



Ministry of
JUSTICE

National Offender
Management Service

Yorkshire & Humberside NOMS

Regional Reducing Re-offending Delivery Plan April 2009 – March 2010

PSA 23 Priority Action 4: To reduce re-offending through the improved management of (adult) offenders.

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National Offender Management Service (NOMS) has a duty to protect the public and reduce re-offending. Addressing the impact of crime and re-offending on communities is central to our work and we are committed to ensuring a fair, effective and transparent criminal justice system. This is essential if we are to achieve the best outcomes for victims and local communities, and secure public confidence in our work.

We have already made progress but recognise there is still a great deal to be done. Between 2000 and 2007 the frequency of adult and youth re-offending has fallen by 20.3% and 23.6% nationally, and since 2002 the number of offences brought to justice has increased by 44%. The chance of being a victim of crime is at its lowest level since records began in 1981.

These are encouraging results – but we need to do more. We are working towards a reduction in adult re-offending of 10% by 2011, with a continued focus on those who are most likely to re-offend, and whose behaviour has the greatest impact on local communities, and to prevent an increase in the number of proven serious offences committed by adult offenders. Together, these objectives form one strand of the Government’s cross cutting Public Service Agreement Target for *Making Communities Safer* (PSA 23).

This reflects the recognition that work to reduce re-offending is not the sole preserve of Criminal Justice Agencies. We need to engage with partners at a national, regional and local level, and to recognise that although PSA 23 is the primary driver of reducing re-offending, this activity is supported by a broader range of Public Service Agreement Targets. In addition, reducing re-offending directly supports non-criminal justice partners to achieve their own targets – particularly in terms of social cohesion, health improvements for all, drug and alcohol misuse, economic regeneration and positive futures for children and young people.

This agenda is being taken forward at a time when the recession will have an impact and NOMS – in common with wider public sector partners – faces ambitious targets to achieve financial savings. This should strengthen our resolve to work in partnership – as greater cohesion and collaboration will help us all to achieve the improved efficiency and effectiveness that we seek. To support this end, the establishment of my role as Director of Offender Management for the region has already enabled the creation of a single - and slimmer - regional team, spanning both prison and probation services in the region, as well as Bail Support Services and Attendance Centre provision. This creates a unique opportunity to create greater coherence and continuity between custody and the community. I will also be driving a review that will examine how we can increase the extent to which prisoners from the region are held in establishments within the region – a development that should strengthen commissioning and performance at both regional and local delivery levels.

This plan outlines activities that we are committed to in order to progress the reduction of re-offending in the region in 2009/10. I am grateful to the RRAP Project Board for their work with NOMS staff in overseeing the refresh of the regional plan. I am equally grateful to the representatives from a wide variety of agencies and sectors represented on the pathways for their input. I am optimistic that the collective effort and joint ownership that this demonstrates will lead to shared success in delivering positive outcomes for our communities in the region.

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1. INTRODUCTION

The Government set out its twin aims for managing adult offenders in '*Punishment and Reform: Our Approach to Managing Offenders*', (published in December 2008 and available on the Ministry of Justice website). This recognises that offenders should be punished for breaking the law, but at the same time they must be given the opportunity to reform, to take personal responsibility for their behaviour and to turn away from crime. This will make our communities safer.

This plan is intended to support a reduction in re-offending across the Yorkshire and Humberside region. More than half of crime is committed by offenders that have already been through the criminal justice system. By focussing in particular, though not exclusively, on offenders who have the highest likelihood of re-offending and those likely to carry out the most serious re-offences, there should be a direct impact on reducing levels of crime, thereby making communities safer, protecting the public and helping people to change their lives.

To this end, our **overarching priorities** are:

- The effective management of offenders throughout their sentence
- Increasing understanding and communication of what works with different offenders and provides public value
- Working in partnership throughout the delivery chain in order to align commissioning and ensure offenders can access the mainstream services and appropriate support to effect positive behavioural change
- Strengthening our partnership with the Third Sector.

In addressing **volume re-offending**, our priorities will be:

- Targeting groups with the highest rate of re-offending (those serving less than 12 months in custody and Prolific and other Priority Offenders (PPOs))
- Strengthening those protective factors known to reduce the likelihood of re-offending and help offenders to overcome barriers to change (skills and employment, accommodation, contact with families, debt, health and well-being, social cohesion)
- Tackling alcohol and drug misuse
- Helping to break down attitudes, thinking and behavioural skills problems that undermine the motivation and capacity of offenders to effect positive change
- The provision of intensive interventions in the community for offenders at risk of custody

Our approach to **serious re-offending** will prioritise:

- Working in multi-agency partnerships to restrict or control those who pose the greatest risk to their victims or communities
- Delivering programmes specifically aimed at those who commit violence (including sexual offences and domestic violence)
- Addressing the health and social care needs of dangerous and mentally disordered offenders
- Reducing the risk of people engaging with violent extremism

In order to succeed we will need to evidence a 10% reduction (National measure) in the number of offences committed by adult re-offenders by 2011. This achievement should be supported by:

- Increasingly effective offender management with high compliance and evidence-based interventions for offenders serving community sentences and greater use of robust community alternatives for those who would otherwise receive short custodial sentences
- The provision of high quality, well targeted, evidence based interventions in the community and in custody through the prison gate
- Evidence of proportional access to and engagement with mainstream service provision by offenders
- Effective partnership work including joint planning and commissioning of services with and through the Third Sector, and greater user involvement in the shaping of services
- Fewer re-offences committed by the under 12 month sentence group and Prolific and Priority Offenders (PPOs)

- Improved diversion, where appropriate, for offenders suffering from mental health and / or learning difficulties away from the criminal justice system and into effective treatment, with equal access to appropriate intervention where diversion is not appropriate
- Improved identification of those offenders likely to commit a serious offence of violence, with robust multi-agency management of high and very high risk of harm offenders and a reduction in the number of serious re-offences that they commit
- Greater confidence amongst sentencers and the public in community sentences, especially, where appropriate, as alternatives to custody
- Improved understanding of how local re-offending measures link to individual prison, probation area and local authority performance
- Improved understanding of what works, and with whom, in order to achieve desistance from crime across the pathways, and the dissemination of this knowledge across the range of funders and providers.
- Diverting Women from Custody Programme and how NOMS will be supporting Third Sector organisations that are successful in receiving grant funding to deliver 'one stop shop' services for vulnerable women in partnership with CJS agencies and other local commissioners.

Offenders are some of the most socially excluded people within society, and during the consultation there were concerns expressed that a focus on volume and serious re-offences will move resources and attention away from lower risk offenders, including women. Early intervention and access to mainstream provision for lower risk offenders remains important. The resources available to tackle volume and serious offenders will be compromised if this is not achieved. It will be necessary, therefore, to harmonise different approaches to targeting and the Cabinet Office is developing a communications strategy under PSA 16 (Social Exclusion) that will assist with this. In relation to women offenders in particular, this remains a high priority in order to fulfil the Government's commitments to the Corston Report and meet the requirements of the Gender Equality Duty. In addition, a focus on women's needs helps to reduce the social exclusion faced by the children of offenders, and the inter-generational cycle of offending. Women offenders, therefore, are specifically referred to in the action plan

The core 'Pathways' identified by the 2002 Social Exclusion Report as key factors which contributed to an offender's likelihood of re-offending are:

- Accommodation
- Attitudes, Thinking & Behaviour
- Children & Families
- Drugs and Alcohol
- Education, Learning & Skills
- Finance, Benefit and Debt
- Health

Although not the sole focus, these remain an integral part of this delivery plan.

A change in the operating environment does require NOMS to review its approach. The previous regional reducing re-offending plan (2007-2010) was produced before the introduction of the new cross cutting Public Service Agreements (PSAs) and Local Area Agreements (LAAs), and prior to the changes which have led to the new NOMS Agency. A further important development is the identification of Reducing Re-offending as a priority for all Local Criminal Justice Boards (LCJBs) which is being taken forward locally by the four LCJBs in our region in their strategies and delivery plans.

These developments require a refreshed plan to ensure that it is consistent with the new operating environment. Directors of Offender Management (DOMs), alongside Youth Justice Board Regional Managers, are directly responsible for the delivery of the target to reduce re-offending by 10% by 2011, working at both regional and local level with a wide range of partners and stakeholders across all three sectors

This revised plan details the approach we will take in the current year, where this fits with Public Service Agreements (PSAs) and Local Area Agreements (LAAs) and how we see governance arrangements, associated with re-offending, developing in our region. In addition, the plan details our approach to diversity, performance management, communications, consultation and risk.

Key messages and commitments:

- This plan aims to further reduce re-offending and support public confidence by working with partners and stakeholders inside and outside of the criminal justice system.
- The plan is intended to be consistent with the new operating environment of PSAs and LAAs

2. THE CHANGING LANDSCAPE

The NOMS Agency

April 2008 saw the creation of NOMS as an executive agency of the MOJ, with responsibility for delivering adult offender management services in custody and the community across England and Wales. As part of the new arrangements the former Regional Offender Manager's Office and the Prison Service Area Office became one regional NOMS team from the 1st April 2009, led by the new post of Director of Offender Management (DOM). Steve Wagstaffe is the DOM for the Yorkshire and Humberside region and is responsible for commissioning and delivering adult offender management services in both custody and the community, in order to reduce re-offending, protect the public and provide public value.

The integrated regional team will enable greater continuity in the management of offenders throughout the offender journey by prison, probation and partners. This will be supported by the work of Offender Management of Offender Sentencing and Analytical Services (OMSAS) within the Ministry of Justice who are continuing to develop our ability to identify those offenders for whom interventions will deliver the greatest benefit in terms of reducing re-offending. OMSAS will be using a wider range of data sets to 'segment' or group offenders according to their characteristics. In addition, work to strengthen the evidence base is being taken forward through a series of longitudinal studies, jointly funded by NOMS, the Department of Work and Pensions, the Department of Health, and the Department for Innovation, Universities and Skills.

Public Service Agreements (PSAs)

Following the Comprehensive Spending Review of 2007, the government announced thirty new cross cutting Public Service Agreements 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 contributing departments, and includes a small basket of national outcome-focused performance indicators used to measure success, some of which have targets attached.

The new PSAs put a shared responsibility on departments across Government to deliver key national priorities. Reducing re-offending is a core element of the Home Office led PSA 23 Make Communities Safer. The vision for this PSA is that Criminal Justice organisations and their partners will work together to understand crime and community safety issues in their area and be able to demonstrate effective action to address them. It includes specific measures for reducing re-offending, which will monitor the frequency and seriousness of re-offending at a national level, thereby allowing us to measure the impact and success of interventions more closely.

Reducing re-offending also features in a number of other PSAs, including PSA 25 Reducing the Harm Caused by Alcohol and Drugs and PSA 16 Socially Excluded Adults. The NOMS Reducing Reoffending agenda also connects to other PSAs:

- PSA 14 Increase the number of Children and Young People on the path to success
- PSA 18 Promote better health and well being for all
- PSA 19 Ensure better care for all
- PSA 24 Effective, Responsive and Transparent Criminal Justice System
- PSA 26 Reduce the Risk to the UK and its interests overseas from international terrorism.

The PSAs provide a real opportunity to embed reducing re-offending activity within broader strategies. They support the partnership approach to reducing re-offending and provide national direction to work regionally and locally.

Efforts to Reduce Re-offending therefore feed into a number of cross-cutting government programmes and strategies including:

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

Local Criminal Justice Boards (LCJBs)

On the 27th February 2009, the Criminal Justice System Strategic Plan 2008 – 11 was published, setting out how the Criminal Justice System (CJS) (which is responsible for the 'Justice for All' (PSA 24) will make progress in delivering a more effective, transparent and responsive CJS for victims and the public. This includes a priority focus on reducing re-offending, linking this to fewer victims of crime and increased public confidence. The plan highlights the important strategic role of LCJBs in supporting this work. Each of the four LCJBs in our region is setting out in their 2009/10 strategies and delivery plans how they will work to support a reduction in re-offending. Proposed priorities will include: a focus on serious re-offending and supporting shared public protection plans, increasing public confidence in the work of the CJS, involving the shared efforts of partners to reduce re-offending, being included in community engagement activity, providing a strategic overview of local programmes such as schemes that work with Priority and Prolific offenders (PPOs), the Drug Intervention Programme (DIP), and Integrated Offender Management (IOM), as well as considering in diversity plans how LCJBs intend to address the different needs of women and BME offenders.

Local Area Agreements (LAAs)

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

LAA's are three year agreements between Local Authorities and their partners and central government. Each Local Authority has to select up to 35 priority indicators.

There are around thirty indicators which broadly support the reducing re-offending agenda, including crime, drugs and social exclusion indicators. Four specifically refer to adult offenders:

- NI 18: Adult re-offending for those under probation supervision
- NI 30: Re-offending rates for PPOs
- NI 143: Offenders under probation supervision living in secure and settled accommodation at the end of their order or licence
- NI 144: Offenders under probation supervision in employment at the end of their order or licence.

Within our region, every Local Authority area has included either NI 18 or NI 30 within their 2008-2011 providing NOMS and our partners locally with the opportunity to raise the profile of the reducing re-offending agenda and how success in reducing re-offending, can impact favourably on other priority areas. The summary below outlines the national indicators that specifically relate to offenders and others that have a direct relevance to reducing re-offending, with the number of LAAs that have chosen them nationally, in region, or as a local target:

Indicator	Number nationally chosen	Number chosen in region	Chosen as local target in region
NI 15 Serious violent crime rate	49	0	
NI 16 Serious acquisitive crime rate	98	11	
NI 18 Adult re-offending rates for those under probation supervision	24	5	1
NI 19 Rate of proven re-offending by juvenile offenders	49	3	3
NI 20 Assault with injury crime rate	-	14	0
NI 30 Re-offending rate of prolific and other priority offenders	83	11	
NI 38 Drug related (Class A) offending rate	20	1	
NI 40 Drug Users in effective treatment	74	9	
NI 143 Offenders under probation supervision in suitable and sustainable accommodation at the end of their order or licence			0
NI 144 Offenders under probation supervision in employment at the end of their order or licence	10	0	0

In addition there are a range of national indicators where the work of NOMS can contribute to the ability of our non criminal justice partners to meet their targets. These are identified in the delivery plan against relevant activity.

An outline of the current delivery landscape – with the roles and responsibilities of key organisations – is provided in the appendices.

Key messages and commitments:

- The new NOMS agency will enable greater continuity in the management of offenders by prison, probation and partners throughout the offender journey.
- PSAs and LAAs present the means to embed the reducing re-offending agenda across government departments and with partner agencies.
- Local Criminal Justice Boards have a key strategic role in supporting work to reduce re-offending as a means of delivering a more effective, transparent and responsive CJS for victims and the public

3. GOVERNANCE

National

At a national level, delivery of cross-government work on Reducing Re-offending is overseen by the National Reducing Re-offending Programme Board (NRRPB). The Board meets quarterly and is jointly chaired by the Director General of NOMS and the Chief Executive of the Youth Justice Board – the Senior Reporting Officers for the Adult and Youth targets and PSA 23 National Reducing Re-offending Delivery Plans respectively. The Programme Board has senior level representation from a range of Departments and organisations responsible for delivering key parts of the adult and youth plans.

The National Programme Board reports progress to the joint National PSA 23 (Make Communities Safer) and PSA 25 (Drugs and Alcohol) Board, chaired by the Home Office, and to the Inter-Ministerial Group (IMG) on Reducing Re-offending.

Regional

The re-offending agenda in our region is overseen by a Regional Reducing Re-offending Partnership Board made up of a range of partners, from inside and outside of the Criminal Justice System. The Board has been supported by sub-groups.

In line with changes associated with the creation of the NOMS agency, including the introduction of DOMs, and the development of Public Service Agreements and Local Area Agreements, a review of the function and make-up of our regional Reducing Re-offending Board and its associated groups is needed. This review will take place during 2009/10 under the direction of the new DOM and will involve our partners. The review will consider the most efficient and effective way to manage the reducing re-offending agenda and its performance, directing partnerships at a regional level and supporting local delivery. The Co-ordinated Management of PSA Analysis and support (COMPASS) will be considered, in addition to how governance arrangements support our alignment to the work of the Youth Justice Board in the region and enable communication of progress and obstacles to the National Reducing Reoffending Programme Board

Local

Since Crime and Disorder Reduction Partnerships in England and Community Safety Partnerships in Wales were introduced in 1998 they have become a key part of the local delivery landscape, helping to co-ordinate the work of local partners on crime and drugs; they are well placed to bring together a range of local partners in order to increase offenders' access to services which will reduce their likelihood of re-offending.

The Police and Crime Reduction Bill (2009) extends the statutory duty of CDRPs and CSPs to include reducing re-offending and makes Probation a responsible authority rather than a co-operating body. The proposals in the Bill are expected to gain Royal Assent in the Autumn and to become fully operational by April 2010.. These proposals will strengthen the link between crime reduction and reducing re-offending that has been clearly recognised in PSA 23. They will also formalise a process already underway at a local level through initiatives such as the Prolific and Other Priority Offenders schemes, which have provided a catalyst for a shift in focus from offences to offenders and showed how prevention, detection, enforcement and resettlement can be applied in a complementary manner.

Reducing re-offending is also being championed locally through the development of Integrated Offender Management (IOM) across the region, jointly led by the Police, NOMS and partners. The advantages of this joined up approach with the Police include joint case management of offenders most likely to re-offend, channelling resources locally into reducing re-offending outcomes. IOM sees offenders that are not subject to a statutory order being identified, with partners agreeing who is responsible for the offender and putting in place coordinated action to reduce the likelihood of re-offending.

Sub-groups of Local Criminal Justice Boards (LCJB's) are supporting the development of this approach. IOM is another opportunity to work with partners to support effective and efficient offender management practices. Priorities within the action plans reflect how IOM is integrated within our delivery arrangements.

Key messages and commitments:

- The relationships between regional reducing re-offending boards and the national reducing re-offending board will be clarified and improved communication supported.
- In 2009/10, NOMS in Yorkshire & Humberside will review governance arrangements associated with reducing re-offending, its performance, and how partnerships at a regional level support improved delivery locally.
- We will forge stronger links with the regional Youth Justice Board to ensure appropriate alignment of both adult and youth reducing re-offending delivery plans, and consider the issue of 'adults in transition' for those offenders who move across the two systems.

4. PERFORMANCE MANAGEMENT

During 2009/10, DOMs will be required to formally report to the National Reducing Re-offending Programme Board on their progress of reducing re-offending in the region. DOMs are the owner of the adult re-offending target within their region and so are asked to provide intelligence to explain performance. There will be the opportunity for two – way communication – enabling the region to identify to the national Board any obstacles to delivery that cannot be addressed locally, and highlight successes in order to share best practice.

We will measure the impact of the regional plan through existing measures, including LAA indicators associated with reducing re-offending, as well as a mixture of measurement activity identified to assess the impact of the individual priority areas, detailed within section 9 of this plan.

Key messages and commitments:

- We will measure the impact of the Framework using existing measures including performance against LAA indicators, as well as specific measures to identify the impact of individual priorities detailed within section 9 of this plan.
- Performance management arrangements will be used to effect improvements in partnership and delivery arrangements, and communicate any obstacles to centre that require national attention, as well as successes and good practice for wider dissemination.

5. DELIVERING THE YORKSHIRE & HUMBERSIDE REGIONAL REDUCING RE-OFFENDING PLAN

The Pathways

NOMS delivery at a regional level, has involved the creation of Pathway Action Teams (PATs), with membership from partners within and outside of the criminal justice system, working together to address the key resettlement areas identified in the Social Exclusion Report.

The Yorkshire & Humberside region also included an additional two pathways focusing on:

- Prolific and Priority Offenders (PPO)
- The Voluntary and Community Sector (VCS)

These PATs have been the mechanism by which NOMS and our partners have worked together, at a regional level, around the reducing re-offending agenda. A great deal has been achieved and learned through working in this way, not least the value of collaboration and networking; however the changing delivery landscape has meant that as part of the refresh of the regional framework, we have also reviewed our delivery arrangements.

This review has sought to align the work of the pathways with PSA boards or relevant regional groups. This approach supports further integration of the reducing re-offending agenda across a range of priorities, as well as providing a more efficient delivery mechanism. This is also an approach that enables short life 'task and finish' groups rather than being solely reliant on additional standing regional groups.

The findings of the review will translate into the following changes for delivery in 2009/10:

Prolific and Priority Offenders

The PPO/IOM agenda is led by LCJBs and CDRPs, with a variety of schemes operating across the region. Links between PPO schemes and approaches to Integrated Offender Management have also been made in a number of areas supported by enhanced partnership arrangements. In 2009/10 the existing regional group focusing on the PPO agenda will continue to meet. Their focus will be on monitoring, supporting performance and consistency, identifying and disseminating good practice and ensuring connectivity with IOM. The chair will keep the Regional Reducing Re-offending Board apprised of progress and developments. In addition, the regional team will continue to be represented on the IOM Board.

The VCS pathway

The VCS pathway has developed into an Open Forum with the VCS; a regional event involving senior NOMS leaders meeting with VCS partners as part of an open invitation, every six months. These events are managed in partnership with VCS colleagues who support their planning and delivery with feedback from participants, informing the focus of a future forum. In addition, NOMS will be discussing further with VCS partners what additional measures might contribute to maximising the inclusion of the voluntary sector.

Accommodation

The pathway has included accommodation Providers, Prison and Probation accommodation leads and Supporting People leads working to support positive practice in relation to preventing homelessness and equality of access to mainstream housing provision for offenders. This group proposes to continue to meet in 2009/10 and will align its work with the regional PSA 16 Social Exclusion group in order to inform a focus on the indicator: *Offenders under probation supervision living in secure and settled accommodation at the end of their order or licence*. A member of the NOMS regional team will attend the regional PSA Board.

Attitudes, Thinking & Behaviour (ATB)

This work will be adopted as a sub-group of a meeting which includes all the regions Chief Probation Officers/Chief Executives and Governing Governors. It is widely accepted that ATB activity is predominantly NOMS provider activity – albeit with potential for local partnership arrangements that incorporate specialist providers in the delivery of some programmes. NOMS will also ensure that activity, such as the arts agenda, is taken forward in partnership arrangements, including linkages with the NOMS VCS Open Forum.

Children & Families

The pathway has included representatives from the VCS, the National Treatment Agency (NTA), Government Office Children and Learners directorate, YJB (Youth Justice Board) Prison and Probation. The work of the pathway will be taken forward through a range of sub-groups, working in a task and finish arrangement, reporting back to the NOMS regional lead, who will act as a communication channel with the wider membership. The work of this pathway is aligned to a number of PSAs including PSA 14: Increase the number of children and young people on the path to success. The pathway is integrated with PSA 14 regional groups, working out of Government Office including the Regional Safeguarding Children and Families Board which NOMS sits on.

Drugs and Alcohol

The Drug and Alcohol Pathway has a core network incorporating Probation, Prisons, the NTA, Primary Care Trusts, the Police, Public Health and Treatment providers, whose role is to help to drive forward delivery of the agreed priorities. The work is coordinated by a member of the regional NOMS team. In 2009/10 task and finish groups with relevant participants will take place in order to address specific priorities. The regional team lead will act as a channel of communication with the wider membership.

Education, Learning & Skills

The Learning and Skills Council (LSC) has led this area with NOMS via the Offender Employment Learning & Skills (OELS) Board and its sub groups. The board and its related groups have acted as a commissioning and partnership groups, supporting employment, learning and skills provision in custody and the community. A wide range of representatives sit on the groups including NOMS providers and partners. In 2009/10, NOMS and the LSC will review the meeting and commissioning arrangements around offender employment, learning and skills resulting in the likelihood of future changes. Changes associated with the LSC and the creation of the Skills Funding Agency will also be taken into account. However, the OELS Board, or its successor, will continue to act as the Education, Learning and Skills pathway in the region.

Finance, Benefit and Debt

This pathway disbanded in 2008/09 in favour of adopting a task and finish approach to relevant work in the future. NOMS and the Legal Services Commission will retain a strategic relationship and look for opportunities to promote opportunities for offenders to access appropriate finance, benefit and debt services. In 2009/10 NOMS and the LSCom will disseminate a plan to support discussions with CDRPs addressing PSA 16: Social Exclusion and PSA 17: Tackling Poverty and promote greater independence and well being later on in life and looking towards jointly funded FBD provision by Legal Services and Local Authorities. NOMS will also identify and disseminate learning from the four national Finance Gap Projects.

Health

Offender Health issues are being progressed through the work of the Regional Offender Health Commissioners Group and the projects in the Offender Health and Social Care Business Plan. The Regional Offender Health Strategic Group oversees the work of this group, and incorporates the Offender Health pathway. The Commissioners Group has representation from NOMS, Primary Care Trusts, NTA, Public Health and the Strategic Health Authority.

Serious Re-offending and Extremism

The Criminal Justice System and its partners have a key role in helping to manage the risks posed by extremist offenders both in prison and under supervision in the community. This work contributes to both the PSA 23 objective around preventing serious re-offending and the objectives of the Government's counter-terrorism CONTEST strategy, as measured by PSA 26. We do this in two key ways:

- Prisons and probation contribute directly to the CONTEST strategy's PURSUE objective by holding and managing violent extremist offenders in custody and supervising those subject to supervision in the community. Work with the police and other partner agencies are vital to this. Effective PURSUE activity is essential in preventing further extremist offending and thereby reducing the likelihood of serious re-offending.
- Improving our capacity to identify individuals who are vulnerable to radicalisation or who may be radicalising others is a key contribution to the **PREVENT** objective. Access to appropriate interventions for offenders who are vulnerable to radicalisation, and ensuring through the gate provision, is a key aspect of this. Developing and testing interventions which reduce the risk of offenders going on to commit terrorism related offences (or of convicted terrorist offenders re-offending) is part of the delivery of effective offender management generally and supports our responsibility to manage the risk of harm to the public from offenders under supervision in both custody or the community. This activity also makes a significant contribution to the wider cross-government PREVENT objectives of *disrupting those who promote violent extremism*. At a local level NOMS and partners have a key role in the development and delivery of PREVENT objectives, and this contribution to local partnership working will be assessed as part of National Indicator 35 *Building resilience to violent extremism*.

Cross cutting issues

A key issue for NOMS in the region is how we manage issues which cut across key partnerships. This will be a feature of the governance review which will take place in 2009/10.

A Focus on Place

This plan is focused on supporting local delivery through regional partnership arrangements. However through the action planning process we will focus on particular places to trial activity or support improvements in performance.

The Ministry of Justice and the Home Office will work together in 2009/10 to further develop a focus on place. These efforts will be supported by the Local Delivery Directorate. Led by Government Office, Regional Operating Reviews (RORS) will set the strategic direction for Home Office and Ministry of Justice business in the Yorkshire and Humber region in particular as it relates to delivery of PSAs 23 and 25. RORs will enable the identification of key issues affecting delivery and performance with the aim of identifying critical 'hotspots' in terms of Criminal Justice policy and Community Safety leading to a joint approach to problem solving.

Key messages and commitments:

- NOMS will continue to align work across the pathway areas with PSA and LAA delivery.
- The direction and delivery of regional partnership arrangements across the pathway areas will evolve on an individual basis. There is no single model of delivery.
- NOMS will maintain a focus on place and will contribute to joint assessments of performance in partnership with the Home Office and Local Delivery Directorate.

6. DIVERSITY

NOMS in Yorkshire and Humberside is committed to ensuring a strong focus on diversity within our work to reduce re-offending. As part of the action planning process, diversity issues were considered and where appropriate, formed part of the action plans. In addition we have encouraged a focus on service user involvement and have again, where appropriate, considered this as an active part of our action planning, for example involving users in determining the priorities or the delivery of key activity.

In 2008/09, in response to national developments, NOMS in the region focused on two areas of diversity to support performance, work with BME and women offenders.

With the support of Farida Anderson (Chief Executive, Partners of Prisoners) and a group of NOMS partners, a task and finish group was set up to focus on race equality issues. The group reviewed the draft priorities in the light of race equality issues and provided feedback to pathway leads and the RRAP Project Group. This has aided NOMS staff and partners to ensure activity to support BME offenders is an integral part of the action plan. This in turn will directly contribute to our commitment to promote social cohesion and to increase public confidence in the criminal justice system.

A focus on women offenders followed the publication of the Corston report in 2008 addressing the needs of vulnerable women in the criminal justice system. Later that year, we launched our own regional review of services to women offenders which was undertaken independently by Jackie Lowthian (Nacro) and Anne Mace (independent consultant). The review and its recommendations reported in early 2009 and in 2009/10 we will be taking forward our response in an action plan, which includes the formation of a multi-agency regional group focusing on meeting the needs of women offenders. This group will support the continued development of community based support for women including the NOMS Together Women demonstration project.

Although NOMS focused on women and BME offenders, in common with other public sector bodies, NOMS is required to develop Single Equality Schemes which will require action planning on all key diversity strands. This broader focus on diversity will remain a priority for the DOM office and our providers in 2009/10.

Finally this plan includes an Equality Impact Assessment which has identified action planning priorities which will be undertaken alongside the implementation of the framework.

Key messages and commitments:

- NOMS will maintain its commitment to diversity within this plan with specific considerations being identified and pursued in line with the individual pathway priorities within the action plan.
- The action plan published within the Equality Impact Assessment will be implemented and progress monitored alongside monitoring of the delivery plan.

7. RISK

During the period of transition to the new Regional DOM team including new roles and responsibilities at a regional team layer, the demands of efficiency savings being felt across the public sector and the impact of the economic down turn, risks associated with the delivery of the PSA 23 Delivery Plan are inevitable. Initial work on risks has been undertaken and will be managed across the DOM team in 2009/10.

8. COMMUNICATIONS

This plan has been developed following extensive consultation with a range of stakeholders. This included a national consultation exercise that took place that ran between November 2007 and February 2008. Throughout the implementation of the plan, NOMS will continue to communicate progress through existing partnership arrangements.

In 2009/10, we will distribute a publication focusing on good practice work with offenders in our region which has been facilitated by strong partnership working in an effort to reduce re-offending. We will also continue to use the monthly NOMS external communications bulletin to highlight key business developments and signpost partners to events, meetings, information about regional need, documents and research that are relevant to those working around the reducing re-offending agenda.

Additional information, including the work of OMSAS in developing our knowledge base about what works, can also be obtained from the Ministry of Justice website (www.justice.gov.uk) – Research Publication pages.

Key messages and commitments:

- NOMS will continue to communicate progress on the reducing re-offending plan to our partners through existing communication mechanisms
- NOMS will distribute a publication in 2009/10, which focuses on good practice work with offenders in our region, supported by strong partnership arrangements.
- NOMS will continue to disseminate research and documents relevant to the reducing re-offending agenda.

9. REGIONAL DELIVERY PLAN

1. OVERARCHING PRIORITIES	OBJECTIVES	MEASURE	MILESTONES	OWNER	
				LEAD	CONTRIBUTING AGENCIES
1.1 EFFECTIVE OFFENDER MANAGEMENT	1.1.1 Timely Initial, Review and Termination OASys for Tiers 2,3, and 4 – including PPOs	NOMS performance targets – evidence of sustained or improved performance against target	Quarterly contract & SLA reviews	NOMS Probation	
<p>Links to other actions and PSAs: See 1.3.1 (IOM), 2.2.1 & 2.2.2 (PPOs), 1.5.2 (public confidence/diversity), 2.6 Intensive Alternatives to Custody. 1.1 also correlates with 2.3 Women Offenders</p>					

1.2 INCREASED KNOWLEDGE OF WHAT WORKS & PROVIDES PUBLIC VALUE	1.2.1 Map and review Accredited & non-accredited interventions provided by Prison and Probation Service in the region to improve targeting and prioritisation of delivery resources in the Region	Regional input in national directory Analysis of needs/gaps and current costs within region	September 2009 January 2010	NOMS Probation & Prisons DOM Y & H	
	1.2.2 Achievement of performance target for offenders matching the criteria for accredited programmes	NOMS performance targets – evidence of sustained achievement or improved performance against probation target of 80%	Quarterly contract & SLA reviews	NOMS Y & H	
Links to other actions and PSAs: <i>2.5.1 & 2.5.2 (Attitudes, Thinking & Behaviour), 3.2 programmes for violent offenders</i>					
1.3 WORK IN PARTNERSHIP THROUGHOUT THE DELIVERY CHAIN	1.3.1 Contribute to the development and evaluation of IOM within the region	Evidence of participation and support to IOM in region. Dissemination of learning.	Review mid year and year end	GOYH / POLICE (C.Safety)/ NOMS	CDRP /VCS PARTNERS
	1.3.2. Support Probation colleagues in their ability to represent NOMS as a responsible authority in CDRPs	Delivery of briefings to Probation colleagues. Provision of data to assist 'through the gate' considerations Maintain close links with GOYH locality leads	Review mid year and year end	NOMS Y & H	CDRPs/GOYH
Links to other actions and PSAs: <i>2.2 (PPOs), 2.1 (<12 month prisoners), 1.4 – 3rd sector partnership, 1.5.2 – Diversity, 2.3 Women Offenders</i>					
1.4 STRENGTHEN PARTNERSHIP WITH THE THIRD SECTOR	1.4.1 Implement review to maximise the use of prisons in Y&H for prisoners from the Region to facilitate access to services, targeted commissioning and through the gate services.	Completed review and recommendations for action	October 2009.	NOMS Y & H	
	1.4.2 Consult Third Sector to consider how current VCS Forum could be supported by additional means of	Consultation and action on proposals	October 2009.	NOMS Y & H	THIRD SECTOR PARTNERS

	<p>communication with a wide range of Third Sector partners</p> <p>1.4.3 Support local Probation areas in their work to achieve Trust status and strengthen their role as local commissioners</p>	Achievement of Trust status and establishment of Local Delivery Units	March 2009	NOMS Probation	
<p>Links to other actions and PSAs: 1.3 Work in partnership throughout the delivery chain 1.5.2 – Diversity, 2.3 Women Offenders</p>					
1.5 INCREASING PUBLIC CONFIDENCE	<p>1.5.1 Monitor use of high visibility jackets by offenders on unpaid work, and take up of public choice on unpaid work projects</p>	<p>Sustained or increased usage. Public opinion/feedback on project choice</p>	<p>Review in quarterly SLA/Contract meetings</p>	NOMS Probation	
	<p>1.5.2 Explicit attention to needs of women and b.m.e. offenders in all actions in plan, in order to consider appropriateness of services, proportionality, and parity of outcomes</p>	<p>Monitoring and reviews of this delivery plan to include specific reference to women and b.m.e. offenders</p>	<p>Mid and end of year review</p>	DOM Y & H	
<p>Links to other actions and PSAs: 1.1 Effective Offender Management, 1.2 Increased knowledge of What Works & provides public value, 2.2 Reduce re-offending by PPOs, 3.1 effective multi agency management of high risk offenders</p>					

2. VOLUME RE-OFFENDING	OBJECTIVES	MEASURE	MILESTONES	OWNER	
				LEAD	CONTRIBUTING AGENCIES
2.1 DEVELOP MORE EFFECTIVE ARRANGEMENTS FOR OFFENDERS SENTENCED TO < 12 MONTHS	2.1.1. Delivery of Layered Offender Management pilot projects in the Region – HMP Hull and Moorlands.	Review of pilot All prisoners to be offender managed according to a consistent methodology	Pilots initiated 30/4/09-July 2009 Evaluation of initial pilots 31/7/09	MOJ, NOMS Y & H NOMS Y & H	NOMS Prisons
	2.1.2. Maintain needs data capture on <12 month prisoners in region and disseminate to key partners	Data produced and shared	Review evaluation findings in RIG-Sept 09 Quarterly	NOMS Y & H	
	Links to other actions and PSAs: <i>1.3 Work in partnership throughout the delivery chain, 1.5.2 – Diversity, 2.3 Women Offenders</i>				
2.2 REDUCE RE-OFFENDING BY OFFENDERS DESIGNATED AS PPOs	2.2.1. Review selection and de-selection guidance to ensure that PPO schemes continue to focus on the most prolific and most damaging offenders in every area. (2004 PPO guidance to be refreshed to ensure activity is focused on the most active, high risk offenders with particular regard to serious acquisitive crime types).	PPO schemes focusing on the most prolific and most damaging offenders in every area	National Guidance drafted June 09 Guidance and plans for implementation by PPO Forum members Aug.09	HO/MOJ NOMS Y&H PPO Forum	Local partners
	2.2.2. DOMS to work with Government Office Y & H to continue to drive up performance of PPO schemes to maintain and improve upon existing reductions in reoffending rates amongst PPOs.	Demonstrate a reduction in reoffending by Prolific and Priority Offenders (NI30) No. of PPOs on licence for a trigger offence that have a drug testing condition inserted into their licence (OM18)	Quarterly PPO Regional Strategic Board to provide updates on delivery (July 09, Oct 09, Jan 10)	DOM & GOYH	Probation Areas

<p>Links to other actions and PSAs: 1.1 effective offender management 1.3 Work in partnership throughout the delivery chain, 2.1 more effective arrangements <12 month prisoners</p>					
<p>2.3 STRENGTHEN PROTECTIVE FACTORS KNOWN TO REDUCE LIKELIHOOD OF RE-OFFENDING:</p> <p>ACCOMMODATION Increase the proportion of offenders living in settled² and suitable³ accommodation Defined in OASYS as: permanent, independent housing; bail/probation hostel; supported housing.</p> <p>³ Defined in OASys in two categories: suitable accommodation and suitable location for accommodation</p>	<p>2.3.1. Engage with Department of Communities & Local Government in regional work to focus on performance improvement at Local Authority level</p>	<p>Evidence of participation in regional virtual team and local activity</p> <p>Increase the proportion of offenders under probation supervision in settled and suitable accommodation (NI143 & OM17 NOMS)</p>	<p>July – October 2009</p> <p>Quarterly performance data NOMS OASys data in region SLA/Contracts LAA performance data</p>	<p>CLG DOM Y & H</p>	<p>Acc. PAT members</p>
	<p>2.3.2. Develop delivery of accommodation needs of women and BME offenders in the Region. Use of the S.W Accommodation toolkit for assessing the housing needs of women offenders.</p>	<p>Joint working in the one-stop-shop grant areas to address unmet housing needs.</p>	<p>Regional and local plans in place-January 2009. Recommendations from the Y&H Women's Services Review to be incorporated.</p>	<p>DOM Y & H Women's Review implementation group</p>	<p>Acc providers, TWP, Evolve & other VCS partners</p>
<p>Links to other actions and PSAs: PSA 16 Increase the proportion of socially excluded adults in settled accommodation & employment PSA 17 Tackling poverty and promoting greater independence & well-being in later life</p>					
<p>2.3. Cont. EMPLOYMENT LEARNING & SKILLS</p>	<p>2.3.3 Continue to develop the Offender Learning and Skills arrangements through the introduction of the new contract arrangements, with the learning and skills and the Careers Information Advice Service (CIAS) providers.</p>	<p>Effective handover arrangements for CIAS. Successful contract commencement</p>	<p>Post contract award meetings: - Adults and CIAS 22.07.09 & 23.07.09. Juveniles New Hall 14.07.09 & Wetherby 15.07.09.</p>	<p>NOMS & LSC</p>	<p>The Manchester College, Working Links, Connexions & LAs</p>
	<p>Introduce the Integrated Employment and Skills</p>	<p>Effective handover arrangements for CIAS.</p>	<p>September 2009</p>	<p>NOMS & LSC</p>	<p>Working Links, Connexions & LAs</p>

	<p>agenda with a focus on Connexions and the Adult Advancement and Careers Service (AACS) arrangements.</p> <p>Facilitate effective working relationships with the Learning and Skills Council (LSC), the Skills Funding Agency (SFA), Probation, Local Authorities (LAs) for juveniles and young people and the National Apprenticeship Service (NAS) to ensure that offenders get access to learning based on their needs.</p> <p>Continue to develop employer led skills training in non LSC funded workshops and other areas of the prison where learning takes place.</p> <p>Facilitate effective working relationships in the delivery of the NOMS CFO ESF programme. (The aim of which is to enhance an offender's employability and increase their opportunities to access mainstream provision). Delivery will be built around a case management model and will operate across both custody and the community).</p>	<p>Successful contract commencement</p> <p>Review OELS Board Structure and representation.</p> <p>Review sub regional Local Offender Learning and Skills Partnership Boards (LOLASPs)</p> <p>Ongoing reviews of the curriculum offer in prisons. Ensure qualifications are matched to the Regional curriculum Accreditation Framework (RCAF)</p> <p>Successful provider appointment.</p> <p>Successful contract commencement.</p>	<p>AACS launch August 2010</p> <p>September 2009</p> <p>December 2009</p> <p>March 2010</p> <p>March 2010</p> <p>Tender evaluation and presentations 31.08.09.</p> <p>Contract Award 30.09.09</p>	<p>NOMS Y & H & LSC</p> <p>NOMS Y & H, LSC & Probation</p> <p>NOMS Y & H & LSC</p> <p>NOMS Y & H</p>	<p>The Manchester College, Working Links, Connexions & LAs</p> <p>To be determined.</p>
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Links to other actions and PSAs:

PSA 8 Maximise employment opportunity for all

PSA 16 Increase the proportion of socially excluded adults in settled accommodation & employment

<p>2.3 Cont. Address the HEALTH & SOCIAL CARE needs of offenders</p>	<p>Disseminate information and agree an action plan to respond to the recommendations from the health needs analysis of Approved Premises.</p>	<p>Action Plan leading to improved services and data capture in the localities in which Approved Premises exist.</p>	<p>Action plan by August 2009, review impact of implementation March 2010</p>	<p>YHIP (HSCCJ)</p>	<p>PCTs & PROBATION AP MANAGERS</p>
	<p>Consider options to improve the exchange of information between agencies regarding the health needs of offenders to support commissioning.</p>	<p>Evidence of improved data at locality level and application of these to inform commissioning activity.</p>	<p>Review impact in PCT Commissioner Forum by March 2010</p>	<p>YHIP (HSCCJ)</p>	<p>PCTs, NOMS HEALTH LEADS</p>
	<p>Implement Offender Health trainers into the CJS.</p>	<p>Monitoring of the framework to implement the Health Trainers within the Y&H CJS</p>	<p>By March 2010</p>	<p>YHIP (HSCCJ)</p>	<p>PCTs, NOMS HEALTH LEADS</p>
	<p>To ensure an appropriate connection between Prison & Probation monitoring of offender deaths and local partnership reviews following an SUI or DIC. Including changes to Probation monitoring of offender deaths to improve data capture supporting effective commissioning.</p>	<p>Collation of data (regional and local) and key learning points across Prison, Probation and partnership SUI/DIC. Dissemination to commissioners and partners. Identification of potential to reduce premature/avoidable death.</p>	<p>Revised data capture agreed by September 2009</p> <p>Review in PCT Commissioner forum by March 2010</p>	<p>DOM Y & H YHIP</p>	<p>PCTs, NOMS HEALTH LEADS</p>
	<p>To support the development of an offender health focus within Local Strategic Partnerships, supported by local strategies agreed</p>	<p>LSP's in the region develop a focus on offender health, with a guidance document produced to support this</p>	<p>Guidance document by September</p> <p>Review in Regional Offender Health Strategy forum by March 2010</p>	<p>YHIP</p>	<p>PCTs, CDRPs</p>

	<p>by health, social care and criminal justice partners. Enable this by producing guidance on preparing a local strategy and expectations of what should be included.</p> <p>To respond to the Bradley Review in order to improve offender access to appropriate Mental Health (MH) provision</p>	<p>Increased provision of diversion services and offenders diverted Increase in number and range of staff trained. Increased screening for learning disability and increased referrals to appropriate services. Specific attention to the needs of women and b.m.e. offenders</p>	<p>Progress reviews quarterly in Regional Offender Health Strategy forum</p>	<p>YHIP</p>	<p>HEALTH/NOMS Y & H/CJS partners</p>
<p>Links to other actions and PSAs: 1.3 Work in partnership throughout the delivery chain 3.3 Health & Social Care needs of mentally disordered offenders PSA 19 Ensure Better Care for All PSA 18 Promote better health and well being for all PSA 25 Reduce the harm caused by alcohol and drugs</p>					
<p>2.3 Cont. Reduce the FINANCE, BENEFIT & DEBT (FBD) & problems facing offenders.</p>	<p>Development of a strategic relationship with the Legal Services Commissioners to improve access by offenders to FBD, Housing, Immigration and other advice to promote their social inclusion.</p>	<p>Evidence of regional and local improvement in commissioning of services through e.g. CDRPs</p>	<p>NOMS and Legal Services scoping plan by Sept 2009. Review impact by March 2010</p>	<p>NOMS Y & H Legal Services Commissioners.</p>	<p>VCS Providers</p>
<p>Links to other actions and PSAs: PSA 17 Tackling poverty and promoting greater independence & well-being in later life</p>					

2.3 Cont. CHILDREN & FAMILIES	<p>A regional conference (21st May 09) targeting approximately 250 attendees from within and outside of the CJS to raise awareness and influence commissioning arrangements</p>	<p>200 attend conference and 25% from outside criminal justice, funding raised to contribute to children & families of offenders. Evidence of follow up action with participants that impacts on commissioning decisions</p>	<p>May 2009-06-23</p>	<p>DOM Y & H</p>	
			<p>August 2009</p>	<p>DOM Y & H/PAT</p>	
			<p>Review March 2010</p>	<p>DOM Y & H</p>	
	<p>Work with Kirklees Local Authority (LA) and partners to support enhanced information sharing between the CJS and the LA regarding the children of offenders, leading to appropriate commissioning of services including making links to relevant agenda's such as the number of young people not in education, employment and training (NEETs)</p>	<p>Data sharing and commission of preventative services agreed within strategic plans</p>	<p>September 2009</p>	<p>W.Yorks Probation/Kirklees LA</p>	
		<p>Data sharing agreement produced</p>	<p>September 2009</p>	<p>As above</p>	
		<p>Lessons learned report prepared and disseminated to stakeholders</p>	<p>March 2010</p>	<p>C&F PAT/WYPB</p>	
	<p>To increase prison visits within the YH region, across pilot sites.</p> <p>To collect visitors details on a monthly basis (voluntary completion of data form).</p> <p>To engage with prisoners who receive none or few visits to understand why and identify action which could address barriers.</p>	<p>Data capture form developed and trialled in 4 establishments to establish baseline and evidence increase by final quarter of 2009/10</p>	<p>Data form by July 2009. Review by march 2010</p>	<p>Sub group of Governors & VCS DOM Y & H</p>	
	<p>Findings and best practice disseminated to key stakeholders</p>	<p>As above</p>	<p>As above</p>		

	To maximise opportunities for partners to support family visits via visitors centres in order to address needs.				
<p>Links to other actions and PSAs: 2.3 Health & Social Care of Offenders, Finance Debt & Benefit, Employment Training & Education, Accommodation, Drugs & Alcohol, Women Offenders PSA 16 Increase the proportion of socially excluded adults in settled accommodation and employment, education or training PSA 9 Halve the number of children in poverty by 2010 – 11, on the way to eradicating child poverty by 2020 PSA 10 Raise the educational achievement of all children and young people PSA 11 narrow the gap in educational achievement between children from low income and disadvantaged backgrounds and their peers PSA 12 Improve the health and well being of children and young people PSA 13 Improve children and young people's safety PSA 14 Increase the number of children and young people on the path to success</p>					
2.3 Cont. WOMEN OFFENDERS	Develop credible community provision which addresses the specific vulnerabilities of women in the CJS.	Partnerships with VCS projects who provide gender specific services and holistic services and support women to access mainstream provision and services.	Regular reviews in Women's Services Implementation Group	NOMS Y & H	VCS PARTNERS
	Deliver the Diverting Women from Custody project to ensure vulnerable women are dealt with effectively in the community, through the development of Bail Support Services and the One-Stop-Shop Services (OSS).	OSS - Increase capacity of existing OSS services leading to a higher number of women being referred.	As above	As above	As above
	Continue to implement the 'National Service Framework for Women	Greater use of community provision to meet the accommodation needs of women and through implementation of PC 16/2008 (expanded use of AP for women for bail.) The needs of women offenders are identified and appropriately met	SLA Reviews W. Yorks Probation Quarterly data from H1 forms Ripon House DOM team & Women's Services Review group reports	W. Yorks Probation & Ripon House Management Cttee NOMS Y & H	VCS Partners

	Offenders' and the 'Offender Management Guide to Working with Women Offenders' to enable effective and appropriate delivery of services to women.		Discuss in NOMS SLA/Contract Reviews		
<p>Links to other actions and PSAs: <i>effective offender management, 1.2 What Works/Public Value, 1.3 Work in partnership throughout the delivery chain, 1.4 Strengthen partnerships with 3rd sector, 1.5.2 Diversity, 2.1 more effective arrangements <12 month prisoners and relevant across all protective factors in 2.3</i></p> <p><i>PSA 16 Increase the proportion of socially excluded adults in settled accommodation and employment, education or training</i> <i>PSA 9 Halve the number of children in poverty by 2010 – 11, on the way to eradicating child poverty by 2020</i> <i>PSA 14 Increase the number of children and young people on the path to success</i> <i>PSA 17 Tackling poverty and promoting greater independence & well-being in later life</i> <i>PSA 18 Promote better health and well being for all</i> <i>PSA 25 Reduce the harm caused by alcohol and drugs</i> <i>PSA 8 Maximise employment opportunity for all</i></p>					
2.4 ALCOHOL & DRUG MISUSE	<p>Implement and monitor the Integrated Drug Treatment System (IDTS) across the prison estate and development of an Offender Health Substance Misuse & Alcohol Plan</p> <p>Disseminate findings from the 08 NOMS report <i>Engagement & Retention in Drug Treatment of HCCUs sent to prison</i>. Including identification of areas for improvement in the region mapped against the national findings.</p> <p>To disseminate learning from the national OM pilot in the East Midlands which is reviewing the</p>	<p>Treatment of substance misuse across the prison service will be of a consistent and equivalent standard to that in the wider NHS.</p> <p>Core findings raised with regional stakeholders, any areas for improvement identified and proposals to address in place.</p> <p>Evidence of dissemination of learning, with issues relevant to region identified</p>	<p>Quarterly reviews in IDTS Steering Group</p> <p>December 2009-06-24</p> <p>By March 2010</p>	<p>NTA</p> <p>DOM Y & H</p> <p>DOM Y & H</p>	<p>DoH NOMS YHIP PCTs</p> <p>NTA, Prisons</p> <p>NTA/DIP/CARAT/NOMS Prison/Probation</p>

	<p>interface between OM and Drug Treatment services. Analyse existing data from consultation exercises with offenders to gain feedback about their experience of inter-agency working and the potential for improvement.</p> <p>Support progress of the Drugs Systems Change Pilot in Bradford</p> <p>Disseminate the findings of the regional project on alcohol pathways for offenders (due March 2009) and identify priority areas for improvement with an action plan to support offenders' access to treatment.</p>	<p>Evidence of consultation with users and actions that have resulted from this.</p> <p>Contribute to NTA reviews</p> <p>Increase in provision for offenders including access to mainstream provision</p>	<p>By March 2010</p> <p>Quarterly</p> <p>By March 2010</p>	<p>NOMS Y & H</p> <p>NTA</p> <p>YHIP</p>	<p>NOMS, Prisons, Probation</p> <p>WYPB, NOMS Y & H</p> <p>NOMS Y & H, DoH,PCTs</p>
<p><i>1.1 effective offender management, 1.2 What Works/Public Value, 1.3 Work in partnership throughout the delivery chain, 1.4 Strengthen partnerships with 3rd sector, 1.5.2 Diversity</i></p> <p><i>PSA 25 Reduce the harm caused by alcohol and drugs</i> <i>PSA 18 Promote better health and well being for all</i></p>					
<p>2.5 ATTITUDES, THINKING & BEHAVIOUR</p>	<p>2.5.1 Achieve targets for accredited programme completions in prisons and probation areas</p> <p>2.5.2 Review delivery arrangements for accredited programmes in region</p>	<p>Target achievement, including apposite targeting (Probation)</p> <p>Business case with costed options for change</p>	<p>Quarterly reviews in SLAs/Contracts</p> <p>By January 2010</p>	<p>NOMS Prison & Probation</p> <p>NOMS Y & H</p>	<p>NOMS Probation and Prisons</p>
<p>Links to other actions and PSAs: <i>effective offender management, 1.2 What Works/Public Value, 1.3 Work in partnership throughout the delivery chain, 1.4 Strengthen partnerships with 3rd sector, 3.2 Deliver programmes targeted at violent offenders</i></p>					

2.6 INTENSIVE INTERVENTIONS IN THE COMMUNITY FOR THOSE AT RISK OF CUSTODY	Promote learning from the Intensive Alternative to Custody pilots in region	Communication of learning to key stakeholders	SLA/Contract reviews	NOMS Y & H	Humberside & WY Probation
	Oversee continuation of work in Probation Areas developed under the 08/09 '£40m' plans to reduce the use of short custodial sentences	Continued focus on optimum use of community orders and compliance	SLA/Contract Reviews	NOMS Y & H	NOMS Probation

Links to other actions and PSAs:

1.1 effective offender management, 1.2 What Works/Public Value, 1.3 Work in partnership throughout the delivery chain, 1.4 Strengthen partnerships with 3rd sector,

3. SERIOUS RE-OFFENDING	OBJECTIVES	MEASURE	MILESTONES	OWNER	
				LEAD	CONTRIBUTING AGENCIES
3.1 MULTI AGENCY PARTNERSHIPS TO MANAGE THOSE WHO POSE THE GREATEST RISK TO COMMUNITIES	Ensure the appropriate use of enforcement and recall – including achievement of targets once offenders are recalled.	Performance targets	Quarterly SLA/Contract Reviews	NOMS Y & H	Probation
	Ensure the Parole Board has timely information in relation to the risk of harm presented by offenders, particularly offenders on indeterminate sentences, so it is in the best position to take decisions on the release of offenders	Performance targets	Quarterly SLA/Contract Reviews	NOMS Y & H	NOMS – Prison & Probation
	Improve the Strategic link between MAPPA and Prisons.	Actions agreed following Inspectorate feedback & review of implementation	Actions by September 2009, review by March 2010	NOMS Y & H	NOMS Prisons & Probation
	To improve the quality of	Production of regional	Two reports in year.	NOMS Y & H	NOMS Probation

	<p>SFO Reviews in the Region. Share and act upon findings in reviews in terms of:</p> <ul style="list-style-type: none"> • Best Practice • Areas for Improvement • Implementation of findings from national cases <p>And identify relevant information from reviews for wider partners including co commissioners</p>	<p>analysis, dissemination of information, further training for reviewers, improvement in quality rating of reviews</p>	<p>Training by October 2009</p> <p>Review of quality ratings in march 2009, benchmarked against ratings for previous year</p>		
<p>Links to other actions and PSAs: 1.1 effective offender management 1.5 increasing public confidence</p>					
<p>3.2 DELIVER PROGRAMMES SPECIFICALLY AIMED AT THOSE WHO COMMIT VIOLENCE</p>	<p>Achieve targets for Accredited Programme completions for domestic abuse perpetrators</p>	<p>Performance targets</p>	<p>Quarterly in SLA/Contract reviews</p>	<p>NOMS Y & H</p>	<p>NOMS Probation</p>
	<p>Achieve targets for the delivery of accredited sex offender treatment programmes in custody and the community</p>	<p>As above</p>	<p>As above</p>	<p>NOMS Y & H</p>	<p>NOMS Probation & Prisons</p>
	<p>Monitor delivery of CALM and COVAID by relevant providers</p>	<p>Data on use of programmes in relation to need</p>	<p>As above</p>	<p>NOMS Y & H</p>	<p>NOMS Probation</p>
<p>Links to other actions and PSAs: 1.1 effective offender management 1.2 What Works/Public Value 1.5 increasing public confidence</p>					
<p>3.3 ADDRESS THE HEALTH & SOCIAL CARE NEEDS OF DANGEROUS AND MENTALLY DISORDERED OFFENDERS</p>	<p>Improve links with Mental Health Unit to ensure appropriate engagement with – and diversion to - mental health services for dangerous and mentally disordered offenders</p>	<p>Links established at regional level with HO MHU</p>		<p>NOMS Y & H</p>	

Links to other actions and PSAs:

1.3 Work in partnership throughout the delivery chain 1.5 Increasing public confidence , 2.3 Health & Social Care 3.1 Multi agency partnerships for offenders who pose risk

PSA 18 Promote better health and well being for all

3.4 REDUCING THE RISK OF AND FROM PEOPLE ENGAGING WITH VIOLENT EXTREMISM	Mitigate the risks posed by extremist offenders in prison and under supervision in the community, through intelligence gathering and partnership working, training and awareness raising for staff, risk assessment of individual offenders and developing Interventions for offenders aimed at countering radicalization	Training delivered, quality of intelligence reports, staff appointed to pump prime probation area capacity, links with relevant partners developed, progress review on relevant cases	Review quarterly in SLAs/Contracts	NOMS Y & H community & custody Prevent leads	NOMS Prison, Probation OSCT, GOYH Prevent team, local partners
	Ensure local agreements are in place to establish appropriate links between Local Authority Prevent forums and MAPPA	Protocols in place and examples of effective practice	As above	NOMS Y & H community Prevent lead	NOMS Prison, Probation OSCT, GOYH Prevent team, local partners

Links to other actions and PSAs:

1.2 What Works/Public Value 1.3 Work in partnership throughout the delivery chain 1.5 Increasing public confidence , 3.1 Multi agency partnerships for offenders who pose risk

PSA 26 Reduce the Risk to the UK and its interests overseas from international terrorism

10. EQUALITY IMPACT ASSESSMENT

AREA OF ACTIVITY	CHANGES PROPOSED	RESPONSIBILITY	SUCCESS INDICATORS	TARGET DATE	PROGRESS MADE TO DATE?
Publication Arrangements	EIA action plan to be published alongside framework	NOMS Y & H	EIA action plan forms annex to overall framework	May 2009	
Monitoring & Review Arrangements	1. Quarterly Review of EIA Action Plan and delivery of	NOMS Y & H	Progress reporting completed and	June 2009 and quarterly from then on	

	Objectives in framework 2. Monitoring of plan and diversity commitments to be reviewed as part of review of delivery mechanisms	NOMS Y & H	reviewed Review complete, delivery mechanisms in place with commitment to monitor progress	October 2009	
Review of Reducing re-offending Governance arrangements	Review of Reducing Re-offending governance structures in the region to inform future monitoring arrangements including those of the Framework and EIA action plan	NOMS Y & H	Governance Review complete with clear terms of reference	October 2009	
Review Membership of Partnership delivery groups	Membership of delivery groups to be reviewed as part of governance review	NOMS Reducing Re-offending Partnership Board	Delivery groups include diverse membership or a diversity expert Improved outcomes for diverse groups	October 2009	
Service user consultation and engagement	Consultation with service users should include representation from diverse groups	PAT Leads/delivery groups	Issues facing specific diverse groups are captured and highlighted Improved outcomes for diverse groups	Ongoing	
Data collection	Projects that involve collecting/analysing information should include information on age, gender, ethnicity, disability, faith, and sexual orientation where possible	PAT leads/delivery groups	Issues facing diverse groups are captured and highlighted Improved outcomes for diverse groups	Ongoing	
Monitoring of data	Equality monitoring data to be accessed and analysed to identify differential	PAT leads/delivery groups	Issues facing diverse groups are captured and highlighted	Ongoing	

	outcomes e.g. KPTs, OASys quality		Improved outcomes for diverse groups		
HMPS Race Review 2008	Delivery groups to consider implications of/ recommendations from HMPS Race Review 2008	PAT leads/Delivery Groups	Objectives in framework are reviewed for appropriateness and amended where necessary	April 2009	

11. APPENDICES

1. Public Service Agreements

PSA 14: Increase the number of children and young people on the path to success. This PSA aims to ensure all young people make a successful transition to adulthood, which includes ensuring young people do not start to offend, or that they stop early if they do start. One of the headline indicators for this PSA is a reduction in the number of first time entrants to the Criminal Justice System. Success in this PSA should help to minimise the number of offenders flowing through into the adult system.

PSA 16: Increase the proportion of socially excluded adults in settled accommodation and employment, education or training. This PSA identifies adult offenders released from custody and on community sentences as one of the 'at risk' client groups who are likely to experience multiple problems. The key indicators for offenders are to increase the proportion of offenders under probation supervision in employment, education or training at the end of their order or licence, and to increase the proportion of offenders in settled and suitable accommodation at the end of their order or licence.

PSA 23: Make Communities Safer. The vision for this PSA is that Criminal Justice organisations (such as police, probation and prisons) and their partners will work together to understand crime and community safety issues in their area and be able to demonstrate effective action to address them. This 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 interventions more closely. The priority action on reducing re-offending has a target of 10% reduction by 2011.

PSA 24: Effective, responsive and transparent Criminal Justice System. An efficient and effective policing and criminal justice system has a key role in deterring offending, by increasing the chances of getting caught and ensuring appropriate penalties are given. For offenders, while the key is getting them to cease offending altogether, if they do offend we must tackle their behaviour quickly. Local Criminal Justice Boards (LCJBs) will play a critical role locally in linking the rehabilitative and enforcement actions needed to reduce re-offending

PSA 25: Reduce the harm caused by Alcohol and Drugs. The aim of this PSA is to reduce drug related offending, and thereby reduce overall crime and re-offending. It aims to tackle crime and anti-social behaviour associated with drug misuse, reduce the harms caused by drugs to the community, and use the CJS to help offenders engage with drugs and alcohol treatment.

PSA 26: Reduce the Risk to the UK and its interests overseas from international terrorism. This PSA covers the four priority objectives as defined in CONTEST, the Government's long term strategy for countering terrorism. This includes measures to reduce the risk of people becoming, or remaining, violent extremists.

2. The Board overseeing the Refresh of the Yorkshire & Humberside Reducing Re-offending Framework

Gini Whitehead, Rachael Sykes, Elizabeth Knowles (DOM Team)

Steve Hemming – Probation

Marcella Goligher & Maxine Haughian – HMPS

Les Manton – HMP Wolds (Private)

Jackie Lowthian – Nacro/Third Sector

Farida Anderson – Partners of Prisoners/Diversity

Alison Rose and Sarah Brown – Police

Mick Chambers – Government Office

Phil Proctor – Office for Criminal Justice Reform

3. ACRONYMS

ATB	Attitude, Thinking & Behaviour
ATR	Alcohol Treatment requirement
BCU	Basic Command Unit
BME	Black and Minority Ethnic
C&F	Children & Families of Offenders'
CARAT	Counselling, Assessment, Referral, Advice and Treatment <i>Drug services accessible to all prisoners in custody</i>
CDRP	Crime Disorder and Reduction Partnership
CIU	Community Integration Unit
CJS	Criminal Justice System
CLG	Communities & Local Government
CPS	Crown Prosecution Service
CRAMs	Case Record And Management System
DIC	Deaths in Custody
DIP	Drug Interventions Programme
DOM	Director of Offender Management
EIA	Equality Impact Assessments
ELS	Employment Learning and Skills
FBD	Finance Benefit and Debt
GOYH	Government Office for Yorkshire and the Humber
HNA	Health Needs Analysis
IDTS	Integrated Drug Treatment System
IOM	Integrated Offender Management
IOMU	Integrated Offender Management Unit
JCP	Job Centre Plus
LA	Local Authority
LAA	Local Area Agreements
LCJB	Local Criminal Justice Board
LOLASP	Local Offender Learning and Skills Partnerships
LSCCom	Legal services Commissioners
LSC	Learning and Skills Council
LSP	Local Strategic Partnership
MAPPA	Multi Agency Public Protection Arrangements
MH	Mental Health
MOJ	Ministry of Justice
NI	National Indicators
NOMS	National Offender Management Service
PNOMIS	Prison National Offender Management Information System (Prison NOMIS)
NTA	National Treatment Agency
OELS	Offender Employment Learning and Skills
OHS	Offender Health Strategy

OHSC	Offender Health and Social Care
OM	Offender Management
PAT	Pathway Action Team
PCT	Primary Care Trust
PPO	Prolific and Other Persistent Offender
PSA	Public Service Agreement
RIEP	Regional Improvement and Efficiency Partnership
RRAF	Reducing Re-offending Action Framework
SUI	Service User Involvement / Serious Untoward Incident
TWP	Together Women Programme
VCS	Voluntary and Community Sector
YHIP	Yorkshire & Humberside Improvement Partnership

. OASYS DATA

OASys – Offender Needs in Yorkshire and Humberside (2007/8 assessments)

Need	Probation Assessments (National figures in brackets)	Prison Assessments (National figures in brackets)	All Assessments (Prison and Probation) (National figures in brackets)
Accommodation	38% (37%)	45% (45%)	39% (38%)
Employment, Training and Education	58% (55%)	63% (58%)	59% (55%)
Financial Management & Income	24% (24%)	35% (31%)	26% (24%)
Relationships	45% (43%)	43% (41%)	45% (43%)
Lifestyle & associates	45% (41%)	64% (59%)	47% (43%)
Drug misuse	28% (26%)	42% (37%)	30% (27%)
Alcohol misuse	46% (45%)	33% (34%)	45% (44%)
Emotional wellbeing	41% (42%)	32% (32%)	40% (41%)
Thinking & behaviour	59% (57%)	63% (57%)	59% (57%)
Attitudes	38% (34%)	48% (43%)	39% (35%)