

## **Reducing Re-offending Action Plan – interim discussion paper**

### **1 Background**

1. Offenders are a particularly vulnerable group of adults. The Social Exclusion Unit reported on Reducing Re-offending by ex prisoners in 2002. This report points out that many prisoners have experienced a lifetime of social exclusion. Compared with the general population, prisoners are thirteen times as likely to have been in care as a child; thirteen times as likely to be unemployed; ten times as likely to have been a regular truant; six times as likely to be a young father and fifteen times as likely to be HIV positive. Inequality and crime, and therefore re-offending, are inextricably linked.
2. The London Resettlement Board<sup>1</sup> headed by Baroness Scotland, published phase one of the London Resettlement Strategy The London Resettlement Board which was hailed as “.. a new approach to reduce re-offending and improve the resettlement of offenders”.
3. Offenders present with a wide range of needs which interact with each other in complex and often chaotic ways. There are many services involved in helping reduce re-offending, each with their own targets, systems, culture and language. Patterns of service delivery are intricate and complex. Understanding and working with the totality of these complexities presents a real challenge.
4. The focus on reducing re-offending must be on providing easy access to high quality services that target the needs of vulnerable individuals. Creating more prosperous and stronger local communities will extend the impact of this targeted work.

### **2 Definition of the problem**

5. In this context, offenders are adult individuals convicted of a criminal act and having served a custodial sentence. The prevention of re-offending therefore relates to stopping individuals who have been to prison following conviction for a criminal offence, doing so in the future. One way to stop re-offending is to reduce first time offending. However developing an action plan for primary prevention is beyond the scope of this report.
6. The main aims of programmes that reduce re-offending are:
  - to maintain and improve public protection and
  - to reduce the harm caused to individuals and communities by those who re-offend.
  - to change the behaviour of the offender and improve their life chances

### **3 Patterns and scale of the problem**

7. The Social Exclusion Unit in a highly influential report *‘Reducing re-offending by ex*

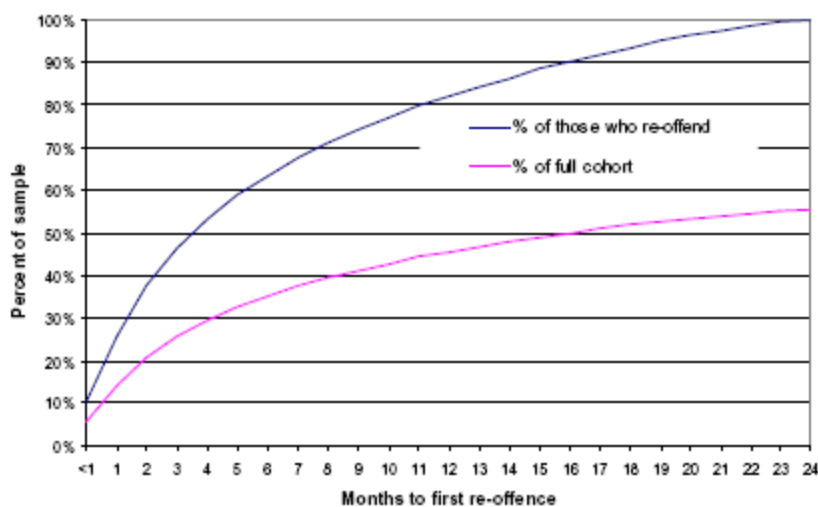
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<sup>1</sup> LRB – Home Office, GOL, NOMS, Metropolitan Police, ALG, Haringey and Southwark councils, NACRO, Isc, NHS, LDA, job centre plus, National Probation Service, HM Prison Service (London Area), YJB and the Mayor of London

*prisoners'* laid out the basic problem:

- In 1997, 58% of prisoners released were convicted of another crime within 2 years- 36% were back inside on another prison term;
  - Each person reconvicted will have committed 5 further crimes (18% of recorded notifiable crime, costing at least £11 billion).
  - A re-offending ex-prisoner is likely to be responsible for crime costing the criminal justice system an average of £65,000.
  - The cost of keeping a prisoner in prison average £37,500 per year
  - Offenders basic skills are generally poor: 80% have writing skills; 65% have the numeracy skills and 50% the reading skills at or below those of 11 year olds;
  - Offenders mental health is poor: 70% have at least 2 mental disorders and 20-37% have attempted suicide.
  - 60-70% were using drugs before imprisonment.
8. Data on re-offending nationally is provided in the latest *Re-offending of Adults: Results from the 2004 Cohort* (published in March 2007 and referring to 2004 cohort), which had a sample base of over 47,000 people either discharged from custody or who commenced a community penalty in the first quarter of the year.
9. 57% of those first convicted re-offend by 24 months of release or start of a community order. Of those who re-offend, 50% do so within the first 4 months after release or the start of a community order, and over 80% by 12 months. Put another way: the number of previous convictions is highly associated with another conviction. Support services need to be in place quickly once an offender is released.

Figure 3: When re-offending took place for the 2004 cohort



10. Interestingly, 30% of the total cohort in 2004 committed crimes in the same offence

type. The extremes are: theft where 58% who were first convicted of theft had theft as their second conviction, whereas of those originally convicted of drug supply only 4% had drug supply as their first re-offence. Since the introduction of DIP, acquisitive crime has fallen by 20% and 3,000 offenders a month enter drug treatment (WTTCCADJ para 2.2.2).

11. Data on adult re-offending shows a drop of 5.8% nationally between 2000 and 2004.

### Characteristics of adult offenders and re-offenders in Haringey

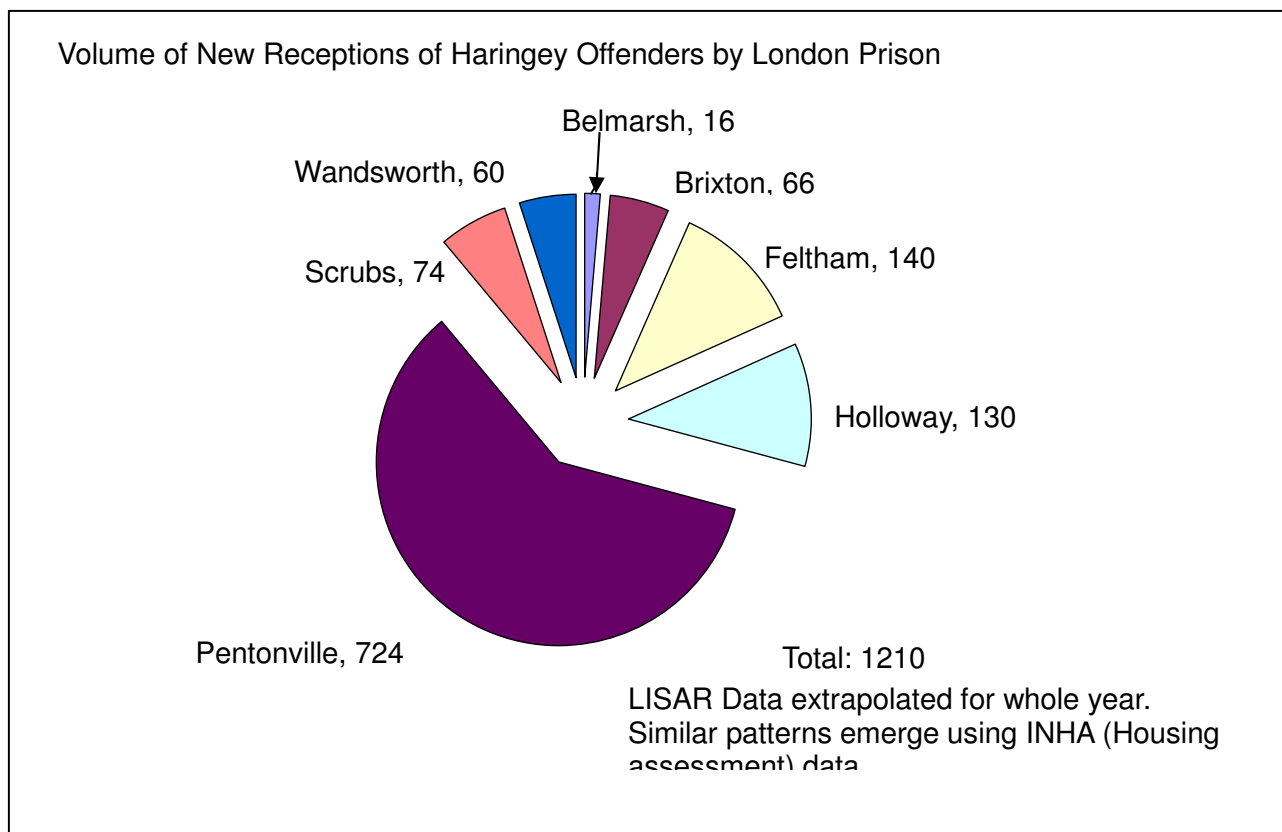
#### General characteristics

	Haringey <sup>2</sup>	London <sup>3</sup>
Gender of London prison receptions	1080 130	18,032 (90%) male 1,951 (10%) female
Total receptions into London prisons	1210	19983
Untried/unsentenced	62% (48%/14%)	12,293 (62%)
% sentenced receptions	35%	6,655 (38% 1 in 3)
% recalled	3%	
Number serving less than 12 months	252 (21%)	4,281 (21%: 1 in 5)
Number serving 12-48 months	156	
Life and other	16	
Number serving more than 12 months	172 (14%)	2,374 (12% 1 in 8)
% sentenced prisoners held in <b>London</b> prisons		23%
% prisoners remanded held in <b>London</b> prisons		77%
% sentenced prisoners held in prisons <b>outside London</b>		79%
% prisoners remanded in prisons <b>outside London</b>		21%
Number new probation supervision commencements 2007-08		33420
Commencing community order		26,392 (79%)
Commencing licence after release from custody		7028 (21%)
Probation caseload on March 2008		24, 074
Probation caseload on community order March 2008		19,614 (81%)
Probation caseload on licence March 2008		4460 (19%)

<sup>2</sup> (Source A. James *LBH Offender Profile Report* using extrapolated LISAR data 2006-07)

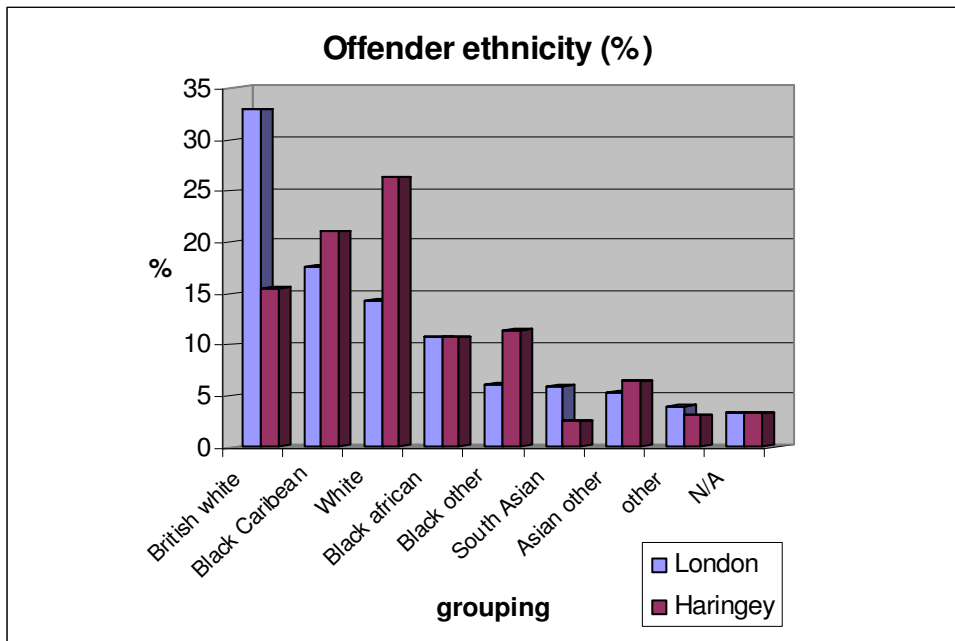
<sup>3</sup> (Source: Ministry of Justice *PSA 23 Make Communities Safer presentation* 2008)

## Haringey's prison population



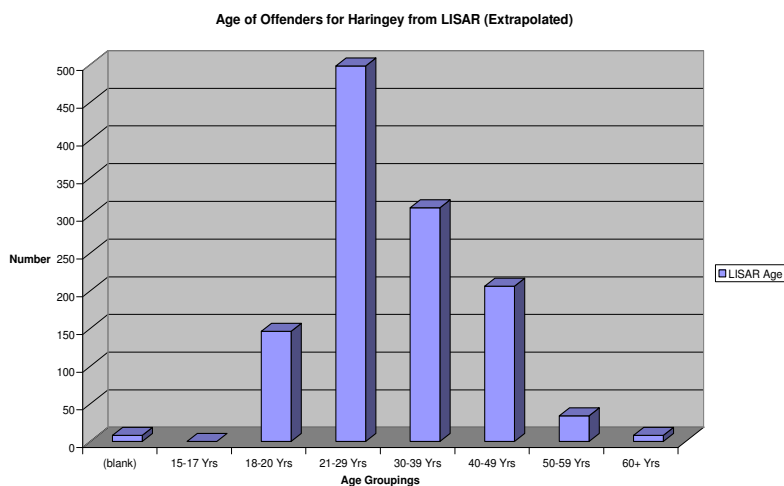
Source: A. James *LBH Offender Profile Report* October 2007

12. Pentonville is the prison where most male offenders are gaoled with Holloway for the majority of women. However, it should be note that Pentonville is a remand prison, so although most male offenders from Haringey are initially sent there, they usually serve their sentence in another prison, further away from their support networks. Currently, it very difficult for Pentonville to accommodate 'local' offenders at the end of their sentences because of 'churn' and numbers of offenders. This presents a real problem for resettlement and rehabilitation services.
13. The London Resettlement Pilot aimed to return prisoners to their 'local' prison 8 weeks before their release date to facilitate a smoother reintegration into the community. In London HMP Wandsworth and Holloway were part of this scheme, which has had limited success.
14. The ethnic grouping profile of Haringey is distinct from that of London: there are relatively fewer 'British white' offenders, slightly more 'Black Caribbean' and considerably more 'White' and 'Black other'. The latter two categories are interesting as it shows the impact of new immigration patterns into Haringey, and possibly reinforces the view that these communities are particularly socially excluded. It might also suggest that criminogenic needs are changing.



Source: A. James LBH Offender Profile Report October 2007

15. The age profile for Haringey shows a higher proportion of those aged 21-29, and lower proportion of those aged 30-39 than London. (Source: A. James LBH Offender Profile Report October 2007)



**NOT FOR QUOTATION: Number of re-offenders and number of offences for Haringey, London and national re-offenders using probation caseload September 2006- September 2007**

	Haringey	London	National
Community order	730	22398	130676
licence	131	4282	22250
both	7	206	760
% all offenders proven to have reoffended	67 (7.7%) (base: 869)	2278 (8.5%) (base 26868)	16336 (9.5%) (base 172521)
Number on community order proven to have reoffended	59 (8.1%) (base 730)	1952 (8.7%) (base 22398)	14041 (9.7%) (base 145229)
% offenders on license proven to have reoffended	7 (5.3%) (base 132)	316 (7.4%) (base 4282)	2090 (7.9%) (base 26344)
Number of proven offences for all offenders	112 (1.7 offences per offender)	4002 (1.8 offences)	30107 (1.8 offences)
Number of proven offences for those community order	93 (1.6 offences)	3327 (1.7offences)	25484 (1.8 offences)
Number of proven offences for licencees	15 (2.1 offences)	600 (1.9)	4171 (2 offences)
Average number of re-offences per 100 offenders on caseload	12.9	14.9	17.5

(Source: Ministry of Justice *LAA re-offending measure: interim results September 2007 cohort*)

#### **4 Reducing harm: targeting Priority and other Prolific Offenders (PPOs)**

16. Reducing re-offending has incorporated an assessment of existing harm caused by an offender or the future potential to cause harm. Harm in this case means either the level of offending or the seriousness of the offences.
17. The PPO approach is based on research showing that of an offending population of about 1 million in England, 10% of offenders were responsible for 50% of the crime in England and Wales. The most active 5,000 (0.5%) were estimated to be responsible for nearly 10% of all crime (quoted in HO report *Impact Assessment of PPO Programme* Dawson and Cuppleditch 2007).
18. Super-active offenders are by definition those who re-offend most often. (Note however that re-offend = reconvicted, so there will be some super-active offenders who

have not been caught and convicted.

19. The PPO scheme is basically designed to offer those offenders who are designated as causing the most harm or are most problematic “a choice between cessation of offending and acceptance of a range of interventions that will support them in their attempts to stop offending or carrying on offending with an increased risk of being caught and convicted.”
20. The Haringey PPO scheme uses a matrix with a number of variables to assess individuals for inclusion on the scheme; the basis is that offenders in the community have six or more conviction/ intelligence reports over the previous 12 months.
21. There are 3 components of PPO: prevent and deter (young offenders 10 – 17 only); catch and bring to justice and resettle and rehabilitate, and aiming to:
  - enhance arrest, investigation, detection, charging and prosecution of offenders, bring to justice as much of the criminality committed by the targeted PPOs as possible (by proactive police work such as increased supervision and monitoring);
  - reduce re-offending by PPOs and, in theory, reduce the number of victims of crime;
  - develop a rapid and effective partnership intervention which enables effective supervision and monitoring of PPOs; and
  - address non-compliance/re-offending speedily and effectively with a rapid return to court or prison where appropriate.
22. These measures have been ‘standardised’, so local Crime and Disorder Partnerships have been able to set priorities about the types of crimes they believe are important to tackle. Each CDRP was asked to run a scheme that identified at least 15 and more likely at least 40 offenders using a standard matrix to identify PPOs. In Haringey the scheme started in late 2004 and maintains a standard list of up to 40 adult offenders. In theory, data on identified offenders is collated on a computer system called J-Track ; data is input by police and Crown Prosecution Service. PPOs receive a 'premium service' from the criminal justice service which in essence means that they are subject to additional scrutiny and given enhanced interventions to assist reducing their offending. (see appendix for a description of this).

### **PPOs: the London and Haringey Approach**

23. In London, guidance on implementing PPO suggested that PPOs were defined as:
  - Adults having six or more indications of criminal activity (convictions an/or reliable intelligence) by this person over a 2 year period. One of the convictions must have led to a prison sentence of less than 12 months or community service equivalent.
  - Involved in an offence related to PSA agreements number 1 and 4, which primarily relate to vehicle crime; domestic burglary and robbery, with the proviso that local priority can be used as well e.g. domestic violence (arrested at least once if not convicted)
  - Offending behaviour is motivated by drug or alcohol use.
24. Haringey signed up to PSA 1 and 4, and has implemented its' PPO broadly in

accordance with the London approach using the scoring matrix developed to assign suspected individuals.

25. The PPO scheme is now officially “aligned” with the Drug Interventions Programme; many PPO clients also have drug misuse problems and so have case workers from both programmes.

26.

**Haringey PPO profile 01/04/08 to 30/06/08**

Male	35	
Female	2	
Statutory cases	27	
Non-statutory	10	
Community sentence	26 (of whom 18 are statutory)	
Prison sentence	11 (of whom 2 are non-statutory)	

Ethnic Group	White British	17
	White other	1
	Mixed white African Caribbean	2
	Mixed white African	2
	Mixed white Asian	1
	Black/Black British Caribbean	11
Employment retention	Black/Black British African	2
	Black/Black British Other	1
	Retained in employment 4 weeks	1
	Retained in employment 13 weeks	4
Suitable accommodation upon release from custody/start of order	Completed community order and retained in employment (LAA NI 144. PSA 16)	1
	New commencements	7
	Placed in suitable accommodation	6
Released/start of order and in need of drug treatment	New releases receiving treatment at DIP within 48 hours	5

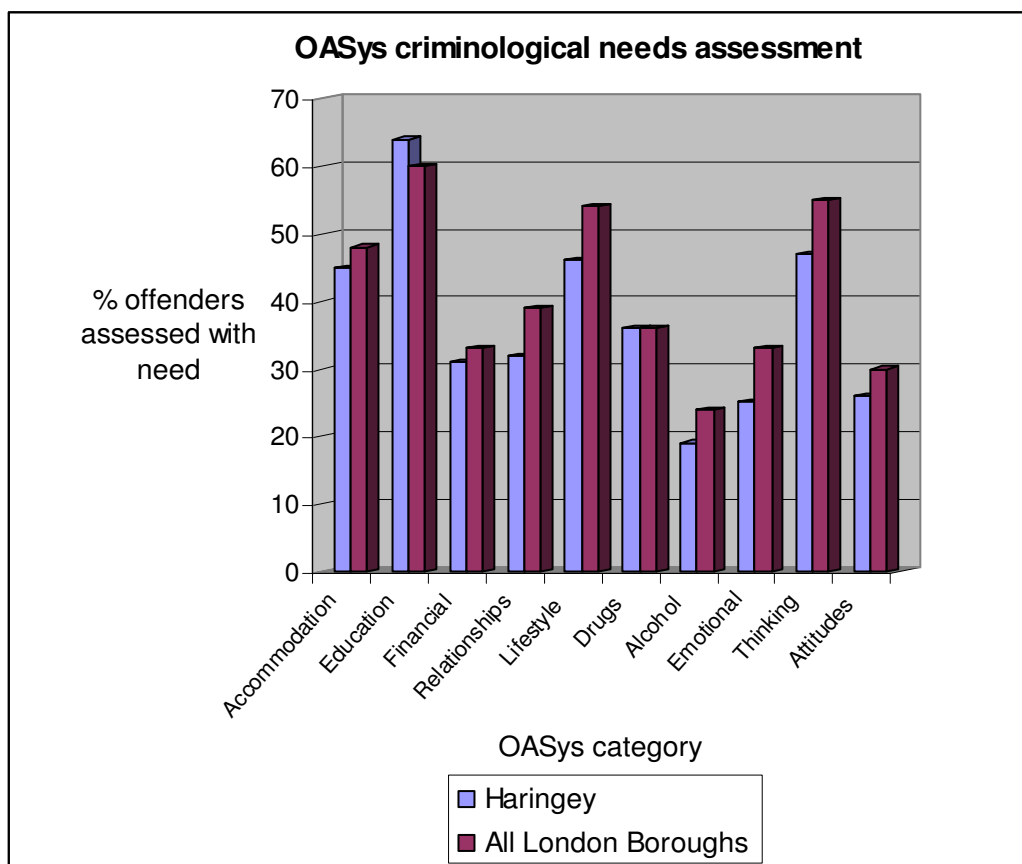


	New releases who did not receive DIP treatment	1
	Total number community orders in need of drug treatment	19 of 26
	Number community orders in drug treatment for 12 weeks	11
	Number community order not in drug treatment for 12 weeks	8
Breaches of license (to be recalled within 2 hours)	0	
Joint home visits within 5 days of release/start of order	0 (of 5)	
Community cases statutory orders reconvictions	3 (of 18)	
Community cases non statutory reconvictions	3 (of 8)	

(source: Joint Probation/Police Quarterly report Haringey PPO Steering Group)

## 5 What needs are presented by Haringey offenders

27. We can compare offenders needs in Haringey with needs across London using OASys (the national Offender Assessment System). The OASys tool is used to assess criminological need in offenders: a need that is associated with re-offending. The number of Haringey offenders with each need is somewhat less than the whole of London. However it is particularly noteworthy that needs associated with 'education' are higher, and those with lifestyle, thinking and accommodation are also high.
28. Those offenders in custody do not have higher needs than those in the community, but they often have a greater number of needs. (Note that this data does not include those sentenced to less than 12 months, unless requested by the court).
29. LISAR (London Initial Screening and Referral Tool) collects data about those on sentences of less than 12 months, but as the assessment is done on reception at prison, may not be as comprehensive in its coverage. Since the Criminal Justice Act (1991) removed the requirement of probation to supervise this cohort, many leave prison unsupported.



(Source: LB Haringey DAAT *LBH Offender Profile Report* October 2007)

30. The graph shows that the four most important needs for those on statutory orders are associated with :
- education
  - thinking
  - lifestyle
  - accommodation

## 6 Components of a service network

31. The SEU report identified that a number of factors influencing the likelihood of re-offending need to be in place if the multiple needs of offenders were to be addressed in ways that helped an offender to change their behaviour.
32. The London Resettlement Board (LRB) has followed the Reducing Re-offending National Action Plan in implementing work on ways that address these nine factors. A major component of this work has been to develop 7 pathways (sometimes known as 'wrap around services') all aimed at supporting and encouraging ex-offenders to change their offending behaviour.

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Pathway	Identified Partners in London (excluding YOT and youth services)	Identified partners in Haringey (excluding YOT and youth services)	Assessment of progress for PPOs
Accommodation	LA; Probation; Housing and ACO; Prison Service; NOMS; NTA; Housing Corp; Shelter; ADD Supporting People	Probation Link Housing Worker; HAGA/ SP Newstart bedsit; St Mungo's 8 unit PPO hostel	Amber
Education, training and employment	Connexions; DFES; Prison Service; Jobcentre Plus; Learning and Skills Council; Probation; NOMS	Kinesis: primarily stable drug users; Probation Partnership; Basic Skills referral	Amber/green
Mental and Physical health (including alcohol)	NHS London; Care Services Improvement Partnership; Regional Public Health; NOMS; LDAN; Prison Service; Police; NACRO; Domestic Violence; Revolving Doors; LA	DASH: dual diagnosis link to be decided	Green
Drugs	Joint commissioning manager; GOL; NTA; Prison drugs co-ordinator; Probation; LDAN; London user forum	DIP; CARATs; of 80 referrals from prison based assessment teams, 16 were timely. After-care links to DIP;DASH	Green (CARATs amber)
Attitudes, thinking and behaviour	Prison service; Probation; LA; Regional offender manager; PiRR/CLINKS	Cognitive Behaviour Therapy; DIP; Probation	No data
Finance, debt and Benefits	CAB; Jobcentre Plus; learning and Skills Council; Legal Services Commission;	Haringey Aftercare Service CAB worker and part-time CAB worker in DIP.	No data

	NOMS; Prison Service; Probation; Unlock		
Children, Families and support networks.	Action for prisoners families; Adfam; Court Service; Probation; Regional Offender Managers Office; Prison advice and care trust; Prison chaplains; prisoners families and friends service; Safe Ground	Cosmic	No data

33. All PPOs (including non-statutory cases) should be managed in the same way in accordance with guidelines and protocols including enforcement of orders and licenses through Court fast tracking, as well as helping with applications for charitable assistance, benefits claims and applications for personal identifications documentation such as birth certificates.

**Links to prisons**

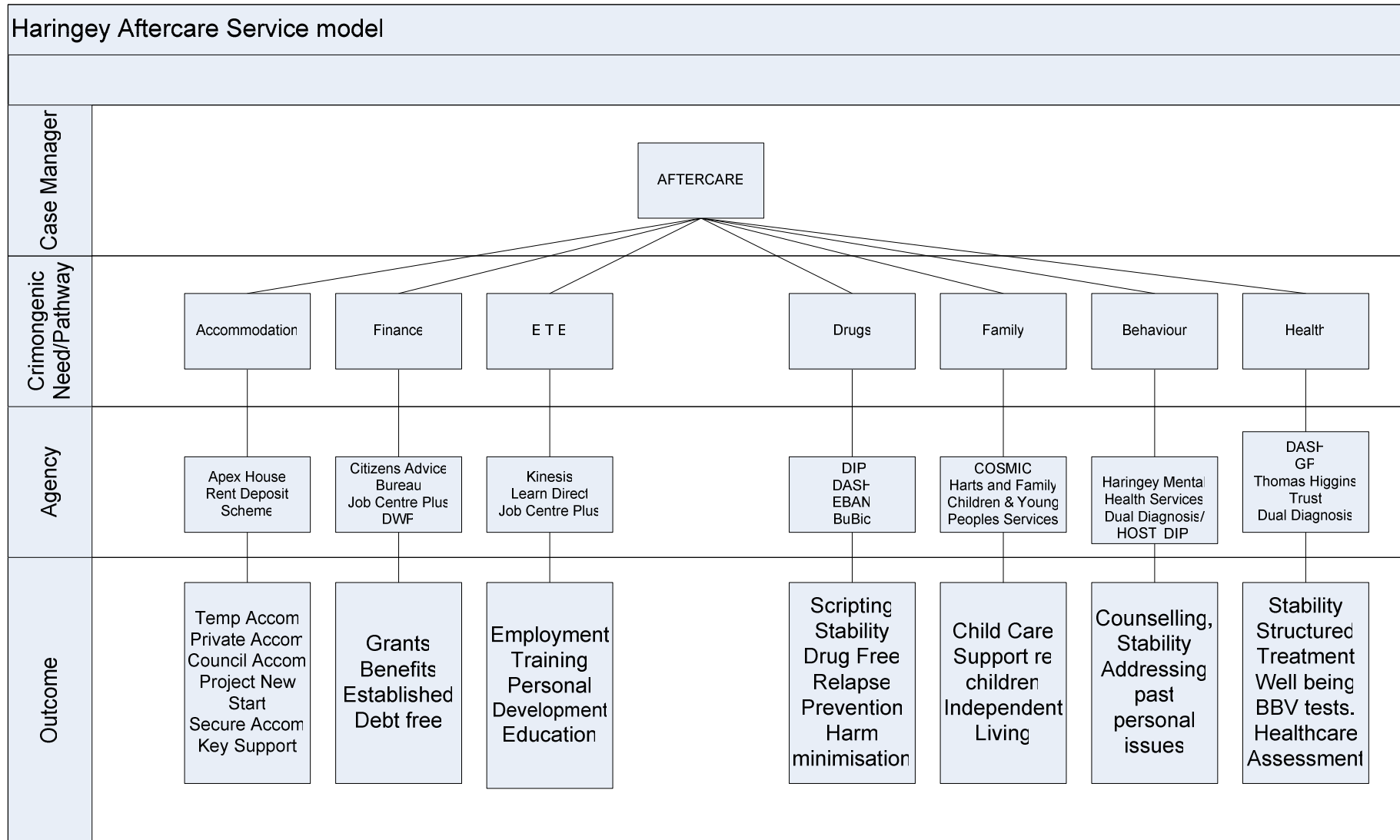
34. In addition to these 7 pathways, the link between prison and probation, and the process for managing PPOs are crucial. There is a DIP prison link worker (based in HMP Pentonville) who, along with probation services undertakes pre-release prison and initial reception visits, prison sentence planning and Community Care Assessments.
35. London Resettlement Board notes;  
 'prisons in London have extremely high turnovers and manage between 8 to 10 times their daily populations annually. Foreign nationals and prisoners awaiting trial make up a large proportion of the daily roll in the region- approximately 35% and 30% respectively.'
36. This poses a significant challenge to resettlement: although many London male offenders start their sentence close to home, only a minority will end up in a prison near their original home. (London Resettlement Board action plan September 2005).
37. Early unreported release is also a concern as this makes a mockery of any attempts at discharge planning.
38. Dispersal clearly creates problems for families who want to maintain contact with an offender. Maintaining offenders links with family is an important part of the last pathway. This remains a major challenge for Haringey.

**7 Local services assessment**

39. Data for this section comes from interviews with practitioners, and the strategy produced by L.B. Tower Hamlets.
40. Offenders who are also drug users have the most developed access to the 7

service pathways, primarily because the DAAT have developed the service network that meets their clients needs including drug using PPOs. The largely DAAT commissioned network is described in the following diagram.

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41. There are serious gaps which need to be addressed.

<b>Pathway: Accommodation</b>	
<b>Issue</b>	<b>Local gaps</b>
<p>Suitable housing is at the heart of reducing re-offending because it is the foundation of structured support and offers a stable base to engage with other services. It also has a direct impact on prison overcrowding when those with 'no fixed abode' have to be remanded in custody to reduce the risk of absconding. When release is planned and accommodation available beforehand, offenders should be met and accompanied to their accommodation.</p> <p>Very small amount for DAAT rent deposit scheme.</p>	<p>Review of housing policies and procedures is essential including definition of 'intentionally homeless' and criteria for priority access.</p> <p>Judicious use of Housing Benefit allowances, particularly for those on remand who are entitled to continue to claim for 52 weeks.</p> <p>Properties available for moving PPOs and others on statutory orders needs addressing.</p> <p>Insufficient capacity in Rent Deposit Scheme</p> <p>Review capacity for those 'No Fixed Abode' Where an offender is a LA tenant, ALMO and RSL written procedures should be in place for tenancy to be suspended and recommenced on release This may also require training staff in new procedures.</p>

<b>Pathway: Education, training and employment</b>	
<b>Issue</b>	<b>Local gaps</b>
<p>This is one of the most important criminogenic need in Haringey, the pathway seems particularly sparse.</p> <p>Being in employment reduces the risk of re-offending between one third and half. Work alleviates financial hardship, and is the process where most people contribute to and feel part of the community around them. A prison sentence usually reduces future work prospects even further, despite the positive effect work has on reducing re-offending.</p> <p>Factors mitigating against employment:</p> <ul style="list-style-type: none"> <li>• basic literacy and numeracy skills</li> <li>• no or little workplace experience</li> <li>• poor support/ stable relationships</li> <li>• few if any references</li> <li>• drug use</li> </ul>	<p>Developing links with basic literacy and numeracy providers need strengthening.</p> <p>Training providers need to be brought into the pathway in a more systematic and structured way. This could be linked to increasing the role of Job Centre Plus</p> <p>Exploring and developing a plan for employment opportunities in local statutory and commercial employers needs progressing.</p> <p>More effective links with CONEL.</p> <p>BUBIC offer peer support and training for their volunteers, some of whom, have gone on to formal training. Similar approaches could be used with other offenders.</p>

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|--|--|
| <ul style="list-style-type: none"><li>• stigma of criminal record</li><li>• unstable or non existent housing</li></ul> |  |
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<b>Pathway: Mental and physical health (including alcohol)</b>	
<b>Issue</b>	<b>Local gaps</b>
<p>Prisoners are entitled to receive the same range and quality of health care as those in the community</p> <p>Many not GP registered and will not receive treatment prior to custody. As GPs are a gateway, important to get ex-prisoners registered.</p> <p>Over 3 in 4 male and females smoke</p> <p>46% of male prisoners have a long standing illness or disability;</p> <p>nearly 1 in 4 have injected drugs and about half of these have hepatitis B or C. 70% of women who injected before prison have hep B or C.</p> <p>Court diversion is an important method for ensuring those with mental health problems do not enter the CJS unnecessarily. They are effective in dealing with both minor and serious offences; avoiding unnecessary imprisonment and achieving hospital admission where needed (Outcome of Psychiatric Admission through the Courts Home Office RDS, 2002).</p> <p>There is increasing awareness of the health needs of offenders and 80% of prisons now have mental health In-reach Teams and the number of transfers to mental health care facilities has more than doubled since 2000 (HMPI mental health of prisoners Oct 2007), but 4 out of 5 teams admit they cannot meet demand and often only the very serious cases are treated. Nearly half of mentally distressed prisoners in London have NFA on release.</p> <p>New data on offenders with learning disability (IQ of less than 70 combined with impaired social functioning) or borderline (IQ of less than 75) has shown prevalence of about 10% and as much as 35% respectively. Those with the condition may be viewed as recalcitrant or obstructive, have problems giving and retaining information and break appointments. About one third of people with learning disability also suffer from epilepsy, and one in four experience some form of sensory deprivation. (Department of Health Positive Practice, Positive Outcomes. Care Service Improvement Partnership 2007)</p>	<p>Mental health problems often imply other needs. OASys data suggests that those with emotional well-being needs had greatly increased needs in every other category. Exploring the potential for a multi-disciplinary approach to meeting these needs (not offending needs) would be helpful.</p> <p>'One stop' drop-in for initial physical and mental health assessment by a specialist nurses would provide at least an interim solution for those who are not registered with a GP –General Healthcare Assessments should be carried out on all clients by all Substance Misuse Services in the borough.</p> <p>GP registration is important.</p> <p>Assessment for learning disability is a specialist task and is rarely self reported.</p>

<b>Pathway: Drugs</b>	
Issue	Local gaps
<p>Drug treatment services have expanded significantly over the past few years and probation and prison teams find access to drug services amongst the easiest to plan for: prison interventions are at 80% and probation at 69% of those in need (OASys data, which will not cover those on non statutory orders).(NOMS commissioning plan consultation Sept 2007)</p> <p>Well documented and monitored pathways through drug services including aftercare. Drug treatment and mental health services in Haringey have a single point of access for those with dual diagnosis, however this information need to be disseminated to potential referrers.</p>	<p>Inappropriate referrals from CARATs teams to the DIP need addressing.</p> <p>Full integration with the other pathways is essential.</p>

<b>Pathway: Attitudes, thinking and behaviour</b>	
Issue	Local gaps
<p>Offender behaviour modification programmes can deliver small but important changes towards reducing re-offending. In one review cognitive behaviour therapy showed a 10% reduction in re-offending, with other forms of behaviour modification producing less impact (Home Office An evaluation of cognitive behaviour treatment for prisoners Home Office 2002).</p> <p>In some circumstances programmes may be counter productive: when offenders are low risk; when programmes are not completed and where programmes are not tailored to fit individual needs. Those on short term sentences may not be in prison for long enough to complete a course (for example Focus on Resettlement: FOR-a-change) and will almost certainly not have access to post release programmes.</p> <p>Following a high court ruling that prisoners on indeterminate public protection sentences could not be detained legally</p>	<p>Increasing capacity for community based behaviour change interventions needs progressing</p> <p>Exploring the potential for mentoring/coaching would provide individualised support for some offenders</p>

<p>without access to these interventions, the Government has announced a £3 million investment to improve delivery of programmes in prison.</p> <p>There is some evidence that community based cognitive intervention programmes can be effective, especially when delivered in conjunction with other interventions such as drug treatment and training (Commissioning Plan Consultation NOMS 2007).</p>	
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<b>Pathway: Finance, debt and benefits</b>	
Issue	Local gaps
<p>Financial needs are likely to feature amongst ex-offenders especially those leaving prison. These will range from debts often associated with housing to problems accessing timely benefits and exclusion from financial services.</p> <p>Nationally there are about 100,000 people released from prison and who make demands on the benefits system. Applying for income support, job seekers allowance, incapacity benefit or grants and loans in lieu of (or in addition to) state support is not straightforward.</p> <p>Ex offenders also face difficulties accessing timely payments if they do not have relevant identity documents, bank account or proof of address.</p> <p>There is a specialist scheme to help those leaving prison navigate the benefits system and fast track applications called Fresh Start. The scheme recognises an increased risk of re-offending when the gap between release and processing a claim is more than a few days. Job centre Plus also provides benefit advisors in prisons who may detect problems although advance claims are not possible.</p>	<p>Given the importance of access to financial services for offenders and their families, it is perhaps surprising that this does not feature more highly on the needs assessment. None the less, a review of available services would be beneficial.</p> <p>The CAB advisers based in the Haringey Aftercare Service and the DIP work with substance misusing clients on these matters.</p>

<b>Pathway: Children, families and support networks</b>	
<b>Issues</b>	<b>Local gaps</b>
<p>Where regular contact is maintained between a prisoner and their family, the risk of re-offending is reduced and resettlement outcomes frequently improved in relation to accommodation and employment.</p> <p>Barriers to maintaining contact including lack of information about prisoner location, procedures and opening times, complex and expensive travel, unhelpful or hostile prison staff and intimidating security (Keeping Children and their Families Together Northern Rock Foundation July 2007) About half of all prisoners lose contact with their family, partly due to the difficulties faced by family member in accessing their relative. (What's the problem? Prisoners Families Helpline statistics August 2006) This is a particularly acute for London prisoners as they are moved from their 'home' prison to one outside London.</p> <p>Current estimates suggest that around 160,000 children each year see a parent go to prison, a figure likely to rise to 200,000 in the next five years. 7% of children have a parent imprisoned during their school years, more than those experiencing divorce and 6 times the number on the child protection register. There is currently no requirement to recognise children of offenders as a vulnerable group, and there is no data on their needs.(Children of Offenders Recommendations for Government. Action for Prisoners Families Dec 2007).</p> <p>Children of offenders are more likely to come from already socially excluded families. The effects on children of parental imprisonment can significantly compound this situation. Children in families with a close family member in prison are 3 times more likely to suffer mental health problems, face stigma and bullying at school, suffer from feelings of guilt and abandonment. Children have worse school performance and are more likely to use illicit drugs. (Review Dept for Education and Skills/Ministry of Justice June 2007 and Working with Children and Families of Prisoners Ormiston Children and Families Trust 2007). The SEU found that 64% of children in families with a parent in prison go on to offend.</p> <p>The Department for Education and Skills notes        After arrest, during imprisonment and after release, there are a number of ways children's centres can work to build children's self esteem; encourage open discussion of their feelings; reduce anxiety about life in prison and facilitate involvement in social activities to combat isolation and stigma' (Sure Start Children's Centres Practice Guidance DfES 2006)</p> <p>The DfES also encourages centres to provide childcare when parents or carers have to attend court; arrange transport for visits, provide information and signposting to specialist services for families, help with applications for financial assistance, help families adjust when an offender is released</p>	<p>There is very little data about this pathway locally. In the first instance, looking at the role of Children's Centres in supporting families could be useful. The Family Intervention Programme at the ASBAT could serve as a model for developing a similar approach with non ASB offenders. Third sector providers are well represented in this field and consideration should be given to developing either a service specification or contract which can be tendered for support services.</p>

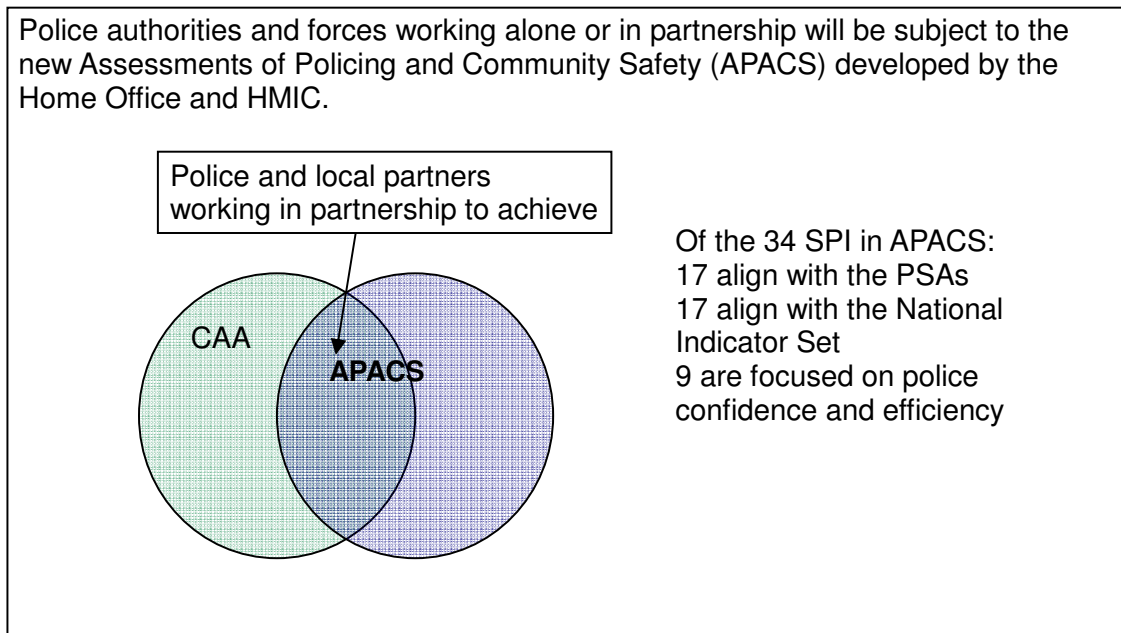
## 8 Appropriate structures

42. The issues highlighted and the identified role of local CDRPs of setting priorities about the types of crimes they believe are important to tackle clearly has implications for Haringey partnerships. The network of pathways needed to effectively tackle reducing re-offending cuts across all 6 theme boards under the LSP. The new *LAA performance framework* gives an incentive for each part of the network to develop effective and efficient pathways. (see annex for related PSA and LAA indicator sets)

PSA 23 Make communities safer: reduce re-offending through improved management of adult and young offenders  
PSA 24 Deliver a more effective, transparent, and responsive Criminal Justice System for victims and the public  
PSA 16 increase the proportion of socially excluded adults in employment, education and training  
PSA 25 reduce the harm caused by alcohol and drugs

LAA indicators – Re-offending  
NI 18 (MoJ) - Adult re-offending rates for those under probation supervision  
NI 30 (HO) - Re-offending rate of prolific and priority offenders  
NI 32 (HO) - Repeat incidents of domestic violence  
NI 19 (MoJ) - Rate of proven re-offending by young offenders  
(Source: Ministry of Justice PSA 23 Make Communities Safer presentation)

43. The current structure within the Safer Communities Executive Board does not adequately address the proper and informed governance of the work needed to develop a whole new strand of work under 'resettle and rehabilitate'. This work should also incorporate the local response to PPOs.
44. The volume of work needed to deliver the network and pathways successfully cannot be simply another part of an existing role. As a minimum, it may require a dedicated officer, used to working across boundaries, who can refine the tasks within the gap analysis.
45. Establishing such a structure seems especially important because of the nature of the service user and client groups involved and the need to draw on a wide range of services many of which also impact on other theme boards. Development of pathways draws in key statutory partners, some of which are experiencing considerable change, in particular the criminal justice system.
46. Local police forces will be subject to a new assessed regime, where there is more explicit overlap with partner agencies.



(Source Home Office Delivering the community safety and harm reduction PSAs presentation 2008)

## 9 Monitoring progress

47. The basis of developing a timely and accurate monitoring system already exists with the Offender Manager Scheme, incorporating the DIP and PPO Steering Groups.
48. Many other data sources are operational, and drawing these together in a helpful and not burdensome way is an important task in itself. The reports need to directly address the indicators that underpin the PSA targets.

## 10 Next steps

- Continue gathering data about local services relevant to reducing re-offending and feed into the gap analysis.
- Provide an opportunity for all members of the 7 pathways to develop a consensus about the key developments needed
- Establish links with other theme boards on the needs of offenders and the services need to address reductions in re-offending
- Look at innovative work and funding streams used by 'family' and other local authorities in tackling re-offending
- Develop an action plan with costs and implementation timetable for ratification by SCEB

- Work with SCEB members to develop appropriate structures for governance
- Consider the development of a Haringey reducing Reoffending Strategy

## **Annex 1**

### Links with other PSAs

PSA 13: Improve children and young people's safety

PSA 14: Increase the number of children and young people on the path to success

PSA 16: Increase the proportion of socially excluded adults in settled accommodation and employment, education and training

PSA 17: [Indicator 4] Increase the proportion of people over 65 who are satisfied with their home and their neighbourhood

PSA 21: Build more cohesive, empowered and active communities

And More LAA indicators relating to offenders

NI 43 (MoJ) - Young people within the Youth Justice System receiving a conviction in court who are sentenced to custody

NI 44 (MoJ) - Ethnic composition of offenders on Youth Justice System disposals

NI 45 (MoJ) - Young offenders engagement in suitable education, employment or training

NI 46 (MoJ) - Young offenders access to suitable accommodation

NI 111 (DCSF) - First time entrants to the Youth Justice System aged 10 - 17

NI 117 (DCSF) - 16 to 18 year olds who are not in education, training or employment (NEET)

NI 15 (HO) - Serious violent crime rate

NI 16 (HO) - Serious acquisitive crime rate

NI 20 (HO) - Assault with injury crime rate

NI 28 (HO) - Serious knife crime rate

NI 29 (HO) - Gun crime rate

NI 38 (HO) - Drug-related (Class A) offending rate

NI 143 (CO) - Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence

NI 144 (CO) - Offenders under probation supervision in employment at the end of their order or licence

(Sources: Home Office and Ministry of Justice presentations 2008)