

THE EFFECTIVE RESETTLEMENT OF OFFENDERS BY STRENGTHENING ‘COMMUNITY REINTEGRATION FACTORS’

PART TWO

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I. NOMS’ PRACTICE AND STRATEGY TO IMPROVE OFFENDERS’ LEARNING, SKILLS AND EMPLOYMENT

A. Why Focus on Learning, Skills and Employment?

NOMS operational data from 2008-2009 for offenders in both custody and the community demonstrates that many unemployed offenders have significant multiple barriers to employment. These include accommodation issues (45%), drug use (33%), alcohol abuse (53%) and emotional well-being needs (40%). Offenders who are unemployed therefore demonstrate higher levels of other need than offenders who are in work. Addressing these barriers must require a multi-agency approach in order to help them resettle and get into a position where they can find and retain work.

Prisoners’ own perception of need, an important indicator of motivation as well as need, found that most said they needed help, with finding employment (48%), getting qualifications (42%) and work-related skills (41%) at the top of the list, followed closely by accommodation (37%). Younger adult offenders put their employment, qualification gaining and work-related skills needs significantly further ahead of other needs.

A number of studies indicate that prison education and vocational interventions are a good use of public resources. Recently published figures (drawing on figures from five US studies from the 1990s) show the net financial benefit to the public sector associated with educational and vocational interventions ranges from £2,000 to £28,000 per offender (or from £10,500 to £97,000 per offender when victim costs are included).

The NOMS’ strategy is wide ranging and includes support along the individual’s learning, skills and employment pathway, through prison industry development, the “Corporate Alliance” to engage employer support, strategic development with other government departments, and recent developments in Social Enterprise and Unpaid Work.

B. Development Examples

1. An Individual’s Pathway: Learning, Skills and Employment

An individual’s pathway with NOMS passes through up to four phases depending on need. Progress is recorded so that key information can be tracked and communicated. The four phases are:

- Addressing Initial Needs and Barriers;
- Supporting Preparation for Employment;
- Progression Routes into Work;
- Risk, disclosure of criminal records.

(i) *Assessment*

Assessment for prisoners serving medium to longer sentences is comprehensive, including the OASys system of risks and needs. Prisoners serving shorter sentences receive a less in-depth assessment commensurate with the time available to intervene. The aim is that prisoners and offenders sentenced in the community receive basic skills screening soon after reception by the establishment or making of an order.

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Key questions, including confidence in writing name, address and phone number provides a rapid indication of need.

Recording assessment is obviously important for planning and accountability. On the Case Assessment and Tracking System (CATS) used in many employment projects, ten areas are assessed red, amber or green according to level of need. The assessment leads directly to an action plan developed on an individual basis by an inter-agency Learning, Skills and Employment team in each prison.

(ii) Supporting Preparation for Employment

Depending on assessed need, support in preparing for employment may begin with *Information* (on Opportunities, Vacancies and Qualifications), *Advice* (on Benefits/Finance and Motivation), *Guidance* (on Needs, Goals and building an Action Plan), and *Job Seeking Support* (on Job-search, and CV and Interview Preparation).

(a) The Virtual Campus

The "Virtual Campus" has been developed over the last three years. The virtual campus allows prisoners carefully controlled access to web-based material including careers advice, CV development tools, advice on managing debts or family difficulties, and accredited course study. It also provides a means of sending secure, checked electronic messages to prospective employers and learning providers post-release. The system offers particular advantages in the efficiency of learning delivery.

(iii) Progression Routes into Employment

Progression Routes into Employment is probably the most intensive area of NOMS employment intervention, in terms both of NOMS and partner contributions and an individual's daily experience of the working day. Programmes address basic skills, softer life/interpersonal skills such as communication, and vocational skills.

(a) Sector Skills Councils

One of the important recent ways in which NOMS has endeavoured to strengthen relationships with business and other sectors is through engagement with Sector Skills Councils. These councils represent different sectors of the employment market. Nineteen different sectors have been approached ranging from arts and engineering to catering. Benefits of the approach include the ability to:

- Track labour market need, changes and skills shortages;
- Ensure prisons deliver courses relevant and current to the sector/home area;
- Identify a preferred awarding body for each sector, to improve consistency between prisons. This can include course, registration and certification costs;
- Develop staff training requirements;
- Improve employer links and processes.

(b) Working Day Realism

Another significant area of development is improvement of the skills and work emphasis in the prison working day. The aim is to make the prisoner's work experience as realistic and industry-relevant as possible, for example, in working hours and interaction with supervisors and other workers.

(iv) Discretionary Funding

Discretionary funding is available to support offenders entering employment. This funding may cover initial living expenses, for example during the period between benefits stopping and receipt of a first wage, work equipment or, in the case of self-employment, business start-up costs. Funding may also be provided for short focused training.

(v) Arts-based Interventions

Arts-based programmes are often delivered, frequently with third sector input, and designed to build skills in informal interaction and self expression.

(vi) Work Experience

Work experience can help address skills lost through time in prison or which the individual may never have had. The experience can provide an opportunity to learn as a team, to get a better understanding of the

‘world of work’, and in some cases build a small cash sum before release. Work experience may be delivered in the community on day release or in a custody-based enterprise – one of the key ways in which industry is directly involved in the work of NOMS. This work may be unpaid or paid at a low wage to reflect the training nature of the work.

(a) Guaranteed Interviews

Guaranteed interviews may be offered by employers to prisoners who meet the minimum requirements for the job or as part of a wider package where a guaranteed interview is given following successful completion of a customized training course.

(b) Employer Fidelity Bonds

Employer Fidelity Bonds are in effect insurance cover provided to an employer by a third sector organization in partnership with commercial insurers in order to overcome one of the barriers commonly faced by offenders.

2. Prison Industries and Other Employment-Related Prison Services

NOMS delivers a range of other services that, whilst not necessarily primarily intended to support skills and employment, are wherever possible employed to that effect. These services include:

(i) *Prison Industries (including Agriculture and Horticulture)*

Prisons facilitate the in-house production and distribution of goods for internal consumption, providing around 10,000 prisoners with employment and training opportunities wherever possible, whilst making best use of available resources. External work opportunities are also sourced, and other opportunities include prison landscapes, outdoor sports facilities, ornamental horticulture and market garden facilities.

Prisons provide offenders with a chance to learn the skills they need to get a job upon release and, as noted previously, NOMS is increasingly looking at making the work undertaken within prisons by prisoners as much like real work as possible.

This involves introducing many prisoners, who either have no, or very limited work histories, to employment and skilling in generic and specific work skills. It also means running employment areas within prisons so far as possible on business lines so that the production of goods and services is demanding.

NOMS is gearing up production so it can take on greater volumes from the Ministry of Justice, in particular in printing and office furniture – there is also potential in cell furnishings and security. NOMS see this as a win-win endeavour: cost savings to the Ministry of Justice and purposeful employment and training for prisoners.

Some examples include:

- 10,000 prisoners are employed in over 300 prison industry workshops (including contract work with private sector partners and industrial laundries) and provide an estimated value of production at some £35m (at market prices). This provides in the region of 12 million hours of activity per year. Prison Industries also generate income of some £5.5m per annum from external sales – mainly through contract services workshops;
- Hundreds more prisoners are involved in reparation/charity workshops, for example repairing wheelchairs, bikes, computers and Braille services;
- Some 3,500 prisoners are involved in food preparation and service – producing and serving over 75 million meals a year; another 500 or so are employed in workshops assembling beverage and breakfast packages for up to 60,000 prisoners per day;
- Up to 1,800 prisoners are involved in land based activities; and
- Significant numbers are involved in domestic work such as cleaning.

NOMS and the Skills Funding Agency work together to embed learning opportunities into these activities and to accredit the skills developed. Wider developments in progressive (small-scale) ‘unitised’ qualifications through the Qualifications and Credit Framework are particularly applicable in the offender learning setting.

(ii) Prisons Information and Communication Technology Academy (PICTA)

NOMS supports the delivery and development of current commercial qualifications in information technology in dedicated workshops to encourage employer engagement and employment in a growing market sector on release. Workshops provide prisoners with an opportunity to follow an individual self-paced vocational study programme in a modern vocational skill, extending studying options after release.

(iii) Prison Radio

NOMS is working towards the development and provision of a national prison radio service with the capacity to broadcast to every prisoner in-cell and at work across the estate. One of the main aims of Prison Radio is to serving offenders' time in custody and preparing them for resettlement.

(iv) Prisoner Retail

Prisoner Retail supplies the products purchased by prisoners. A partnership with a commercial company has introduced service-wide provision under a new ten year DHL/Booker contract. Prisoner purchased products are picked and packed in retail workshops, using prisoner labour (with the exception of the High Security prison estate) providing employment and skills training.

3. Government Departmental Joint Development and Review

Adult offender skills, learning and employment policy responsibility is shared between three Government Departments: Business Innovation and Skills (BIS), Work and Pensions (DWP), and the Ministry of Justice, with BIS leading on skills and DWP on employment. Shared programme arrangements explicitly recognize this and the respective operating arms of these three departments (the Skills Funding Agency, Jobcentre Plus, and the National Offender Management Service) work together at national and local level to implement policy. In keeping with the principles set out in the Social Exclusion Unit Report, the intention is that primary responsibility for meeting offender needs rests with the mainstream government department, the role of NOMS being primarily to facilitate the work of those departments including supporting and motivating offender access to services.

In 2010-11, current plans are for BIS to spend about £168 million on offender learning for those in custody in English public sector prisons. About 85% of that is spent on learning provision through the Skills Funding Agency, with the majority of the balance going via NOMS (including £8 million on prison libraries which form part of this suite of responsibilities) in support and management of learning.

In relation to employability, the DWP delivers support for offenders and other disadvantaged groups such as recovering drug addicts and homeless through the "progress2work" programme (currently worth around £20 million). Offenders also take part in existing mainstream employment support such as the "New Deals" (a Government scheme for unemployed claiming Job Seekers Allowance) and "Pathways to Work" (for health related benefit claimants).

(i) Joint Ministry of Justice and Department for Work and Pensions Review

The review aims to improve co-ordination of services between the two departments. Objectives include to:

- Facilitate improvements to partnership working to ensure that services delivered to offenders are joined-up to achieve the best possible outcomes for individuals, and that these services are communicated with other partners;
- Increase the effectiveness of employment related services in custody and the community by developing a delivery framework that sets out more clearly the roles and responsibilities of both organizations;
- Join up employer engagement activity between NOMS and Jobcentres;
- Facilitate joint data sharing between MOJ/NOMS and DWP/Jobcentre Plus (government employment offices) at a local, regional and national level; and
- Explore the feasibility of a future shared target to drive performance across the two agencies.

4. The Corporate Alliance

The Corporate Alliance is a banner for the Government's employer engagement activities for offenders. It includes partnerships with private, public and voluntary sector organizations to improve the skills and employment outcomes for offenders. It seeks to:

- encourage more employers to employ and support offenders during the process of finding and retaining employment;
- support and disseminate good practice involving employers improving the skills and employment of offenders; and
- use employers to 'market' the Corporate Alliance to other employers.

There are three levels of engagement that enable employers to get involved with offenders in ways that best suit them. These are:

- Level One – activities to support improvement in employability, focusing on donating materials that can be used to train offenders, and donating staff time for interview training, CV preparation, and for mentoring offenders;
- Level Two – activities in support of designing and delivering training programmes, including paid work placements; and
- Level Three – recruiting directly from prisons and probation.

Promotion of the Corporate Alliance at national and regional level has resulted in over 100 employers, who are already involved with offenders or planning to get involved, using their involvement to promote the case with other employers.

To ensure that developments to engage with employers are informed and steered by employers, a Reference Group, chaired by a business leader, consisting of major as well as medium and small employers from the private, public and voluntary sectors has been established.

(i) Business in the Community

Business in the Community (BIC) is an independent business-led charity with more than 830 companies in membership. Through its "Unlocking Talent" programme, BIC aims to develop the skills and talent of the workforce as some of its members work in support of Corporate Social Responsibility. BIC has a specific offender-employment initiative: this work is itself an example of partnership between NOMS and the private sector: work on employing ex-offenders is sponsored by the Barrow Cadbury Trust.

Business in the community has a clear offender-employment perspective:

"Through its member companies, Business in the Community works to improve the ability of ex-offenders to find employment. A good stable job is the single greatest factor in reducing reoffending. Not only does it provide individuals with the necessary resources and self-esteem to improve their lives but benefits all sections of society through reduced levels of crime."

Another perspective addresses direct benefits to the employer: "We share in common with most employers a recurring headache – the recruitment and retention of staff, and we have had to learn to think beyond the traditional recruitment routes. There is undoubtedly a large pool of under-utilized skilled men and women in our prisons who are due for release into your communities, and who are keen and willing to work. Those we have employed have been exemplary employees."

Business in the Community is clear about the business case for employing ex-offenders. Arguments in support of the case include:

- (a) Savings to the private sector through crime reduction: crime costs business £19 billion year; reoffending by ex-prisoners costs £11 billion year. Ex-offenders in work are 33% - 50% less likely to reoffend and some schemes reduce risk to 10%;
- (b) Recruitment cost savings of 40% - 60% have been identified;
- (c) Mentoring ex-offenders brings skills and experience benefits for existing employees, including in management, communication, listening and team building.

(ii) Examples of Corporate Involvement in Training or Employing Ex-offenders

- NOMS prisoner retail contract with DHL/Booker (supply chain management) employs some 500 prisoners in DHL supervised facilities across a number of prisons;

- Travis Perkins (tool hire and builders merchants) opened their first training centre in HMP Stocken in 2009 and has already expanded into another workshop in the same prison with total employment of 90 prisoners. Travis Perkins are now employing prisoners on release around their many sites and are growing their partnership into a second prison, HMP Ford. The workshop in this prison is expected to employ around 50 prisoners by the end of the year;
- Timpson's (shoes) now have two "Academies" (at Liverpool and Wandsworth prisons), demonstrating a strong interest in the rehabilitation of offenders;
- Morrisons (retail) runs a pre-release training course in three prisons leading to employment on release. Significantly, the company achieves an 80% success rate in retention;
- The Compass Group "Rehab" project employs serving female prisoners in a defence establishment where they learn catering and related skills.

(iii) Risk and Disclosure of Criminal Records

Recognizing employers' needs and concerns in relation to risk is a fundamental aspect of gaining employer confidence. NOMS has adopted "Tiered Case Management" which allocates resources and level of punishment, help, support in making changes, and control to four levels according to assessment, which will be multi-agency in the case of the highest risk levels. The four levels are:

- Punish
- Punish and help
- Punish, help and change
- Punish, help, change and control (including MAPPA)

Disclosure of Criminal Records is set out in the Rehabilitation of Offenders Act 1974, updated by the Criminal Records Bureau, launched in 2002. Both an Advisors Guide and an Offenders Guide are available, providing information, and advice on CV preparation and interviews.

II. PARTNERSHIPS WITH THIRD SECTOR ORGANIZATIONS

NOMS works with a wide range of third sector organizations which provide support pre and post-release addressing education, training or accommodation. Third sector organizations as well as private ones help to bridge the gap between prisons and community.

NOMS works with third sector organizations at national level, regional level and locally. At national level, "Clinks" holds an umbrella organization role, supporting other third sector organizations that work with offenders and their families. Over 900 voluntary organizations are responsible for more than 2,000 projects that provide services to offenders.

As well as supporting third sector organizations, including mentor organizations, Clinks estimates that about three quarters of prisoners would be willing to do voluntary work if it were available. Prisoners provide an increasingly rich source of volunteers – working as peer mentors sometimes alongside paid or other voluntary staff. In total, more than 7,000 volunteers contribute to the rehabilitation of offenders nationally.

A. Strategic Developments for NOMS – Third Sector Work

In October 2008 the Ministry of Justice and the National Offender Management Service (NOMS) published the action plan "Working with the third sector to reduce re-offending – securing effective partnerships 2008-2011". The plan sits beneath the Ministry's Third Sector Strategy published in June 2008 and aims to build on work to reduce barriers to the sector's role in reducing reoffending, protecting the public, achieving safer communities, and tackling social exclusion. It also seeks to enable and promote effective volunteering and mentoring with and by offenders and ex-offenders. Progress against objectives and actions is being monitored by the Ministry of Justice/NOMS Reducing Re-offending Third Sector Advisory Group.

The strategy has three overarching aims:

- (a) to improve third sector 'voice' and partnership working;

- (b) to transform services; and
- (c) to drive up the quality and diversity of volunteering and mentoring.

1. Action Plan Progress

(i) *Improving Voice and Partnership Working*

A new *Reducing Re-offending Third Sector Advisory Group*, has been set up. The purpose of the Advisory Group is to provide advice to Ministers and senior officials on reducing reoffending from a third sector perspective and to present concerns and opinions about future priorities, issues and policies which might affect the sector. The Group has a key role in advising and overseeing progress on the implementation of “Working with the Third Sector to Reduce Re-offending 2008-2011”. The Chair will also sit on the NOMS Reducing Re-offending Policy Board.

The Advisory Group has indicated that it believes the success of the action plan will be judged by:

- “An increase of front-line services to offenders by third sector organizations, including small and local organizations, and Black and Ethnic Minority organizations and faith groups; and
- An increased involvement in design and development of services, and ensuring effective partnerships between statutory, private and voluntary sectors drawing on complementary strengths”.

The Ministry’s *strategic funding to national third sector infrastructure* – Clinks, Action for Prisoners’ Families, and the Development Trusts Association – is now in the second year. The funding has enabled these organizations to support and represent their members and a wider group of third sector organizations to government, NOMS, and the range of agencies working with and funding the third sector to reduce reoffending.

The independent *Arts Alliance* was launched in November 2008. The Anne Peaker Centre is jointly funded by the Ministry of Justice, Arts Council England, and the Indigo Trust to co-ordinate the Alliance. The Arts Alliance aims to provide a strong network and coherent voice for the arts sector working with offenders. The Ministry of Justice has also set up a cross-departmental, cross-sector *Arts Forum* to engage with the Arts Alliance. The Forum enables dialogue between the responsible government departments, Arts Council England, and arts providers and funders with the aim of reducing barriers to and promoting the role of the arts in offender management and rehabilitation.

In November 2009 the Ministry of Justice and the Department of Children, Schools and Families published “*Reducing re-offending: supporting families, creating better futures*”, a framework for improving the local delivery of support for the families of offenders. It sets out how the ‘*Think Family*’ approach can make a difference for these children and families at each stage of the criminal justice system, from arrest to the end of sentence and beyond, if the key agencies work together. The framework was developed in partnership with the third sector and highlights the role of the sector in working with these families and in helping to make the case for investing in them as part of a wider agenda to tackle social exclusion.

(ii) *Transforming Services*

A key development has been the NOMS commissioning strategy, agreed in December 2008, which reflects the commitments set out in “Working with the Third Sector to Reduce Re-offending”, including the importance of harnessing the potential of the third sector, alongside the public and private sectors, to deliver services for offenders. Commissioning will be devolved away from the NOMS centre, to Directors of Offender Management at regional level and to local prisons and probation.

To divert women from custody, the Ministry of Justice is investing £15.6 million through the third sector over two years in additional support services for women.

The Ministry has set up a cross-department/agency working group to promote the role that *social enterprises* can play within criminal, civil and family justice, including offender management and reform. The group organized a national conference which took place on 4 March 2010 to raise awareness of social enterprise within the criminal justice sector and to signpost providers to learning and development opportunities and tools. The group is also exploring the value of developing a social enterprise strategy for the Ministry of Justice. NOMS obtained funding from the Office of the Third Sector to undertake a

programme of 'Action Research' focused on developing work with the social enterprise sector. A number of pilot projects were identified and more followed a mapping and research programme carried out by the Social Enterprise Coalition. The Ministry of Justice and NOMS have been allocated Social Enterprise Ambassadors to help develop our plans and promote the role of social enterprise in the justice system.

(iii) *Volunteering*

A *Volunteering and Mentoring Network* has been set up to promote collaboration between delivery organizations and volunteering infrastructure, encourage diversity and identify good practice, collate evidence, and promote all aspects of volunteering and mentoring to reduce reoffending. The steering group, chaired by "Volunteering England", is currently advising on the production of guidance for organizations involving volunteers and mentors in work with offenders and ex-offenders.

Since March 2009 a *Volunteering and Mentoring e-bulletin* for organizations working with offenders has been sent out from Clinks on a monthly basis to a distribution list of over 2,500 organizations from all sectors.

Clinks *training and resource packs* have been further developed. The "Volunteering in Prison" training pack has been updated and available since September 2008. The "Volunteering with Offenders in the Community" training pack has also been updated and includes material on community safety and victim contact and support. It has been available since January 2009.

2. Work in Progress

Significant other work in conjunction with the third sector is in progress.

In response to the "*Bradley Review on the diversion of offenders with mental health problems or learning disabilities away from prison*", the Government has set up a National Advisory Group of third sector representatives, with a third sector chair. The Chair of the Group will sit on the newly established Health & Criminal Justice Board.

The Department for Communities and Local Government (CLG) has decided that it will not develop a Charter on funding *faith based organizations*, but has set up a *consortium of faith communities* to look at religious literacy training to improve the knowledge and skills of public agencies to work with faith communities. The Ministry's Third Sector Team is working with colleagues in CLG and the "Office of the Third Sector" (OTS – a Department located close to the centre of Government) to support and promote this work in relation to faith-based organizations working with offenders and to strengthen the engagement of faith organizations.

The Ministry has commissioned research into the support needs of the *women's organizations* and projects that deliver services to women offenders and those at risk of offending. This will help to identify how to strengthen support for, and the engagement and sustainability of, the women's sector in reducing reoffending.

With funding from the Lloyds TSB Foundation and building on previous initiatives, NOMS is running a number of roundtables to identify key achievable actions that will strengthen diverse Black and Minority Ethnic third sector (BME) voices in reducing reoffending. This includes a look at the role of infrastructure and what needs developing further to strengthen BME sector engagement at all levels.

A review of existing schemes that *broker the relationship* between third sector organizations and prisons and probation is in progress. It has been agreed that NOMS will lead on exploring brokerage at regional and local levels and that the Ministry of Justice Third Sector Team will help broker relationships between the 'justice' third sector and other Government Departments.

III. EUROPEAN LEARNING

Before turning to projects operating at the local level, it is useful to reflect on some of the lessons from European projects. Offender employment is a high priority for the European Union, and the number of projects delivered across Europe provides a rich source of experience. The European Union has funded 121

development projects – each involving several international partners. The learning has been immense and the projects have also identified important gaps in our knowledge of what gets offenders into work. Gaps in understanding and practice include sustaining offenders in employment, attention to diversity, ensuring that learning is disseminated (not ‘reinventing the wheel’), and ensuring sufficient and reliable evaluation.

IV. SOCIAL ENTERPRISE

A. What are Social Enterprises?

Social Enterprises have the following characteristics:

- They are independently constituted businesses, driven by a business agenda, and aiming to meet social as well as financial objectives;
- They make profits or surpluses that are re-invested into the business to support its social purpose.
- They are socially owned and accountable to a wider community through a membership and democratic structure.

The benefits of social enterprises include cost savings, building links with local communities, innovation and creativity. NOMS research has recently shown that 62% of probation areas are involved in Social Enterprise (about 40% of them connected with Community Payback). About 53% of prisons are involved. However 47% of prisons and 95% of prisoners would like to expand that number.

B. Examples of Projects Operating at the Local Level including Social Enterprises

The following provides an indication of the range of third sector and social enterprise projects working with ex-offenders.

1. “The Clink” – Catering

- “The Clink” is a restaurant at HMP High Down;
- It provides training and employment experience in a high quality restaurant environment;
- Employs 16 serving offenders at any one time as trainees;
- Managed by social enterprise Eco-Actif CIC;
- Profits to pay staff, provide training and qualifications and follow up support;
- Employs ex-prisoners.

2. Leeds City Credit Union - Financial

- Provides access to banking - addressing financial exclusion;
- Includes a simple process involving the prison to overcome the problem of personal identification;
- Operates 500 accounts for prisoners;
- A money management scheme addressing rent arrears, mobile phone contracts and any pre-existing debt.

3. HMP Dartmoor Resettlement Unit

- This project is linked with a high profile public garden – the Eden Project;
- Prisoners, guided by staff of Eden Project, have turned unused open space in the prison into productive vegetable gardens;
- Boxes of vegetables are delivered free of charge to elderly and poor members of local community;
- The project has received many letters of thanks from local people.

4. REACH – Prinknash Monastery Gardens

- This project provides activities to unlock the potential within people who feel socially excluded or who have committed offences;
- The project has transformed an ancient monastery garden which had become overgrown. The garden is now a centre for learning trades and for providing leisure for the members of public or disadvantaged people.

5. “Inside Job Productions”

- Trains women on day release from prison in the professional media.

6. “Cementaprise”

- Cementaprise brings together prisons, the probation service, employers, education and employment services, local authorities and the voluntary sector;
- Together they support offenders in gaining employment in construction industry;
- Offenders are able to ‘taste’ a range of trades and to engage in craft training in short manageable courses, to develop personal skills for employment as well as practical skills and to gain the health and safety certificates that are a requirement for work in the construction industries.

7. “Changing Directions”

High risk offenders will require special attention to ensure the risk they pose is managed. The Changing Directions initiative provides self-employment opportunities for sex offenders, or those who pose a risk to children. The programme involves:

- Delivery of a prison-based enterprise training programme;
- Drawing up of individual business plans;
- Development of a small business support network designed to empower beneficiaries to sustain small businesses.

V. COMMUNITY PAYBACK

A. Community Payback

It is useful at this point to focus on Community Payback. Community Payback, also known as Community Services or Unpaid Work, has the highest profile of all the community sentences in England and Wales. It attracts public awareness, media coverage and political interest. Although the main purpose is to provide punishment and reparation, for some offenders they are also rehabilitative benefits as Community Payback projects can provide an opportunity to develop life and vocational skills that reduce the risk of reoffending.

Up to 20% of the hours can be spent on skills and employment preparation. More than 62,000 offenders successfully completed Community Payback Sentences in 2008-2009. Work may take place in groups or single placements. Projects benefit the community such as by decorating and renovating buildings, tidying local areas, removing graffiti, recycling and working directly with local charities. Beneficiaries may be either in individual placements (such as a charity shop) where the Benefactor provides the direct supervision or more typically in a supervised work group where a “Provider” (for example a probation service or third sector organization) employed supervisor oversees the work.

1. Justice Seen, Justice Done

This initiative aims to increase the relationship between the criminal justice agencies and the community and through this relationship to improve public acceptance of Community Payback. Members of the public may vote on projects they would like to see delivered, using methods such as internet voting or local panels. In some schemes (as noted in Part One of the paper) local people engage in activities to identify needs and projects which will help reduce local reoffending.

Opportunities to vote are publicized through the local media.

2. Project Example – “Create CIC”

Create CIC is a Social Enterprise providing volunteering, training and employment for offenders and former offenders. As part of its work, Create runs Community Payback Programmes on behalf of the local Probation Service. Businesses include catering, housekeeping, and retail. Offenders can get back on the employment ladder and make a meaningful contribution to society. Offenders completing Community Payback with Create have returned to volunteer or secure full-time employment. Create is expanding to new branches through social franchising.

VI. ACCOMMODATION

A. Accommodation Options

Whilst employment is without doubt one of the most effective ways of reducing reoffending, accommodation is not far behind; it is perhaps obvious that anyone without settled accommodation is going to find it difficult to follow the routine necessary for sustained work.

Accommodation options include:

- Public: Local Authority/Associations
- “Supporting People” additional services
- Ex-offender and related needs
- Approved probation premises (Hostels, or Halfway Houses)
- Private sector
- Landlords
- Family
- Friends.

1. Supporting People Arrangements

Supporting People arrangements were introduced in the early 1990s. The underlying principle is that the accommodation support needs of individuals should be funded separately from the accommodation itself. Local Authorities use a devolved budget to fund support needs whether for elderly people, people with disabilities or other groups who need accommodation with some form of additional support.

Ex-offenders may be included in the groups of people qualifying for Supporting People arrangements. This brings availability of a potentially significant range of accommodation and funds to support ex-offender integration and stability. Because the funds are managed by Local Authorities, in consultation with a range of other services, ex-offender needs may be seen in the context of Local Authority responsibilities for public safety. However Supporting People arrangements do not extend to ex-offenders without a specific support need.

2. Accommodation Provision – Custody

- All new prisoners (including remands) have a basic accommodation screening within four days;
- Those with housing issues are referred to a Housing Advisor;
- Remand prisoners and prisoners who will be in custody less than 13 weeks can apply for housing benefit to pay their rent whilst in prison;
- Prisoners who will be homeless will receive advice and support (brokerage) from the prison service or a third sector organization;
- 70% of prisoners have a home they can return to;
- Those who are homeless will usually either be assisted to live with family or friends on release or found accommodation in the private sector;
- Loans or, occasionally, grants may be available for rent deposits;
- Hostels that provide support and advice are available but are not popular with offenders;
- Some 90% of those leaving prison have an address to go to but a significant number do not get there due to drink, drugs, making alternative arrangements, getting lost, etc.;
- ‘Meet & Greet’ mentoring to cover the period immediately after release is being developed to counter this ‘wastage’.

3. Accommodation Provision – Community

- Local Authorities have a duty to accommodate homeless persons unless they have made themselves “intentionally homeless”;
- Most regard committing an offence/being sent to prison as making oneself intentionally homeless;
- They still have duty to advise;
- Many Probation Trusts provide some housing advice, normally through the third sector, but others merely signpost to the Local Authority;

- Most public sector housing is now provided by housing associations and is relatively cheap and of a reasonable standard;
- There are severe housing shortages in some areas of the country leading to short term housing in 'bed and breakfast' establishments.

4. Accommodation Provision – Support

Many of the third sector and other services described earlier provide accommodation related services to ex-offenders, including advice and links to potential accommodation providers.

In order to support links to all sectors – whether in relation to accommodation, employment-related or other needs, “*Gatamate*” has been established as a new national network of voluntary sector organizations that together are aiming for national mentor coverage for offenders leaving prisons. The objective is that any prisoner at risk of leaving prison without support will be able to call on a mentor who can meet them at the prison gate and offer support in the first difficult hours and days following release.

VII. LOCAL COMMUNITY AND VALUE

Two of the newest developments in resettlement bring shared responsibility for resettlement even closer to the community.

A. **Social Impact Bonds**

Social Impact Bonds operate over a six year period and will work with 3,000 prisoners. Investors fund proven third sector providers to deliver an intensive support of prisoners in the community. The aim is that they will reduce reoffending by a minimum of 7.5%. If this target is achieved, the government pays a return to investors depending on the level of cuts in reoffending.

B. “**Total Place**”

“Total Place” is a government initiative that adopts a different approach to community engagement. Local organizations work together in partnership to establish needs and priorities. They look at all the money spent and have permission to organize to deliver services according to their own priorities to achieve the best results and value. Pilot projects include work on offender management, substance misuse and employment.

VIII. CONCLUSIONS

A. **Effective Resettlement: What Works Best and How do we Know?**

The CATS system described previously records employment and accommodation outcomes. This is clearly one of the overriding aims of practice. However, in order to know how well particular approaches work it will be useful to know the starting point as well as finishing point of individual offenders. Some individuals require more help than others in order to achieve stable employment. One way of measuring this is to look at “Distance Travelled”. Collecting this information for lot of individuals can provide an accurate picture of how different approaches work.

Reducing reoffending is also a critical goal, and one towards which improved education, skills and employment are important steps. A more comprehensive approach, perhaps an approach to aspire to, might combine learning, skills, and employment information with data on reductions in reoffending. A European project, the Ex-Offender Community of Practice (ExOCOP) is exploring a European approach to evaluation which might include four or five key measures. The aim would be that as many projects as possible include these measures so that we can identify and share promising ideas more easily. Combining education, employment and reoffending measures is of course another example of partnership work. The desired goal is that joint measures inform and reinforce joint Departmental planning at national and possibly European level.

Finally, at both a United Kingdom and European level, we are also trying to understand more about not only the employment, accommodation and reduced reoffending outcomes, but also the benefit for the individual, family and community as whole.

To put it another way, effective resettlement is a “Virtuous Circle” involving all sections of society working in partnership for the integration of the offender, the benefit of the family and the community, and to reduce reoffending and the number of victims. Effective resettlement is an investment worth making. Sharing experiences will help make effective resettlement an everyday reality.