



HM Prison &
Probation Service

South West

Reducing Reoffending Plan
2022-25



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Foreword

We are delighted to present the HM Prison and Probation Service (HMPPS) South West Reducing Reoffending Plan 2022-25, a key document that sets out how we will achieve our ultimate goals to reduce reoffending, prevent victims and keep our communities safe.

These aims underpin every element of the service that we provide, and we recognise this cannot be achieved alone. Collaboration across HMPPS and with other organisations, including strong relationships with police and crime commissioners, is and will continue to be a fundamental part of how we work. Alongside our partners, we will continue to support investment in services for accommodation, substance misuse, mental health and access to employment in line with the Prime Minister's priorities for crime reduction. This plan sets out our shared HMPPS ambition and reflects the priorities of the South West Reducing Reoffending Partnership Board to provide seamless, integrated pathways out of crime. We will place people at the heart of our service. We will listen to the needs of the diverse communities we serve, and we have made a firm commitment to involve victims of crime and people with lived experience of custody and probation supervision in service design, delivery and strategic decision-making.

There are many challenges ahead for us as a service, across all our partnership organisations, and here in the South West as a region. There are also tremendous opportunities, and we very much look forward to working with you all on this exciting journey.

Angela Cossins, Regional Probation Director

Jeannine Hendrick and **Paul Woods**, Prison Group Directors



Vision

Working together across the South West 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 South West region

A large and geographically diverse region, covering large metropolitan cities and isolated rural locations



5 police and crime commissioner areas



Total population of **5.5** million



9 Probation Delivery Unit areas



11 prisons, with an operational capacity of **5,666**



17,934 people on probation, of which **24%** (4,312) are in custody and **76%** (13,622) are in the community



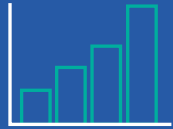
1,550 probation employees and **2,181** prison employees



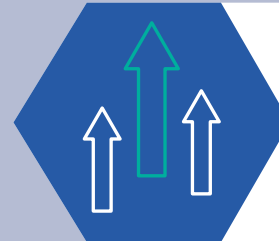
32 local authorities



Achievements



We are fully committed to the South West Reducing Reoffending Partnership Board, which brings together the 5 police and crime commissioner leads with key strategic partners.



Joint prison and probation training sessions focus on delivering a high-quality risk assessment.



We have 30 commissioned or co-commissioned services to support accommodation, training, skills and work, personal wellbeing, and women's services both in the community and in Eastwood Park Prison.



All establishments use a defined audit document to ensure that public protection processes are in place and sufficient to manage risk.



We are consistently reviewing services to ensure they meet the diverse needs of the community.



We are recruiting 8 employment leads, 8 ID and banking support leads, 11 (4 in 2022 and 7 in 2023) neurodiversity support managers, and 3 health and justice partnership co-ordinators by the end of 2022 – 2 housing specialists will also be recruited in the Avon and South Dorset and Wiltshire Prison Group, and 2 in the Devon and North Dorset Prison Group, to support in addressing the causes of reoffending.



We will implement the new national integrated offender management model to deal more effectively with those who commit offences such as burglary, serious theft, violence and domestic abuse.



We ensure that trainee probation officers have an opportunity to train in prisons.

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.

Employment plays a key role in cutting crime, providing people with the opportunity to gain independence and contribute to wider society. In the South West, we are committed to work with partners to increase opportunities for all prison leavers and people on probation.

Regional context

- In the South West, around 4 in 10 of those on probation in the community have an education, training or employment need.¹
- Training prisons have focused on developing skills to enable prisoners to leave 'job ready', with CV writing, interview skills, educational and vocational training courses. Progression is tracked through an individual learning plan.
- South West prisons have developed relationships with organisations in a range of employment sectors, including hospitality, catering, manufacturing, driving, logistics, IT, retail, and construction to increase jobs on release.
- For 2022-25, we have commissioned up to £820,000 per year for Commissioned Rehabilitative Services focused on assisting with improving skills, gaining employment, apprenticeships or volunteer placements and supporting the achievement of qualifications

¹ Identified needs of offenders in custody and the community from the Offender Assessment System, 30 June 2021



Important partners in this work

- We work with a number of partners including Seetec, SHAW Trust and Restore, providing a full range of training, skills development and work opportunities to meet the different needs of people both in prison and on probation



Targets

- By July 2023, South West will increase the proportion employed six weeks after release by 7 percentage points from 12% in March 2022
- By July 2023, South West will increase the proportion employed six months after release by 1 percentage point from 22% in March 2022



Three-year objectives

- Ensure more prison leavers progress to jobs or further training in the community on release
- Ensure people leave prison with improved literacy and numeracy skills
- Ensure that more people on probation have access to the services to support their training and skill needs for work
- Increase the number of unpaid work placements, focusing on placements that can provide an education and training benefit
- Prepare prisoners for stable employment
- Increase the number of people with lived experience employed across HMPPS



Three-year activities

- Develop new industries contracts which provide 'real' external industry work experience, with an obligation to provide extra value, such as training sessions and mock interviews
- Establish Employment Advisory Boards which link prisons with local businesses, assist with a positive culture change around employment within prisons, and focus on the end-to-end journey from induction to securing employment
- Embed employment hubs to help prisoners find and apply for jobs
- Focus prison curriculums on vocational and employability skills, alongside personal development and traditional learning such as English and maths
- Increase the number of unpaid work placements through working with regional and national projects to increase access, reduce waiting times, and clear the COVID-19 backlog
- Increase opportunities for people on probation to access education, training and employment opportunities
- Continue to extend the number of work places available through the Going Forward into Employment Scheme

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.

Drug and alcohol addiction is a significant factor contributing to reoffending. We are committed to improving outcomes for prison leavers and ensuring we work with partners in a joined-up way to tackle substance misuse. We want to ensure a seamless transition of support for those leaving prison, enabling them to have the best chance to succeed in the community on release. The South West Reducing Reoffending Partnership Board's priority is on substance misuse and mental health. This will include a system-wide approach to tackling the issue across the region.

Regional context

- In the South West, around a quarter of those on probation have an alcohol misuse need, and more than 3 in 10 have a drug misuse need. For women, the statistics are similar but the proportion with an alcohol misuse need is higher, at 3 in 10.²
- Substance misuse differs by the type of supervision a person is under. Alcohol misuse is more prevalent for those on a community order or suspended sentence order, while drug misuse levels are similar whether on a community order, suspended sentence order or licence.

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



Important partners in this work

- We work with a number of partners including local authority commissioners, Office for Health Improvement and Disparities, NHS England, and police and crime commissioners, to help prison leavers and people on probation get the support required to manage drug and alcohol addiction



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

- Ensure prison leavers who have substance misuse problems receive seamless integrated support on release from prison
- Ensure a more integrated approach to drugs and alcohol services, including commissioning additional services to meet locally identified need
- Work with the South West Reducing Reoffending Partnership Board on the priority to address drugs and alcohol addiction, by tackling drug supply and expanding treatment services
- Work closely with local authorities, which are required to set up strong partnership arrangements to bring together all relevant organisations and individuals to focus on tackling substance misuse



Three-year activities

- Work towards ensuring the continuity of care and that appropriate treatment is available to all those assessed as requiring it
- Roll out services to support community sentence treatment requirement orders as directed by the courts, which will include mental health, drugs and alcohol
- Work closely with partners to identify gaps in services across the region and to fund additional services
- Upgrade IT systems, which will allow staff more timely and improved access to update and review prisoner records
- Commission up to £1.5 million per year for Commissioned Rehabilitative Services focused on supporting people on probation with a dependency on legal and illegal substances and activities
- Continue to operate a zero-tolerance approach to drug abuse
- Expand the use of alcohol tagging as directed by the courts

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.

Providing individuals with safe, stable accommodation does not only reduce the likelihood of reoffending, but also makes it easier to protect the public through robust monitoring. We are committed to supporting the families and significant others of those in custody and on release, to facilitate a successful readjustment to society for prison leavers.

Regional context

- In the South West, we are committed to working with partner agencies to ensure prison leavers and people on probation have access to appropriate accommodation.
- The prisons in the region actively support retaining or building strong links with the families and significant others of people in custody.
- Community offender managers work closely with individuals in the community to facilitate and promote family support, including use of referrals to the relevant commissioned services as appropriate.
- 40% of prison leavers in the South West are identified as having an accommodation need.³
- An additional 26 approved premises beds have been secured for the South West. Further options for additional beds will be considered as opportunities arise.
- For 2022-25, we have commissioned up to £830,000 per year for Commissioned Rehabilitative Services focused on supporting people on probation to obtain accommodation or maintain existing accommodation, dependent on need.

³ Identified needs of offenders in custody and the community from the Offender Assessment System, 30 June 2021



Important partners in this work

- We work with a number of partners including local authority housing departments, NHS England and voluntary sector organisations, to help prison leavers and people on probation into accommodation and to provide support to families and significant others



Targets

- By July 2023, South West will increase the proportion housed on the night after release by 11 percentage points from 79% in March 2022
- By July 2023, South West will increase the proportion in settled accommodation 3 months after leaving prison by 14 percentage points from 66% in March 2022



Three-year objectives

- Ensure more prison leavers are offered planned accommodation ready for their release
- Ensure more prison leavers under probation supervision are settled in appropriate accommodation three months after supervision begins
- Ensure the smooth rollout of the new prisoners, family and significant others services contract
- Improve the assessment process for people in prison returning to the community, ensuring continuity of support on release
- Ensure a dedicated service to support the needs of those returning to the community, having served a short prison sentence
- Provide appropriate services to support the diverse needs of prison leavers with protected characteristics and veterans



Three-year activities

- Introduce the government's new accommodation service to ensure every prison leaver is offered accommodation on release
- Further extend supported housing throughout the South West to people on probation
- Increase the number of charities prepared to deliver services within prison, focusing on supporting people throughout their time in prison
- Create dedicated teams in prisons across the South West to support the community probation officer in identifying individuals' needs, to help them readjust to returning to the community and to reduce the likelihood of them reoffending

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.

Ensuring compliance with orders passed by the court is a priority across HMPPS. In the South West region, we are committed to working in a collaborative and supportive manner to ensure that all orders and licences are delivered as directed, and that swift enforcement action is taken where they are not.

Regional context

- The South West has continued to perform well against Probation Service targets. HMPPS will continue to build on the good practice developed over the recent years.
- The South West region has extended its commitment to working in multi-agency teams to tackle persistent repeat offenders.
- We will increase our use of electronic monitoring (tags) and ensure quick and robust enforcement of any breaches. This will include the use of curfew tags, which check if the wearer is where they are supposed to be during curfew and sends an alert to a monitoring centre if not. We will also continue the use of location tags in pilot areas, which record data about the wearer's movements at all times and, like curfew tags, send an alert if any conditions are breached.
- In line with the HMPPS statement of purpose, our establishments will protect the public by keeping in custody those committed by the courts. Our duty is to look after them with humanity and help them lead law-abiding lives in custody and after release.



Important partners in this work

- We work with a number of partners including local Criminal Justice Boards, which bring together criminal justice organisations at police force area level to support joint working and improve services, in order to reduce crime



Targets

- By April 2023, South West will increase the proportion of sexual offence interventions completed by 11 percentage points from 59% in March 2022



Three-year objectives

- Ensure HMPPS is committed to maintaining a skilled and professional workforce, seeking every opportunity to recruit high-quality candidates to carry out our work
- Actively reduce the vacancies across prison and probation services
- Increase the use of technology to support the work of HMPPS
- Improve the conditions of the estate in prisons and probation
- Promote successful completion of court orders, with a risk-based approach to breaches in order to engage those on probation with their supervision, while maintaining the confidence of sentencers and public protection
- Focus on enhancing engagement and ensuring that those subject to supervision complete all order or licence requirements, taking appropriate action when necessary
- Ensure victims feel involved and heard



Three-year activities

- Work closely with partners to expand the community sentence treatment requirement services available to the court
- Commission additional services to support reducing reoffending: finance, benefit and debt services, dependency and recovery services, and the Community Accommodation Service
- Use the regional and Probation Delivery Unit performance management framework to monitor performance against national standards, identify areas that require improvement and oversee any required action plans
- Implement the revised Integrated Offender Management Strategy and refine the fixed, flex and free cohorts to enable police and probation teams to better meet the identified local priorities
- Work closely with Local Criminal Justice Boards, HMMPS local leaders forums, and people on probation to review our newly implemented pre-release services and tailor them to the needs of people leaving a specific prison
- Measure the effectiveness of each prison's public protection steering group using the public protection assurance toolkit
- Continue to comply with the Victims' Code of Practice

Our partners

- Seetec
- SHAW Trust
- Restore
- National Police Chiefs' Council
- Association of Police and Crime Commissioners
- Judiciary of England and Wales
- Clinks
- National Health Service
- HM Courts and Tribunals Service
- Youth Justice Board
- Office for Health Improvement and Disparities
- Department for Work and Pensions
- UK Health Security Agency
- Welsh Government
- National Fire Chiefs Council
- Public Health Wales

Measuring progress and impact

This regional Reducing Reoffending Plan sets out HMPPS's vision to reduce reoffending in the South West. 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