



Ministry of  
**JUSTICE**

National Offender  
Management Service

REDUCING REOFFENDING DELIVERY PLAN  
2009-10

NOMS LONDON

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## Document History

September 2005	London Resettlement Strategy
September 2006	Consultation Document-Reducing Reoffending in London: Phase two of the London Resettlement Strategy
April 2007	Summary Consultation Report
July 2007	Reducing Reoffending in London Action Plan 2007-009
October 2008	Reducing Reoffending in London. Partnerships and NOMS Regional Commissioning. A Consultation Document
August 2009	NOMS London Equalities Impact Assessment
August 2009	Consultation Report
September 09	Reducing Reoffending Delivery Plan- NOMS London 2008-09

## FOREWORD

I am pleased to be able to publish the Reducing Reoffending Delivery Plan for London for 2009-10. This plan sets out how the National Offender Management Service London (NOMS) and our partners are approaching the challenging and complex task of trying to reduce reoffending rates in the capital.

Nationally, reoffending rates fell between 2000 and 2007 by 20.3% for adults and 23.6% for youths<sup>1</sup>. In London, the reducing reoffending task focuses mainly on two broad groups of offenders: those who are held in prison (around 6500 in London prisons and approximately two thirds of all Londoners in custody are held outside of the region, but whose homes are in London); and offenders who are supervised by London Probation. At 31st August 2009, London Probation supervised 13,996 offenders in custody and 29,820 in the community (either on Community Orders or following release from custody); an overall total of 43,816 persons under supervision<sup>2</sup>. Identifying the needs of what is a large, diverse and ever-changing group of offenders is a considerable challenge and I am grateful to all of the staff and colleagues in prisons, probation, police, courts, local authorities, and the voluntary sector for their hard work and dedication over many years. Inevitably, it is the failures and weakness which tend to hit the headlines, while the far greater number of successes had gone relatively unnoticed save for the offenders, families and friends who have seen lives turned around.

The beginning of this year saw a major reorganisation of NOMS with the creation of 10 Director of Offender Management posts each of which is responsible for the prisons and probation services in their region. The aim is to ensure a more effective handling of offenders following arrest and conviction in order to achieve greater protection of the public and decreasing reoffending rates. A large part of this year will be taken up with implementing that structure and new way of working.

Finally, it is also worth acknowledging that tackling reoffending in London presents a unique and very challenging set of circumstances. The very things which make London such a vibrant, successful and dynamic city also mean that we face some additional complexities when tackling crime. London is a hub both for those migrating from other parts of the UK and for those coming from other parts of the world - as a result there is an ever-changing population with enormous cultural and language differences. The affluence brought about by London being one of the world's financial centres and the pockets of deprivation which can be found within the city can lead to widely different types of offending. Also, the presence of Parliament and the national and international media means that London's criminal justice system attracts considerable attention.

All of this means that we must be increasingly sophisticated to enforce the sentences of the courts and at the same time identify the needs of offenders. The aim must be to give London people more hope that fewer of them will be victims of crimes.

**Digby Griffith**  
Director of Offender Management  
National Offender Management Service London

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<sup>1</sup> Ministry of Justice Statistical Bulletin 2009 <http://www.justice.gov.uk/publications/reoffendingofadults.htm>

<sup>2</sup> Further statistics on probation caseload starts and supervision can be found at <http://www.justice.gov.uk/publications/prisonandprobation.htm>

# THE NATIONAL AND REGIONAL CONTEXT

## Introduction

1. The Government's *Crime Strategy*<sup>3</sup> for England and Wales describes the range of actions that will be taken to ensure safer communities. Efforts to reduce reoffending, both in the volume and seriousness, are primarily driven by Public Sector Agreement *PSA 23 Making Communities Safer: Priority Action 4 to reduce reoffending through the improved management of offenders*<sup>4</sup>. This sets out a strategic framework for tackling crime and increasing community safety through early intervention, prevention, enforcement and reducing reoffending. NOMS contributes on focussing on offenders who have the highest likelihood of reoffending (although not exclusively) and those likely to carry out the most serious reoffences, and *Offender Management*<sup>5</sup> is the key to delivering this. It ensures that appropriate package of support and interventions are provided to the offender in the right sequence and, at the right time throughout a sentence. However, Criminal Justice Partners are unable to do this alone and need to work in partnership nationally, regionally and locally to ensure that offenders have access to support which will support their rehabilitation.

2. Adults and young people convicted of offences are some of the most socially excluded within society. The challenge is to punish those who break the law while also helping transform those who have offended through improved management of offenders so they are less likely to commit crime again. This is being done by tackling the root causes of their offending behaviour, reducing social exclusion, and by working right across Government to:

- tackle the high prevalence of drug and alcohol misuse;
- deliver programmes and services to tackle the root causes of offending behaviour;
- improve basic skills and ability to find and retain suitable employment and tackle debt;
- improve mental and general health;
- ensure offenders can access and retain appropriate accommodation;
- work with children and families of offenders to break the intergenerational cycle of offending; and work through the youth justice system and children's services, with young people who offend and those at risk of offending.

3. The activity in PSA 23 supports and is supported by work through a range of broader PSAs, namely:

- *Young People on the Path to Success* (PSA 14)
- *Socially-Excluded Adults* (PSA 16) - tackling homelessness and unemployment amongst adult offenders
- *Effective, responsive and transparent criminal justice system* (PSA 24)
- *Reduce the Harm Caused by Drugs and Alcohol* (PSA 25)
- *Counter Terrorism* (PSA 26)

<sup>3</sup> Cutting Crime: A New Partnership 2008-11. Home Office [www.hm-treasury.gov.uk/d/pbr\\_csr07](http://www.hm-treasury.gov.uk/d/pbr_csr07)

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

<sup>5</sup> <http://search.justice.gov.uk/kbroker/justice/justice/search/search.isim?qt=Offender+Management&sr=0&nh=10&cs=ISO-8859-1&sb=0&hs=0&sc=justice&oq=Offender+Mnagement&sf=&ha=1178&mt=0>

## London Reducing Reoffending Delivery Plan

4. The Regional Reducing Reoffending Delivery Plan (RRDP) is a key tool in support of delivering the Government's PSAs and targets to reduce adult and youth Reoffending. It should be read in conjunction with the *Reducing Reoffending in London. Partnerships and NOMS Regional Commissioning. A Consultation Document: October 2008*<sup>6</sup> and the *Equality Impact Assessment* for London. This Delivery Plan identifies specific actions needed to contribute to reductions in the volume (frequency) and seriousness of reoffending in London jointly with partners in the region and will be updated annually to ensure that the identified actions continue to remain the most appropriate and accurate.

5. NOMS contributes to PSA 23 Priority Action 4 along with the Youth Justice Board and the Government's target of ensuring that the *number of proven offences committed by young and adult reoffenders is reduced by 10% between 2005 and 2011* and the *number of proven serious offences committed by a) young and b) adult offenders is reduced between 2005 and 2011*. For NOMS London the key outcomes for 2010 are:

- to make a significant contribution to achieving the Government's target to reduce reoffending,
- reducing reoffending to be embedded in the strategies of local partnerships in each London borough,
- London's strong and vibrant Voluntary and Community Sector (VCS) delivering services to offenders will work in improved partnership with the statutory agencies,
- across agencies, regionally and locally, there will be a shared understanding of how to prioritise investment for maximum benefit,
- there will be an increase in the number of prison places in the capital with a new prison in operation,
- there will be a significant improvement in the performance of London Probation,
- improvement in the health and wellbeing of offenders and reduced health inequalities,
- significant elements of the Integrated Drug Treatment Standards will be achieved in all London prisons and continuity of care for drug using offenders will be improved,
- improvement in employment and training outcomes for offenders following release from prison or while under supervision in the community,
- fewer offenders will lose their accommodation,
- better support and more personalised services will be available to the families of offenders,
- local services will have a better understanding of the needs of children affected by imprisonment,
- the differential needs of diverse groups will be better met by all services and all services will strive for equality of outcomes for all; and
- the needs of women offenders will be better met.

## Governance and Delivery Structures

6. NOMS London is working within a complex and diverse landscape in London. In London, we have eight public sector prisons (one is in the High Security Estate<sup>7</sup>), one Probation Area, 33 Local Authorities and Crime and Disorder Reduction Partnerships, the Mayor of London and the Greater London Authority, the London Councils, Primary Care Trusts, Strategic Health Authority, Metropolitan Police Service, City of London Police, British Transport Police and Third Sector Organisations. The development of cross departmental PSAs (16, 23 and 25) means that the drivers and governance structures are in place in different

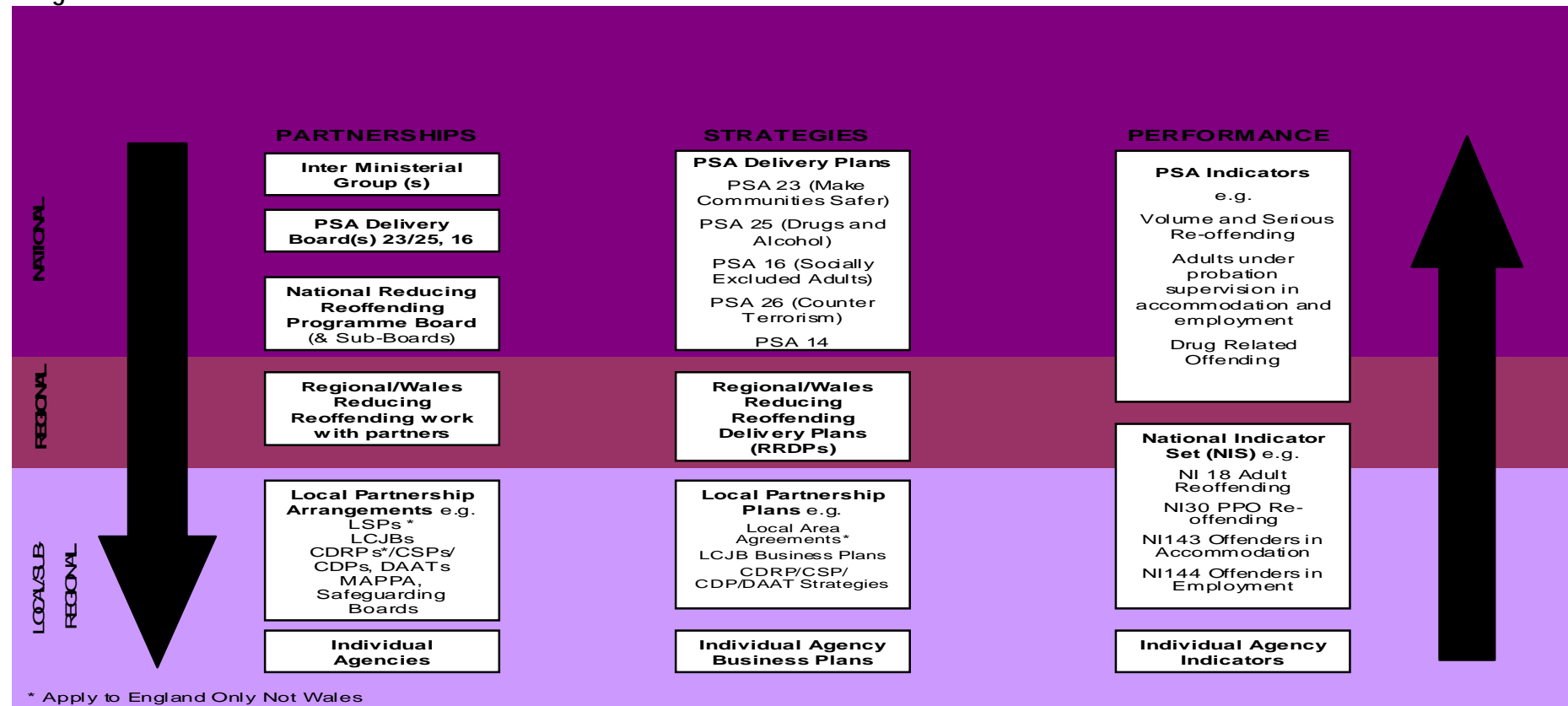
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<sup>6</sup> NOMS London : Reducing Reoffending in London .<http://www.justice.gov.uk/consultations/consultation-reducing-reoffending-london.htm>

<sup>7</sup> HMP Belmarsh

departments and agencies, and that there are a number of complex delivery chains that NOMS London and its partners have to link into to deliver a reduction in reoffending in London. The governance, strategies and performance are best summarised in diagram 1 below:

Diagram 1



7. We recognise that NOMS London needs to rationalise complex governance structures and deliver through existing partner agency/PSA workstreams where possible. There needs to be a renewed focus on delivery and performance, whilst retaining links that support local investment. We must also ensure that that effective communications are maintained with our partners and stakeholders including the Third Sector. NOMS London consulted on the future of its governance structures in *Reducing Reoffending in London. Partnerships and NOMS Regional Commissioning*<sup>8</sup>. There is considerable overlap in the work of reducing

<sup>8</sup> NOMS London : Reducing Reoffending in London .<http://www.justice.gov.uk/consultations/consultation-reducing-reoffending-london.htm>

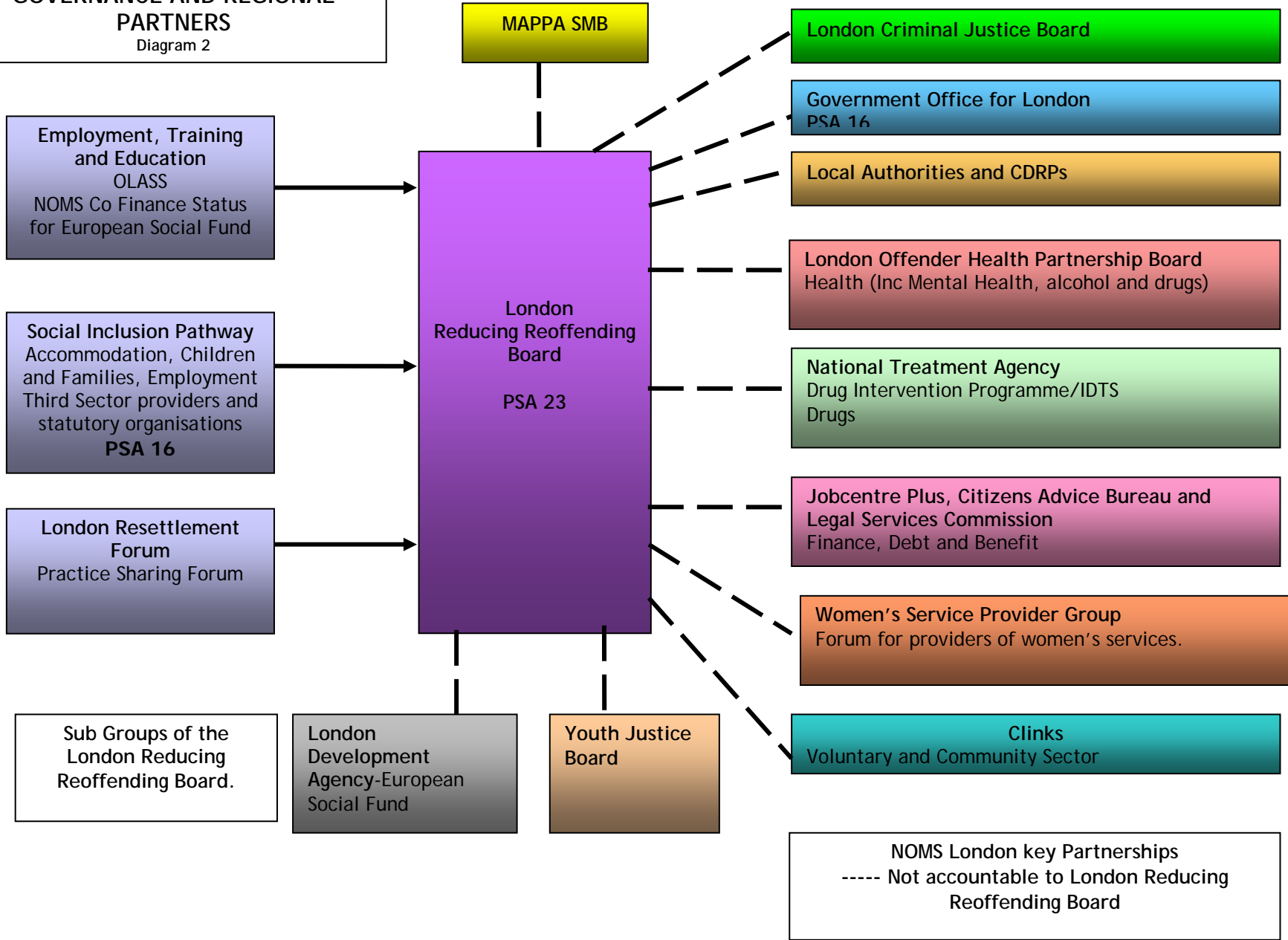
reoffending through regional and local governance structures, and there is room for rationalisation to improve efficiency. However we recognise that there is a continuing need for senior level partnership ownership of the reducing reoffending agenda in London and a multi agency/partnership approach to this area of work. We must continue to work with national, regional and local partners to ensure that offenders can access services in accommodation, employment, training and education, health and family support services.

8. NOMS London will establish a new Reducing Reoffending Board to drive forward the delivery of regional activity to reduce reoffending, which will take forward the work of the previous London Resettlement Board. The new Board will monitor the performance of key reducing reoffending targets in the region and lead on specific projects around pathway activity. The membership will comprise of a group of strategic commissioning partners and be chaired by the DOM London.

9. We are working through a number of partnership channels to affect delivery and link up into cross departmental workstreams along pathway and PSA work. NOMS London proposes that pathway provision be driven primarily through existing government structures that lead on these areas and that activity on this work be linked into the work of the London Reducing Reoffending Board. Most of the London pathway provision will be driven through NOMS London's representation on partner Strategic Boards and working in partnership with key government departments. NOMS London intends to establish a **Social Inclusion Pathway** which will carry forward the work around social exclusion issues such as accommodation, Finance Debt and Benefit, elements of Employment, Training and Education and Children and Families. If specific work is required on any of these areas, a sub group will be established and report to the pathway. In addition to this, our aim is to establish a **Women's Service Provider Group** to work on collaborating and joining up services for women across London. The London Resettlement Forum will continue to support local strategy development, problem solving, practice sharing and communications

10. The proposed refreshed governance structure for NOMS London and NOMS key partnerships is better illustrated in diagram 2

**GOVERNANCE AND REGIONAL PARTNERS**  
Diagram 2



11. In addition to this, NOMS London will continue to work closely with Government Office for London (GOL)<sup>9</sup>, the London Criminal Justice Board (LCJB)<sup>10</sup> and health providers through the London Offender Health Partnership Board<sup>11</sup> on areas of joint working, as outlined in diagram 3.

**Diagram 3**

LCJB Area of Joint Working	GOL Area of Joint Working	Health Partners Area of Joint Working
London Diamond Initiative (Integrated Offender Management) Virtual Courts Olympics Crown courts Conditional Cautions Mental Health Liaison and Diversion Compliance and Enforcement Engaging Communities in Criminal Justice Green Paper <sup>12</sup> Youth Resettlement	PSA 16-work to support offenders as a socially excluded group. Local Area Agreements (LAAs) and CDRPs Alcohol Prolific and Priority Offenders (PPOs) Children and Parenting Communications Foreign National Offenders Women PREVENT	Bradley Review National Health and Criminal Justice Strategic Plan Improved health and wellbeing of offenders and reduction in health inequalities Drugs Alcohol Prison healthcare Mental Health awareness

12. The London Criminal Justice Board . *Working Together to Cut Crime and Deliver Justice - The Criminal Justice System Strategic Plan 2008-11*, highlighted an important strategic role for Local Criminal Justice Boards (LCJBs) in supporting work to reduce reoffending and how this contributes to delivering justice and reducing crime overall. In order to encourage LCJBs to more actively engage in work to reduce reoffending, the CJS Business Plan for 2009/10 provides further advice and examples of the work that LCJBs can do in relation to both volume and serious reoffending. This will be supported by more detailed guidance which aims to identify the areas where LCJBs can add most value to reducing reoffending such as providing strategic direction at county level and improving links with CDRPs; signposting useful sources of information; and providing case studies of good practice such as the London Diamond Initiative.

13. **Crime and Disorder Reduction Partnerships.** Crime and Disorder Reduction Partnerships (CDRPs) in England are a key part of the local delivery landscape, helping to co-ordinate the work of local partners on crime and drugs. The *Police and Crime Reduction Bill (2009)*<sup>13</sup> includes proposals to extend the statutory duty of CDRPs and Community Safety Partnerships in Wales (CSPs) to include reducing reoffending and to make probation a responsible authority rather than a co-operating body as at present. The proposals in the Bill are expected to gain Royal Assent in autumn 2009 and become fully operational by April 2010. These proposals will strengthen the links locally between crime reduction and reducing reoffending that has been recognised in PSA 23. NOMS London has been working closely with GOL liaising with London CDRPs. A Business Case was made to the CDRPs on the importance and value to prioritising reducing reoffending.

<sup>9</sup> Government Office for London <http://www.gos.gov.uk/gol/>

<sup>10</sup> London Criminal Justice Board . [lcjb.cjsonline.gov.uk/London/](http://lcjb.cjsonline.gov.uk/London/)

<sup>11</sup> The London Offender Health Partnership Board (LOHPB) was established in October 2008

<sup>12</sup> Engaging Communities in Criminal Justice Green Paper <http://consultations.cjsonline.gov.uk/?conid=1>

<sup>13</sup> <http://www.crimereduction.homeoffice.gov.uk/policing25.htm>

In London over half of CDRPs are establishing strategic groups on reducing reoffending; thirteen have nominated a senior lead for the work from within Local Authorities and five are dedicating resources for 2009 and beyond. In addition to this Tower Hamlets Local Authority have been awarded Beacon status for their reducing reoffending work in 2008 and with Lambeth, both have Reducing Reoffending Strategies in place. The Local Delivery Programme has established links between prisons and CDRPs to ensure continuity of provision 'through the gate' for those offenders who are not subject to statutory provision.

**14. 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. The new cross-cutting PSAs translate to the local level through the Local Area Agreement national indicator set. Serious, prolific and youth reoffending are included in the national indicator set, and Local Authority performance in these areas is monitored. The targets are based upon indicators drawn from a new single National Indicator Set (NIS)<sup>14</sup> of 189 (formerly 198) indicators which have been negotiated between the local area and central government, with the Government Office acting as central government's negotiator. The first set of Local Authority performance data to support *NI18: Adult reoffending rates for those under Probation Supervision*, was issued in July 2008<sup>15</sup>. This indicator has been chosen as an improvement target in 25 LAAs nationally for 2009-2011, two of those being for London Local Authorities Tower Hamlets and Barnet. Reoffending data has been developed to support the indicator, which has enabled local adult reducing reoffending targets to be set as part of the LAA process and will enable local authorities and partners to measure their progress in reducing reoffending at a local level for the first time.

**15.** We do not have a full years results for NI 18, so it is too early to identify any emerging trends but as the analysis continues, NOMS London hopes to identify good and poor areas of performance which will provide a useful lever for the London Criminal Justice Board and CDRPs to increase their focus on reducing reoffending as part of the wider crime reduction agenda. Additional work is underway on the local measure to compare reoffending performance at the probation area level to other existing measures of probation performance within the Integrated Probation Performance Framework. NI18 is not the only measure within the National Indicator set which supports the reducing reoffending agenda locally; NI143<sup>16</sup> and NI144<sup>17</sup> which are social exclusion indicators contributing to the delivery of PSA 16 support resettlement work with offenders. Several Local Authorities in London have prioritised these indicators and have targets to improve the proportion of offenders in accommodation and employment. Further information on NI prioritisation in London can be found at Annex C.

**16.** NOMS London will continue to work with **Clinks**<sup>18</sup>. This is the national membership body that supports and develops the work that the Voluntary and Community Sector (VCS) organisations undertake within the Criminal Justice System in England and Wales. Its key activities are to promote a voice/advocacy for the VCS working with offenders and their families, partnership both within the VCS and between the VCS and statutory agencies and capacity building and organisational development. Clinks recognises, advocates for and raises awareness of the importance of services provided by smaller innovative VCS organisations working largely within their communities by promoting their services to commissioners, funders and the wider public. It targets resources, training and events to those organisations that are often too poorly positioned to access opportunities to be consulted; to have their concerns expressed, and to access training. NOMS London will continue to support Clinks in these areas of their work.

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<sup>14</sup> [http://webarchive.nationalarchives.gov.uk/+/http://www.hm-treasury.gov.uk/pbr\\_csr/psa/pbr\\_csr07\\_psaindex.cfm](http://webarchive.nationalarchives.gov.uk/+/http://www.hm-treasury.gov.uk/pbr_csr/psa/pbr_csr07_psaindex.cfm)

<sup>15</sup> <http://www.justice.gov.uk/publications//local-adult-reoffending.htm>

<sup>16</sup> NI143: offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence

<sup>17</sup> NI144: offenders under probation supervision in employment at the end of their order or licence

<sup>18</sup> [www.clinks.org](http://www.clinks.org)

## COMMISSIONING

### Commissioning Services to Reduce Reoffending and Provide Best Value

17. NOMS regions and their partners commission services from a variety of local providers supplying programmes and other activities aimed at rehabilitating and reforming offenders and also at what works. The commissioning of services is informed by service effectiveness, service costs, the projected demand for programmes and affordability. However, sentencers and individual offender managers will still have to match these resources to the 'right' individual offenders. In order to achieve value for money from commissioning, resource should follow those offenders for whom interventions will deliver the greatest benefit to victims, the Criminal Justice System, other public agencies and the wider economy in terms of the costs of crime avoided through reduced reoffending. The aim of NOMS London is to develop and implement an effective system for commissioning offender management and interventions in London prisons and probation area, which will include data analysis, needs profiling, and Service Level Agreements (SLA) management to include Service Progress Plans, service user feedback and we hope to publish a three year Commissioning Plan from 2010.

18. **What Works.** One way to strengthen the evidence base of 'what works' and provides public value in reducing reoffending is 'Offender Segmentation'. This is not a new approach and NOMS and partners already identify specific groups based primarily on sentence characteristics (e.g. young offenders, offenders sentenced to less than twelve months in custody, women offenders, MAPPA cases or Prolific and Priority Offenders-PPO). This new work on Segmentation, led by the Offender Management Sentencing and Analytical Services (OMSAS) within the Ministry of Justice, aims to use a wider range of data sets to 'segment' or group offenders according to their characteristics - age, gender, educational history, nature of their crime, prolificacy, likelihood of reoffending etc. This technique aims to improve our understanding of offenders and their criminal careers in order to target scarce resources more effectively across the Criminal Justice System.

19. Work to strengthen the evidence base is also being taken forward through a series of longitudinal studies of adult and juvenile offenders both in custody and the community. These are jointly being funded by NOMS in the Ministry of Justice, the Department of Work and Pensions, the Department of Health and the Department for Business, Innovation, and Skills. The aim is to be able to survey offenders throughout their sentence to identify characteristics and problems, perceptions of need, interventions received (and their effectiveness), attitudes and motivation, success in accessing wider support and cost effectiveness. The first findings from the Surveying Prisoner Crime Reduction (SPCR) custodial cohort study looking at the needs of newly sentenced prisoners were published in October 2008. These findings together with those from the Offender Management Community Cohort Study (OMCCS) and Juvenile Cohort Studies (JCS) will be published on an ongoing basis together with other papers on research evidence on the Research Publications pages of Ministry of Justice website ([www.justice.gov.uk](http://www.justice.gov.uk)).

20. **Next Steps.** In NOMS London, we will be looking at what this evidence means for London Offenders, in order that we can target the correct and appropriate interventions and support. OMSAS are carrying out long term cohort studies, looking at who our offenders are, what happens to them while they are in custody or on probation, and the outcomes of specific interventions. We hope to get regional specific data as there are some London Prisons in the sample group and London Probation is one of the 10 areas being sampled. We will need to link in this information with work within the region looking at different outcomes for different diverse groups.

**21. Interventions.** The Commissioning Team within NOMS London are leading a project to develop a clear strategy for the provision of interventions in London prisons and in the community to help to prevent reoffending. The project will analyse the needs of the London offender cohort and the population profile, this information will be compared against the current provision of interventions intended to reduce reoffending identifying gaps and duplication. The project will involve prison, probation, Local Authority and other partners. This work will investigate the equality of access to interventions, support and services and will include those offenders serving short sentences. The project will link with the work of the Custodial lead who is reviewing the role and function of the London establishments. The strategy will be published by the end of 2010.

**22. Offender Management.** The implementation of Offender Management in line with the national programme remains a priority, and the DOM London will focus on ensuring effective working arrangements between staff in prisons and Offender Managers in the community to promote the delivery of good quality and timely OASys assessments, and Sentence Plans. NOMS aim is to implement the re-scoped **National Offender Management Information System (NOMIS) Programme** and consolidate on the first three phases of Offender Management<sup>19</sup>.

**23. Layered Offender Management** is currently being piloted in five prisons, including HMP Wormwood Scrubs and HMYOI Feltham in London. Layered offender management aims to deliver a consistent and affordable model for the management of all offenders in custody and the community; including those serving custodial sentences of less than 12 months and those held on remand, who have not previously been subject to offender management. In the pilots, processes for managing low and medium risk prisoners will be streamlined, and the role of the Offender Management Unit will be enhanced. In addition to the piloting of layered offender management, layered offender assessments <sup>20</sup>(OASys) are being introduced. This will mean that different offenders will have different assessments, depending on their sentence type and risk.

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<sup>19</sup> NOMS Strategic and Business Plans 2009-2010 and 2010 - 2011

<sup>20</sup> Offender Assessment System. OASys is the tool used for assessing risk and offender problems, and to inform sentence planning.

## WORKING IN PARTNERSHIP AT A LOCAL LEVEL

### Introduction

24. In order to reduce reoffending, we recognise that this can only realistically be achieved through working with other government departments and through partnership work at a Local Authority level. The aim of the London Local Delivery Programme is that local partners know when an offender is due to be released from prison to their community and what his/her needs are. The Programme focuses on those offenders serving 12 months or less who are not subject to statutory provision. This allows local authorities to offer a co-ordinated and appropriate package of support for an offender's reintegration back into the community. This is particularly important as approximately two thirds of London sentenced prisoners are not subject to statutory supervision

### Success to date

25. Since the Programme's launch in 2005, prisons and CDRPs have become more involved in partnership discussions and the formulation of local Reducing Reoffending Strategies. There is ongoing work between prisons and Local Authorities to develop operational working arrangements. In London, 10 CDRPs have established Reducing Reoffending Strategic groups and five have dedicated resources for 2009 and beyond. In March 2008, the London Borough of Tower Hamlets in March 2008 was awarded Beacon Status <sup>21</sup> in recognition of its approach to Reducing Reoffending and Lambeth Borough has a strategic approach to reducing reoffending. Southwark Borough Community Safety have made a bid to the Working Neighbourhood Fund for funding for reducing reoffending work and have recruited a coordinator to lead on this work. The London Boroughs of Camden, Hackney and Islington have dedicated resources to work on certain issues affecting ex offenders.

26. It has been challenging to point to clear outcomes from this work for individual offenders and the limitations of the available local performance data make proving impact particularly challenging. However the clear gains have been improved relationships between prisons, probation and CDRPs and in the increasing acceptance of CDRPs of the business case for reducing reoffending. The Local Delivery Programme has had a number of successes which include:

- development of Joint Working Protocol, which sets out the basic roles of key partners, the DOM London, London Probation, the local prison and the local CDRP,
- increased CDRP engagement,
- London prisons involved in partnership discussions with Local Authorities,
- development of an Information Protocol - *Information Sharing Guidance for Prisons involved in the Local Delivery Programme*,
- development of LISARRT <sup>22</sup> information exchange from prisons to Boroughs engaged in the London Diamond Initiative,
- input into LAA negotiations through NOMS London's relationship with GOL,
- Annual Borough Offender Profile Report, which provides information from the Probation caseload and in depth analysis of LISAR<sup>23</sup>,
- London Resettlement Forum, which is a practice sharing forum and showcases lead innovators in Local Authorities,

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<sup>21</sup> Beacon Status: [www.idea.gov.uk/](http://www.idea.gov.uk/)

<sup>22</sup> Local Initial Screening and Referral Tool

<sup>23</sup> London Initial Screening and Referral Tool

## Next Steps

27. NOMS London will build on the work achieved through the Local Delivery Programme to increase the range of resettlement services delivered by London boroughs. The next Borough Offender Profile Report will be published providing information on the profile and resettlement needs of London offenders, including capturing information regarding the two women pathways.<sup>24</sup>The priorities going forward will be:

- ensuring that London Probation is well placed to meet the requirements of a 'responsible authority' on CDRPs from 2010 and through GOL to ensure that London CDRPs are prepared for the anticipated duty to reduce reoffending,
- input into the LAA negotiations and performance management through GOL, as 'thematic leads' for reducing reoffending,
- setting clear expectations from NOMS London of Prison Governors in respect of local partnership engagement, reflecting these in any prison/NOMS London Service Level Agreement, in Governor's objectives and in establishment Resettlement Strategies,
- to develop the Local Delivery Programme, to promote and increase the provision of borough based resettlement services,
- to provide information on the profile and resettlement needs of offenders through the Offender Profile Report,
- ensure that learning from the London Diamond Initiative, including the use of LISARRT, informs the development of the Local Delivery Programme and Integrated Offender Management,
- to support practice sharing and to bring Prisons, Probation and Local Authority colleagues together to discuss issues relating to offender management and partnership working, and
- use the new Reducing Reoffending Board to monitor local partnership performance on reoffending, and to prompt intervention where necessary.

## Integrated Offender Management

28. In July 2008, the Home Office and Ministry of Justice announced the launch of five Integrated Offender Management (IOM) pioneer areas. The pioneer areas are based in Nottinghamshire, Lancashire, London, West Yorkshire and the West Midlands. Their aim is to break the cycle of reoffending by targeting resources to 'high stake' neighbourhoods and employing a multi agency approach to problem solving around assessments, management, enforcement and information sharing.

29. In London, this work is being taken forward in six London boroughs, Newham, Lambeth, Lewisham, Croydon, Southwark and Hackney, by the London Criminal Justice Board (LCJB) through the London Diamond Initiative. The focus of activity centres on reducing reoffending by adult prisoners released from short sentences of less than 12 months from London prisons. This Initiative also aims to improve compliance rates for offenders subject to Community Payback orders. The development of LISARRT provides the multi-agency diamond teams with information on target group prisoners in London establishments as well as serving as a single activity and outcome recording tool. NOMS London is represented at the London Diamond Initiative Strategic Board.

30. **Next Steps.** The London Diamond Initiative is subject to evaluation by the Metropolitan Police Service (MPS) Strategic Research and Analysis Unit. The evaluation will look at three areas: the characteristics of the offenders in the initiative and the wards they live in; the process of the project; and the impact of the project (comparing the outcomes for offenders in the initiative with those matched offenders not involved in the project) and will inform the wider development of national IOM models. Future development plans to integrate the learning from existing IOM models such as MAPPA and PPO into a seamless single process.

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<sup>24</sup> Support for women offenders that have been subject to domestic violence or sexual abuse and to support for women offenders who have been involved in prostitution.

## **Vigilance Programme**

31. The Vigilance programme was announced by the Prime Minister on 12 May 2009 and its focus is on a limited number of targeted areas with the aim of tackling property and acquisitive crime. There are ten London boroughs that will be receiving increased support to refresh their local PPO programme and develop Integrated Offender Management to ensure that the most damaging offenders, including those serving less than 12 months and who may be at the greatest risk of offending are being targeted.

32. The London boroughs involved are **Westminster, Enfield, Waltham Forest, Redbridge, Barking and Dagenham, Havering, Bexley, Bromley, Croydon and Merton**. The four North East London boroughs of Waltham Forest, Barking and Dagenham, Redbridge and Havering are using the programme to assess cross borough issues relating to domestic burglary. The programme will run until 31 March 2010.

# SERIOUS REOFFENDING AND EXTREMISM

## Extremism

33. 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 Reoffending 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<sup>25</sup> strategy's **PURSUE** objective by holding and managing violent extremist offenders sentenced by the courts. Work with the police and other partner agencies are vital to this. Prisons in particular can have a role to play in increasing detection and capability. Effective PURSUE activity is essential in preventing further extremist offending and thereby reducing the likelihood of serious reoffending.
- 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. Developing and testing interventions which reduce the risk of offenders going on to commit terrorism related offences (or of convicted terrorist offenders reoffending) 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*.

34. In London, this work is to be embedded in the reducing reoffending work in prison and integrated into probation business. NOMS London will be required to ensure that extremism issues are properly identified in contracts/SLA with probation Boards/Trusts. The DOM London will have a senior lead in his team on extremism related issues and to promote opportunities for co-commissioning decisions on the Prevent agenda at a local level. The DOM London will want to ensure that capacity is built to ensure seamless and joint working across community and custodial services so that:

- protocols and information sharing processes are developed and implemented to ensure effective end to end offender management,
- the rehabilitative aspects of prison work function through the gate for extremist offenders,
- appropriate linkages are made with Area Prison Chaplaincy and faith communities in relation the Prevent agenda, and
- develop a London NOMS Counter Terrorism Strategy to mitigate the risks posed by extremist offenders in prison and under supervision in the community, through intelligence gathering and partnership working, training and awareness sessions for staff.

## Multi Public Protection Arrangements (MAPPA)

35. The Criminal Justice and Court Services Act 2000 introduced a requirement for the police and National Probation Service to work together to make arrangements for assessing and managing risks posed by sexual or violent offenders, and other persons who may cause serious harm to the public. The Criminal

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<sup>25</sup> <http://www.homeoffice.gov.uk/documents/contest-leaflet>

Justice Act 2003 extended this requirement to include HM Prison Service. These arrangements are known as Multi-Agency Public Protection Arrangements (MAPPA). It is also a requirement of the Act that these arrangements are reviewed and monitored for their effectiveness

36. Other agencies that have a duty to co-operate in MAPPA include youth offending teams, Jobcentre Plus, local education authorities, local housing authorities, registered social landlords, social services, and strategic health authorities, Care Trusts and NHS Trusts and electronic monitoring providers. The Responsible Authority of MAPPA consists of the Probation, Prison and Police Services. MAPPA is coordinated and supported nationally by the Public Protection Unit within NOMS

37. Identifying offenders to be supervised under MAPPA is generally determined by the offender's offence and sentence, but is also by assessed risk. MAPPA promotes the sharing of information about offenders between all the agencies, resulting in more effective supervision and public protection. It is very important that victims' needs are represented in MAPPA, with the result that additional measures can be put into place to manage the risks posed to known victims. MAPPA offenders should be managed at one of three levels. While the assessed level of risk is an important factor, it is the degree of management intervention required which determines the level. **Level One: involves Ordinary Agency Management.** Generally offenders managed at this level will be assessed as presenting a low or medium risk of serious harm to others. **Level Two: known as Active Multi-Agency Management.** Most offenders assessed as high or very high risk of harm. **Level Three: also known as Active Multi-Agency Management.** Appropriate for those offenders who pose the highest risk of causing serious harm and whose management is so problematic that multi-agency co-operation and oversight at a senior level is required with the authority to commit exceptional resources.

38. In London, we will implement the relevant NOMS investigation recommendations on the Sonnex Case. We will also support the development of the London MAPPA Strategic Board Executive Office requirements.

## EQUALITY AND DIVERSITY

39. In May 2009 NOMS published its *Single Equality Scheme (2009-2012)*<sup>26</sup> which sets out the approach that NOMS will take to equalities issues to provide a fair service to all. NOMS is committed to reviewing this scheme annually and it focuses on all aspects of service delivery in NOMS.

40. NOMS London is strongly committed to ensuring a strong focus on diversity and equality issues in our work to reduce reoffending and work to promote equality of opportunity to access rehabilitative and resettlement outcomes and we are working closely with prisons and London Probation on this. NOMS London also has a Diversity lead that will be looking at workstreams to embed the Single Equality Scheme (SES) into our core business. In addition to this, we undertook a comprehensive Equality Impact Assessment which identified gaps in services for offenders and ex offenders. This work will be taken forward through the Equality Impact Assessment Action Plan. The key areas identified as actions are:

- production of an Action Plan to implement the SES,
- greater analysis and understanding of offender data, to include further disaggregation of data sets on women in the Borough Offender Profile report, investigating equality of access to housing services and Bail Accommodation Support Services (BASS), equality of access to interventions and outcomes,
- investigate the employment outcomes for older offenders,
- investigate employment, training and education provision for offenders with learning disabilities,
- develop projects that link the Chaplaincy work with projects/groups in the community; and
- investigate the equality of access to interventions, support and services for those offenders serving short sentences in all the diversity and equality strands.

### Women

41. **National Context.** In 2007, Baroness Corston published her report on a *Review of Women with Particular Vulnerabilities in the Criminal Justice System*<sup>27</sup>. The report made 43 recommendations for improving the approaches, services and interventions for women in the criminal justice system and women at risk of offending. In addition to the social exclusion issues that women offenders face, the report recommended that two new pathways be implemented to *support for women offenders that have been subject to domestic violence or sexual abuse* and to *support for women offenders who have been involved in prostitution*. The Government accepted 40 of these recommendations and the *National Service Framework for Women*<sup>28</sup> which sets out for NOMS Commissioners and providers the Government's strategic aims and priorities for delivering services to women offenders.

42. **Diverting Women from Custody Programme.** On 3 February 2009, the Ministry of Justice committed £15.6 million of new funding over two years to help divert vulnerable women, who are not serious or dangerous offenders from custody. The new funds will be directed towards two main areas, firstly to build capacity of **one-stop-shop services** at women's centres and other specialist provision for women in the community. Third Sector providers will be able to apply for grants to expand and develop one stop shop services. The second area is to further develop **bail support services** and maximise accommodation

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<sup>26</sup> <http://www.justice.gov.uk/noms-single-equality-scheme.htm>

<sup>27</sup> <http://www.homeoffice.gov.uk/documents/corston-report/>

<sup>28</sup> <http://www.justice.gov.uk/news/newsrelease300508a.htm>

opportunities by engaging with existing and new accommodation providers, working with NOMS on the occupancy rates of Approved Premises, and exploring other models showing success in supportive accommodation. Work is being undertaken alongside this to ensure that sentencers are better informed of supportive community services for women and to allow vulnerable women who are not a danger to the public to be appropriately and effectively dealt with in the community. The Government believes that custody should be reserved only for the most serious offenders and that the majority of women do not fit into this category. The project aims to significantly reduce the number of women in custody by 2011 and sustain this trend into the next spending period.

43. In London Women in Prison (WIP)<sup>29</sup> have been successful in securing funding in the first round of bids to provide a One Stop Shop Service for women offenders in London. The WIP project will target 350 vulnerable women offenders from HMP Holloway and Downview (NOMS South East) over a two year period. It is a community based outreach engagement and support service for women and the services available are:

- assertive outreach and 1:1 support
- group support and skills building
- community inclusion and participation (to empower women to access mainstream provision), and working in partnership with women's centres across London - so that women from all boroughs can access the services. Capacity building and support will be offered to women's centres in these areas.

44. NOMS London and London Probation are providing support to such organisations wishing to apply for funding through the sharing of women specific data with potential Third Sector providers and ongoing support and signposting to appropriate workstreams within NOMS. In addition information is being shared on the gaps in provision for women offenders in London.

45. **The Regional Context.** In London, women accounted for 9% (3,008) of prison receptions in 2008-09. Approximately 76% of sentenced female receptions were serving less than 12 months (in comparison to 57% of sentenced male receptions)<sup>30</sup>. In 2008-09 13 % (4544) of London Probation commencements were women<sup>31</sup>.

46. NOMS London is responsible for delivery in prisons, through the Local Delivery Programme at HMP Holloway and through the Reducing Reoffending Pathways. It is accountable for delivery by London Probation through a Service Level Agreement to provide reassurance on its implementation of the Gender Equality Duty for probation services and the commissioned service for women offenders. In addition to this, NOMS London has an important role of influencing:

- Courts and Sentencers in raising the awareness of the distinct needs of women offenders and raising the profile of community based provision for low risk women offenders.
- Local Authorities through the Local Delivery Programme work.
- Other Regional Partners - such as the LCJB with the London Diamond Initiative.

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<sup>29</sup> <http://www.womeninprison.org.uk/>

<sup>30</sup> London LISAR Data 2009-09

<sup>31</sup> Delius data 2008-09

47. NOMS London also has an indirect role with CDRPs in actively promoting the new duty to Local Authorities and Probation ACOs, and GOL has recently appointed a dedicated lead for this work. The expansion of the statutory duties of CDRPs to include reducing reoffending will provide opportunities for highlighting the specific needs of women offenders, and help to push provision of women specific services further up the local agenda.

48. **Strategic Priorities.** NOMS London's focus on women offenders remains:

- **Supporting Women:** ensuring better co-ordination of services in prison and the community and to develop a regional response to the two women pathways
- **Accommodation:** a better match of need to type of accommodation
- **Health/drugs:** getting the needs of women offenders recognised in local commissioning plans

49. Much of this work is based on sharing information that NOMS London owns (e.g. LISAR and OASys) with the community to influence and improve the provision of, and access to services for women offenders. However we need to ensure that the forward work programme also addresses the 'gaps' in our work. This work will be driven through a number of workstreams:

1. Implementing Gender Equality Duty. Incorporate into London Probation's Women Offenders Strategy
2. LISAR questionnaire updated to include questions on domestic violence and prostitution
3. HMP Holloway Resettlement Pilot to focus on the under 12 months cohort. More work is needed to re-establish the project in the prison and to re-engage the pilot boroughs
4. Women's Service Provider Group. To investigate how service providers for women offenders can work more collaboratively across London and to explore the feasibility of this
5. Commissioning Services for Women Offenders - Improving and monitoring service provision for women offenders through the implementation of *Offender Management Guide to Working with Women Offenders*
6. IMPACT - Specific 'in-house' IMPACT projects for women offenders include: creating specialist probation officer posts dedicated to supervising women offenders with new systems for assessing and managing women and expanding services at the Camden Women's Centre. Funding to continue IMPACT beyond 09/10 is not yet clear.
7. Women Offenders Strategy Action Plan 2008 - 2011 - Response to recommendations in the Corston Report and the *National Service Framework* for NOMS. Includes IMPACT activities and gender awareness training, but also includes work with courts and sentencers to reduce the use of custody for sentences of less than 12 months, and implement work to improve continuity of service provision for women moving from custody into the community.

## REDUCING REOFFENDING DELIVERY PLAN 2009-10

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
<b>OVERARCHING</b>				
1. Deliver effective Offender Management to underpin activities to reduce volume and serious re-offending.	1.1 Implement layered Offender Management.	Successful implementation to agreed project plan at pilot sites: HMYOI Feltham and HMP Wormwood Scrubs.	1 April 2009- Pilot Begins and July 2009 - Pilot ends  Further roll out 2009 -2010	London Probation, HMPS and NOMS London
	1.2 Implement Layered OASys.	Successful implementation to agreed project plan.	July 2009	NOMS London
	1.3 Contribute to the delivery of the London Diamond Initiative.	Evaluation report demonstrates effective information sharing, service delivery and reduction in reoffending.	Ongoing	LCJB, NOMS London
	1.4 Prepare for the implementation of Prison-NOMIS.	Implement as set out in national project plan.	Project plan timescales	NOMS London, HMPS, London Probation
2. Increase awareness of "What Works" and provides public value in reducing reoffending.	2.1 Work with London Probation on demand management including engagement with sentencers and work on concordance.	Data on concordance and other reports.	September 2009  To an agreed plan with London Probation	NOMS London, London Probation
	2.2 Implement national Best Value arrangements on Unpaid Work and Victims service.	Best Value reviews are carried out.	Timescales set nationally.	NOMS London, London Probation.
3. Strengthen alignment of commissioned	3.1 Commission services for women offenders.	Implementation of Offender Management Guide to working with Women.	Ongoing	London Probation, NOMS London

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
services and access for offenders to mainstream services through effective regional and local partnership working.		Implement London Probation Strategy on women.		
	3.2 Continue to engage with the <b>London Criminal Justice Board</b> and continue to support the key LCJB projects:  London Diamond Initiative Virtual Courts Two sitting Crown Courts Performance issues Olympics Youth projects	Improved alignment of commissioned services and partnership working.	2009-2010 Ongoing	LCJB, NOMS London
	3.3 Continue to engage with <b>GOL</b> on areas of joint working  Local Area Agreements (LAAs) CDRPs Alcohol Prolific and Priority Offenders (PPOs) Children and Parenting Communications Foreign National Offenders Women's Safety PSA 16	Improved alignment of commissioned services and partnership working.	2009-2010 Ongoing	GOL, NOMS London
	3.4 To assist the Isis project development team to develop policies and regimes.	HMYOI Isis goes live.	2010	NOMS London ,HMPS
	3.5 To assist with specifications, contracts, policies and regime at Belmarsh West.	Project Plan measure of success.	Meet Project Plan deadlines	NOMS London, HMPS
4. Strengthen partnership with the <b>Third Sector</b> to	4.1 Develop and maintain NOMS London Third Sector Framework and increase capacity of Third Sector involvement.	Consolidate Alliance Proposal and Partnership Framework, increased Third sector confidence in working with NOMS London, implementation of NOMS intervention census and directory of	Links to Intervention Substance Misuse Group (ISMG)	NOMS London, London Probation, Clinks, Third Sector Organisations

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
Reduce Reoffending by delivering commitments the MoJ/NOMS Third Sector Action Plan "Working with the Third Sector to Reduce Re-offending : Securing Effective Partnership 2008-11."		services.	work on Interventions Project	
	4.2 Develop and support Third Sector voice at a regional level.	Establish Social Inclusion Pathway. Develop NOMS London Third Sector Action Plan.	2010 2010	NOMS London, Clinks, Third Sector Organisations
	4.3 Develop projects that link the Chaplaincy work with projects/groups in the community.	Development of 'through the gate' Chaplaincy work.	Through the year	NOMS London, HMPS, London Probation, Clinks, Third Sector Organisations HMPS Chaplaincy
<b>5. Equality and Diversity</b>	5.1 Introduce the Single Equality Scheme (SES) within an agreed impact assessment timetable for London Prisons.	Implementation of SES.	Ongoing	NOMS London, HMPS
	5.2 Contribute to the delivery of Race Equality Impact Assessments (EIA) of London Prisons.	Completion of Race EIAs and prisons to monitor action plans.	Ongoing	HMPS, NOMS London
	5.3 Implement Gender Equality Duty.	Incorporate into London Probation's Women Offender Strategy. Ensure compliance in London Prisons		London Probation, NOMS London, HMPS
<b>VOLUME REOFFENDING</b>				
6. Develop more effective arrangements for offenders	6.1 Ensure that London Probation is well placed to meet the requirements of a 'responsible authority' on CDRPs from 2010.	London Probation are active partners in Reducing Reoffending sub-groups or CDRP-commissioned Projects in all 33 CDRPs.	2010 and ongoing	London Probation, NOMS London, GOL

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
sentenced to <12 months in custody	6.2 Ensure CDRPs are aware of the resettlement needs and profile of prisoners returning to their locality. Build on the LDP to extend working arrangements for pre-release resettlement support and planning, with a focus on remand and short-term prisoners. Non-statutory cohort.	Publish Borough Offender Profile report. NOMS London/Prison Service Level Agreements to clearly reflect expectations in terms of taking forward the Local Delivery Programme and CDRP engagement.  CDRP engagement reflected in Prison Resettlement Strategies and action plans.	2010  2010	GOL, London Probation, NOMS London, LCJB, HMPS
	6.3 Ensure that London CDRPs are prepared for the new duty to reduce reoffending from 2010.	Performance information agreed to be reported to Reducing Reoffending Board.  To agree expectations with GOL.  Reducing Reoffending Lead allocated, funding in place, sub-group set up, CDRP commissioned project, Joint Working Arrangement with prison.	2010	GOL, LAs, CDRPs, London Probation, NOMS London
	6.4 Preparation for Input into Local Area Agreement negotiations and performance management through GOL in 2010.	London LAAs reflect reducing reoffending priorities of NOMS London and increase the number of LAs to prioritise NI18. (including other related Nis)		GOL, NOMS London
	6.5 Develop and consolidate the regional framework for the Local Delivery Programme.	Publish updated framework. Introduce outcome monitoring arrangements.	2010 2010	NOMS London, HMPS, London Probation
	6.6 Continue to support practice sharing, strategy development and operational problem-solving at a local level through the London Resettlement Forum	London Resettlement Forum impacting on driving up performance to reduce reoffending, Greater engagement on LAs with Reducing Reoffending agenda.	Ongoing	NOMS London, HMPS, London Probation, LAs, GOL
	6.7 Implement the new LISARRT system, to support better information-sharing.	LISARRT system up and running in all London Prisons.  London Diamond Teams accessing LISARRT and	Quarterly contract review meetings	NOMS London, LCJB

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
		within the Local Delivery Programme Framework information shared with Boroughs.		
7. Reduce reoffending by offenders designated as PPOs.	7.1 Delivery of premium service to PPOs in line with premium service protocol commitments of HMPS and London Probation.	National Reoffending data NI 30.	Quarterly Performance	London Probation, LCJB, HMPS, NOMS London
	7.2 Work with GOL to continue to drive up performance of PPO schemes to maintain and improve upon existing reductions in reoffending rates amongst PPOs.	Develop workplan -NI 30		GOL, NOMS London, London Probation
8. Increase the proportion of offenders living in settled and suitable accommodation  (Delivery reported through PSA 16)	8.1 Improve Accommodation outcomes for offenders.	90% of offenders to receive a housing assessment whilst in custody.  75% of offenders released into settled accommodation when released from custody.  70% of offenders in settled and stable accommodation at the end of their orders/licence.	Quarterly performance 2009-1010	Third Sector organisations
	8.2 Support delivery of women's accommodation needs through links with the Gender Duty and Diverting Women from Custody Project.	Joint working in the one stop shop grant in London to address unmet housing needs.	End 2009	London Probation, NOMS London, HMPS, MoJ, Third Sector Organisations
	8.3 To deliver Bail Accommodation Support Service (BASS) contract for London:  Include contribution to BASS in prisons and courts	Increase BASS provision deliver of appropriate and effective service delivery to maintain high occupancy.  Improve Local Authority engagement and confidence in BASS.	Ongoing Quarterly  June 2009 - roll out of first appearance arrangements	ClearSprings, NOMS London, London Probation

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
	8.4 Promote the effective delivery of Housing Information Advice Service (HIAS).	Implementation of outcome framework within service delivery plan  Support engagement with boroughs, London Councils and Mayor to inform commissioning, and promote access to services and housing options for offenders.  Agreement of protocol with HMP Belmarsh.	Ongoing  Quarterly HIAS Forum  September 2009	HMPS, NOMS London
9. Increase the proportion of offenders with skills and in employment.  (Some delivery reported through PSA 16)	9.1 Promote equality of access for offenders to the Labour Market and positive Employment, Training and Education (ETE) outcomes.	Greater employer engagement and Work with all relevant partners to develop a comprehensive employment and skills service as resources allow for offenders in the community.  ETE focussed activity in prisons and offenders subject to supervision.  Provision of Information, Advice and Guidance Services.  (Equality of access for BME, women and offenders with disabilities).	Reflected in Prison Service Delivery Agreements.  NI143 NI 144	NOMS London, Jobcentre Plus, HMPS, London Probation, LSC
	9.2 Manage NOMS European Social Fund <sup>32</sup> (ESF) project.	4784 offenders enrol on the project.  Work with partners to ensure best usage of ESF funding through the LSC, DWP, and LDA.	June 2009 procurement starts  September 2009 contract agreed	NOMS London, NOMS ESF Team
	9.3 Manage the co commissioning of the OLASS 3 contracts with the Learning and Skills Council.	Contracts awarded and contracts begin.	March 2009 and August 2009	LSC, NOMS London, HMPS,

<sup>32</sup> [http://www.esf.gov.uk/2007-2013\\_funding\\_opportunities/index.asp](http://www.esf.gov.uk/2007-2013_funding_opportunities/index.asp)

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
	9.4 Support Local Strategic Partnerships (LSPs) who have NI144 as a priority target.	Dialogue with relevant LSPs-NI144.	Improved performance or specific employment projects	NOMS London, London Probation
	9.5 Ensure the appropriate management of the emerging relationships with the Learning and Skill Council and then with the Skills Funding Agency over offenders in the community.	Protocols agreed.	Through the year	NOMS London
	9.6 Work with Jobcentre Plus to agree their provision and target/outcomes in custody.	Agree and implement Regional Framework including Service Delivery Agreement incorporating activity and outcome monitoring. Increase number of prisoners accessing Freshstart, Jobcentre Plus drug signposting services and previously Job Seeker Allowance claimants into employment or training.	2010	Jobcentre Plus, NOMS London
	9.7 Olympics- support London Probation work with Bovis Be-onsite.	100 offenders start the training course.	Through the year	London Probation, NOMS London, Bovis Be-onsite
	9.8 Continue to work with London Probation to ensure that opportunities developed with employers are fully utilised, including work through the London Accord.	Develop and agree target	Through the year	London Probation, NOMS London and London Accord
	9.9 To support the London Development Agency (LDA) work with offenders by advising them on their work with offenders.	Targets as set out in their procurement specification.	Set out in LDA procurement of service	London Probation, NOMS London, LDA

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
	9.10 Development of arrangements for offenders to access learning 'mainstream'.	Agreed plan by July 2009.	Agreed plan produced	London Probation, NOMS London, LSC
10. Address the Health and Social Case needs of offenders and reduce reoffending by drugs and alcohol misusers.  (reported on in PSA 25, elements 2 and 5)	10.1 To deliver against objectives as set out in the London Offender Health Partnership Board Regional Delivery Plan where NOMS London is required to deliver in partnership.	Measures as in the Delivery Plan	2009-2011	London Offender Health Partnership Board(LOHPB)
	10.2 To implement and mainstream IDTS standards into treatment strategies, practice and commissioning.	Standardised quality of clinical treatment across all prisons as evidenced in National Treatment Agency performance reports.	From April 2009 with go-live from April 2010	National Treatment Agency with NOMS London support
	10.3 Implement the recommendations of the Blakey <sup>33</sup> Review.	Regional and establishment random MDT rates will show trends in drug supply.  10.3% in 2009/10	Monthly monitoring	HMPS, NOMS London
	10.4 Review drug supply reduction activity in London Prisons. Establish regional relationship with the MPS to support activity and ensure prison supply is given a high operational priority.	Reduction in Drug supply to prisons.  Strategy agreed and all jails reviewed in a rolling programme.	July 2009  September 2009	MPS, NOMS London, HMPS
	10.5 Improve outcomes for offenders who misuse drugs.	2030 offenders in custody to sign up to VDT compacts and be tested at least 1.5 times a month.  1218 Drug Programme starts in custody.  791 Drug Programme completions in custody.	Quarterly performance 2009-2010	HMPS, NOMS London
	10.6 To improve continuity of care	Increased case transfer from CARATS to the	By April 2010 but	National Treatment Agency

<sup>33</sup> [www.justice.gov.uk/publications/disrupting-drugs-prisons.htm](http://www.justice.gov.uk/publications/disrupting-drugs-prisons.htm)

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
	between custody and community and between different elements of custody under the Drug Intervention Programme.	community as evidenced by DIRWEB and dashboard reports.	with quarterly assessment by Regional Drug Intervention Programme group	with NOMS London support
	10.7 To support the system change pilot initiative in Lambeth and support wider involvement in this initiative.	Successful pilot and contribution to improve continuity of care.	By April 2011 Quarterly reports	LB Lambeth and NHS Lambeth and HMP Brixton
	10.8 To improve the pathway into treatment for people on community orders.	Reduction in treatment naïve numbers. 2586 Drug Rehabilitation order starts. 1164 Drug Rehabilitation completions.	Quarterly Performance	NOMS London, London Probation, National Treatment Agency
	10.9 Improve outcomes for offenders who misuse alcohol through increasing Alcohol Treatment requirements (ATRs), researching need (particularly in the Probation caseload), and investigating opportunities for delivery of Screening Brief Intervention in Criminal Justice settings.	500 ATRs in the community.  Development of a joint plan to meet these needs.	Quarterly Performance  To be agreed	LOHPB, NOMS London, London Probation
	10.11 Continue to manage contracts for the provision of CARAT services and intervene to improve performance as required.	Sustainability and improved performance. 10672 Triage assessments in custody.	Quarterly Performance 2009-2010	NOMS London, HMPS
11. Reduce the finance, benefit and debt problems facing offenders, plus	11.1 Support the LLU+ 'Best Start to Families' project at Holloway, and implement at a further London establishment.	Additional establishment to hold workshops with beneficiaries.	Additional site operational by March 2010.	South Bank University, NOMS London
	11.2 Support the Tower Hamlets	Development of prison in reach protocols.	Through the year	LB Tower Hamlets, NOMS

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
promote and retain positive relationships between Offenders and their Children and Families.	'Improving Support to the Children and Families of LBTH Prisoners' Project.			London, HMPS
	11.3 Complete the commissioning review of provision with the Legal Service Commission.	Implement findings of review.	2010	NOMS London, Legal Services Commission.
	11.4 Promote Jobcentre Advice sessions in prisons.	To improve employment outcomes for offenders.	Ongoing	Jobcentre, Plus, HMPS, NOMS London
	11.5 Promote benefit advice surgeries in prisons.	Complete commissioning review of provision with Legal Services Commission and Jobcentre Plus.	2010	NOMS London, Legal Services Commission, Jobcentre Plus
12. Reduce the risk of reoffending through the effective targeting and provision of Accredited Programmes.	12.1 Provide information to inform the preparation and implementation the ISMG directory of Interventions.	Link to Effective Regimes Intervention - PSO 43/50 processes.	Through the year	NOMS London, London Probation, HMPS
	12.2 Undertake project to analyse the needs of the London offender cohort and the population profile. This work to be compared to the provision of interventions to identify gaps in provision and duplication.	Publish Strategy on the provision of interventions in London prisons and in the community to help to prevent reoffending.  Commissioning aligned to the profile of London Offenders (volume and serious offending, provision for sex offender interventions) and for Women, BME, Foreign Nationals, Young Offenders.  To be embedded in the NOMS London Commissioning Plan.	2010	NOMS London
	12.3 Complete an analysis of the needs of the London Indeterminate Public Protection (IPP) population.	Produce report of recommendations of appropriate interventions for the London IPPs.	December 2009	NOMS London
	12.4 London Probation to continue to invest in high-risk of harm programmes and away from general offending	Targets for 2009-2010 met. Change in targets for 2010-2011.	2009-2010 through the year. New targets for	London Probation, NOMS London

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
	behaviour programmes.		2010-2011 by January 2010	
13. Increase the visibility and intensity of work with offenders in the community, particularly those who commit the most offences.	13.1 Increased visibility of Community Payback <sup>34</sup> .	Increase public awareness and understanding of Community Payback.	Through the year (Weekly)	London Probation, NOMS London,
14. Deliver and build the capacity of interventions and services in the community and custody which are more appropriate and effective to address reoffending by Women Offenders.	14.1 To implement recommendations of the feasibility study to expand London probation's provision for women offenders at Camden Women's Centre.	Improved community provision for women. Capacity building for the women's programme. Improved skill set for women's centre staff. Provision of wraparound services. Creation of women's mentor role to support programme completion. A reduction in offender attrition rates.	Ongoing	London Probation, NOMS London
	14.2 Support for Third Sector organisations who aim to secure funding for <i>One Stop Shop Services</i> for women.	Increase in capacity in London for Women offenders.	End 2009	Criminal Justice Group MoJ, NOMS London, GOL, London Probation
	14.3 Establish a Women's Offender Service Provider Group.	Collaboration and joining up services for women across London.	December 2009	NOMS London, London Probation, HMPS, GOL, Clinks
	14.4 Implement findings of the evaluation on administration of work in Local Delivery Programme at HMP	Develop written protocols with boroughs. Further disaggregation on data on women in the Borough Offender Profile Report and a Focus on	To be agreed Autumn 2009	NOMS London

<sup>34</sup> <http://www.justice.gov.uk/news/newsrelease180609b.htm>

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
	Holloway.	under 12 months cohort.		
	14.5 Collect information on women offenders who have been abused, raped, experienced Domestic Violence; or who have been involved in prostitution.	Further develop LISARRT and evaluate implementation in HMP Holloway.	End 2009	NOMS London, HMPS, ICJB
	14.6 <b>IMPACT</b> - Improved Community Provision Create specialist Probation Officer and Probation Support Officer posts with responsibility for women offenders within two probation boroughs.	Increase in flexible approach to managing cases reflected in sentencing plans for women that are tailored to their needs.	July 2009	London Probation, NOMS London

#### SERIOUS REOFFENDING

<b>15. Protect the public by effectively managing in custody those who pose the most serious risk of harm and by effectively managing those who pose a risk of harm under supervision in</b>	15.1 Improve arrangements to manage serious offenders.	Audit of Public Protection arrangements. London Probation meets performance expectations for public protection measures.	Bi-annual monitoring visits and monthly performance review meetings.	London Probation, NOMS London, HMPS, LCJB, MAPPA Strategic Board.
	15.2 Ensure the appropriate use of enforcement and recall.	LCJB and NOMS targets.	End to End recall targets	London Probation, NOMS London, LCJB
	15.3 Implement Serious Further Offences learning and recommendations from other types of 'high risk' work Including MAPPA.	London prisons to meet the requirements as set out in the Public Protection Manual and MAPPA guidance. London Probation to implement recommendations.	Through the year	London Probation, LCJB, NOMS London, MAPPA Strategic Board

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
the community.	15.4 To increase the use and effectiveness of ViSOR <sup>35</sup> .	Respond to NOMS review of ViSOR implementation across prisons and probation.	To follow agreed timescales	HMPS, London Probation, NOMS London.
16. Reduce the risk of serious violent reoffending, of Domestic Violence reoffending and of Sex Offences committed by offenders.	16.1 London Sex Offender Strategy to ensure that treatment is targeted appropriately to those in custody.	66 Sex Offender Treatment Programmes completions in custody.	Quarterly Performance	NOMS London, HMPS.
	16.2 Work with London Probation to increase their capacity to deliver sex offender treatment programmes and also match the risk levels and demands of the sex offender population.	Sex offender treatment target for 2008/2009 met and increased for next year. 100 Sex Offender Treatment Programme completions in the community.	September 2009  Quarterly Performance	London Probation, NOMS London
	16.3 Work with London Probation to increase their capacity to deliver Integrated Domestic Abuse Programme (IDAP).	IDAP target for 2008/2009 met and increased for 2010 320 Domestic Violence Treatment completions in the community.	September 2009-2010  Quarterly Performance	London Probation, NOMS London.
	16.4 Support and implement the forthcoming strategies on Domestic Violence. <sup>36</sup>	Awaiting publication of plans. To follow agreed project plans.	To follow agreed timescales	NOMS London, GOL, GLA, London Probation, HMPS, LCJB

<sup>35</sup> ViSOR is a UK-wide system used to store and share information and intelligence on those individuals who have been identified as posing a risk of serious harm to the public.  
<http://www.npia.police.uk/en/10510.htm>

<sup>36</sup> Forthcoming National and Mayoral Violence against Women Strategies

Priority	Objectives	Measure of Success (incl. Impact on Measure)	Timescales and Milestones	Lead Partners
17. Reduce the risk of serious reoffending by <b>high risk women</b> through the effective targeting and provision of accredited programmes.	17.1 As in 12.2 Undertake project to analyse the needs of the London offender cohort and the population profile. This work to be compared to the provision of interventions to identify gaps in provision and duplication.	Publish Strategy on the provision of interventions in London prisons and in the community to help to prevent reoffending.  Commissioning aligned to the profile of London Offenders	2010	NOMS London
18. Address the health and social care needs of <b>dangerous and mentally disordered offenders</b> .	18.1 Improving the waiting time for mental health transfers.	To be agreed	To be agreed	NOMS London, HMPS, LOHPB
19 . Reduce the risk of people becoming terrorists or supporting violent extremism.  (Reported under PSA 26)	19.1 NOMS London to prepare and implement a London Offender Strategy.	Strategy and implementation. (PSA 26 outcome measures not yet agreed)  Improve capacity to identify individuals who are vulnerable to radicalisation or may be radicalising others.	September 2009	NOMS London
	19.2 Support the delivery of the PREVENT Strategy through Local partnership activity.	£1.5 m distributed to Probation Areas/Trusts, with delivery plans in place at regional and local level by end May 2009.	Quarterly review of London Probation Plans	London Probation, NOMS London, GOL.

## ANNEX A

### REDUCING REOFFENDING PUBLIC SECTOR 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

## ANNEX B

### NATIONAL INDICATORS

#### Reoffending

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

#### Youth offending and reoffending

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

#### Crime indicators

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

#### Social exclusion indicators

NI 143 Offenders under probation supervision living in suitable and settled accommodation  
NI 144 Offenders under probation supervision in employment  
NI 145 Adults with learning disabilities in settled accommodation  
NI 146 Adults with learning disabilities in employment  
NI 147 Care leavers in suitable accommodation  
NI 148 Care leavers in employment, education or training  
NI 149 Adults in contact with secondary mental health services in settled accommodation  
NI 150 Adults in contact with secondary mental health services in employment

#### Supporting Pathway Indicators

NI 39 Rate of hospital admissions per 100,000 for alcohol-related harm  
NI 40 Number of drug users recorded as being in effective treatment  
NI 132 Timeliness of social care assessments (all adults)  
NI 151 Overall employment rate  
NI 152 Working age people on out of work benefits  
NI 153 claiming out of work benefits in the worst performing neighbourhoods  
NI 161 Number of Level 1 qualifications in literacy achieved  
NI 162 Number of entry level qualifications in numeracy achieved  
NI 181 Time taken to process Housing/Council Tax Benefit new claims and changes

## Annex C

London Local Authorities	National Indicators											
	Serious Violent Crime 15	Serious Acquisitive Crime 16	Adult re-offending rates for those under probation supervision 18	Rate of proven re-offending by young offenders 19	Assault with injury crime rate 20	Serious knife crime 28	Gun crime rate 29	Reoffending of PPOS 30	Repeat incidents of domestic violence 32	Drug-related (Class A) offending rate 38	Offenders under probation supervision in settled and suitable accommodation 143	Offenders under probation supervision in employment 144
Barking and Dagenham												
Barnet												
Bexley												
Brent												
Bromley												
Camden												
City of London												
Croydon												
Ealing												
Enfield												
Greenwich												
Hackney												
Hammersmith and Fulham												
Haringey												
Harrow												
Havering												
Hillingdon												
Hounslow												
Islington												
Kensington and Chelsea												
Kingston upon Thames												

London Local Authorities	National Indicators											
	Serious Violent Crime 15	Serious Acquisitive Crime 16	Adult re-offending rates for those under probation supervision 18	Rate of proven re-offending by young offenders 19	Assault with injury crime rate 20	Serious knife crime 28	Gun crime rate 29	Reoffending of PPOs 30	Repeat incidents of domestic violence 32	Drug-related (Class A) offending rate 38	Offenders under probation supervision in settled and suitable accommodation 143	Offenders under probation supervision in employment 144
Lambeth												
Lewisham												
Merton												
Newham												
Redbridge												
Richmond upon Thames												
Southwark												
Sutton												
Tower Hamlets												
Waltham Forest												
Wandsworth												
Westminster												

## GLOSSARY OF ACRONYMS

ACO	Assistant Chief Officer	LISAR	London Initial Screening and Referral
BASS	Bail Accommodation Support Services	LISARRT	Local Initial Screening and Referral Tool
BME	Black and Minority Ethnic	LSC	Learning Skills Council
CDRP	Crime and Disorder Reduction Partnership	LSP	Local Strategic Partnerships
DIRWEB	Drug Intervention Record Case Management System	MAPPA	Multi Agency Public Protection Arrangements
DOM	Director of Offender Management	MDT	Mandatory Drug Test
DSO	Departmental Strategic Objective	MHT	Metropolitan Housing Trust
EIA	Equality Impact Assessment	MoJ	Ministry of Justice
ERI	Effective Regime Intervention	MPS	Metropolitan Police Service
ETE	Education, Training and Employment	NI	National Indicator
ETS	Enhanced Thinking Skills	NOMS	National Offender Management Service
GLA	Greater London Authority	OASys	Offender Assessment System
GOL	Government Office for London	OLASS	Offender Learning and Skills Service
HIAS	Housing Information Advice Service	OMSAS	Offender Management Sentencing and Analytical Services
HMP	Her Majesty's Prison	PPO	Prolific and Priority Offenders
HMPS	Her Majesty's Prison Service	PSA	Public Service Agreement
IDAP	Integrated Domestic Abuse Programme	RRDP	Regional Reducing Reoffending Plan
IDTS	Integrated Drug Treatment Strategy	SES	Single Equality Scheme
IOM	Integrated Offender Management	SLA	Service Level Agreement
IPP	Indeterminate Public Protection	VCS	Voluntary and Community Sector
ISMG	Integrated Substance Misuse Group	VDT	Voluntary Drug Test
IT	Information Technology	WIP	Women in Prison
JCP	Jobcentre Plus	YJB	Youth Justice Board
LA	Local Authorities	YOI	Young Offenders Institution
LAA	Local Area Agreements		
LCJB	London Criminal Justice Board		
LDA	London Development Agency		