

**Strategic Plan for Reducing Re-offending 2008-11:**

**Working in partnership to reduce re-offending and  
make communities safer:**

**A Consultation**



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# FOREWORD



Changing public perceptions about the work taking place to reduce crime and deal effectively with offenders is vital if we want to increase public confidence in the Criminal Justice System. We need to ensure we continue to listen to the concerns of the public and work together with local communities to identify how we can make a real difference to their local area. But we also need to make sure that we communicate the progress already made in tackling re-offending, and in doing so, emphasise the importance of doing the right things, with the right offenders, at the right time.

The natural alignment between reducing crime and reducing re-offending has recently been made clear in the new Crime Strategy, published by the Home Office in July 2007. For the first time, this strategy has explicitly integrated reducing re-offending with the wider crime reduction agenda, providing us with stronger levers to help drive performance nationally, regionally, and locally. As this consultation will explore, in order to deliver our outcomes and make communities safer, we must work more effectively with all our partners, both within government and through our regional and local partnerships.

From April 2008, a number of new Public Service Agreement (PSA) targets will be implemented. The *Make Communities Safer* PSA includes a specific measure for reducing re-offending, which will monitor the frequency and seriousness of re-offending, thereby allowing us to measure the impact and success of our interventions more closely. The Ministry of Justice also contributes to a number of other PSAs - specifically *Reduce the Harm* caused by *Alcohol and Drugs*, *Socially Excluded Adults*, and *Children and Young people on the Path to Success*. Each of these national agreements will serve to further embed the reducing re-offending agenda across Government and at regional levels to support effective local delivery.

This consultation document builds on existing partnership work and progress that has been made, whilst allowing us to identify key areas that we need to focus on in the future. With this overarching consultation paper, we are seeking to provide regional and local partners with a genuine opportunity to review the progress of commissioning and partnership arrangements, and agree new priorities. As such, we are consulting on our strategic approach and way forward over the next three years, rather than on a detailed action plan. Your views are important, and will help to shape the future direction of work to reduce re-offending and the damage that it causes.

I also want to take this opportunity to draw your attention to the fact that, alongside this document, the government is also publishing consultations on a NOMS Third Sector Action Plan, and the Department of Health's *Improving Health, Supporting Justice* strategy. These documents, whilst distinct, support one another and underscore the government's commitment to tackling re-offending holistically.

A handwritten signature in black ink, appearing to read 'David Hanson'. The signature is written in a cursive style and is positioned above the printed name and title.

DAVID HANSON MP  
Minister of State for Justice

# INTRODUCTION

## 1. Building on success to date

- 1.1 The formation of the Ministry of Justice in May 2007 brought together courts, prisons and probation sectors for the first time, and created a more coherent system, looking at the whole life of an offender from arrest through to rehabilitation and resettlement. Reducing re-offending and protecting the public lies at the heart of the Ministry's work and is a priority for the Government, not least in terms of its important contribution to reducing the overall level of crime.
- 1.2 Re-offending causes real harm to individuals, to communities and to the economy. It is estimated that the costs of re-offending by ex-prisoners alone totals £11 billion<sup>1</sup>, though the true damage caused by re-offending to victims and their communities and to public confidence in the Criminal Justice System can never be quantified.

### WORK TO DATE

- 1.3 The UK government, working with the Welsh Assembly Government and a wide range of other key partners, has undertaken an extensive programme of work in recent years to tackle re-offending in England and Wales<sup>2</sup>.

- An innovative programme of joint work between prisons and probation supported by the Government's crime reduction funding, led to the creation of a new system for assessing the risks and needs of offenders (OASys) and a full suite of accredited offending behaviour programmes to address offender risk and need. 35 000 such programmes were completed last year alone, across both custody and the community.
- The Social Exclusion Unit's 2002 report *Reducing Re-offending by ex-prisoners* set out the seven 'pathways' to reducing re-offending: accommodation; skills and employment; health inequalities; drugs and alcohol; children and families of offenders; finance, benefit and debt; and attitudes, thinking and behaviour. This important work provided the framework for the Government's *Reducing Re-offending*

*Delivery Plans* in 2004 and 2005, and has focussed the action of both practitioners and policy-makers.

- The launch of the Prolific and other Priority Offender (PPO) programme in 2004 followed the publication of the Joint Thematic inspection report *Persistent and Prolific Offenders*. The report highlighted the crucial role of inter-agency partnership working in tackling this challenging group of offenders.
- The continuing Multi-Agency Public Protection Arrangements (MAPPA) led by probation, police and prisons with partners to ensure plans are in place to manage those offenders who pose the most serious risk of harm to individual victims and communities.
- The 2005 Green Paper: *Reducing Re-Offending Through Skills and Employment*, and subsequent Next Steps document, built on the Learning and Skills Council's (LSC) work to strengthen partnership relationships in supporting delivery, alongside an ambitious programme of reform to take us into the next decade. The joint Welsh Assembly Government and NOMS Wales strategy, *Learning to Change: Developing Skills to Reduce Re-offending*, sets out expectation for the delivery of offender learning and skills provision in Wales by March 2010, and how it will be implemented.
- The introduction of end to end offender management for the most serious and prolific offenders focuses on ensuring continuity of service provision across custody and into the community. The Offender Management Act earlier this year enabled Probation Trusts to be established and consolidated the probation role as offender managers in the system. Probation Areas/Trusts will have a key role promoting the reducing re-offending agenda with support from commissioners and partners in England and Wales.
- The UK Government set up the cross-Whitehall Reducing Re-offending Programme Board in 2004 and an Inter-Ministerial Group followed in 2006 to oversee national, regional and local development of work to reduce re-offending. Across England, Partnership Boards are in place with many examples of innovative work that we can draw upon in

<sup>1</sup> Social Exclusion Unit Report, *Reducing Re-offending by ex-prisoners*, 2002

<sup>2</sup> The Scottish and Northern Ireland devolved governments also have programmes in place to reduce re-offending and offending which this paper does not cover.

moving forward. A parallel approach is in place in Wales through the All-Wales Reducing Re-offending Strategic Board, co-chaired by the Welsh Assembly Government and NOMS Wales. At a local level in Wales multi-agency partnerships to deliver *Extending Entitlement* to all 11-23 year olds include Youth Offending Team managers and often NOMS representatives as well.

- 1.4 This programme of work is beginning to show very positive results. The most recent figures available, from 2004, show a 5.8% reduction in adult re-offending against the predicted rate since 2000 and a 6.9% reduction in adult re-offending since 1997. However, tackling re-offending is ongoing work and there is still more to do to capitalise on the progress to date and to further strengthen our capacity to ensure the right package of resources is in place to support offender management.

### THE PURPOSE OF THIS CONSULTATION

- 1.5 This paper consults on a Strategic Plan for reducing re-offending for adults from 2008-11 and will be launched to coincide with the new Public Service Agreement (PSA) targets next spring. The plan will underpin the Crime Strategy: *Cutting Crime, A New Partnership 2008-11*<sup>3</sup> and support delivery of the government's new cross-cutting PSA targets, particularly the *Make Communities Safer* PSA<sup>4</sup> and support the *Socially Exclude Adults*<sup>5</sup>, *Justice*<sup>6</sup> and *Alcohol and Drugs*<sup>7</sup> PSAs. The paper sets out how Government and its partners will work together to reduce both the volume and severity of adult re-offending, as well as supporting regional and local commissioning, joint commissioning and partnerships. Although there will be a separate youth re-offending plan, the consultation considers the existing synergies between the adult and youth estates and asks how we can work more coherently together at a national, regional and local level to deliver an outcome common to both NOMS and the Youth Justice Board: a reduction in re-offending.
- 1.6 Alongside this consultation, the government is also publishing the NOMS Third Sector Action Plan which will fit into the Ministry of Justice

Third Sector Strategy<sup>8</sup>, and the Department of Health's *Improving Health, Supporting Justice* consultation<sup>9</sup>. These documents, whilst distinct, support one another and underscore the government's commitment to tackling re-offending holistically.

- 1.7 Lord Carter of Coles is currently undertaking a review of Prisons. He is due to report to the Prime Minister, the Chancellor of the Exchequer and the Justice Secretary later this Autumn.
- 1.8 *Joining Together in Wales* is the joint NOMS Wales and Welsh Assembly Government Reducing Re-offending Strategy for Wales, (January 2006) which is currently being implemented. The outcome of this consultation will help inform discussions with the Welsh Assembly Government in relation to the current reducing re-offending strategy for Wales, particularly in relation to its areas of devolved responsibility.
- 1.9 This overarching consultation paper provides a genuine opportunity to review the progress of our commissioning and partnership arrangements, challenge existing priorities and, where appropriate, propose new ones. As such, it is a consultation on our strategic approach rather than a detailed action plan. The consultation process is supported by a national event, and further events throughout the English regions and in Wales. Your views are important, and will help to shape the future direction of work to reduce re-offending and the damage that it causes. Specific questions can be found at the end of each section of this document. Responses should be submitted on the response form found on the [www.noms.justice.gov.uk/news-publications-events/publications/consultations/RRSP\\_2008-2011](http://www.noms.justice.gov.uk/news-publications-events/publications/consultations/RRSP_2008-2011) to arrive no later than 18 February 2008 to Elisabeth Bouchard, either electronically ([reducingreoffending@justice.gsi.gov.uk](mailto:reducingreoffending@justice.gsi.gov.uk)) or by hard copy.

Elisabeth Bouchard  
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- 1.10 Whilst you are free to provide additional information and views, please address the

<sup>3</sup> [www.homeoffice.gov.uk/documents/crime-strategy-07/](http://www.homeoffice.gov.uk/documents/crime-strategy-07/)

<sup>4</sup> [www.hm-treasury.gov.uk/media/9/4/pbr\\_csr07\\_psa23.pdf](http://www.hm-treasury.gov.uk/media/9/4/pbr_csr07_psa23.pdf)

<sup>5</sup> Increase the proportion of socially excluded adults in settled accommodation and employment, education or training ([www.hm-treasury.gov.uk/media/3/9/pbr\\_csr07\\_psa16.pdf](http://www.hm-treasury.gov.uk/media/3/9/pbr_csr07_psa16.pdf))

<sup>6</sup> Deliver a more effective, transparent and responsive Criminal Justice System for victims and for the public ([www.hm-treasury.gov.uk/media/5/C/pbr\\_csr07\\_psa24.pdf](http://www.hm-treasury.gov.uk/media/5/C/pbr_csr07_psa24.pdf))

<sup>7</sup> Reduce the harm caused by Alcohol and Drugs PSA ([http://www.hm-treasury.gov.uk/media/B/1/pbr\\_csr07\\_psa25.pdf](http://www.hm-treasury.gov.uk/media/B/1/pbr_csr07_psa25.pdf))

<sup>8</sup> For England and Wales

<sup>9</sup> For England

specific questions set out in this paper, as these are designed to focus on issues that will inform the Strategic Plan. Each Chapter includes one question marked with an asterisk \* (except Chapter 3, which has two), to denote its status as a 'key question'. **We would encourage all respondents to address these key questions as a minimum.**

1.11 The Reducing Re-offending Strategic Plan will address particular issues for women offenders, and seek to improve the strategic response to the needs of this group. An Impact Assessment will be published alongside the Plan next spring.

## DEFINING TERMS

- COMMISSIONING provides a process for allocating resources to services and ensuring that these resources achieve the best possible outcomes. Commissioners analyse need, plan provision, procure services and monitor delivery to ensure continuous improvement in the outcomes achieved.
- JOINT-COMMISSIONING refers to the process in which two or more commissioners act together, or potentially bring together funding, to co-ordinate their commissioning and to better achieve both their desired outcomes.
- PARTNERSHIP working means involving all those with relevant expertise to identify and support delivery of outcomes, for example, working through partners in health, education, employment, housing, as well as the voluntary and private sectors, to ensure that interventions are comprehensive in addressing offender needs.

Each of these ways of working could take place at the local, regional or national level.

## 2. Strategic Plan objectives

2.1 We envisage that the Plan, when published in spring 2008, will:

- Set out a clear vision and direction of travel for tackling the challenges of reducing the volume and severity of re-offending over the CSR period (2008-11)
- Articulate priorities for reducing re-offending and how these will contribute to the delivery of various central government departments PSAs
- Set out the national (England and Wales) level of ambition for reducing re-offending to be achieved by 2011 when compared to 2004 levels.

2.2 To support implementation of the Plan we will want to:

- Review the national, regional and local delivery structure in the context of the new commissioning environment
- Consider what we have learnt from working in partnership in England and Wales and how we have overcome challenges and shared best practice
- Examine how we measure performance across the pathways and develop improved means of assessing costs and value for money
- Consider future governance and ensure that a focus on serious re-offending, work with prolific offenders and diversity issues are integral to the pathway plans, as well as ensuring an appropriately full range of providers
- Promote closer links between the adult and youth delivery systems and managing offenders moving from one system to the other.

### 3. Strategies, Plans and Governance

3.1 The new PSAs, with their shared targets, present a real opportunity for Government Departments to work together more effectively. Reducing re-offending is now ‘owned’ by many Government Departments, all of whom have a critical role to play in supporting offender management and protecting the public. We need to ensure that the new strategic plan builds on our partnership work to date. We want to better facilitate and support the delivery of partnership plans in England and Wales and for them to ensure effective commissioning, joint commissioning and partnership arrangements at a local level. Probation Trusts/ Areas will have a key role working with partners and promoting this agenda at a local level.

#### NATIONAL POLICIES AND TARGETS

3.2 Reducing re-offending is a key element of the Home Office Crime Strategy, *Cutting Crime: A New Partnership 2008-11*, and the *Make Communities Safer* PSA. NOMS is committed, under the terms of this PSA, to both reduce the volume of adult and youth re-offending, and the severity of re-offending. Further details on the metrics for measuring success can be found at Chapter 7 of this document.

3.3 Reducing re-offending is also an important part of other cross-cutting PSAs. The *Socially Excluded Adults* PSA<sup>10</sup>, led by the Cabinet Office, contains indicators on improving accommodation and employment outcomes for offenders. This provides us with a key lever in accessing mainstream resources for offenders as a socially-excluded group. Further opportunities to align priorities across central government and through the delivery chain to tackle re-offending are provided by the *Alcohol and Drugs* PSA led by the Home Office, the *Improve the Skills of the Population* PSA led by the Department for Innovation, Universities and Skills, the *Increase the Number of Children and Young People on the Path to Success* PSA led by Department for Children, Schools and Families, the *Health and Well-being* PSA led by Department of Health and the *Justice* PSA, led by the Ministry of Justice. In Wales, reducing re-offending is a partnership approach with the Welsh Assembly Government that takes account of the devolved areas of responsibility.

<sup>10</sup> Increase the proportion of socially excluded adults in settled accommodation and employment, education or training

3.4 Baroness Jean Corston’s Report on *Women with Particular Vulnerabilities in the Criminal Justice System*<sup>11</sup> makes recommendations on how the needs of women offenders should be better addressed, for example, by strategically co-ordinating work to reduce women’s re-offending. The forthcoming Government Response will set out how the recommendations will be taken forward.

#### NATIONAL GOVERNANCE

3.5 In England and Wales there are three main governance structures for reducing re-offending. The newly-formed National Crime Reduction Board (NCRB), chaired by the Home Secretary, ‘owns’ the Make Safer Communities PSA, including the target to reduce the volume and severity of re-offending. An Inter-Ministerial Group (IMG) for Reducing Re-offending drives the implementation of the Government’s cross-Departmental objectives. The IMG, therefore, includes Ministers from across all relevant Government Departments, and the Welsh Assembly Government. It focuses on ensuring that wherever possible strategic work and targets are aligned, priorities are understood and shared, and policies are streamlined, whilst recognising the devolved responsibilities in Wales.

3.6 The IMG is supported by a cross-Whitehall Reducing Re-offending Programme Board, comprising of senior officials from across Government. This Board oversees the reducing re-offending programme and endeavours to ensure that it draws on experience from the regions and from local delivery. The Board also provides a forum to identify key problems and share best practice, as well as monitoring performance against targets.

#### GOVERNANCE FOR THE REGIONS AND WALES

3.7 Regional Offender Managers (ROMs) in England, and the Director of Offender Management (DOM) in Wales, are responsible for leading work to reduce re-offending and protect the public in their regions and Wales. In practice this entails working closely with the Government Office in the region and the

Welsh Assembly Government in Wales, their lead providers for prison and probation in their

<sup>11</sup> [www.homeoffice.gov.uk/documents/corston-report/](http://www.homeoffice.gov.uk/documents/corston-report/)

areas, as well as increasingly establishing service level agreements and contracts for offender management services from the public, private, and voluntary and community sectors.

- 3.8 In addition to ROMs, Regional Reducing Re-offending Partnership Boards (RRRPBs) act as forums to bring together key partners whose purpose is to support commissioning, joint commissioning and partnership work to reduce re-offending. They are chaired by the ROM or by an independent chair. A National Strategy Board is in place in Wales. The ROMs have lead responsibility for the development and implementation of the Reducing Re-offending Strategy for the regions and for Wales and for leadership to deliver and reduce re-offending. This involves the development and delivery of regional and all-Wales reducing re-offending strategies and action plans to address the ‘seven’ pathways that support offender management in each region and Wales. Integral to these plans is a focus on prolific offenders, ‘high risk of harm’ offenders, and diversity. The precise membership of each board is determined by individual areas in accordance with regional needs and structures. Important members will include representatives from Job Centre Plus, the National (Drug) Treatment Agency, Government Office, the Learning and Skills Council, the Local Authority, the Strategic Health Authority, the Learning and Skills Council and from the Third Sector. The equivalent bodies in Wales are also represented on the Wales Board. For each of the pathways a board or network is in place, and the chairs of these groups come from a wide range of agencies, ensuring shared ownership and engagement.

## ALLIANCES

- 3.9 In November 2005, three Reducing Re-offending Alliances were launched to enhance our ability to inform, consult and involve specialist organisations and particular communities in the work to reduce re-offending:

- The *Corporate Alliance* seeks to engage employers already working with offenders in asking others to get involved and ensure more offenders get sustainable jobs.
- *The Faith and Voluntary and Community Sector Alliance* aims to build on the skills and knowledge of local organisations who work with offenders in prison and the community.
- *The Civic Society Alliance* to work closely with local government, local organisations and communities promoting the business case for doing so.

## QUESTIONS

This chapter sets out the key strategies and governance arrangements that aim to help us deliver our shared target to reduce re-offending. The following questions are designed to explore how they can best support regional and local delivery. **Please answer questions 3(b) and 3(g) as a minimum.**

- 3 (a) Reducing Re-offending and Crime Reduction are now aligned in the Crime Strategy and the Make Communities Safer PSA, reflecting the overlap between reducing overall crime and re-offending. How should this new alignment influence commissioning and partnership arrangements to bring about more joined-up work to deliver reductions in crime and re-offending (volume and serious)?
- 3 (b)\*How do we ensure effective governance to deliver our objective of reducing the volume and severity of re-offending? Do existing governance arrangements reflect sufficiently the new alignment between reducing re-offending and crime reduction as described in the Crime Strategy and PSA? How should we strengthen the delivery chain from centre to the regions / Wales, and out into local delivery systems?**
- 3 (c) How can the Socially Excluded Adults PSA, which includes an indicator for adult offenders, help drive greater access to mainstream resources as part of a wider focus on reducing re-offending?
- 3 (d) How effective are Regional Reducing Re-offending Partnership Boards at driving delivery? Is there national consistency of role and function? How do we increase the level of commitment and shared ownership amongst Board members? Are there examples of good practice that could be shared?
- 3 (e) How can we further use the reducing re-offending alliances to better inform, consult and engage local organisations and diverse communities in our work to reduce re-offending?
- 3 (f) In order to provide a strategic response to meet the needs of women offenders, and address some of the recommendations on reducing women's re-offending in the Corston Report, what would the Strategic Plan need to include to achieve this?
- 3 (g)\*What more do we need to do to ensure that the specific needs of diverse groups (including women, Black Minority Ethnic and disabled populations) are met in the delivery of reducing re-offending services?**

## 4. Local and Regional Delivery

- 4.1 Whilst the previous chapter set out the policy and governance landscape for reducing re-offending, this chapter is focussed on how work is being embedded at a local level to facilitate and support delivery.

### THE NEW PERFORMANCE FRAMEWORK AND LOCAL AREA AGREEMENTS

- 4.2 The new generation of Local Area Agreements (LAAs) form the heart of the new local performance framework in England. Each LAA will have up to 35 improvement targets, drawn from the National Indicator Set of 198. Each LAA will be negotiated between local partners (via the Local Strategic Partnership) and central government (via the Government office). It will then be confirmed by Ministers.
- 4.3 The National Indicator Set includes a number of indicators to which reducing re-offending is implicit, such as reducing crime, domestic violence, drug and alcohol misuse, health or economic development, as well as a specific measurable indicators for reducing re-offending and the re-offending rate of prolific and priority offenders. This offers Local Authorities the opportunity to develop stronger, safer communities through reducing re-offending. Wales does not fall under the new performance framework and LAAs. As such, the development of Local Service Boards (LSB) in Wales will take forward work to define shared outcomes and integrate services at the local level, and would have a stake in community safety. The aim will be to ensure delivery of a set of priority actions, which will be expressed as Local Service Agreements (LSA). These will be designed to bring together Welsh Assembly Government priorities with identified local priorities into a joint delivery programme. Work is underway to have LSAs will be in place in every LSB by 2010. Chapter 7 examines measuring success in more detail.

### LOCAL PARTNERSHIPS

- 4.4 At a local level reducing re-offending has rightly become further embedded in the work of a number of local partnerships, including Local Strategic Partnerships (LSPs), Crime and Disorder Reduction Partnerships (CDRPs) in England or Community Safety Partnerships in Wales (CSPs), and other local partnerships such

as Multi-Agency Public Protection Arrangements (MAPPA), Drug Action Teams (DATs), and Safeguarding Boards. Across the country partners are taking forward innovative projects both to reduce re-offending and protect the public.

- 4.5 CDRPs and CSPs are in a unique position to bring together, co-ordinate and support the actions of housing, health services, local authorities and other key players in their commissioning, joint commissioning and partnership work, all of which have a critical role to play in supporting the ‘seven pathways’ that support our work to reduce re-offending. They also work to secure access to mainstream resources. Probation representatives continue to work with CDRPs and CSPs to draw in resources and support of a wide range of partners and communities. To that end, the national guidance for CDRPs and CSPs reflects the role that reducing re-offending should have in supporting their statutory obligations to reduce crime, substance misuse and anti-social behaviour.
- 4.6 Police and probation areas also work closely together. In relation to Local Criminal Justice Boards, CDRPs and CSPs, they have a critical role to play in the agenda to reduce the volume and severity of re-offending and in delivering solutions such as the Drug Intervention Programme (DIP) and the PPO programme. Also of note are MAPPAs led by probation, prisons and the police working with a wide range of partners to enhance public protection.
- 4.7 Probation and Prison representatives also have a key role on LCJBs alongside other key groups, including the CPS. The new CJS Strategic Plan gives a clear and new remit for LCJBs to focus on reducing re-offending by supporting CDRPs in accessing the resources we need to support offender management and in developing the plan to tackle serious re-offending, which build on the MAPPA arrangements. LCJBs also provide a forum for local partners to discuss how to build on shared agendas. For example, CPS and probation representatives may be able to examine the role that out of court disposals can play in reducing re-offending.

## RESETTLEMENT

- 4.8 Prisons are also directly involved in local delivery, through their work on resettlement and have a critical role in respect of offender management. Reducing re-offending is a core function of custodial establishments, with all prisons required to have a resettlement business plan that reflects and links into both regional and national reducing re-offending strategies. This requirement is given effect through the Resettlement Prison Service Order. In practice, much of the resettlement work will be carried out under the direction of offender managers/supervisors who will also be instrumental in the drafting of the resettlement plans.
- 4.9 Addressing the resettlement needs of all prisoners is important but there will necessarily be differences in the way in which this is done. Generally the offender management model will provide the framework upon which activity hangs, but there will be exceptions, such as those serving sentences of under 12 months who are not currently covered by this model but who invariably have significant and multiple resettlement needs.

## THE THIRD SECTOR

- 4.10 Diverse voluntary and community sector organisations already make a key contribution to tackling crime and re-offending, working in prisons and the community, and bringing their expertise and links to users and local communities, harnessing and supporting the involvement of thousands of committed volunteers. At a local level, third sector organisations are working in partnership with many organisations, and are well placed to support joined up provision and to enable the commissioning and joint commissioning of services that support offender management – many organisations are already funded and working across reducing re-offending pathways, with offenders in custody, through the gate and those subject to community orders.
- 4.11 Building on existing arrangements, NOMS is working to strengthen its partnerships with third sector organisations at all levels and to reduce the specific barriers third sector organisations face in winning and delivering public service contracts within a best value regime and in line with achieving competitive neutrality across all providers. This includes work across Government to streamline processes to reduce the reporting burden and explore the potential for commissioning, joint commissioning and increased partnership work across all of the reducing re-offending pathways.

## QUESTIONS

This chapter describes the work to date on ensuring that the reducing re-offending agenda is embedded into the work of relevant and partnerships, and provides background on the LAA process. The questions below invite views on how to maximise the benefits of local partnership working to reduce re-offending as part of the wider government's wider strategy to tackle crime and deliver justice. **Please answer question 4(a) as a minimum.**

**4 (a)\*How can we support a more unified, partnership oriented approach to reducing re-offending at a local level? How can we break down the 'silo' mentality where it still exists? And what are the most significant barriers that you encounter in embedding the reducing re-offending agenda with local partners?**

4 (b) How do we ensure that the work on skills and employment that falls outside the remit of Local Authorities is linked effectively to LAA targets?

4 (c) Supported by Government Offices/WAG, and partnership boards in England and Wales, what more can be done to further embed reducing re-offending and tackle social exclusion within:

- Local Authorities
- LCJBs (and LCJBs working with CDRP/CSPs)
- LSPs
- CDRPs and CSPs (particularly, although not exclusively, to create a better interface between criminal justice partners and health and social care agencies)
- any other agencies?

4 (d) How can Probation Areas/Trusts develop their partnerships with the police in supporting offender management drawing on the learning from PPO schemes, DIP and MAPPA? Where do the goals of enforcement and rehabilitation dovetail most effectively?

4 (e) How do we draw on the learning from prison work with local organisations and more effectively link their work on resettlement into partnership work in the community?

## 5. Working Across The Seven Pathways

Effective offender management is characterised by a holistic approach where interventions are matched to identified risks and needs. The resources that we need are provided by prison and probation, as well as increasingly through commissioning, joint commissioning and partnership arrangements. The seven pathways to reduce re-offending were designed to support offender management by making it easier to identify and focus on the particular needs of an offender. Our aim is to ensure access to mainstream resources for offenders as a socially excluded group and specific provision to meet gaps in provision. The seven pathways are:

- *Accommodation* – providing access to suitable and settled accommodation for offenders.
- *Skills and employment* – ensuring that offenders have the skills, education and training necessary to help them to settle into sustainable employment.
- *Health inequalities* – securing effective access to primary care and other health services for offenders in custody and the community.
- *Drugs and alcohol* – encouraging offenders into treatment and providing support and through care to help them build productive lives.
- *Children and families of offenders* – work to ensure appropriate information and support.
- *Finance, benefit and debt* – tackling the financial problems faced by many offenders.
- *Attitudes, thinking and behaviour* - programmes and support to address specific offending behaviour problems or motivation.

- 5.2 Work focussed on these pathways has led to many successes at a national, regional and local level. Progress on the skills and employment agenda with the roll-out in England of the Offender Learning and Skills Service (OLASS) in custody and the community are among many impressive developments.
- 5.3 The pathways framework focused attention on the range of offender needs and the resources required to meet these needs. However, work must now focus on developing these pathways further and identifying cross cutting issues e.g. the accommodation, skills and employment needs of drug misusing offenders and how support for children and families can impact positively across all the other pathways. We need to be clearer about how offender managers can effectively work across pathways: which pathway they should prioritise in which set of circumstances; what packages of interventions provide the best opportunity to target two or more pathways in sequence; how providers can feedback information about progress so that the sentence plan drives delivery?
- 5.4 To access the resources required to address needs across the pathways, we must establish more clearly how addressing an offender's likelihood of re-offending and the risk of harm they pose to others will help our partners meet their own targets.

## QUESTIONS

This chapter describes the importance of working across pathways to support offender management and to effectively reduce re-offending. The following questions are designed to further explore successes to date, and examine how we might capitalise on these. **Please answer question 5(b) as a minimum.**

5 (a) How can we build upon the pathway experience to date to work more effectively across the pathways? Can you provide examples of best practice and/or blockages on specific pathways? How can we work to share these examples across England and Wales and ensure that they are disseminated?

**5 (b)\*How can partnerships and joint commissioning support Regional Offender Managers in commissioning services across pathways and maximise the reduction in re-offending? What cross cutting pathway opportunities require most development?**

5 (c) How can we support offender managers to better coordinate delivery of interventions across pathways?

5 (d) Have we articulated well enough how reducing re-offending will help non criminal justice partners achieve their own 'home' targets? If the answer is 'no', what message should we be communicating with partners such as:

- Health
- Education, training and employment
- Accommodation
- Social care services
- Third sector agencies

## 6. NOMS Reforms: supporting Reducing Re-offending

6.1 NOMS objectives focus on reducing re-offending, protecting the public, and effective management of offenders. The NOMS Reform Programme is central to achieving these objectives. Over the next three years of the CSR period (2008-11), key reforms will change the delivery landscape. We will see the implementation of the first Probation Trusts in April 2008, the consolidation of offender management and the continued development of commissioning, as well as the focus on developing joint commissioning and partnership arrangements. The aim is to ensure an offender receives good quality risk and need assessments, and plans are put in place that deliver targeted interventions at the right price, delivered by skilled staff and drawing on a range of partnership resources.

### OFFENDER MANAGEMENT

6.2 The roll out of Phases One and Two of the Offender Management Model have seen a single Offender Manager become responsible for the assessment of offender risk and need, and the development and delivery of a sentence plan designed to address the identified risk and need. The offender manager is responsible for ensuring that the sentence plan promotes access to diverse interventions and resources, and ensures work with offenders is coherent, properly sequenced and based upon knowledge of effective practice.

6.3 The Offender Management Act 2007 allowed for the further development of the offender manager system, enabling Probation Trusts to

be established and consolidating the role of probation staff as offender managers in the system, responsible for end to end offender management from sentence, through custody into the community. Supported by commissioners and partnership boards in England and Wales, Probation Trusts will make use of their existing strong local links. Probation Trusts will be key local commissioners, joint commissioners, and will also be involved in a range of relevant partnerships. Whilst we recognise the existence of issues such as regulation and Trust freedoms, they have a crucial role in ensuring effective delivery of our shared targets.

### COMMISSIONING

6.4 To support Offender Management, a commissioning approach is being rolled out. Commissioners in England and Wales have accountability for planning and purchasing services and monitoring performance. Commissioning services allows us to move to a situation where the right people deliver the right interventions at the right time and at the right price, with appropriate engagement with the offender. Consultation on commissioning plans for 2008/9 is currently underway. Our aim is to use a range of resources and interventions to meet our targets to the volume and severity of re-offending.

6.5 We already have joint commissioning arrangements in relation to offender skills and health and a range of organisations working in partnership with prison and probation. We want to learn from the work to date and develop further our joint work in regions, Wales and at a local level.

## QUESTIONS

This chapter describes the key elements of the NOMS reform programme and how they which will impact upon delivery of services over the CSR period. The following questions are designed to examine how the reform programme might create a better system to reducing re-offending and level of serious re-offending. **Please answer question 6(b) as a minimum.**

- 6 (a) How might the opportunities created by the NOMS reform programme be used by local partners to help them achieve a reduction in the volume and severity of re-offending?
- 6 (b)\*How can we support Probation Areas/Trusts and other commissioners to develop local, joint commissioning, and partnership arrangements to reduce re-offending and serious re-offending?**
- 6 (c) What lessons can we learn from the roll out of the Offender Management Model to date? What are the successes and what are the remaining challenges in promoting end to end offender management?
- 6 (d) To be effective, commissioning needs to be based upon knowledge of needs and priorities. How best should this be done
- i) at the regional level
  - ii) at the local level?
- 6 (e) How do we make sure that the local commissioning role complements the joint-commissioning decisions on skills, employment, and health?

## 7. Measuring success

7.1 The Reducing Re-offending PSA for the 2008-11 spending review period through the *Make Communities Safer* PSA, provides an opportunity to review the target and develop an alternative measure that works for the whole system, including the most challenging and prolific offenders.

### THE CURRENT METRIC

7.2 The current adult and youth re-offending indicators measure whether or not an offender has re-offended within a two year period (one year for youths). This is a simple 'yes/no' measure and does not take into account the number of offences committed. The actual rate of offending is then compared to a predicted rate which controls for changes in the characteristics of offenders. The comparison of the actual rate of offending against the predicted rate aims to capture the 'value added' by the work of Government with its partners.

### THE NEW TARGET

7.3 To embed the links between reducing re-offending and crime reduction that were formalised in the Crime Strategy, NOMS required a target that better reflected the aim to reduce the harm caused by crime. The new target, focusing on the volume of proven re-offending (how many re-offences an offender commits) and the severity of the offence (in line with our commitment to reduce the level of serious re-offences), supports this goal, and will enable us to describe more accurately the impact that reducing re-offending has on the level of crime in communities. The new target will also be measured over a one year follow up period for both adults and juveniles, reducing the time lag in reporting. We will, in addition, continue to measure performance using the 'yes/no' measure to provide constructive diagnostic information and a sense of how many offenders have changed their lives and stopped offending.

7.4 Taken together, these changes will allow for a more sophisticated understanding of re-offending patterns, and provide policy-makers and practitioners with the tools to better understand the impact of their work. We have not yet fixed the national level of ambition for the reduction in re-offending to which we

aspire. We are currently aiming for a 10% reduction in the volume of re-offending when comparing 2011 and 2004 levels, but to ensure that it is suitably stretching, we intend to set the exact level of ambition by the end of the financial year, informed by consultation with partners, LAA negotiations and the outcome of the Carter report.

7.5 To support the new volume based measure, a local re-offending measure will be introduced as part of the National Indicator Set, which will come into force next April. Following analysis of local performance information, particularly existing crime figures and re-offending data derived from the new probation area measure, it will be possible to set a target for reducing re-offending in 2008/09 LAAs<sup>12</sup> (see chapter 4). Where included in the LAA, our local partners in the delivery chain will, for the first time, be able to monitor performance in reducing re-offending. More work is required, however, to ensure greater read across between the local measure of re-offending (based on whether an offender re-offended or not, with supplementary information on frequency provided as management data) and the national target.

7.6 The development of Balanced Scorecards for NOMS-commissioned services in the regions and Wales will provide a supplementary measure of the quality and effectiveness of commissioning. In addition, the Welsh Assembly Government is working with a broad range of partners to develop a suite of 'Demonstrating Success' indicators, which will measure impact of interventions or programmes on young people. The scorecard will include a view of the performance of partnership working in each region, the added value of the regional commissioners, and an aggregation of local performance fed by the separate provider assessments. The scorecard information will also be fed into the National Reducing Re-offending Programme Board.

7.6 Whilst we believe that the new target regime significantly improves our ability to measure progress, we recognise that, due to the diverse range of factors that impact on an offender's likelihood of re-offending, it can not capture the entire impact of each and every action undertaken to reduce re-offending.

<sup>12</sup> Progress against LAA re-offending targets will be measured as part of the Comprehensive Area Assessment.

Furthermore, whilst we know that repeated expenditure on the same pathway without evidence of the benefits intended for the individual in receipt of the intervention, does not represent good value for money, we recognise that there is more work to be done with partners to fully understand the cost /

benefit relationship of interventions. We need to consider how we can extend the range of our performance management information to gauge whether interventions delivered within the Criminal Justice System have the desired effect once the offender is out of the system.

## QUESTIONS

This chapter describes the new way that we will measure success in reducing re-offending. The following questions are designed to explore how the opportunities provided by the new target framework can be maximised. **Please answer question 7(a) as a minimum.**

### 7 (a)\*What challenges and opportunities might the new targets provide

- i) at the national level – with a volume and severity target
- ii) at the probation area level
- iii) at the LAA level

- 7 (b) Do you have a sense from your own work about what level reduction in re-offending could be achieved in your area? What information would you need locally to help set an ambition for local reduction? What level of reduction do you think could be achieved in your area with current resources?
- 7 (c) How could the balanced scorecards support delivery by partnerships in the regions and Wales?
- 7 (d) What other metrics are relevant to measuring success, particularly among those partners who are key to delivery? Consider how we might assess the value for money of interventions and how measurements could become more outcome oriented.
- 7 (e) How good are we at assessing and measuring our success in managing offenders who pose a high risk of harm to the public? Aside from actually monitoring the volume of serious re-offences, in what other ways can progress in this field be measured?
- 7 (f) There is a general consensus that a substantial reduction in re-offending cannot be achieved by any one agency working alone; we need to work in partnership. However, what does partnership working to reduce re-offending actually mean in practice, and how do we measure its success? What information do we currently have and what do we require?
- 7 (g) We gather a lot of data from various sources. What realistic and achievable steps would you like to see the Ministry of Justice in general, and NOMS in particular, take to ensure that we are making the best use of this information? What data would be most useful for delivery?

## 8. Prioritisation

- 8.1 This chapter examines the issue of prioritising specific groups of offenders to maximise our shared resources and meet agreed targets, as expressed in the new PSAs. The second *NOMS Commissioning and Partnership Framework*, due to be published later this year, set out NOMS' priorities which focus on improved public protection and reduced re-offending, coupled with how NOMS will manage correctional services to achieve our ambitions. In respect of prioritisation, the Framework will set out a challenge, noting that we "must explore affordable options to target present supervision arrangements better with appropriate focus on those offenders who pose the greatest risk" and in addition, we must "streamline, modernise and improve the targeting of interventions".
- 8.2 NOMS offender management assessment system prioritises offenders in four tiers according to levels of risk of harm and likelihood of re-offending with greater resources allocated to those with the highest levels of risk. The PPO and MAPPA arrangements demonstrate how our partnership work has focused on these groups with shared plans and resources allocated. However, further work is required to ensure that we focus the resources of both NOMS and all those organisations working with offenders to ensure we achieve a reduction in re-offending. We need to ensure that we target our different interventions to specific groups of offenders based on sound assessments of risk and need.
- 8.3 We need to consider those sentenced to less than twelve months in prison, as this is a group with a very high re-offending rate. Some resources are already provided in prison and through the gate - e.g. in relation to skills, and drug treatment - but without formal, statutory probation supervision following release. There are different models being tested across the country, and we need to learn from these and consider what should be provided as part of the wider work on prioritisation. Work on rebalancing sentencing will look at ensuring offenders receive sentences that fit their crime and reduce the likelihood of exacerbating the 'revolving door' syndrome.
- 8.4 We also need to focus on minimising the likely risk of harm to the public through reducing the number of serious re-offences. This work clearly poses a new and different set of questions and challenges to our work. Implementation of the Home Office led *Violent Crime Plan* will provide the vehicle for us to develop and deliver our approach to reduce the severity of re-offending. In relation to reducing re-offending this will build on the work of the MAPPA and the programmes run in prison and the community, e.g. for sex offenders. Supported by the Partnership Boards and LCJBs, and working with the police, prosecutors, prison and local partners, Probation Areas/Trusts will have a key role to play in ensuring we take further action to address the severity of re-offending.
- 8.5 Our future approach to prioritising interventions for offenders will be informed by the outcome of the NOMS Strategic Review of Offender Management, and discussions across Government based on the developing evidence of what works, and evaluating the costs and benefits of interventions with different groups of offenders.

## QUESTIONS

This chapter sets out the challenges of prioritising resources to focus on specific groups of offenders to meet our PSA commitments – in particular, balancing the needs of those offenders with the highest likelihood of re-offending, serious re-offenders and those offenders who cause the most harm. The following questions are designed to invite your views on prioritisation, given that the level of ambition for our target has yet to be set.

**Please answer question 8(a) as a minimum.**

**8 (a)\*How can we ensure that resources follow risk (of harm) whilst focusing on those who have a high likelihood of re-offending, particularly those repeat offenders who are not classified under the PPO scheme? How can limited resources best be used to achieve this?**

8 (b) Are there particular sub-groups of short-term offenders that should be targeted e.g. PPOs? If so, what resources, approaches and evidence do we already have in place to address their needs that we can build on?

8 (c) How, generally, can we best meet the reducing re-offending needs of short-term prisoners acknowledging resource constraints?

8 (d) How can we balance the need to prioritise offenders based on risk, need and value for money grounds, whilst ensuring that other groups are not unfairly de-prioritised e.g. women.

## 9. Working with the Youth Justice System

9.1 This paper has, so far, focussed on experiences, learning and opportunities for delivering a reduction in *adult* re-offending. Though there are clearly differences in focus when working with children and young people - e.g. the welfare orientation and primacy of education - there are also important similarities around the issues that must be tackled with both youth and adult offenders, such as. thinking, attitudes and behaviour; drugs and alcohol; and accommodation. It is, therefore, important to explore the interfaces and synergies between youth and adult work.

### THE WORK OF THE YOUTH JUSTICE BOARD

9.2 The YJB is an executive non-departmental public body sponsored jointly by the Ministry of Justice and the Department for Children Schools and Families, which oversees the youth justice system in England and Wales. The YJB's overarching focus is to (i) prevent offending,

and (ii) prevent re-offending by children and young people under the age of 18.

9.3 Representatives from the YJB participate in the Regional Partnership Boards in England and Wales and the plan in Wales covers both adult and youth re-offending which also links to the All Wales Youth Offending Strategy. At a local level, work on youth re-offending is dependent on partnership arrangements to tackle the risk factors associated with offending, and strengthen protective factors. Local youth justice services are delivered and managed by Local Authorities through Youth Offending Teams (YOTs), which have a number of statutory partners to ensure a multi-agency approach to children who offend, or are at risk of offending. The YJB have secured a number of indicators in the new National Indicator Set which will further incentivise local authorities to support this cohort of children. However, the same challenge exists for the YJB as for NOMS and their wider partners: ensuring that partners are engaged in working towards a reducing re-offending.

### QUESTIONS

This chapter briefly sets out the work of the YJB to reduce youth re-offending. The following questions are designed to examine how work to reduce adult and youth re-offending can be better aligned, particularly at the local level; and whether more could be done to build on existing links between the two programmes of work.

**Please answer question 9(a) as a minimum.**

**9 (a)\*What challenges do the next few years present for both the adult and youth estates, and how can we maximise joint working to achieve our shared goals? What existing learning about best practice can we draw on?**

9 (b) How can we support those young people who move from the youth to the adult estate? What are the factors that can enable young people to make this transition successfully, so they are more likely to comply with and benefit from an adult order?

9 (c) How can delivery partners involved with adult offenders e.g. probation areas, do more to promote the welfare of children and young people and their families? Is there scope for more joined up work around existing parenting and family oriented interventions delivered by Youth Offending Teams and their partners? Or in greater responsiveness to domestic violence, linking in with social care services and health?

# ANNEX A

## Related consultations

### THIRD SECTOR ACTION PLAN

The NOMS Third Sector Action Plan will strengthen the contribution of the voluntary sector to reduce re-offending in relation to the sector's full role as advocates; campaigners; in shaping as well as delivering services; and enabling volunteering. It will take account of the greater focus on local commissioning; of the Office of the Third Sector's *Partnership in Public Services: An action plan for third sector involvement*; of the need to strengthen compliance with the Compact between the Government and the voluntary sector; and it will complement the Third Sector Action Plan being developed by the Ministry of Justice. It will also explore the potential for commissioning, joint commissioning and further partnership developments at a national, regional and local level to feed into the Strategic Plan to reduce re-offending. The Action Plan can be found online at [http://noms.justice.gov.uk/news-publications-events/publications/consultations/BWC\\_third\\_sector\\_08](http://noms.justice.gov.uk/news-publications-events/publications/consultations/BWC_third_sector_08)

### IMPROVING HEALTH, SUPPORTING JUSTICE THE OFFENDER HEALTH AND SOCIAL CARE STRATEGY

*Improving Health, Supporting Justice*, Strategy for England will set out a three-year work programme designed to build on recent progress on reforms to prison health, embracing system and service delivery reform for services to offenders whether in custody or in the community. The strategy is being jointly developed by the Department for Health, Ministry of Justice, and the Home Office.

The strategy will be focussed on three key themes:

- Optimising the health opportunities for offenders and their families throughout the various stages of the criminal justice system.
- Partnership working to develop services to improve health, reduce re-offending and help to create safer communities.
- Providing a clear steer to health, social care and criminal justice agencies on setting priorities and delivering effective health and social care interventions for the client group.

A copy of this consultation document, and instructions on how to respond, can either be accessed at [www.dh.gsi.gov.uk](http://www.dh.gsi.gov.uk), or by e-mailing [adrian.addala@dh.gsi.gov.uk](mailto:adrian.addala@dh.gsi.gov.uk).

### DRUGS STRATEGY

The drugs consultation paper *Drugs: Our Community, Your Say* (July 2007) underpinned consultation on the Drugs Strategy. This document, backed by a wider programme of events over the summer and autumn of 2007, involved the public, communities, families, experts and current and ex drug users. It was the largest single consultation exercise on the future of tackling drugs this country has seen.

The paper aimed to make further progress on:

- Reducing the harms drugs cause to the development and well-being of young people and families.
- Bringing the full force of law enforcement to bear on drug dealers at all levels.
- Reducing the harms drugs cause to the health and well-being of individuals and families.
- Reducing the impact of drugs on local communities.
- Reducing drug-related crime and associated anti-social behaviour.

The consultation paper set out policies that have been pursued to date and identified a number of outcomes that the government is ambitious to realise under the next strategy. These are: better education and intervention for young people and families, especially the most at risk; better public information; improved treatment, social care and support services, especially for the problem drug using population; further reduced drug-related crime and anti-social behaviour; and, finally, greater and more visible disruption of drug supply at all levels.

### OFFENDER LEARNING PROSPECTUS

During September and October 2007, the Learning and Skills Council in England ran an extensive consultation on the offender learning Prospectus. The document set out proposals to develop and reform the way in which learning provision is planned, organised and delivered, moving towards a system that prioritises the learning available based on assessed, personalised learning needs and the needs

of employers; widen the scope, range and availability of learning for offenders in the community; make sure learning is explicitly linked to and aligned with other offender management services and interventions; and ensure the strides we have already made in engaging offender learning within the general post-16 quality initiatives are built upon and continued. The Prospectus set out for consultation a series of proposals for change, including the introduction of a series of 'Criminal Justice Area Reviews' that will consider learner need, estate capacity, employer needs, resettlement patterns and an analysis of learner type to produce a sound basis for a strategic approach to allocation that focuses high quality learning provision, properly co-ordinated with other offender management needs, onto genuine employer and employment need. A document outlining the responses to the consultation and our proposed way forward will be published in early 2008.