



London Borough of Hammersmith & Fulham

**TRANSPORT, ENVIRONMENT AND RESIDENTS
SERVICES SELECT COMMITTEE
24.03.14**

REDUCING RE-OFFENDING BY PRISONERS ON RELEASE

Report of the Divisional Director

Open Report

Classification: For Scrutiny Review & Comment
(delete as appropriate)

Key Decision: No

Wards Affected: All

Accountable Executive Director: Lyn Carpenter - Executive Director for Environment, Leisure & Residents Services - London Borough of Hammersmith and Fulham & The Royal Borough of Kensington and Chelsea

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Manager

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1. EXECUTIVE SUMMARY

- 1.1.** In May 2013, following consultation the Government announced its plans to radically transform the rehabilitation of offenders. The plans are summarised below:
 - 1.1.1. Probation Service to be restructured into a new national Probation Service and 21 new government-run companies in 21 Contract Package Areas.
 - 1.1.2. The Ministry of Justice (MoJ) to compete 21 contracts (Community Rehabilitation Companies - CRCs) for the provision of offender services to low-medium risk offenders across England and Wales.
 - 1.1.3. Rehabilitation provisions to be extended to short sentenced prisoners, to be delivered by the CRC for London.
 - 1.1.4. Probation Service to retain the management of offenders who pose a high risk of serious harm to the public and who have committed more serious offences.
 - 1.1.5. A nationwide 'through the prison gate' resettlement service to be put in place, meaning most offenders are given continuous support by one provider from custody into the community.
 - 1.1.6. The MoJ has pulled together commissioning teams with specific responsibility for the different areas; London has appointed Martin Blake as the Lead Area Manager for London.
 - 1.1.7. New services to be in place by Autumn 2014

2. INTRODUCTION & BACKGROUND

- 2.1.** In September 2013, having recognised the limitations of existing provision, the Tri-Borough applied for and was awarded one of four national whole place community budget pilots. The Tri-borough reducing reoffending pilot aimed to help tackle some of the difficulties that released prisoners experience that might increase their likelihood of reoffending, such as; access to accommodation and benefits; as well as a range of other personal and practical needs a released prisoner may have.
- 2.2.** The scheme concentrated specifically on short-sentenced prisoners (those who are sentenced to periods of less than 12 months and therefore do not receive the same levels of statutory support from Probation). These prisoners are disproportionately more likely to reoffend within a year of release from prison (52% compared to 39% for longer sentenced prisoners in the Tri-Borough area). Their time in custody is brief, often with a large proportion spent on remand and they are often moved from prison to

prison meaning that interventions within custody are either transitory or unavailable to them.

- 2.3. A mapping exercise carried out for the pilot scheme identified key themes to be tackled to reduce reoffending amongst this cohort, including; inadequate support in custody, inadequate support on release (especially in the critical two weeks after release); difficulties in obtaining and retaining accommodation and difficulties in obtaining the necessary financial support to survive when released. The pilot project allowed partners to implement best practice support services such as coordination of accommodation services and better access to finance, benefit and debt services (including the engagement of Job Centre Plus).
- 2.4. The service model involved a Tri-Borough reducing reoffending team who worked with a cohort of short sentenced prisoners within custody to provide an individual assessment and personalised action plan for prisoners. The plan was developed by the prisoner's key worker and ran throughout their sentence, continuing upon their release.
- 2.5. In October 2013 London Councils launched "Reducing Reoffending in London: Why investing in local solutions will deliver".
- 2.6. The report looked at the critical role local government plays coordinating efforts to reduce reoffending at a local level. It included case studies of good practice in reducing reoffending by London boroughs as well as exploring the challenge to successful local delivery from the Transforming Rehabilitation reforms. In exploring these challenges the report set out London Councils position on the reforms.
- 2.7. The Tri-Borough Adult Reducing Reoffending Services was one of the case studies used in the report.
- 2.8. LBHF's new Tri-Borough Service works with a group of offenders that are currently not subject to any statutory supervision, however this will change when the Transforming Rehabilitation model is implemented. In order to ensure the Tri-borough pilot dovetails with the new London delivery model it is possible that Turning Point could be subcontracted by the CRC as part of their delivery chain. There are, however, other possibilities that could be explored in partnership with the new provider to ensure all offenders are adequately supported.

3. TRI-BOROUGH ADULT REOFFENDING SERVICE:

- 3.1. The Tri-borough has commissioned a consortium of providers to run the male offender project, led by Turning Point in Partnership with Catch22, London Probation Trust, St Giles Trust, OnlyConnect, and the Chaplaincy Service at HMP Wandsworth and Wormwood Scrubs. Minerva deliver the service for women. The provider/s will carry out the following functions:

- 3.1.1 Custody Referral Team: This team provides a preventative approach by engaging with all Tri-borough offenders at point of arrest in police custody, adopting a more comprehensive preliminary health screening and drug testing approach than was being provided through DIP. Assessments are completed on a voluntary basis with all offenders who want to engage. Staff screen for learning disabilities and mental health as well as substance misuse including alcohol, and then refer to appropriate services. Staff will escort individuals to appointments to ensure that they are getting to treatment and attrition from custody to services is kept to a minimum.
- 3.1.2 Reducing Reoffending Key Workers: Providing rehabilitative support to short sentence prisoners: The key workers provide continuous support to short sentenced prisoners upon sentence and reception in prison and into the community, conducting comprehensive assessments, producing personalised action plans, providing front-loaded support in custody and the critical two weeks upon release and on-going support in the community, including advocacy to both mainstream and specialist services. The service is for adults only but works closely with the Youth Offending Service, Probation Service and ESF/GLA young offender resettlement project to ensure a smooth transition from the youth to adult justice system for those young people identified as potentially at risk of offending and receiving short sentences in the adult system.
- 3.1.3 Provide access to targeted interventions: To address the high level of need across the short sentence prisoner cohort, the key worker designs individualised packages of support. Where services and commissioning arrangements already exist, these are utilised, where there is a need for a service that is not currently available, there is a small discretionary enabling fund to provide support. This fund is spent depending on the individual needs of the offender, for example, it could fund bespoke access to psychological interventions specifically designed for people with a personality disorder or payment for a college course.
- 3.2.** In designing the new Adult Re-offending services, the Tri-borough conducted a literature review to understand what works in reducing reoffending and delivering effective services for short sentence prisoners, as well as extensive stakeholder, practitioner and service user consultation. The service recognises the key benefits factors for a successful programme being:
- 3.2.1. Effective, timely and swifter assessment procedures so that work with prisoners can begin promptly. Effective case management from the point of assessment through to the post-release phase of intervention.
- 3.2.2. Continuity of contact where possible with the same worker/mentor through pre and post release stages.

- 3.2.3. Full monitoring and recording of work carried out with offenders, including referrals, to facilitate evaluation and provide a check on programme integrity.
- 3.2.4. A high level of pre-release contact which addresses not only practical resettlement problems but also lifestyle, attitudes and motivation to change.
- 3.2.5. Addressing thinking, motivation and self-management to help offenders with the personal resources, strategies and motivation to deal with the problems they face.
- 3.2.6. Addressing the critical two week post-release by meeting offenders on day of release and providing intensive on-to-one support.
- 3.2.7. Specific resettlement work in female prisons responsive to personal and social problems particular to women offenders.
- 3.2.8. Improved employment opportunities and services for offenders not considered 'job ready' as a result of poor skills, drug/alcohol abuse.
- 3.3. The new service for male offenders has been operating in prisons, police custody and the wider community from the 15th October 2013.
- 3.4. A separate service for female short sentenced prisoners has been awarded to Advance Minerva, and commenced in January 2014.
- 3.5. £2m in funding has been secured (split equally between the Mayor's Office for Policing and Crime and from Public Health.)
- 3.6. Westminster City Council is the lead commissioner and has led on the procurement process.

4. LBHF & TRI-BOROUGH RE-OFFENDING OUTCOMES

- 4.1. The outcomes referred to below relate only to the infancy stages of the new services aimed at reducing reoffending. As such it is too early to accurately measure impacts on local Reoffending Rates. Due to time lag required in the measurement of reoffending, the first indication of effects that these Services have on local reoffending will not be available until 2015 at the earliest.
- 4.2. Interim levels of changes in arrest rates will available for measurement commencing at the end of April 2014 (at end of Q2 of Service).
- 4.3. Additionally due to a current lack of prison data, it is not possible to determine the reductions required to meet the headline targets of the project. The below info was correct as of 06/03/2014.
- 4.4. **Tri-Borough Overview**

- 4.4.1. The Tri-Borough Reducing Reoffending Service has set out to reduce local Short Sentence Prisoner (SSP) reoffending rates across all 3 boroughs by 5% in year 1, increasing to 10% in year 2. These reductions will represent a reduction in the frequency of re-convictions committed by all offenders in the Tri-Borough area.
- 4.4.2. Both male and female services are working with offenders in a similar manner, supporting them both in custody and completing 'through the gate' work in resettling these offenders back into the community and offering long term support in addressing their identified needs.
- 4.4.3. Both services are also measured in a similar manner. As the overall targets of a 5/10% reduction in reconvictions are not able to be measured for 2.5 years due to the nature of reoffending and time lags in the Criminal Justice system, the PbR model features a number of other indications and targets for which payments are made.
- 4.4.4. There are a series of specific activities (such as assessing an individual and completing an action plan, meeting the offender at the gates and evidencing ongoing support) that generate an individual payment. In lieu of any proven reconviction/reoffending data, interim measures of both a reduction in the levels of arrests and sustained treatment in substance misuse services is measured quarterly. Targets of a reduction of 20% in the levels of arrests amongst a rolling cohort (that is measured quarterly over the course of a year) is required in order to release interim outcome payments. In addition 80% of all offenders that receive a referral to Substance Misuse Services are required to have either successfully completed treatment in 12 weeks or still be engaged with the treatment service.

4.5. 'Starting-Over' (Turning Point) Implementation Update:

- 4.5.1. Key worker posts within the SSP service have all been filled or recruited and staff have received comprehensive training in a number of service specific areas.
- 4.5.2. Premises has been secured within Westminster, with local level support being delivered from a number of venues in the community across the Tri-Borough
- 4.5.3. Initially there were issues surrounding vetting clearance and obtaining the necessary access to certain HMP establishments – these are issues that have been resolved. This did however lead to a somewhat slower start than anticipated, which partially explains the small numbers to date.
- 4.5.4. Identification of eligible offenders is currently reliant on direct referrals from Prisons and is currently relatively low. Bulk prison data is not currently available so the actual volume of eligible offenders cannot be established

4.5.5. When Starting Over commenced work within LBHF, a number of existing Met Police Non Statutory IOM offenders were ‘transitioned’ to the new service in order to ensure that efforts of rehabilitation that had previously been undertaken by police in respect of these offenders could be continued under the new service. To date 2 LBHF Met Police IOM nominals have been accepted into the Starting Over Service.

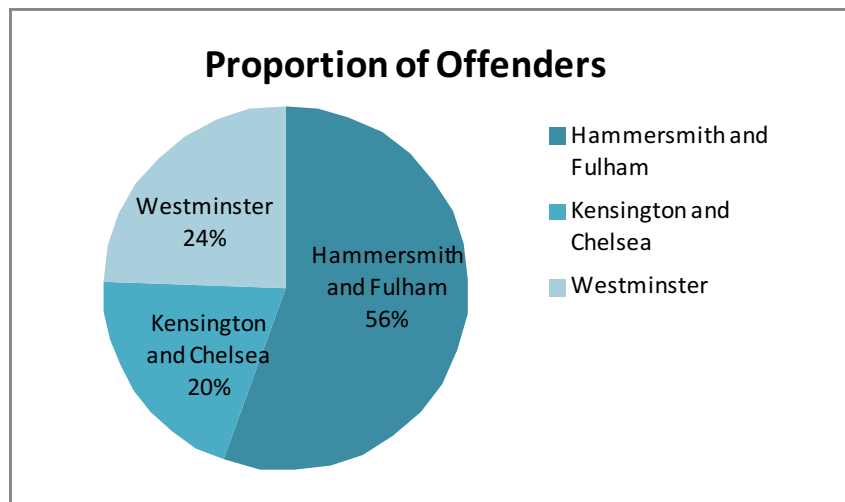
4.6. Minerva Implementation Update:

4.6.1. All Key worker roles are in post and were in place to deliver support at the commencement of service.

4.6.2. The Service is based with LBHF and key workers have access to local prisons.

4.6.3. As the levels of female offenders are expected to be lower, additional referral points such as courts are being explored.

4.6.4. In addition to the SSP offenders this Service will also act as a referral

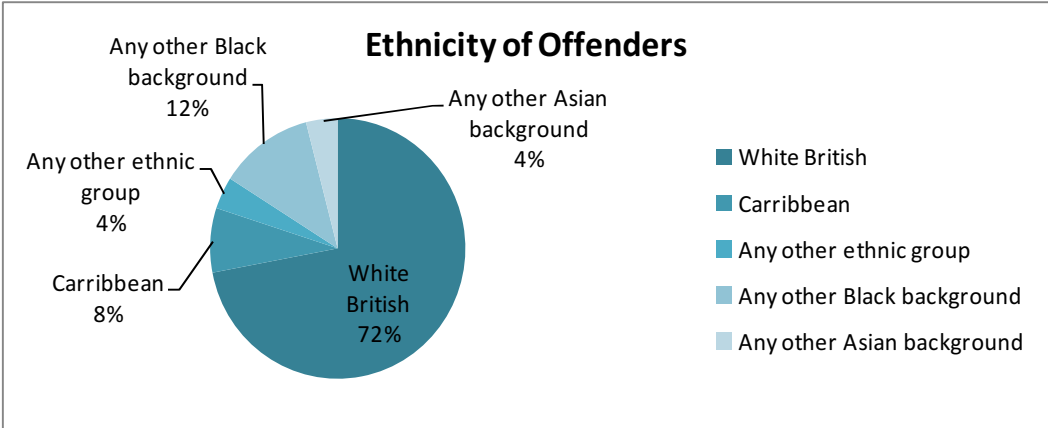


pathway for the separate Custody Referral element of the Starting Over service, whereby female detainees in police custody may be referred to Minerva.

4.7. Cohort Demographics: (the following statistics are based solely on Male LBHF residents within the Starting Over Service)

| Age Group | Total |
|--------------------|-----------|
| 21 to under 25 | 2 |
| 25 to under 30 | 5 |
| 30 to under 35 | 4 |
| 35 to under 40 | 4 |
| 40 to under 50 | 8 |
| 50 and over | 2 |
| Grand Total | 25 |

4.7.1. Presently there are 25 LBHF offenders within the Starting Over SSP Service, this equates to over half (56%) of all offenders that have been worked with under the Service. This increases to approx. 2/3 (64%), when excluding Police IOM transitioned offenders and focusing solely on referrals for newly sentenced Short Sentenced Prisoner made to Starting Over by Prisons. This high level of LBHF offenders is likely to be as a result of the close relationship Starting



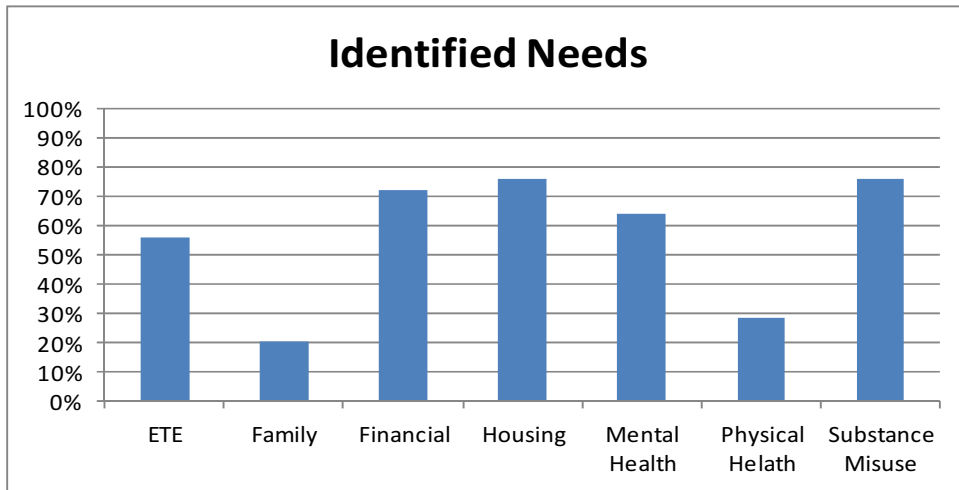
Over have with HMP Wormwood Scrubs, which is the local prison facility for LBHF clients.

4.7.2. To date only 1 referral has been received in respect of a LBHF client from HMP Wandsworth, the rest have been from HMP Wormwood Scrubs

4.7.3. Presently Starting Over have only been working within local Adult Prisons, as such numbers of young offenders are low. Starting Over is currently building processes to enable referrals and support for 18-21 year old offenders from YOI establishments. Currently the offenders aged 40+ present the lowest risk of reoffending based on their OGRS score, however this age bracket have the greatest number of identified support needs (70% of 40+ yrs offenders have needs in 4 or more key areas).

4.7.4. LBHF currently has a greater proportion of White British clients (72% of cohort) in comparison with the Tri-B average of 54%.

4.7.5. 44% of the LBHF Starting Over clients were due to be homeless upon release from prison



4.7.6. Offenders have been assessed by Starting Over for specific needs within 7 key areas. Actions are then taken in respect of resolving these identified needs. For LBHF clients housing and substance misuse issues are the key identified areas of need, with 76% of the LBHF offenders screened as having a need in this area. This is closely followed by financial support, with 72% of offenders to date requiring assistance primarily with benefit claims and partially with debt management. Management of existing Mental Health conditions along with the assessment of undiagnosed issues is also high amongst LBHF clients.

| No of Needs | No of Offenders |
|--------------------|-----------------|
| 0 | 0 |
| 1 | 0 |
| 2 | 1 |
| 3 | 10 |
| 4 | 6 |
| 5 | 6 |
| 6 | 2 |
| 7 | 0 |
| Grand Total | 25 |

4.7.7. To date referrals made into the Starting Over Service relate to offenders that generally display a complex series of needs and a high propensity to reoffend. Over half of the LBHF offenders display needs in 4 or more areas.

4.8. **Previous Offending / Reoffending:** *(as previously, it is too early to measure the reoffending of this new cohort of offenders)*

4.8.1. The cohort of offenders currently within the Starting Over Service have all reoffended previously, with a number of offenders offending at very high rates. Over 80% of the present cohort of 25 LBHF offenders have over 10 previous 'proven' offences (pre cons). These previous offences relate to offences for which the subject has been found guilty of as opposed to a volume of arrests.

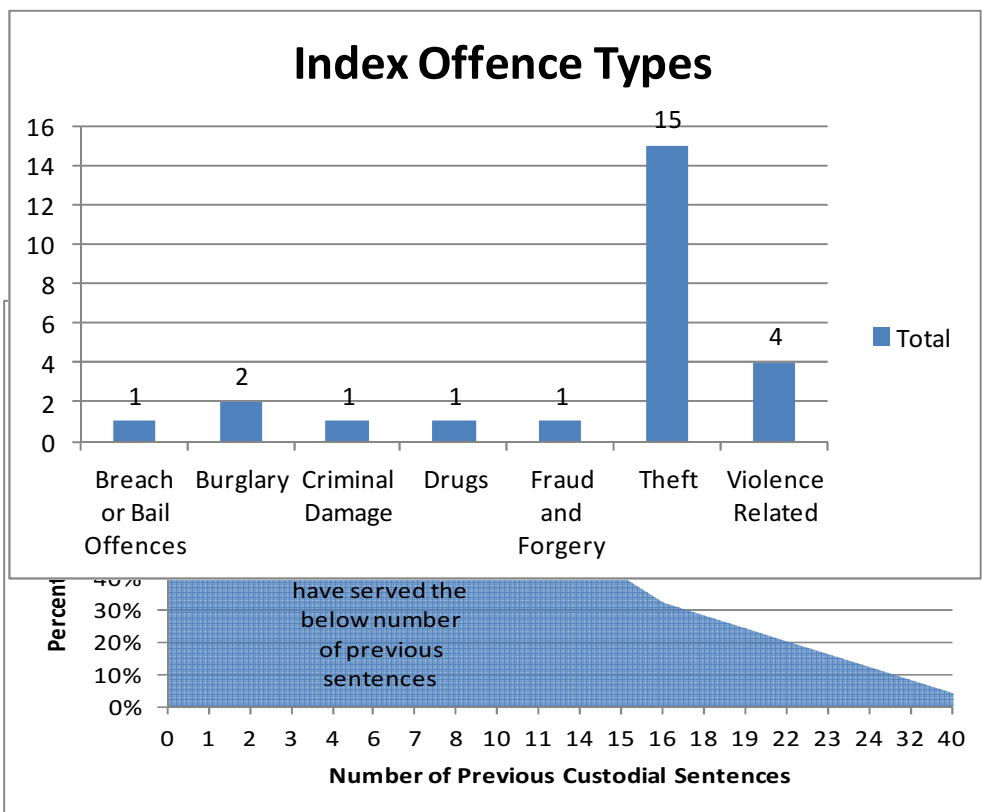
4.8.2. The age at which LBHF offenders were 1st convicted of an offence is fairly young, with over 50% of the cohort being convicted as a juvenile (*It should be noted that this does not reflect previous offending that may have occurred outside of England or Wales so may not be fully representative of migrant offenders*).

4.8.3. Both the intensity of offending and the early age at which a number of offenders came to notice within the Criminal Justice System is reflected in the number of offenders that have served previous Prison sentences. All but 1 of the 25 offenders has spent time in prison previously, with over half the

| No of Pre Cons | Total |
|--------------------|-----------|
| 2-11 | 5 |
| 12-21 | 1 |
| 22-31 | 5 |
| 32-41 | 8 |
| 42-51 | 1 |
| 52-61 | 2 |
| 62-71 | 2 |
| 82-91 | 1 |
| Grand Total | 25 |

| Age at 1st Conviction | No of Offenders |
|-----------------------|-----------------|
| 12-14 | 8 |
| 15-17 | 6 |
| 18-20 | 2 |
| 21-23 | 6 |
| 27-29 | 2 |
| 30-33 | 1 |
| Grand Total | 25 |

cohort having served 10 or more custodial sentences. This highlights the 'Revolving Door' nature to Short Sentenced Prisoners and the challenges that are posed in rehabilitating these offenders.



4.8.4. It is the above intensity of offending, along with a number of other factors (gender, offence type etc.) that are combined to give a prediction as each offenders propensity to reoffend. This is known throughout offender management organisations as their Offender Group Reconviction Scale (OGRS) score. This OGRS score (either represented on a 0 – 1 or 0% - 100% scale) indicates the likelihood of an offender reoffending (being found guilty of an offence) in either 1 or 2 years following release from prison.

4.8.5. LBHF offenders display relatively high OGRS scores. Over 2/3 (68%) of cohort have greater than a 50% likelihood of reoffending in the first 1 year post release from Prison. This increases to over 9/10 of the cohort when looking at their likelihood to reoffend over 2 years.

4.8.6. The vast majority of LBHF offenders currently within the Starting Over Service previously offended within the Borough with over ¾ (76%) of the LBHF resident offenders in the Service committing the offence that resulted in the custodial short sentence (index offence) and subsequent referral in Hammersmith & Fulham.

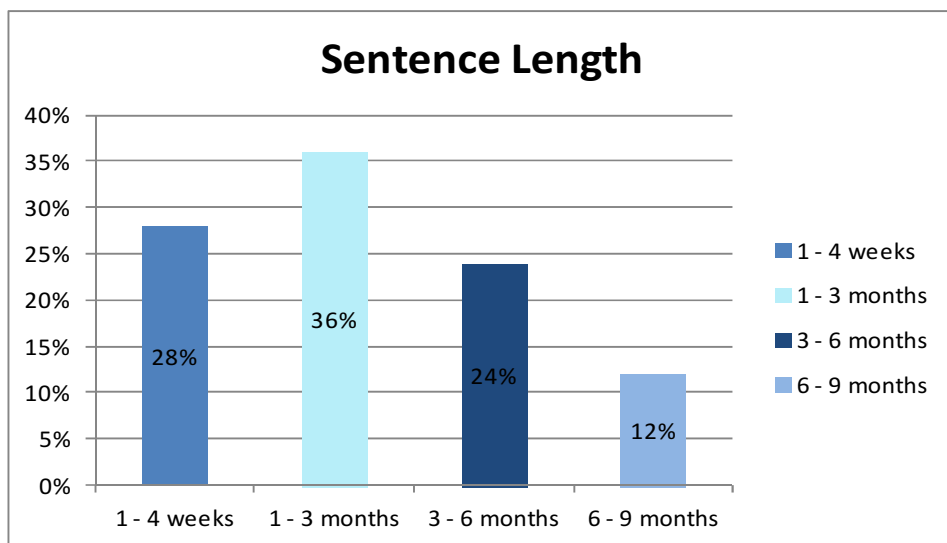
4.8.7. In addition to the 25 LBHF resident offenders, there are 4 additional RBKC resident Starting Over clients that committed their index offence in LBHF.

4.8.8. When looking at the Index Offence of the current cohort of LBHF clients, the majority of offenders received their Short Custodial Sentence due to a Theft related offence. With the most common specific offence being shoplifting which accounts for 2/3 of the Theft offences. As expected

nearly all of these short custodial sentences were imposed by local (Central London) magistrate's courts.

- 4.8.9. Currently 20% of the LBHF cohort have previously committed a Domestic Violence offence (in all instances this was a within the past 2 years). This is significantly higher than either of the other 2 Boroughs. Additionally approx. 20% of the cohort have previously committed a burglary (residential) or robbery offence in the previous 12 months.
- 4.8.10. Although the definition of a Short Custodial Sentence is under 12 months, to date the longest any of the LBHF offenders have been sentenced to is just under 9 months. Presently a large number of offenders (28%) received a sentence of less than 1 month (of which often only a few days or week is served). This means the opportunity to engage and support the offenders in HMP custody to prepare for release into the community is restricted.

4.8.11. To date approx. 1/3 of the cohort of LBHF offenders has been arrested for a new offence (or more) upon release from prison. However, it is too early to determine how many of these new arrests will lead to a proven



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5. RECOMMENDATIONS

- 5.1. Members are asked to note the progress outlined in this paper.

6. EQUALITY IMPLICATIONS

- 6.1. *A comprehensive Equalities Impact Assessment (EIA) was undertaken for the Tri-Borough Reducing Re-Offending Service at the outset of the project. See list of background papers.*

7. LEGAL IMPLICATIONS

- 7.1. *There are no direct legal implications for the purposes of this report*

Kevin Beale, Head of Social Care and Litigation, Legal Services

8. FINANCIAL AND RESOURCES IMPLICATIONS

- 8.1. *Details of the current and future financial implications must be set out here and cleared by the relevant Finance Officer that is party to this decision. It is the responsibility of the report author to ensure this happens.*

- 8.2. Implications verified/completed by: (Name, title and telephone of Finance Officer)

9. RISK MANAGEMENT

- 9.1. This is a relatively new area of responsibility and does not at present form part of the Councils Bi-borough Risk Register.

- 9.2. Implications completed by: Michael Sloniowski, Bi-borough Risk Manager Ext 2587.


10. PROCUREMENT AND IT STRATEGY IMPLICATIONS

- 10.1. *There are no direct procurement implications arising from this report.*

- 10.2. Implications verified/completed by: (Robert Hillman, Procurement Consultant x1538)

LOCAL GOVERNMENT ACT 2000

LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

| No. | Description of Background Papers | Name/Ext of holder of file/copy | Department/ Location |
|------------|--|---|--|
| 1. | Tri-Borough Reducing Re-Offending Equality Impact Assessment |  EIA-Tri-borough Reducing Reoffending | Stuart Priestley Safer K&C Manager |