



HM Prison &
Probation Service

West Midlands

Reducing Reoffending Plan
2022-25



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Foreword

Our region, together with the population we serve, is incredibly diverse. It encompasses large urban centres and many rural communities stretching from the Welsh Marches to the industrial West Midlands and the Potteries. All our staff are critical to our partnership working and our work with the 21,000 people on probation and the 8,800 people in prisons in our region.

We want to ensure that the needs of local stakeholders, communities and people in our care are at the heart of how we operate. We will focus on those priorities that we know have the biggest impact on reducing reoffending and are of greatest concern to our communities and partners. We aim to enhance our service delivery and commissioning decision-making, both regionally and sub-regionally, by improving our data and analytical capability, involving people with lived experience, and co-commissioning with our partners.

Our vision is for the West Midlands to think big, be flexible, seize opportunities and work with partners – including the voluntary and faith-based sectors – to achieve lasting, sustainable change, focusing on reducing reoffending and the economic and social costs of crime within our communities with a partnership approach.

Sarah Chand, Regional Probation Director

Teresa Clarke, Prison Group Director



Vision

Working together across the West Midlands region to protect the public and help people to live law-abiding and positive lives



Principles



Enable people to be their best



An open learning culture



Transform through partnerships



Modernise our estates and technology



Values

- Purpose
- Openness
- Humanity
- Together

In delivering this plan, we will work to the principles of rigour, discipline, incentive and consequence.



About the West Midlands region

Total population of **6** million, in a mix of urban and rural communities



11 prisons, including public, private, women's and long-term high security estates



21,000 cases under probation supervision (as at February 2022)



24 courts, including **9** Crown Courts



Annual average reoffending rate of **28.8%** for adults¹



1,688 probation staff, including **120** working in prisons, and **2,418** prison staff



8,800 people in prisons (as at April 2022)



¹ Reoffending statistics for 2019

4 police and crime commissioners:
Staffordshire and Stoke,
Warwickshire, West Mercia,
and West Midlands



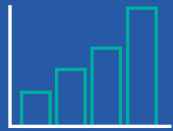
Department for Levelling Up,
Housing and Communities'
second headquarters located
in Wolverhampton

14 local authorities



2022 Commonwealth Games
will take place in
the region

Achievements



A unified probation delivery organisation.



A holistic Commissioned Rehabilitative Service for women implemented in June 2021 with two suppliers, including elements delivered pre-release in prison.



Commissioned Rehabilitative Services for education, training and employment, accommodation support, and personal wellbeing for men implemented in June 2021 with four suppliers, including elements delivered pre-release in prison.



Engagement events with the voluntary, community and social enterprise sector to explore the potential for future partnership working.



Worked with prisons to keep pre-release teams in place post-unification, leading to a faster implementation of the target operating model.



Increasing unpaid work supervisors and placements to improve communities and upskill people on probation, as part of COVID-19 recovery.



245 staff undertaking the Professional Qualification in Probation.



Built on our relationships with children's services and the police to ensure more information is shared to reduce domestic abuse and safeguard children.



We are recruiting 9 employment leads, 9 ID and banking support leads, 14 (8 in 2022 and 6 in 2023) neurodiversity support managers, and 5 health and justice partnership co-ordinators by the end of 2022 – 3 housing specialists will also be recruited in the West Midlands Prison Group, to support in addressing the causes of reoffending.

Delivering HMPPS and MoJ priorities

Reducing reoffending sits at the heart of our department's work. Around 80% of people who receive cautions or convictions have offended before.

People who leave prison with strong foundations in place to make a success of their lives are less likely to reoffend. These foundations include **a stable home, a stronger connection to family and local community, a steady job, and good health free from substance misuse**. For women, this means a gender-informed approach to deliver better assessments and interventions.

Our continued focus on these key areas has been highlighted by the recent publication of the Prisons Strategy White Paper and the cross-government 10-year Drugs Strategy.

These plans outline how we will cut crime, make communities safer and prevent people becoming victims, by reducing reoffending and addressing the things that increase the risk of criminal behaviour. The activities set out how we will improve rehabilitation, resettlement and supervision of prison leavers in the community, ensuring there are consequences for those who fail to comply.

These plans are backed by a substantial investment over the next three years:

- £200 million a year by 2024-25 to improve prison leavers' access to accommodation, employment support and substance misuse treatment, introducing further measures for early intervention to tackle youth offending
- making permanent the additional £155 million a year for the new unified Probation Service, to support rehabilitation and improve public protection
- £75 million a year by 2024-25 to expand the use of GPS-enabled and alcohol abstinence-monitoring electronic tagging
- £40 million a year to help offenders engage with substance misuse treatment and to tackle drug supply

HMPPS is committed to work with our partners to make this vision a reality, including consulting on our plans with police and crime commissioners and working together to drive down rates of reoffending. The agency has an ongoing commitment to partnering with a diverse range of providers, including private organisations, other statutory partners and the third sector. We want to drive the right reducing reoffending outcomes together, harnessing local innovation to deliver excellence through partnering with others.

Working in partnership is crucial to driving our reducing reoffending ambitions forward. We know that by working collaboratively with our partners we will achieve better outcomes for victims, for our communities and for offenders. I look forward to seeing what we can achieve together in your region through the activities set out in this new plan. It is our vision to prevent victims by changing lives, and these plans set out our aims and activities to protect the public and reduce reoffending.

Jo Farrar

Second Permanent Secretary and CEO, HMPPS

Reducing Reoffending Plans demonstrate how we will work together to provide high-quality interventions and services. I look forward to seeing what we can accomplish together through the activities set out in this new plan. We know that having a job on release, a safe place to stay, access to the right health and substance misuse treatment, and supportive family and friends are some of the vital ingredients for a crime-free life.

Amy Rees

Director General of Probation and Wales, HMPPS



Police and crime commissioners across England and Wales are committed to working in partnership with the Probation Service and all our local, regional and national partners to reduce reoffending and keep our communities safe. We are delighted to see the increased focus on partnership working in the new regional Reducing Reoffending Plans and that all police and crime commissioners will be consulted on the plans, ensuring strong alignment with our local Police and Crime Plan priorities. Only by working together can we deliver positive change on behalf of the public – cutting crime, keeping victims safe and helping our communities to thrive. We will be working closely with each regional probation director on the implementation of their plans, including developing new and innovative approaches to reducing reoffending.

Emily Spurrell

(Deputy Criminal Justice System Lead) and

David Lloyd

(Criminal Justice System Lead), Police and Crime Commission



Training, skills and work

Employment and education are important for cutting crime. They provide opportunities for people in prison and on probation to gain independence and contribute to wider society. Prison leavers who get a job are up to nine percentage points less likely to reoffend.

Nationally, we will increase the number of job opportunities for prisoners while in prison, on temporary licence and on release. The New Futures Network supports men and women in prisons to negotiate these job opportunities. Prisons and education, training and employment providers should work with employers to provide real work experience.

A new prisoner education service will combine the **best of education available outside prisons with meaningful work opportunities and bespoke careers guidance**. Department for Work and Pensions prison work coaches will advise on employment and benefits, so that people leave prison with the practical things they need to find and keep a job.

West Midlands, like many other regions, continues to transition from more traditional industries to increased technological development and production. Prior to the pandemic, unemployment levels were low, meaning that those who are without work are more likely to have complex needs for becoming ready for the job market.

Regional context

- For 2022-25, West Midlands probation is investing £4.25 million for Commissioned Rehabilitative Services focused on education, training and employment in the community.
- Nationally, around 45% of people on probation have an education, training and employment need.²
- Strong liaison is encouraged between Probation Delivery Units and prisons, the Department of Work and Pensions, the Commissioned Rehabilitative Services supplier Maximus, the Co-Financing Organisation and its hubs, the New Futures Network, and police and crime commissioner employment initiatives, supported by a cross-agency regional steering group.

² Identified needs of offenders in custody and the community from the Offender Assessment System, 30 June 2021



Important partners in this work

- Maximus, the Commissioned Rehabilitative Services provider we contract to improve education, training and employment outcomes for people on probation
- Police and crime commissioners, who commission education, training and employment support locally
- Co-Financing Organisation and hubs, a voluntary programme focused on assisting prisoners and people on probation to become job-ready
- Department for Work and Pensions, working in and out of prisons to improve employability prospects for the people we work with
- New Futures Network, working with local employers to sell the benefits of employing prison leavers on release
- Local and national employers



Targets

- By July 2023, West Midlands will increase the proportion employed six weeks after release by 9 percentage points from 10% in March 2022
- By July 2023, West Midlands will increase the proportion employed six months after release by 6 percentage points from 17% in March 2022



Three-year objectives

- Increase the community caseload in employment six months after commencement
- Increase community order cases engaged in education, training or employment
- Increase the number of unpaid work hours on education, training and employment hours
- Increase uptake of employment and training opportunities through the New Futures Network
- Ensure prisoners leave prison with improved literacy and numeracy skills
- Ensure more prisoners leave prison with a bank account, able to manage their finances and debts, and with a job opportunity or benefit claim established
- Ensure more prisoners work in prison, gaining relevant job skills



Three-year activities

- Work across community and custodial settings to maximise the offer to people, working with Commissioned Rehabilitative Services suppliers, Co-Financing Organisation and hub projects, Department for Work and Pensions job coaches, the New Futures Network, and police and crime commissioner employment initiatives
- Ensure employment hubs in resettlement prisons are in place
- Develop the prisoner education service, with clear plans for the next set of contracts and how they fit with the offers from our partners for newly released people on probation
- Improve the curriculum offered in prisons
- Recruit neurodiversity specialists into prisons and put systems in place to hold governors to account for performance

Drugs and alcohol addiction

Offenders with substance misuse issues must experience continuity of care when they leave prison to ensure **access to the right treatment**. Community-based drug or alcohol treatment can increase the number of people who do not reoffend in the two years after treatment to 44% (Public Health England and MoJ, 2017).

The government will invest £40 million in **drug treatment** services for people on probation, as part of a £780 million increase in funding for drug treatment nationally. This will **increase the number of specialist staff and treatment places** for prison leavers and those on community sentences, to reduce drug-related deaths.

It contributes to meeting the government's 10-year Drugs Strategy commitment to **focus on recovery** from the moment an individual comes into contact with the criminal justice system. Commissioned Rehabilitative Services offer holistic support to women in their local community, including dependency and recovery.

Regional context

- West Midlands faces multiple substance-related challenges, including Stoke on Trent being ranked as the tenth highest local authority in the country for prevalence of opiate and crack use.³
- We will continue work in partnership with established networks such as the Midlands alcohol forum, drugs and alcohol commissioners groups, and police and crime commissioners to streamline accessible provision, pilot innovative approaches, and work towards delivering the ambition in the Drugs Strategy

- to reduce drug-related death, in a region that also has high rates of alcohol-related deaths and hospital admissions.⁴
- We will raise awareness in our staff groups of foetal alcohol spectrum disorder, the risks of alcohol exposure during pregnancy and the potential for the associated lifelong brain injury to impact on understanding, functioning and compliance in those affected, who are likely to be at greater risk of substance use and exploitation.

3 **'From harm to hope', the national 10-year Drugs Strategy to cut crime and save lives**

4 **Office for Health Improvement and Disparities data**



Important partners in this work

- HM Courts and Tribunals Service, which sentences individuals to appropriate treatment requirements
- NHS England and the Office for Health Improvement and Disparities, working to link people into mainstream services on release
- Joint commissioners of drugs and alcohol services, commissioning services for local needs
- Midlands alcohol forum and Midlands continuity of care group, working to ensure cross-agency continuity of care
- Voluntary sector drugs and alcohol organisations



Targets

- Community sentence treatment requirements (including drug rehabilitation requirements, alcohol treatment requirements and primary/secondary care mental health treatment requirements) will seek to provide offenders with the treatment they need to address the underlying causes of their offending behaviour
- We will drive up use of treatment requirements for those who are eligible through new investment, working in collaboration with the courts, NHS, and treatment providers



Three-year objectives

- Increase appropriate treatment requirements sentenced by court for eligible cases where alcohol, drug and mental health issues are identified
- Ensure, where alcohol and drug issues are identified in domestic abuse cases, that perpetrators are referred to Commissioned Rehabilitative Services dependency and recovery services, to be supported and encouraged into treatment
- Ensure more prison leavers who have a substance misuse problem are engaged in treatment three weeks after release
- Improve continuity of care for individuals in treatment, whether in the community or custody or moving between the two



Three-year activities

- Implement a new dependency and recovery Commissioned Rehabilitative Services contract by autumn 2022, to support access and sustain people with substance misuse issues into treatment and recovery
- Increase the numbers of community sentence treatment requirements for those whose offending is related to substance misuse
- Deliver brief alcohol interventions to those subject to alcohol abstinence monitoring requirements or alcohol monitoring on licence

Family, accommodation and readjustment to society

Risk of reoffending is reduced if people can rebuild **community and family connections** and access safe, stable accommodation. Prison leavers without stable **accommodation** are almost 50% more likely to break the law again. HMPPS supports people to maintain positive relationships while in custody and on release, including partnership working with contracted family service providers and the Prisoners' Families Helpline.

HMPPS's increased funding to reduce reoffending will improve prison leavers' access to accommodation through the new **Community Accommodation Service**. This brings together approved premises, the Bail Accommodation and Support Service and new transitional accommodation, and includes specific provision for women.

In July 2021 we launched a new transitional accommodation service providing up to 12 weeks' accommodation and support for those leaving prison at risk of homelessness in 5 probation regions. The first year (1 July 2021 – 17 June 2022) has enabled us to support 2,396 prison leavers and to build on our links with local authorities and other local partners to support individuals to move on to settled accommodation. This service will roll out across England and Wales in 2022-23.

HMPPS will increase the number of approved premises spaces across England and Wales by 200 and deliver essential repairs and maintenance. In women's prisons, pre-release activity will ensure their specific needs are considered as part of resettlement activity, in addition to probation staff working in all prisons as part of offender management in custody.

To deliver improved resettlement outcomes and reduce prisoners' risk of reoffending on release, we will strengthen pre-release planning and enhance resettlement support. This includes establishing resettlement boards to promote a multi-agency approach to resettlement, facilitating the use of video links with support agencies to enable pre-release appointments, and implementing departure lounges to aid prisoners' resettlement on release from prison.

Regional context

- Accommodation consistently features as one of the major challenges for the West Midlands, for both cases in the community and those on release from custody. Challenges include the availability and suitability of accommodation. As a region, we are engaged in the Homelessness Prevention Taskforce convened by the West Midlands Combined Authority, working towards an ambition to design out homelessness. We will be seeking to strengthen links with Staffordshire, Warwickshire and West Mercia local authorities in relation to accommodation.
- West Midlands has commissioned a bespoke emergency bed space contract, live from January 2022, for community order cases such as integrated offender management where risk of reoffending is increased by accommodation issues, and for prison leavers at risk of homelessness.
- The Community Accommodation Service project is due for implementation in late 2022, as emergency provision for prison leavers at risk of homelessness on release.



Important partners in this work

- West Midlands Combined Authority, addressing accommodation need on a sub-regional level with the Birmingham Mayor
- Local authority housing providers and commissioners, supporting individuals with local connections to return to their home area following release and re-integrate into communities
- Third sector and private housing providers
- Local citizenship pathway partners, part of a pilot scheme in which we will use peer mentors to help connect people on probation into local community resources to increase their sense of belonging
- Faith groups, offering support and opportunities to develop community links
- NACRO, our Commissioned Rehabilitative Services provider for accommodation support



Targets

- By July 2023, West Midlands will increase the proportion housed on the night after release by 10 percentage points from 80% in March 2022
- By July 2023, West Midlands will continue to maintain the proportion in settled accommodation 3 months after leaving prison at 82%



Three-year objectives

- Ensure pre-sentence reports are written for a higher proportion of cases, proposing robust community sentences including electronic monitoring, to support existing accommodation and family and community links
- Ensure more individuals under community supervision are in stable and suitable accommodation three months after supervision begins
- Reduce the number of times where a lack of alternative accommodation is a driver to maintain troubled relationships
- Ensure more prison leavers have accommodation within the first 24 hours of their release from prison
- Ensure more prison leavers under probation supervision are in settled accommodation three months after supervision begins



Three-year activities

- Learn from our innovative bed space contract to identify areas of focus and concern for accommodation within the region
- Allocate Regional Outcome Innovation Fund budget for a contract to support those who are neurodiverse, including foetal alcohol spectrum disorder, to ensure we meet the public sector equality duty, challenge inequity and enable community inclusion
- Ensure all West Midlands approved premises complete their submission for Enabling Environment status by March 2023
- Work with partners to deliver an increased set of interventions supporting individuals to build social capital and strengthen family circles
- Ensure new transitional accommodation is in place by December 2022
- Develop further regional cross-agency opportunities to use a whole-system approach in our work with women and other priority groups

Public security through engagement and compliance

HMPPS monitors offenders rigorously and ensures they understand the consequences of not complying with an order of the court. This is crucial to reducing reoffending, making communities safer and preventing people becoming victims of crime.

Integrated offender management (IOM) is the process that makes intensive supervision consistent, bringing together the police and other partners in response to crime and threats faced by local communities.

Approved premises provide offenders who are high risk or have complex needs with a greater level of **supervision and support** following release from prison.

The **National Security Division** enhances monitoring and supervision for individuals who are identified as a terrorist risk or involved in serious and organised crime or critical public protection cases, which are assessed as meeting a threshold set nationally.

New **electronic monitoring** technologies are being used to support compliance and are an important tool in providing punishment, effectively supervising individuals in the community, protecting the public and reducing reoffending.

Regional context

- The region has a strong track record in delivering timely court reports and proposing appropriate sentencing options which both protect the public and address the factors underlying the offending. As we recover from COVID-19, we will produce more pre-sentence Reports, giving particular attention to those with substance or mental health treatment needs.
- A pilot project will work with voluntary, community and social enterprise organisations to promote understanding of the Victim Contact Scheme within the community, seeking to understand more about the barriers to engagement with the scheme.
- We are increasing our effectiveness at recording diversity information pre- and during sentences. This will enable us to collaborate better with partners – for example, through the regional disproportionality committee to support those disproportionately represented to reduce reoffending.
- The senior leadership forum brings together leaders from probation and prisons to make sure custodial sentences are delivered effectively. The forum ensures delivery of offender management in custody, which draws on prison and probation expertise to manage people in prisons collaboratively.



Important partners in this work

- Police, an essential partner in the delivery of the Integrated Offender Management Strategy
- HM Courts and Tribunals Service and the judiciary, supporting increased compliance through promoting pre-sentence reports at court
- Electronic monitoring providers, working together to monitor and supervise individuals convicted of acquisitive crime through the increased use of electronic monitoring
- Voluntary, community and social enterprise organisations, supporting the wellbeing and care of communities



Targets

- By April 2023, West Midlands will increase the proportion of sexual offence interventions completed by 28 percentage points from 42% in March 2022



Three-year objectives

- Increase employment of those with lived experience
- Expand peer mentoring, supporting those released from prison and in the successful completion of sentences or interventions
- Increase use of electronic monitoring as a stand-alone requirement and to improve compliance where appropriate
- Increase the number of regional community sentence treatment requirements to address the underlying factors of offending
- Improve continuity of care for those moving between custody and community settings
- Ensure individuals who fall within the integrated offender management cohort are robustly managed while being supported to address their criminal behaviour



Three-year activities

- Implement a contract engaging with people on probation to help embed routine consultation in the planning of new services
- Enhance the engagement of people on probation by completing a home visit in the majority of cases, helping to improve the quality of our assessment of risk
- Maintain a close relationship with the National Security Division, triaging the most complex public protection cases for possible transfer and identifying those at risk of radicalisation
- Embed our short-term custody teams to provide enhanced intervention for those who do serve shorter custodial sentences, aligned with integrated offender management where appropriate
- Within one year, work in partnership with the police to create an integrated offender management performance framework which will analyse the cost of crime, show reductions in offending, analyse compliance with sentences, and demonstrate the impact of integrated offender management in reducing neighbourhood crime

Our partners

- NACRO
- Midlands alcohol forum
- Midlands continuity of care
- Association of Police and Crime Commissioners
- Clinks
- Department for Work and Pensions
- GIG Cymru – NHS Wales
- Iechyd Cyhoedo Cymru – Public Health Wales
- HM Courts and Tribunals Service
- Judiciary of England and Wales
- Llywodraeth Cymru – Welsh Government
- National Fire Chiefs' Council
- National Health Service
- National Police Chiefs' Council
- Office for Health Improvement and Disparities
- UK Health Security Agency
- Bwrdd Cyfiawnder Ieuenctid – Youth Justice Board

Measuring progress and impact

This regional Reducing Reoffending Plan sets out HMPPS's vision to reduce reoffending in the West Midlands. Detailed plans to achieve these outcomes and objectives are set out in HMPPS's internal annual business plans. Performance data is available at <https://www.gov.uk/government/organisations/her-majestys-prison-and-probation-service>

This regional Reducing Reoffending Plan sets direction for the next three years and is reassessed annually, to ensure progress is sustained over time.

Glossary

Acquisitive crime – Where the offender derives material gain by illegal means, usually from another person or organisation, including shoplifting, burglary, robbery, theft, piracy and fraud.

Alcohol abstinent monitoring requirement – A community sentence that can ban individuals from drinking alcohol for up to 120 days.

Alcohol treatment requirements – Targeted at offenders assessed as alcohol dependent, who will often have complex coexisting needs and require intensive, specialist, care-planned treatment involving a range of agencies.

Approved premises – Provide residential supervision for offenders at high and very high risk of serious harm, released on licence to the community.

Bail Accommodation and Support Service – Provides suitable accommodation for those who would otherwise be held in prison. This helps reduce pressure on the custodial estate through the provision of accommodation in the community.

Care experienced people – People who have experienced the care system.

Co-commissioning – Where two or more service commissioners align their priorities while retaining responsibility for their own resources.

Co-Financing Organisations – A collection of organisations who have agreed to jointly fund projects key to changing offenders' lives to reduce reoffending.

Commissioned Rehabilitative Services – Part of the Ministry of Justice's new probation system, procured by regional probation directors to provide flexible, responsive services to help break the cycle of reoffending.

Community Accommodation Service – Provides temporary accommodation for homeless prison leavers and those moving on from approved premises or the Bail Accommodation and Support Service, and helps them move into settled accommodation.

Community offender manager – Also known as a probation officer, and is someone based in the Probation Service in the community who will work with individuals to prevent them reoffending after they leave prison.

Community payback – A type of community order sentence that is unpaid work, such as removing graffiti, clearing wasteland or decorating public places and buildings.

Community sentences – A community order sentence is made up of one or more 'requirements' to be carried out in the community instead of prison.

Drug treatment requirements – A type of community order sentence comprising structured treatment and regular drug testing, which is available to courts as a sentencing option.

Indeterminate sentence – Those sentenced to life imprisonment or imprisonment for public protection have no automatic right to be released.

Integrated offender management – Provides a way in which criminal justice agencies and other partners can share information and work together to help and supervise a small, targeted group of offenders who are highly likely to reoffend.

Lived experience – Refers to people who have been in prison or who have a conviction.

Memorandum of understanding – A non-binding agreement that states each party's intentions to take action, conduct a business transaction, or form a new partnership.

Mental health treatment requirements – Used in relation to any mental health issue including personality disorders.

Multi-agency public protection arrangements – The process through which the police, Probation Service and Prison Service work together with other agencies to manage the risks posed by violent and sexual offenders living in the community.

National Security Division – A team dedicated to managing our highest risk offenders.

Offender management in custody – A rehabilitative framework which co-ordinates a prisoner's journey from prison and back into society.

Prison offender manager – Works with individuals while they are in prison to complete goals set in their plan.

Probation Delivery Units – Offices which serve geographic areas within each region, usually aligned with local authority areas.

Regional Outcome Innovation Fund – Used to commission or co-commission initiatives that tackle cross-cutting social outcomes that are key to reducing reoffending.

Restorative justice – The process that brings those harmed by crime and those responsible for the harm into communication, enabling everyone affected by a particular incident to play a part in finding a positive way forward.

Sentence plan – An action plan to identify and address an individual's needs and risks.

Sentencer engagement – Engagement with members of the judiciary and magistracy.

Temporary licence – Temporary release from prison to aid the resettlement of prisoners into the community.

Unified Probation Service – Unification of the National Probation Service and privately owned community rehabilitation companies to form a new Probation Service.

Youth offending – Young people convicted of violent and other serious offences.



HM Prison &
Probation Service