

Project Initiation Document	
Project name	ANEC and North East Public Sector Prisons Partnership – Reducing Reoffending
Project start date	16 July 2012
Project description	
Background	This project has been initiated by the Association of North East Councils (ANEC) and NOMS Directorate of Public Sector Prisons (HMPS) to identify opportunities for joint work directed at reducing reoffending and the associated harm to communities.
Objectives	<ul style="list-style-type: none"> • Design, develop and conduct research to gather baseline information about current initiatives and services aimed at supporting offenders custody and on their return to communities across the North East. • Identify gaps in current delivery and opportunities for effective joint intervention. • Disseminate emerging themes to inform practice on an ongoing basis. • Deliver a final report at the end of the project.
Scope	<p>Current initiatives and services within the 12 local authorities and 7 public sector prisons in the North East relating to the resettlement pathways identified by NOMS:</p> <ol style="list-style-type: none"> 1. accommodation 2. finance, benefits and debt 3. health (including mental health) 4. drugs and alcohol 5. attitudes, thinking and behaviour 6. employment, training and education 7. families and children 8. support for women who have been abused, raped or who have experienced domestic violence 9. support for women who have been involved in prostitution <p>The project will identify and map initiatives and services provided to adult and young adult offenders (aged 18 and over) who have received custodial sentences. This includes offenders who have received short custodial sentences (less than 12 months), known as 'non-statutory' offenders, and</p>

	<p>prisoners who are being held on remand. It is not within the scope of the project to carry out an evaluation of the initiatives.</p> <p>The specific focus of the project is initiatives and services provided by local authorities and prisons, but the role of other public sector bodies (such as Jobcentre Plus and the NHS) and the voluntary and community sector is acknowledged and will be included where they are integral to the resettlement pathways. Good practice from outside the North East region will also be explored.</p> <p>The specific needs of different sections of the offender population will be considered within the scope of the project. For example, women offenders make up a relatively small proportion of the prison population but have needs which are often distinct from those of the majority adult, male population meaning they may require different interventions.</p> <p>The scope of the project includes initiatives and services for prisoners throughout their sentence (from reception to preparation for release) and after their release into the community.</p> <p>The project will seek to answer these key questions:</p> <p>In relation to each of the resettlement pathways:</p> <ol style="list-style-type: none"> 1. What initiatives, interventions and services are currently in place to support offenders in custody and in the community to reduce reoffending? 2. What are the gaps in services and in joint-working between local authorities and prisons? 3. What more could prisons and local authorities do to deliver joint interventions aimed at reducing reoffending? 4. What good practice exists within the region and beyond which could inform and improve local service delivery?
Business case	<p>Local authorities host Community Safety Partnerships with a focus on tackling crime, disorder, substance misuse, anti-social behaviour and reducing reoffending. They also provide and commission essential local services including housing and homelessness, benefits, public health and social care services to families and children. Local authorities also provide services which have significant</p>

impact on economic development in the local area so can and do play a key role in the lives of individuals living in their area, particularly those with complex needs.

The role of the National Offender Management Service (NOMS) is to protect the public and reduce reoffending by delivering the punishments and orders of the courts, helping offenders to reform their lives and in doing so, prevent future victims of crime. In the North East, this is delivered directly through public sector prisons (HM Prison Service) and probation services, working closely with others including local government.

Across the North East there are approximately 2850 sentenced adult males, 500 sentenced young offenders and 250 sentenced women offenders in custody with approximately another 750 prisoners held on remand. 67% of prisoners in the North East come from the North East and on release the majority will return to the areas they came from prior to sentence.

According to a recent government green paper (Ministry of Justice, 2010, Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders), almost half of all adults leaving prison (49%) are reconvicted within a year. For those serving short sentences the figure is even higher – 61% of those released from a short sentence are reconvicted within a year. The government estimates the cost of re-offending to the national economy is between £7 and £10 billion a year.

Offenders are more likely than the general population to come from disadvantaged backgrounds. They have a variety of social problems including a lack of qualifications, lack of employment, housing needs, histories of drug or alcohol misuse and mental health problems. Compared to male prisoners, female prisoners are more likely to have histories of violent and sexual abuse and higher levels of drug and alcohol problems, mental health problems and self harm.

These factors are also associated with the likelihood of reoffending on release from prison. For example, being in employment reduces the risk of reoffending by between a third and a half and having stable accommodation reduces the risk by a fifth. (Social Exclusion Unit, 2002, Reducing Reoffending by Ex-prisoners).

Offenders who receive a sentence of 12 months or more are subject to statutory supervision by the Probation Service on release from Prison. Offenders who receive short sentences

	<p>of less than 12 months have high reoffending rates but receive limited rehabilitative interventions in prison and do not receive statutory supervision on release. Many therefore rely on generalist services and the voluntary and community sector. Yet those who persistently reoffend place the greatest demands on the system and cause the greatest cost to victims and local communities.</p> <p>Outcome-focused, integrated, multi-agency ‘through the gates’ cooperation between local government, prisons and others (including police, probation, health, housing associations, Jobcentre Plus and community and voluntary sector organisations) can help prisoners to resettle in the community and reduce the likelihood of reoffending. This requires partner agencies to have a shared understanding of the services available and of the needs of the population.</p> <p>Community Safety Partnerships are using Integrated Offender Management (IOM) approaches to address the behaviour of those offenders who cause most harm to local communities. Whilst a number of multi-agency initiatives are being delivered effectively through IOM at a local level, there remains little consistency in the links between prisons and local authorities across the region and little strategic oversight of activities to support offenders. Within the Prison Service there is also considerable variation in services and the same can be said of local authorities. This has resulted in a lack of clarity about the services available locally and about how prisons and councils can best work together.</p> <p>By mapping and disseminating current practice the project is an opportunity to identify good practice and quick wins within prisons and local authorities as well as options for future joint working.</p>
Assumptions	<ol style="list-style-type: none"> 1. That the direction of government policy does not change significantly. 2. That the direction of ANEC and HMPS strategy does not change significantly. 3. That the prison population within the North East does not change significantly. 4. That all 12 local authorities and 7 public sector prisons engage with the project. 5. That HMP Northumberland and HMP Durham (currently in competition) remain in scope.
Constraints	<p>The project is running at a time when organisations across the public sector are affected by spending cuts. Local authorities, local partnerships, commissioners and prisons are making difficult decisions about where to target their</p>

	<p>resources. Any recommendations arising from the project will take this into account. Recommendations will focus on the services and initiatives that prisons or local authorities in the region have a direct role in providing or commissioning.</p> <p>Existing contracts and partnerships within both parties will be honoured and respected. Changes recommended and accepted should be addressed through contract variation and follow procurement rules.</p>
Links and dependencies	<p>There are a number of national legislative and policy drivers that will be relevant to the project and will affect how reducing reoffending services are commissioned and delivered locally and regionally in the future. These include reform of prison and probation services and the increasing use of competition and payment by results as part of the Government's 'rehabilitation revolution'; the election of Police and Crime Commissioners in November 2012; the Troubled Families Programme (running for 3 years from April 2012) and changes arising from the Health and Social Care Act 2012 and Welfare Reform Act 2012.</p> <p>It is the responsibility of the steering group to keep the project team informed of any local developments which may affect the project.</p>
Organisation and governance	
Project director / sponsor	Alan Tallentire / Rachel Mophew (NOMS) and Melanie Laws / Andy Robinson (ANEC)
Project manager	Abby Holder and Tony Lowes
Additional project support	Patrick Cope, North East Regional Chaplain, NOMS
Project board	<p>The Regional Assistant Chief Executives Group will act as steering group and project board for this project. A representative of NOMS will attend as appropriate.</p> <p>Meetings: 10 September 2012 20 December 2012 (TBC) March 2013 (date TBC) June 2013 (date TBC)</p>
Reporting and controls	
TLR	The steering group will receive a traffic light report, interim report and final report.
Project tolerances	Minor changes to the project will be agreed with the project director/sponsor. Significant and critical changes affecting the scope, end date or outputs of the project, will be referred

	to the steering group.
Issues log	An issues log will be established and any issues reported to the steering group.
Risk log	A risk log is appended.
Project delivery plan	
Product plan	The products will be: <ul style="list-style-type: none"> 1. An interim report detailing emerging findings of the mapping exercise. 2. A final report including <ul style="list-style-type: none"> a) baseline information about current initiatives to reduce reoffending in the region, b) any identified gaps in services and c) recommendations about opportunities for further joint work amongst and between prisons and local authorities.
Quality plan / acceptance criteria	The steering group will assess and assure the quality of these products. Subsequent actions will require agreement of the local authorities and HMPS / NOMS. The steering group may wish to refer the interim and final reports to the regional CX group, Leaders and Elected Mayors group and Area Prison Governors as appropriate.
Project timetable and milestones	A chart is appended.
Communications and engagement	
Stakeholder analysis	A stakeholder analysis is appended.
Communications plan	A communications plan has been developed.
Resource management	
Resource plan	Any resource implications of the recommendations arising from the project will need to be considered as appropriate.
Project budget	The project will be completed by a Prison Service manager and a local authority secondee. Funding for these posts is being provided by HM Prison Service.
Project approval	
Response	Yes – approved to proceed to project delivery

	No – project not ready to start delivery (detail further work needed)
Comments	