type

Table 12: Offence Type of Probation Caseload Commencements

Offence Type	Number	%
Burglary	1678	5.02
Criminal Damage	715	2.14
Drug Offences	3063	9.17
Fraud & Forgery	2017	6.04
Indictable Motoring Offences	358	1.07
Other Indictable	1493	4.47
Other Summary Offences	1913	5.72
Robbery	1114	3.33
Sexual Offences	544	1.63
Summary Motoring Offences	4487	13.43
Theft and Handling	4875	14.59
Violence Against the Person	6448	19.29
(blank)	4715	14.11
Grand Total	33420	100

Diverse Profile of London Offenders

This section will provide an overview of the diversity of London offenders, the particular needs of offenders will be addressed in the needs section.

Gender

Holloway is the only prison in London which holds female prisoners. The population of Holloway on 30th April 2008 was 493, and throughout 2007/08 there were 3000 receptions into Holloway. Female prisoners therefore account for 7% of the London prison population and 11% of receptions into London prisons.

Chart 5: Gender breakdown of reception status

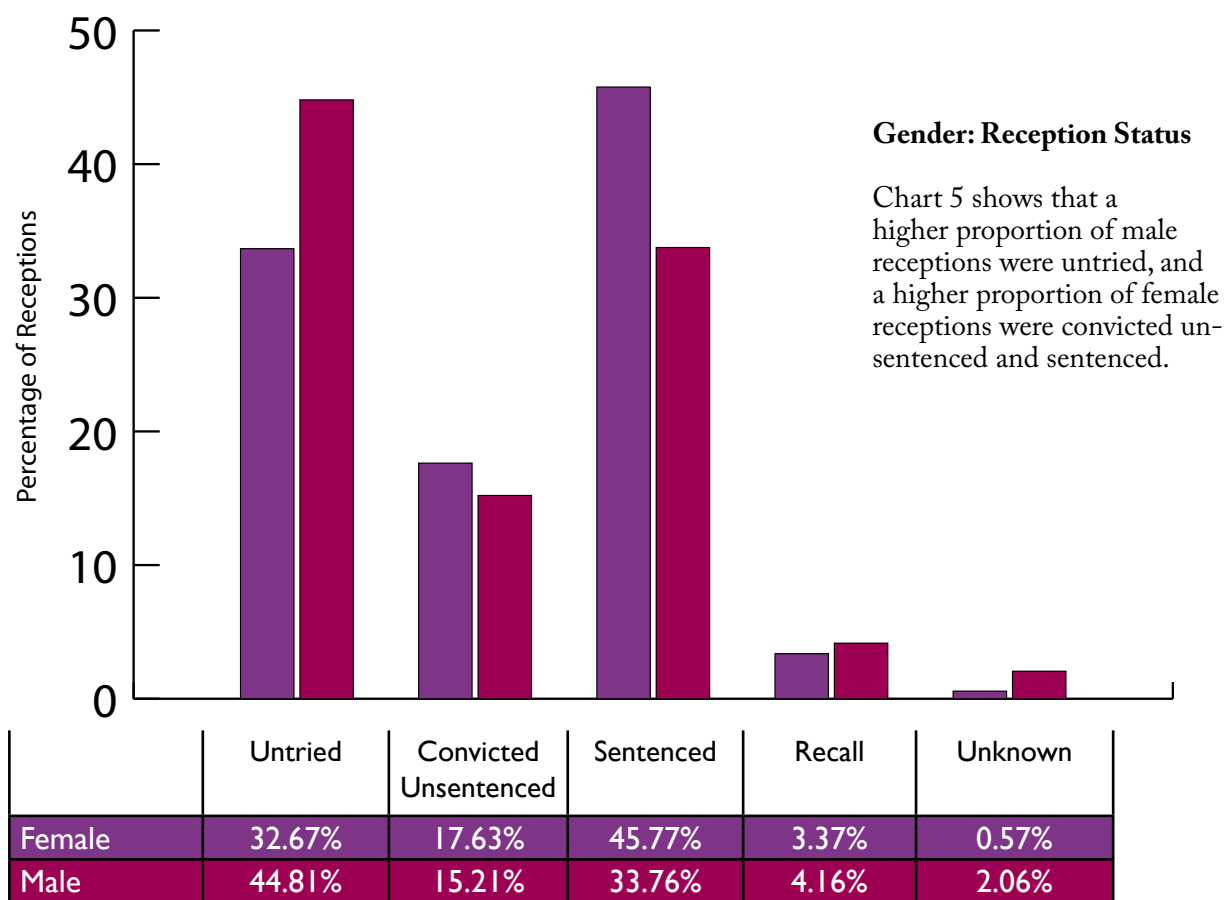


Chart 6: Gender breakdown of sentence length

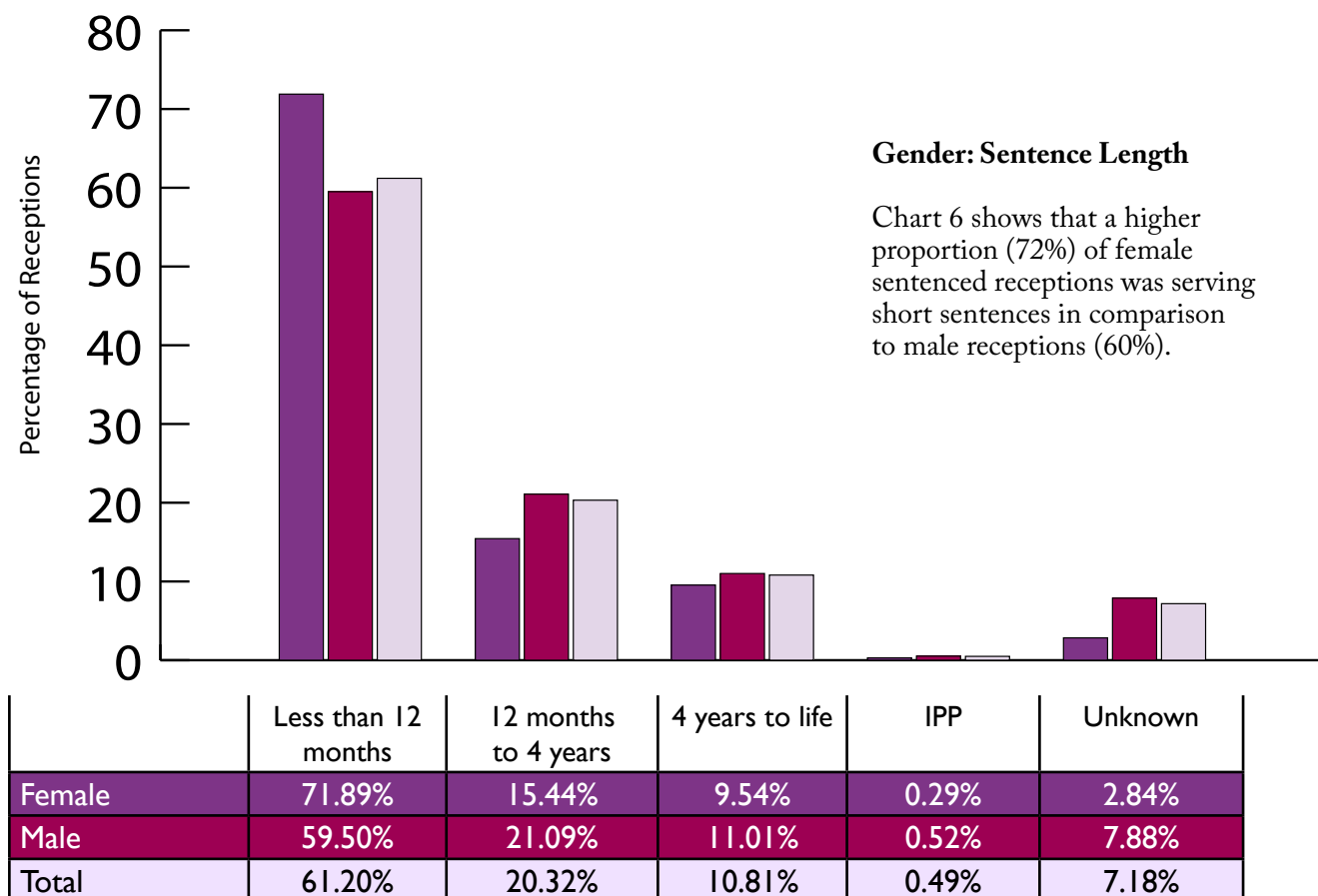


Table 13: Gender breakdown of Probation Commencements

Sentence Type	Female	Male	Grand Total
Community	3781	22611	26392
Released From Custody	633	6395	7028
Grand Total	4414	29006	33420

Table 13 shows that 14% of offenders commencing community orders were female, and 9% of offenders leaving custody on licence were female. In total, female offenders accounted for 13% of probation caseload commencements, meaning that the female proportion of the probation caseload is higher than for prison receptions. National figures for 2006 show that 15% of offenders commencing community sentences were female, this is 1% higher than the figure for London.

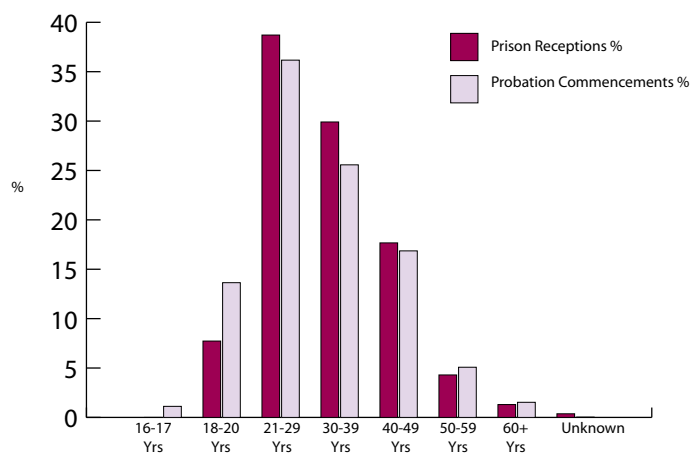
Table 14: Age Profile of London Offenders; Prison Receptions and Probation commencements, 2007/08

Age Group	Prison Receptions		Probation Commencements	
	No.	%	No.	%
16-17	0	0.00	375	1.12
18-20 Yrs	2204	7.73	4559	13.64
21-29 Yrs	11034	38.71	12088	36.17
30-39 Yrs	8526	29.91	8545	25.57
40-49 Yrs	5038	17.67	5635	16.86
50-59 Yrs	1226	4.30	1698	5.08
60+ Yrs	370	1.30	512	1.53
Unknown	106	0.37	8	0.02
Total	28504	100.00	33420	100.00

The age profile of offenders in custody and offenders on the probation caseload are similar, the main differences are that there are no 16-17 year olds included in the prison data, and the proportion of 18-20 year olds is higher for probation than for custody. The most frequent age grouping for both cohorts is the 21-29 years category.

Age

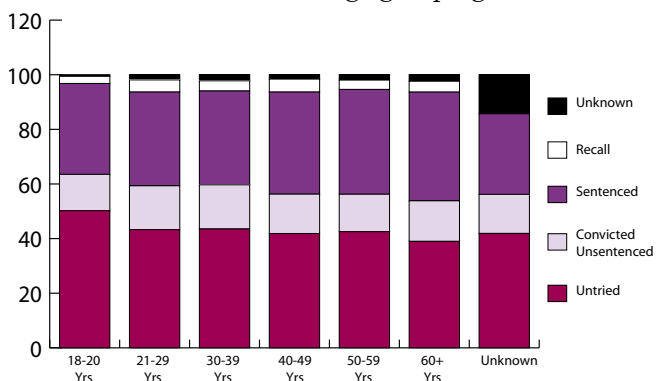
Chart 7: Age Profile of London Offenders; Prison Receptions and Probation Commencements



Age: Reception Status

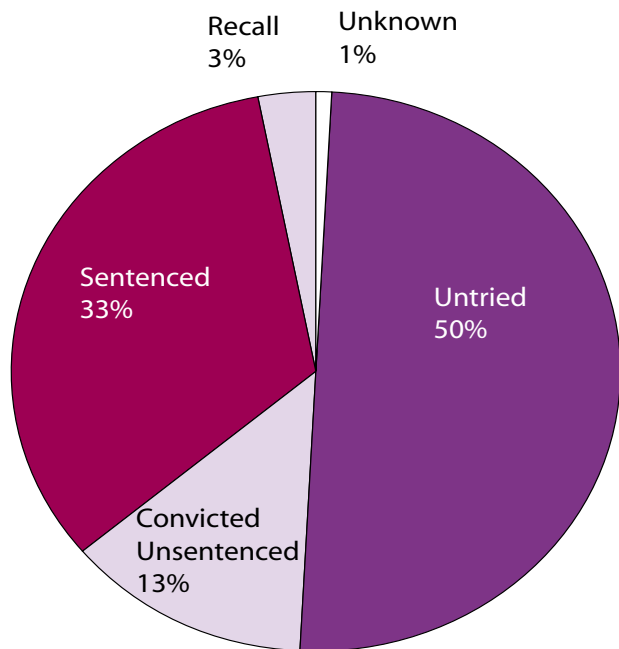
Chart 8: Age grouping breakdown of reception status

The chart shows a similar breakdown of reception status between most of the age groupings. Those in



the 60 + age group are more likely to be sentenced on reception than any other age group. Those in the 18-20 yrs age group are more likely to be received on remand than any other age group. The reception status of 18-20 year old receptions is illustrated in the chart below.

Chart 9: Reception status of 18-20 year old receptions



The chart shows that the proportion of 18-20 year olds received untried into London prisons is higher than for all receptions (50% in comparison to 44%).

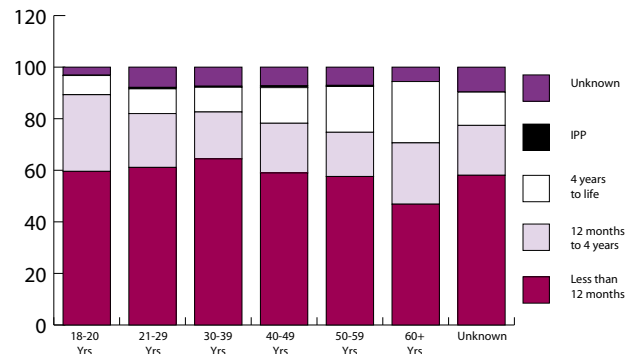
Ethnicity

Table 15: Ethnic Profile of London Offenders

Ethnic Description		Probation		Prison	
		No.	%	No.	%
White	British	11669	34.92%	10454	36.68%
	Irish	923	2.76%	495	1.74%
	Other White	2562	7.67%	3617	12.69%
Mixed	White and Black Caribbean	1068	3.20%	575	2.02%
	White and Black African	310	0.93%	106	0.37%
	White and Asian	122	0.37%	108	0.38%
	Other mixed	369	1.10%	339	1.19%

Age: Sentence Length

Chart 10: Age breakdown of sentence length



The chart suggests that the sentence length breakdown is similar for most age groups. Those in the 60+ cohort seem to be more likely to be serving 12 months to 4 years or 4 years to life than any other age group. The 30-39 group had the highest proportion of receptions sentenced to less than 12 months.

		Probation		Prison	
Asian or Asian British	Indian	903	2.70%	743	2.61%
	Pakistani	552	1.65%	350	1.23%
	Bangladeshi	710	2.12%	361	1.27%
	Other Asian	746	2.23%	1237	4.34%
Black or Black British	Caribbean	4642	13.89%	3897	13.67%
	African	3224	9.65%	2921	10.25%
	Other Black	738	2.21%	1417	4.97%
Chinese or other ethnic group	Chinese	172	0.51%	328	1.15%
	Other	1248	3.73%	0	0.00%
	Not Stated	3462	10.36%	1556	5.46%
	Totals	33420	100.0%	28504	100.0%

Table 16: Ethnic Grouping of Probation Caseload, broken down by Sentence Type

Ethnic Description		Community		Released From Custody	
		No.	%	No.	%
White	White - British	9675	36.66%	1994	28.37%
	White - Irish	726	2.75%	197	2.80%
	White - Other	2142	8.12%	420	5.98%
Mixed	Mixed - Other	300	1.14%	69	0.98%
	Mixed - White & Asian	97	0.37%	25	0.36%
	Mixed - White & Black African	239	0.91%	71	1.01%
	Mixed - White & Black Caribbean	816	3.09%	252	3.59%
Asian	Asian or Asian British - Bangladeshi	580	2.20%	130	1.85%
	Asian or Asian British - Indian	789	2.99%	114	1.62%
	Asian or Asian British - Other	611	2.32%	135	1.92%
	Asian or Asian British - Pakistani	461	1.75%	91	1.29%

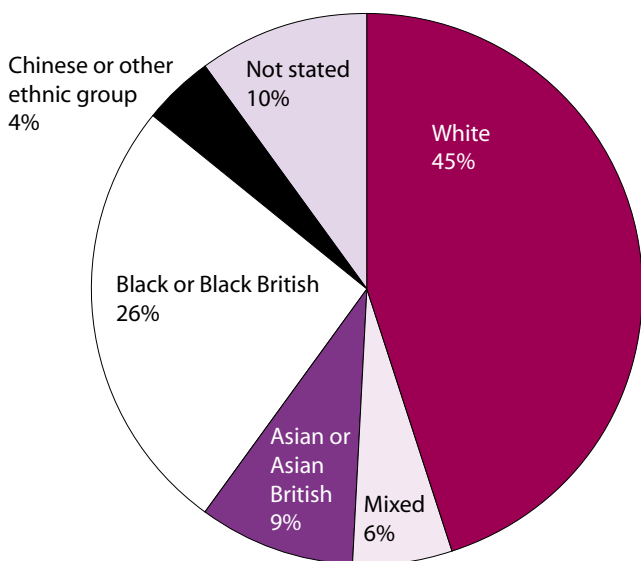
Ethnic Description		Community		Released from Custody	
Black	Black or Black British - African	2472	9.37%	752	10.70%
	Black or Black British - Caribbean	3418	12.95%	1224	17.42%
	Black or Black British - Other	537	2.03%	201	2.86%
Chinese/ Other	Chinese	129	0.49%	43	0.61%
	Other Ethnic Group	872	3.30%	376	5.35%
Not Stated	Refusal	1677	6.35%	862	12.27%
	(blank)	851	3.22%	72	1.02%
Grand Total	26392	100.00%	7028	100.00%	

There are more offenders in the White, Mixed and Asian groups in the community order cohort and more offenders from Black groups in the released from custody cohort.

The charts below illustrate the data from table 16, condensed into 5 ethnic categories plus not stated.

Chart 11: Ethnic profile of 2007/08 probation caseload commencements

Probation Caseload Ethnic Profile

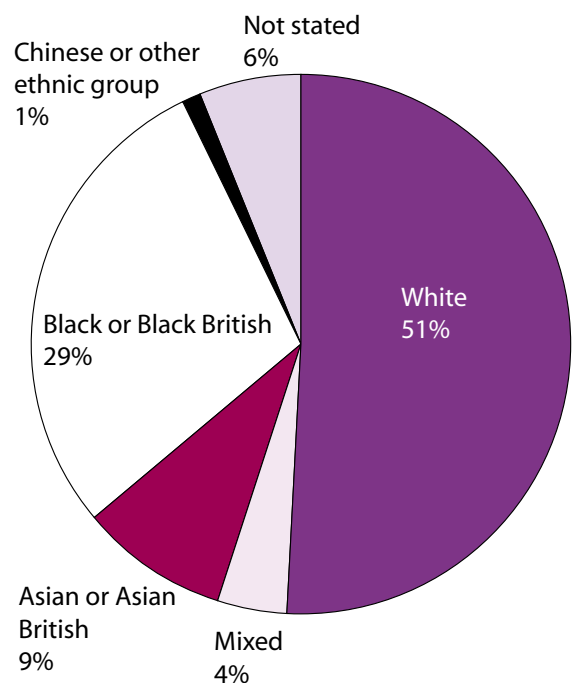


Comparing the above figures to national figures for 2006 suggests that the London Probation caseload has a very different ethnic profile to England and Wales as a whole. 84% of the national caseload was White, in comparison to 45% for London. London has a

much larger proportion of offenders from Black and Minority ethnic groups.

Chart 12: Ethnic profile of 2007/08 prison receptions

Prison Receptions Ethnic Profile



Similarly to the probation caseload, the ethnic profile of prisoners in London prisons varies greatly from the national profile. National prison population data from June 2007 indicate that 73% of the population was from white groups, whereas in London the figure is 51%. London has a higher proportion of prisoners

from Black groups (29%) than England and Wales, with the national figure being 15%.

There are variations between the ethnic profiles of female and male offenders in London. The tables below outline this for prison receptions and for probation caseload commencements.

Table 17: Gender breakdown of ethnic profile of prison receptions and probation caseloads.

Ethnic Group	Prison Receptions		Probation Commencements	
	Female	Male	Female	Male
White	59.50%	50.11%	47.64%	44.99%
Mixed	4.30%	3.92%	6.18%	5.50%
Asian	3.17%	10.18%	3.65%	9.48%
Black	24.97%	29.35%	26.69%	25.60%
Chinese/ Other	3.47%	0.88%	4.87%	4.15%
Not Stated	4.60%	5.56%	10.97%	10.27%

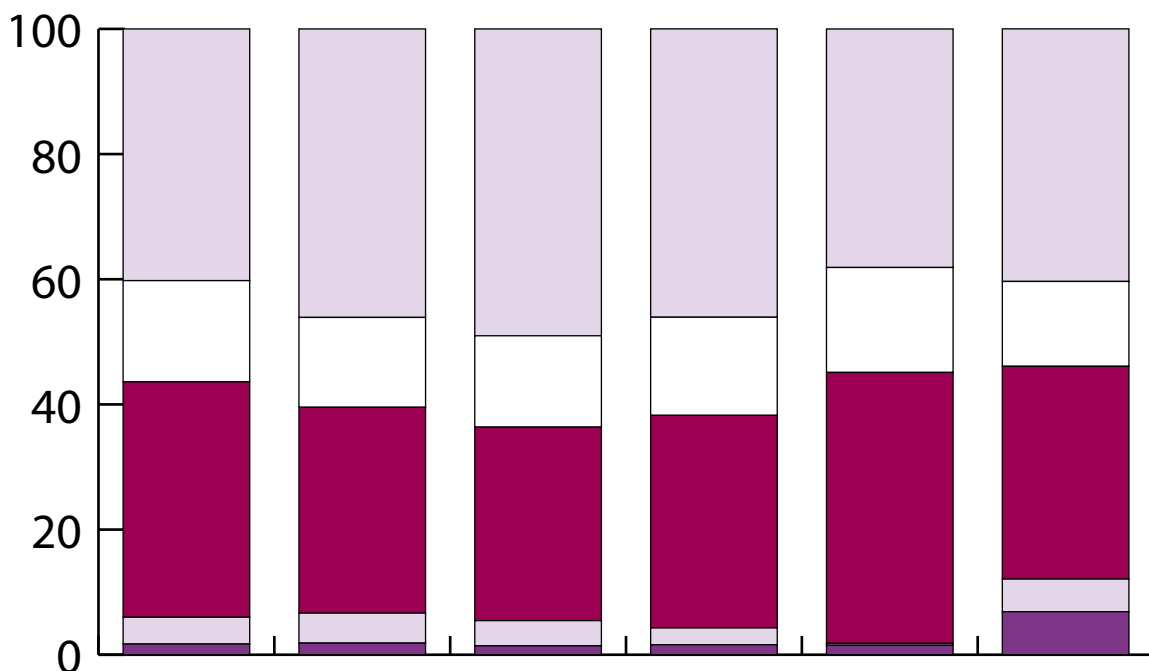
Differences between the figures for prison receptions and those for probation commencements could be due to different recording categories and systems, for example the probation data has a higher proportion of “not stated.” While caution should be applied when making comparisons between the two caseloads, there are some interesting comparisons to be made within each caseload.

For prisons, the female cohort had a higher proportion of receptions in the white group and Chinese/ other group, and a lower proportion of receptions from Black or Asian backgrounds than the male cohort.

For the probation caseload, there were smaller differences between male and female commencements, with the most significant difference being that female commencements had a higher proportion in the white group than male commencements.

Ethnicity: Reception Status

Chart 13: Ethnic breakdown of reception status

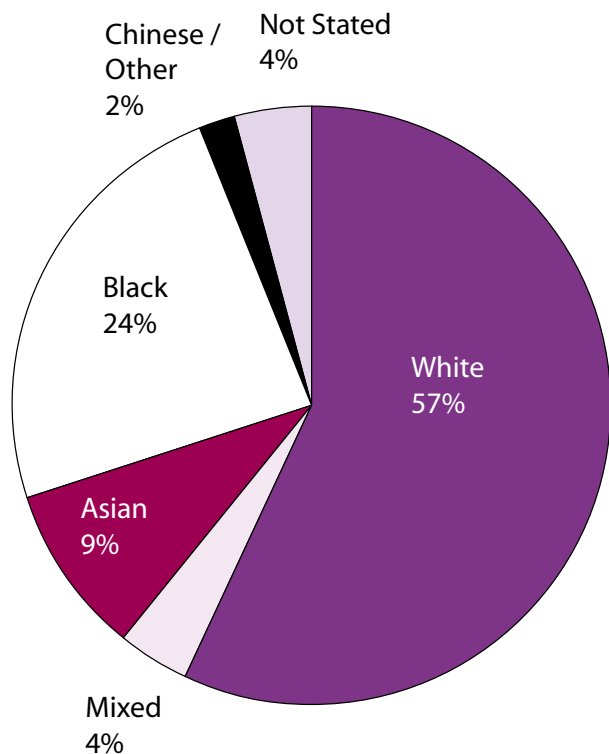


	White	Mixed	Black	Asian	Chinese / Other	Not stated
Unknown	1.71%	1.86%	1.42%	1.60%	1.52%	6.88%
Recall	4.28%	4.79%	4.03%	2.68%	0.30%	5.21%
Sentenced	37.62%	32.89%	30.92%	33.97%	43.29%	34.00%
Convicted Unsented	16.17%	14.36%	14.60%	15.68%	16.77%	13.56%
Untried	40.22%	46.10%	49.03%	46.08%	38.11%	40.36%

Black groups had the highest proportion of untried receptions, and Chinese/ Other groups had the highest proportion of sentenced receptions.

Ethnicity: Sentence Length

Chart 14: Ethnic profile of sentenced receptions sentenced to less than 12 months



The chart shows that of sentenced receptions, white offenders are disproportionately represented in the serving less than 12 month cohort, accounting for 51% of total receptions, and 57% of those serving less than 12 months. The percentages of those serving less than 12 months from Asian or Mixed groups are proportionate to the total receptions of prisoners from these groups. Black prisoners make up 29% of all receptions but only 24% of those serving less than 12 months.

Nationality

Nationality is not recorded for offenders on the probation caseload, so it is only possible to look at the nationality of the prison population.

Table 18: Foreign National Status of London Prison Receptions

Foreign National	Number	%
Yes	8413	29.52
No	17856	62.64
Don't know/refused/blank	2235	7.84
Total	28504	100

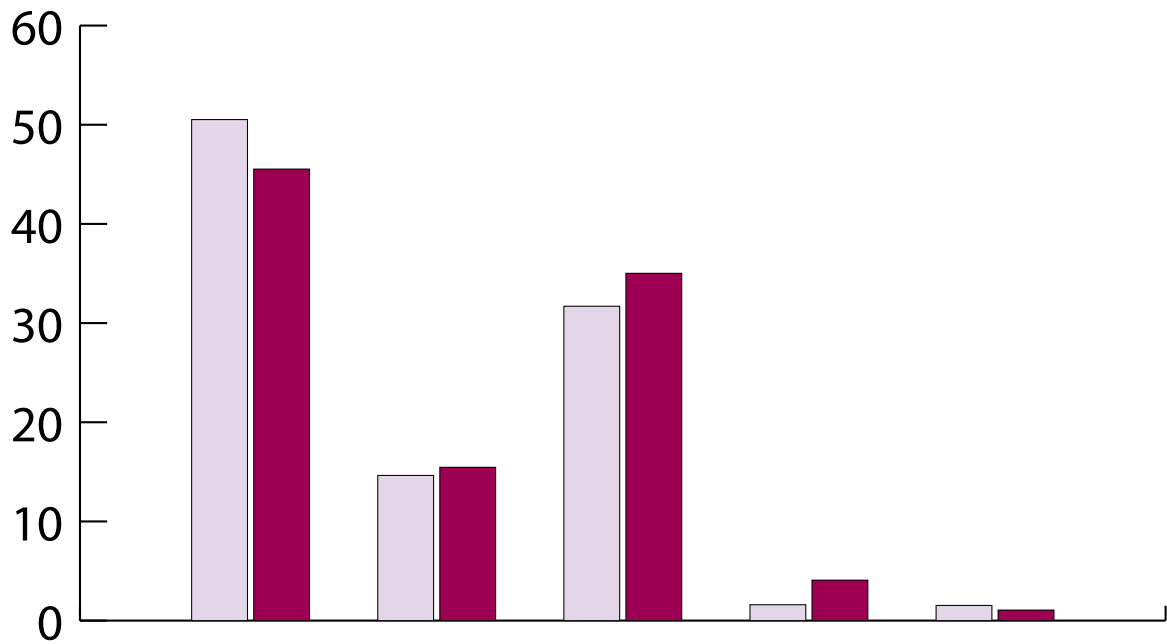
Table 10 shows that 30% of receptions were identified as foreign nationals. These figures should be read with some caution, as nationality as recorded with LISAR is not verified, however the LISAR reception figures point to a similar proportion of foreign nationals as the MoJ population statistics, which place the figure for London at 30.7%. The two figures are not expected to be the same, as one counts receptions and the other

current population.

Nationality: Reception Status

Chart 15: Reception status of Foreign National Prison Receptions

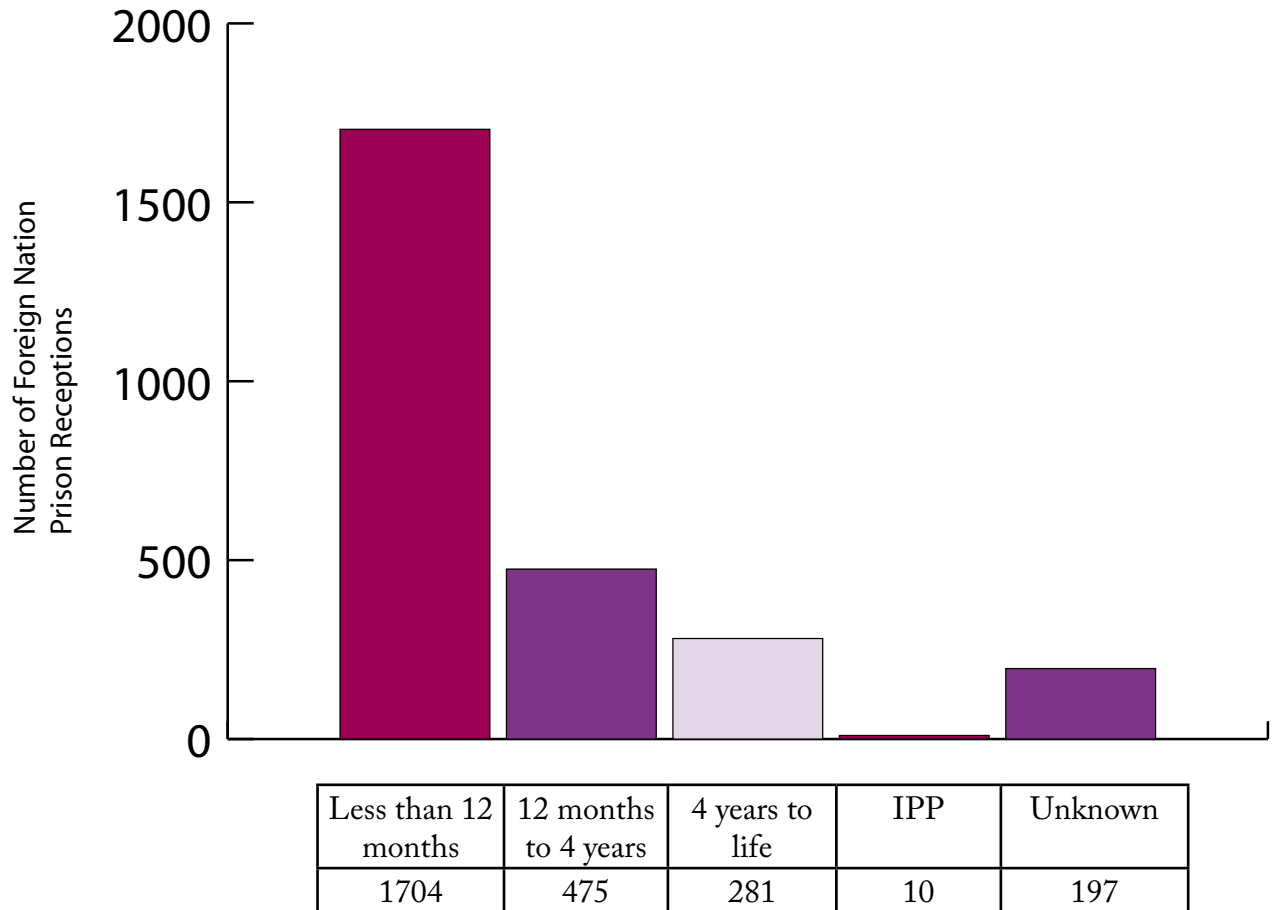
The chart shows that foreign national receptions were more likely to be untried and less likely to be sentenced than receptions in general. Out of the 12,409 untried receptions into London prisons, 34% (4,250) were identified as foreign national prisoners, and of the 9982 sentenced receptions, 27% (2,667) were foreign national prisoners.



	Untried	Convicted Unsented	Sentenced	Recall	Unknown
Foreign National Receptions	50.52%	14.64%	31.70%	1.60%	1.53%
Total Receptions	43.53%	15.46%	35.02%	4.08%	1.06%

Nationality: Sentence Length

Chart 16: Sentence length of sentenced foreign national prison receptions



The chart shows a similar distribution to that of all London receptions, the main difference being that foreign national prisoners were slightly more likely to be serving short sentences. 61% of all sentenced receptions were serving less than 12 months, for foreign nationals the proportion is 64%.

Faith

Table 19: Religion of Receptions into London Prisons

Religion	Total	%
Christian	7823	27.5
Roman Catholic	5441	19.1
Muslim	4497	15.8
Hindu	335	1.2
Seikh	265	0.9
Buddhist	264	0.9

Religion	Total	%
Rastafarian	169	0.6
Jewish	107	0.4
Other	536	1.9
None	6040	21.2
Unknown/ Blank	2941	10.3
Refused	86	0.3
Grand Total	28504	100

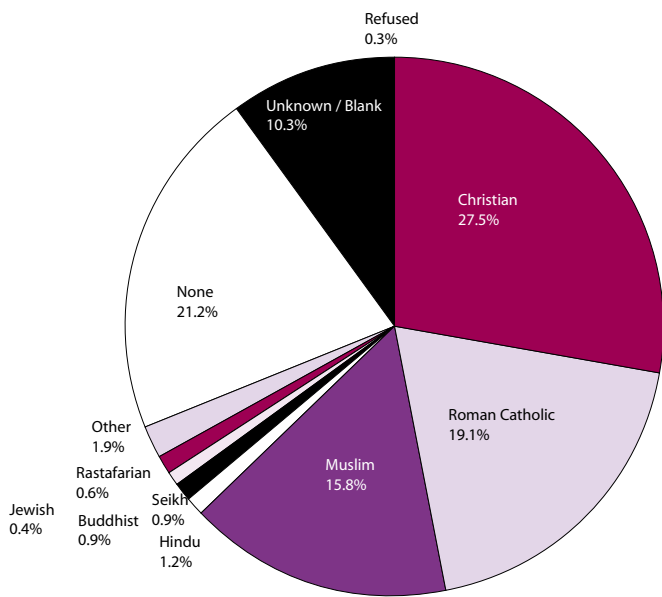


Chart 17: Religion of London Prison Receptions

London Offenders: Needs Analysis

Every offender sentenced to more than 12 months in custody, or subject to probation supervision will have an OASys assessment. The purpose of OASys is to assess criminogenic need, risk of harm, and likelihood of reconviction. By looking at an offender's criminogenic need, the offender manager can build into the sentence plan suitable interventions to address these needs.

OASys data is split into two categories; HMPS (Her Majesty's Prison Service) and NPS (National Probation Service). These headings refer to the location of the OASys assessor.

The chart below shows the proportion of offenders in London identified as having each need.

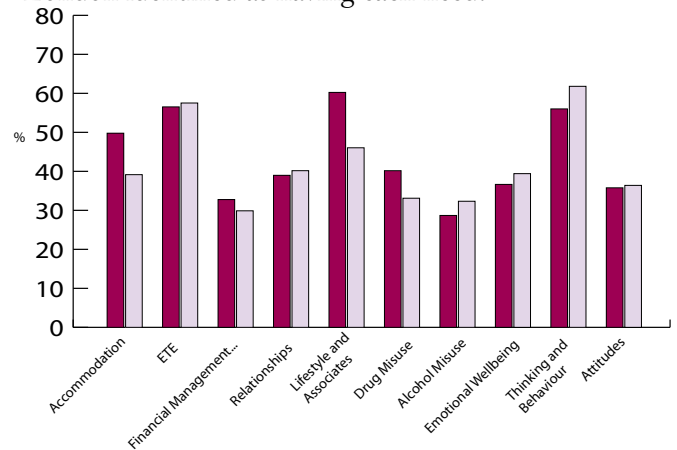
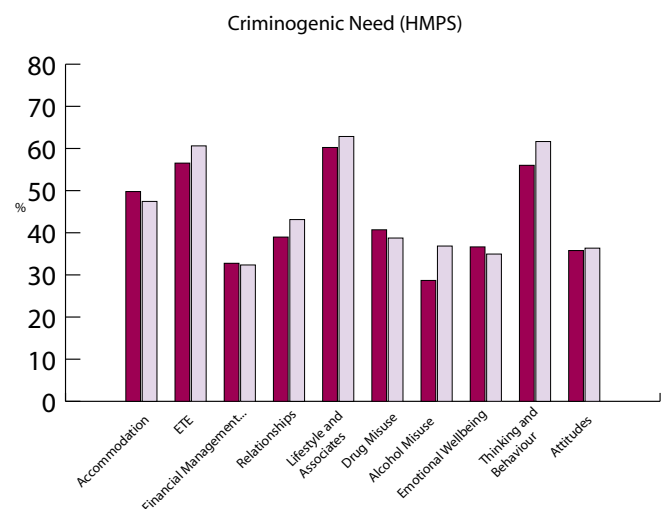


Chart 18: Proportion of Offenders with Need

The key differences between HMPS and NPS worth noting are that a higher proportion of HMPS offenders had accommodation, lifestyle and associates and drug misuse needs than NPS offenders. NPS appeared to have more offenders with thinking and behavior, emotional wellbeing and alcohol misuse needs.

For the HMPS assessments, Lifestyle and Associates was the most frequent need identified, and for NPS data Thinking and Behaviour had the highest proportion of offenders with a need.

The chart below shows the proportion of offenders identified as having each need for London and for England and Wales.



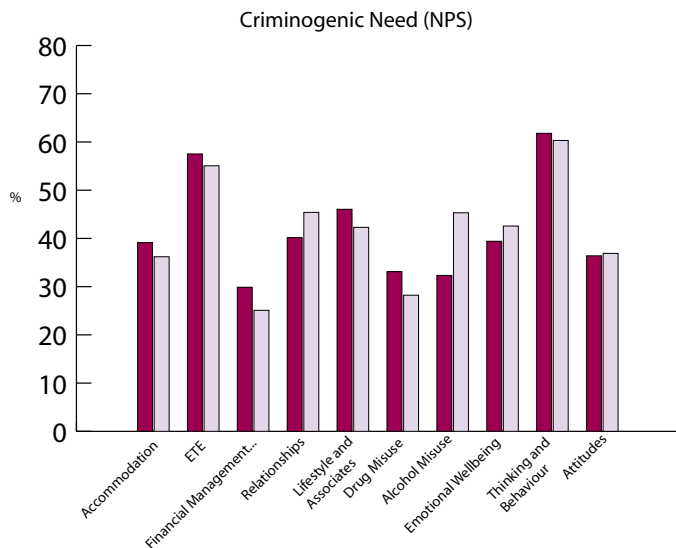


Chart 19: Crimonogenic Need (HMPS)

The chart shows that London had higher levels of need than nationally for accommodation, drug misuse and emotional wellbeing. Need levels for attitudes and financial management amongst London offenders were in line with the national picture, and for all other areas, London had lower levels of need than England and Wales.

Similarly to the HMPS assessments, the NPS data shows that London had a higher proportion of offenders with accommodation and drug misuse needs. The NPS results differ from the HMPS results in that London had higher than national levels of need for ETE, lifestyle and associates and thinking and behaviour.



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FOR LONDON



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