



Reducing Reoffending Third Sector Advisory Group (RR3)
Tuesday 14th June 2023 via Teams

Attendees:

Anne Fox, Clinks (Chair)
Bronte Jack, Clinks (Secretariat)
Adam Moll, The Social Interest Group
Alasdair Jackson, Recycling Lives
Carolyn Houghton, Rethink Mental Illness
Dez Brown, Spark2Life
Ellie McNeil, Liverpool and Sefton YMCA
Joanne O'Connor, Junction42
Maria McNicoll, St. Giles Trust
Peter Dawson, Prison Reform Trust
Steve Matthews, Shelter
Vicki Markiewicz, Change Grow Live
Helen Dyson, Nacro
Khatuna Tsintsadze, Zahid Mubarek Trust
Lisa Dando, Brighton Women's Centre
Paul Grainge, Recoop
Peter Atherton, Community Led Initiatives CIC
Pippa Goodfellow, Alliance for Youth Justice
Tina Parker, PACT

Officials:

Alice Adamson, Deputy Director for Reducing Reoffending Interventions, Operations, and Investment, HMPPS
Bettina Crossick, Head of 3rd Sector Engagement and Grants Programme, HMPPS
Jane Urquhart, Head of Policy and Partnerships, Community Accommodation Services, HMPPS
Paul Ruff, Deputy Director for Transitional Accommodation, HMPPS
Sarah Jarvis, Head of Rehabilitation Reform, HMPPS
Stephen O'Connor, Deputy Director for Probation Policy, Ministry of Justice
Tim Allen, Prison Group Director for Greater Manchester, Merseyside, and Cheshire, HMPPS

Apologies:

Bernie Bowen-Thomson, Safer Wales
Ruth Boyd, Head of Stakeholder Engagement, HMPPS

1. Welcome and introductions

- 1.0. Anne Fox extended a warm welcome to Joanne O'Connor, who has taken over the position previously held by Peter Dawson as the new representative for the Prisons seat. She also expressed gratitude to Peter for his valuable contributions to the group during his term.
- 1.1. During the meeting, Alice Adamson, Deputy Director for Reducing Reoffending Interventions, Operations, and Investment, and Sarah Jarvis, Head of Rehabilitation

Reform at HM Prison and Probation Service (HMPPS), delivered a presentation that provided an overview of HMPPS's Rehabilitation Strategy, highlighting key information to the group.

- 1.2. Subsequently, Paul Ruff, Deputy Director for Transitional Accommodation, and Jane Urquhart, Head of Policy & Partnerships Community, joined the group to engage in a discussion concerning Community Accommodation Services (CAS).
 - 1.3. The meeting agenda also included an item dedicated to planning the work of the RR3 for the upcoming year.
2. Alice Adamson, Deputy Director for Reducing Reoffending Interventions, Operations and Investment (HMPPS) and Sarah Jarvis, Head of Rehabilitation Reform, Rehabilitation System Team, HMPPS
- 2.0. Alice Adamson provided an explanation that emphasized how the Rehabilitation Strategy serves as the foundation for HMPPS' dedication to reducing reoffending and ensuring public protection.
 - 2.1. During her presentation, Sarah Jarvis summarised the fundamental principles of the strategy, offering a recap to the group members based on her attendance at the quarterly RR3 meeting in December 2022.
 - 2.2. HMPPS envisions working collaboratively as a unified agency to attain evidence-based excellence in their rehabilitation approach. This entails incorporating a diverse range of activities and adopting a more strategic approach to delivering various services, including accommodation, employment, and other relevant areas.
 - 2.3. The strategy is a direct reflection of their intention to adopt the appropriate approach to rehabilitation, tailored to each individual at the appropriate moment. Valuable lessons have been learned from the challenges posed by Covid-19, and as a result, HMPPS has established governance measures to address these issues effectively.
 - 2.4. Emphasizing the significance of partnership development, the strategy underscores the importance of building a solid body of evidence to determine effective practices and optimize service delivery in terms of rehabilitation and resettlement.
 - 2.5. Outcomes of the strategy include:
 - A whole agency commitment to rehabilitation across custody and community.
 - A learning approach to rehabilitation that works.
 - An improved proportionate frontline rehabilitation service offer.
 - Implementation of rehabilitation services with excellence.
 - 2.6. The strategy examines how HMPPS can effectively approach commissioning in different regions, ensuring improved coordination and collaboration between custody and community aspects. Additionally, it recognizes the necessity of actively involving stakeholders throughout the entire process.
 - 2.7. To facilitate these objectives, the strategy has initiated the development of an investment framework, alongside several supporting products. These resources will serve as tools to engage stakeholders and aid in their understanding and participation in the overall journey.
 - 2.8. Sarah asked questions to the group:
 - What opportunities does our approach bring to enable increased join up across HMPPS and the third sector? What would you welcome seeing from us?

- What risks, challenges or concerns does it raise for you?
 - What ways could we improve how we invest in Voluntary sector partnerships to deliver rehabilitation activity?
- 2.9. Ellie McNeil shared her initial reflections, expressing her concern regarding how HM Prison and Probation Service (HMPPS) can effectively embody a "doing with" approach rather than a "doing to" approach. She specifically highlighted the reference to engagement rather than co-production and raised the question of how this concept can be further expanded and implemented.
- 2.10. Adam Moll echoed Ellie McNeil's emphasis on the importance of incorporating lived experience into the strategy. He expressed appreciation for the commitment to evaluation, evidence, and learning. Adam inquired about the practical implementation of these principles, particularly for smaller organisations. He also highlighted the existing evidence base indicating that sending individuals to prison is not the most effective means of rehabilitation. Consequently, he suggested that it would be beneficial to include a commitment to exploring alternatives to custody within the strategy.
- 2.11. Steve Matthews emphasised the need for further consideration of the concept of good partnership working. He suggested that this might involve establishing shared outcomes to incentivize appropriate behaviours. Steve also noted that he observes a significant amount of contract management activity focused on delivering rehabilitation services, which may not necessarily contribute to the achievement of shared outcomes.
- 2.12. Khatuna Tsintsadze inquired about the alignment of Sarah Jarvis's work with Future Regime Design. Specifically, she expressed the desire to have a dedicated meeting involving specialist organisations that work with racially minoritised individuals, with Clinks facilitating the discussion.
- 2.13. Alice Adamson responded regarding the topic of alternatives to custody, stating that decisions regarding sentencing frameworks fall under ministerial jurisdiction. Consequently, the agency's approach to rehabilitation must align with government policies. However, the team intends to provide evidence to the agency regarding best practices in rehabilitation. Regarding lived experience, Alice mentioned that her team is responsible for this aspect and is currently working on defining HMPPS approach to incorporating lived experience. They aim to report back to the group on this matter, acknowledging the significance of the lived experience voice. Furthermore, Alice agreed to arrange a meeting with organizations working with racially minoritised individuals.
- 2.14. Regarding link up with Future Regime Design, the rehabilitation work is part of a wider piece of work on the Evolve Programme which looks at relational practice and the psychological approach to running prisons.
- 2.15. Sarah Jarvis emphasised that ongoing relational practice is a central component of the strategy. She reiterated that the strategy is a long-term plan. Regarding the issue of proportionality in evaluation concerning the size of providers, Sarah mentioned that further detailed discussions on this matter will be scheduled for a later time.
- 2.16. Vicki Markiewicz expressed her appreciation for the cultural shift reflected in the strategy but expressed a need for further clarification on its implementation. She emphasised the importance of achieving consistency between custody and community approaches. In relation to the connection with Future Regime Design,

she proposed the establishment of a rehabilitation Special Interest Group to facilitate further discussions.

- 2.17. Helen Dyson welcomed the inclusion of evaluation and learning elements in the strategy but suggested incorporating evaluation into contracts as well. She also raised the question of how the sector can contribute to the learning process and incorporate regional expertise in commissioning.
- 2.18. Tina Parker acknowledged the significance of longer contracts for evaluation and learning objectives. Consequently, she stressed the commissioning framework's essential role as a foundational component of the overall strategy.
- 2.19. Dez Brown expressed concern that without robust evaluation, HMPPS may not achieve the desired outcomes from this approach. He raised a question about the involvement of prison governors in the strategy, noting that while initiatives are often introduced, the final decision-making authority rests with the governors. Additionally, Dez inquired about the participation of specialist smaller organizations in this work, as he believed that they might not be included in the delivery process, especially those operating in specific regional areas.
- 2.20. Alice Adamson responded by highlighting that the creation of Area Executive Directors presents opportunities for rehabilitation and local partnership collaboration. She explained that the strategy establishes a process that ensures an appropriate level of consistency, avoids duplication, and allows for innovation and responsiveness at the regional level.
- 2.21. Sarah Jarvis mentioned that significant efforts are underway to put the vision into action. They are collaborating with regions to establish a consistent methodology for service planning approaches and improve the coordination between custody and community aspects. One approach they are taking to facilitate cross-governor learning is the expansion of the community practice model to foster knowledge sharing.
- 2.22. Anne Fox mentioned the opportunity to view the voluntary sector not just as service providers but also as partners for learning and training, aiming to foster stronger relationships. She highlighted the sector's substantial expertise, which can be utilized as training content with the facilitation of Clinks. Anne stressed the importance of consistency in the utilisation and collection of evidence, ensuring that the voluntary sector does not struggle to fund evaluations due to constantly changing requirements.

3. Paul Ruff, Deputy Director for Transitional Accommodation, and Jane Urquhart, Head of Policy and Partnerships, HMPPS

3.0.

Jane Urquhart provided an overview of the accommodation provision within Community Accommodation Services (CAS). She mentioned CAS-Tier 1, which comprises approved premises offering temporary residential accommodation for individuals presenting a higher risk of serious harm. Additionally, Jane highlighted CAS-Tier 2, delivered through a national contract with Nacro, an organisation working in collaboration with HMPPS.

- 3.1. Jane also mentioned the ongoing efforts to refresh the policy framework concerning the Duty to Refer, which involves prisons and probation. She expressed satisfaction that staff members are actively utilising and prioritising this policy, and it is expected to be published by the end of summer.

- 3.2. Paul Ruff oversees the Community Accommodation Service Tier 3 (CAS3), which was established as a response to the challenges posed by Covid-19. The purpose of CAS3 is to support individuals at risk of homelessness, with the aim of preventing them from leaving prison without suitable accommodation.
- 3.3. The Prisons Strategy White Paper outlined two main targets: to ensure that 90% of individuals leaving prison are housed on their first night of release and that 80% of people under probation are housed within three months of starting their supervision. CAS3 does not replace the statutory homelessness duties of Local Authorities. Instead, it offers supplementary services after exhausting all other available options.
- 3.4. The initial rollout of CAS3 began in June 2021 in five probation regions in England, followed by the expansion to Wales in July 2022. The implementation of CAS3 in the remaining six probation regions commenced in May 2023, with the aim of achieving national coverage across all 12 Probation Regions by October 2023.
- 3.5. CAS3 aims to offer prison leavers a stable foundation upon release, which in turn enhances their prospects for employment and contributes to economic growth.
- 3.6. The primary objectives of CAS3 are twofold: firstly, to provide prison leavers who would otherwise be homeless with the opportunity to access temporary accommodation for up to 84 days upon release or when transitioning from Approved Premises (CAS1) and CAS2 provisions. Secondly, CAS3 aims to assist prison leavers in transitioning to more permanent and settled accommodation within three months or sooner.
- 3.7. The accommodation must be:
 - Available on person's day of release.
 - Available for up to 84 nights, although the assumption is that the individual will move on earlier.
 - Accommodation from one-bedroom self-contained units to a maximum of four bed spaces with shared facilities.
 - All single gender accommodation, and 10% must be dedicated for sole use by women.
 - Furnished in accordance with the Decent Homes Standard, with a welcome pack of basic food essentials and toiletries.
 - The supplier must meet the individual at the property on their day of release for property induction.
- 3.8. Homelessness Prevention Teams (HPTs) have been set up in all 12 Probation Regions to fulfil the role of coordinating referrals and assisting Community Partnership Panels (CPPs) in addressing housing-related challenges faced by individuals on probation. The primary objective of HPTs is to actively contribute to the development and leadership of regional probation initiatives aimed at reducing homelessness for individuals in both custody and community settings. This involves close collaboration with senior leaders from key partner organisations.
- 3.9. The inclusion of Strategic Housing Specialists (SHS) aims to identify, develop, and implement a variety of solutions to overcome barriers that hinder individuals from accessing suitable accommodation.
- 3.10. He provided an explanation of the Accommodation for Ex-Offenders Scheme (AfEO), which is administered by the Department for Levelling Up, Housing and Communities (DLUHC). This scheme provides funding that local authorities can apply for to offer stable accommodation for individuals. In the latest bidding round, an

extra £26 million was included, resulting in 111 local authorities being successful in securing funding. However, he highlighted that HMPPS does not have complete nationwide coverage in this regard.

- 3.11. He noted that better outcomes are observed when AfEO works in conjunction with CAS3 accommodation. He expressed interest in a joint spending review bid to sustain transitional accommodation and expand its coverage, thereby achieving a more comprehensive solution.
- 3.12. Steve Matthews expressed appreciation for the rollout of CAS-3 and the funding supporting this provision. However, he emphasized that these initiatives need to be understood in the context of data indicating a significant increase in the number of people leaving prison who are homeless. This highlights a systemic housing issue that requires addressing, and providers must collaborate more effectively with HMPPS and DLUHC to ensure local authorities fulfil their responsibilities. He questioned the effectiveness of the Duty to Refer policy on the ground and called for a broader strategy to complement these initiatives.
- 3.13. Ellie McNeil inquired about the accommodation options available to individuals after the 84-day period. She mentioned the lengthy wait times for social housing in South Merseyside, where it takes an average of 8.5 months from registration to receiving a housing offer. She raised concerns about overreliance on the private rented sector and affordability issues leading to individuals being priced out of suitable accommodation. Ellie asked about the broader efforts being made to address challenges within the private rental sector.
- 3.14. Adam Moll supported Ellie's point regarding move-on accommodation. He mentioned that his organisation delivers various residential services commissioned within justice pathways. He noted that the original CAS-3 pathways lacked responsibility on the part of HMPPS to ensure the units were filled each night, which created financial viability issues for providers who did not own all the properties and had additional rent costs covered through enhanced housing management and housing benefits. He highlighted the struggle to generate referrals for criminal justice projects, resulting in high vacancy rates and financial losses. Adam welcomed the joined-up approach with DLUHC in the upcoming spending review and asked if these concerns were being taken into consideration.
- 3.15. Paul Grainge, working with the older cohort, inquired about the plan for addressing the unique challenges faced by this group, especially considering their projected growth over the next decade.
- 3.16. Paul Ruff acknowledged Steve Matthews' point about homelessness and mentioned basing capacity on pre-Covid-19 figures for individuals leaving prison without accommodation. He expressed the need to optimise the utilisation of accommodation and develop a supply and demand forecast model. Paul acknowledged that the properties may not always be in the ideal places and acknowledged the increasing numbers. He mentioned flexible contracts with suppliers and expressed a preference for self-contained units, but noted that spot purchased budget hotels could be used for up to five nights if necessary. He stressed the importance of HMPPS improving its ability to anticipate demand, align it with supply, and develop a cross-departmental strategy.
- 3.17. In response to Ellie McNeil's question about where people go after leaving CAS-3 accommodation, Paul Ruff stated that while some individuals may be recalled, those with CAS-3 accommodation are less likely to face recall. He recognised the

frustrations regarding issues with the private rented sector and expressed the need for a whole-system approach.

- 3.18. Paul Ruff also expressed the desire for more work to be done in developing services for various groups, particularly in accommodating their specific needs.
- 3.19. Jane Urquhart mentioned that within the Approved Premise expansion program, they have created more accessible spaces to accommodate individuals with physical challenges related to age or disability. They have also initiated a broader assessment of the accessibility of the entire Approved Premise estate. Regarding social care assessments, they have collaborated with Health and Justice HMPPS colleagues to improve the continuity of care between custody and the community.
- 3.20. Lisa Dando thanked Jane for her offer to further discuss the issue in detail. She highlighted the ongoing challenges in interpreting the equality duty regarding women being a smaller proportion in the criminal justice system, leading to difficulties in provision. She emphasized the need to address this issue across a wider geographical area.
- 3.21. Pippa Goodfellow expressed a desire to focus on provisions for young adults, particularly those transitioning from the youth custodial estate. The Alliance for Youth Justice (AYJ) will be collaborating with the Transition to Adulthood (T2A) Alliance on a project regarding transitions in custody, where accommodation will be a key issue. She offered to share the learnings from this project.
- 3.22. Anne Fox agreed that work should be done to address private rented accommodation and explore ways to open the market sustainably. She committed to updating the group on progress in this regard.

4. Updates

- 4.0. Tim Allen, Prison Group Director for Greater Manchester, Merseyside, and Cheshire, and Gold Commander for Prison Capacity, provided an update on recent changes to the Home Detention Curfew Policy (HDC). He explained that the period individuals spend on HDC licenses in the community can now extend up to six months for eligible individuals. The scheme applies to those serving indeterminate sentences of more than 12 weeks but up to four years, with exclusions for certain offense categories. The scheme will not be extended to those currently ineligible, nor will it change the minimum period of eligibility for HDC. Stalking and domestic violence-related offenses have been added to the list of offenses deemed unsuitable for meeting the criteria, as per the implemented changes. In accordance with the law, individuals serving a sexual offence sentence and required to register on the sex offender register, those who have failed to return to custody from temporary release, and foreign nationals subject to deportation decisions are ineligible. Individuals presumed ineligible include those with a history of sexual offending who are not currently required to register as a sex offender, those with a history of terrorism offences, and foreign nationals liable for removal from the UK but without a deportation decision.
- 4.1. Tim Allen also acknowledged that suitable addresses remain a major concern regarding HDC, and efforts are underway to maximise conversion rates and reduce delays in the system. He has engaged with family service providers to discuss how they can assist in this regard by ensuring families are aware of HDC and encouraging

them to submit applications promptly. In the CAS-2 space, work is being done to provide accommodation for those in need of a suitable address.

- 4.2. Paul Grainge, who previously worked for an electronic monitoring provider, raised concerns about the Probation Service's capacity to conduct address checks and sought reassurance that sufficient capacity exists to accommodate these new changes.
- 4.3. Tim Allen responded that they are monitoring the allocation of Community Offender Managers to cases as promptly as possible and that the Probation Service will also monitor the completion of HDC applications. While he acknowledged the legitimate questions regarding staff capacity in the Probation Service, he assured that it is being monitored and that they are considering redeploying staff from headquarters to address the issue.
- 4.4. Vicki Markiewicz expressed concerns about staffing issues in probation and how they might hinder the ability to transition individuals out of the prison estate through HDC. She suggested the possibility of more support from the voluntary sector for individuals being released into the community and suggested linking this with the work of the Rehabilitation Strategy.
- 4.5. Tim Allen acknowledged the critical role of HDC in resettlement and mentioned his intention to speak with colleagues about establishing a link between the RR3 and probation to maximize the support offered. He reported a healthy recruitment line in his region, and there is evidence to be confident that there should be improvement in staff capacity. He admitted challenges in the South East and London areas but said that he was not best placed to provide further details.
- 4.6. Bettina Crossick stated that staffing is a priority for the department and offered to provide a fuller update at the next RR3 meeting. She emphasised the need to consider how the voluntary sector can fill gaps in working with individuals upon release.
- 4.7. Dez Brown welcomed the HDC policies but raised concerns about their impact on certain demographics that may be disproportionately affected. He inquired about whether data would be captured on this issue and whether sufficient thought had been given to the specific impacts on Black and racially minoritised individuals. He mentioned anecdotal reports of electronic tags not functioning effectively, resulting in recalls. He highlighted the difficulties faced by many young Black men who must repeat the court process with the recall ultimately getting thrown out by the judge because of broken equipment.
- 4.8. Tim Allen stated that he would raise this matter during the HDC taskforce for further research. He reiterated that the policy itself has not changed apart from expansion and additional exclusions. He expected that equality impact assessments would have been conducted when the initial policy was introduced but acknowledged that more could be done for disadvantaged groups concerning accommodation.
- 4.9. Stephen O'Connor provided updates on the opening of three Problem Solving Courts in Teesside Crown Court, Liverpool Crown Court, and Birmingham Magistrates Court. While not a new concept, these courts will operate in a unique manner. The judges in these courts will possess new powers outlined in the Police, Crime, Sentencing and Courts Act Bill. He invited the RR3 to discuss the early experiences of these courts at a later meeting. He believes that the success of the courts will largely depend on the energy of key partners, including local authorities, and voluntary sector organizations involved in the process.

- 4.10. Stephen O'Connor also mentioned the aim of launching a consultation on a code of conduct for policing related to out-of-court-disposals (OOCs). Although OOCs have been declining, not all areas are experiencing this trend uniformly. The goal of this work is to bring more consistency to OOCs and implement a two-tier framework. He welcomed the group's reflections on the opportunities or risks that may arise in the upstream OOC space, considering the members' seat specialisms and expertise. Additionally, he mentioned the pilot evaluations that will be published over the summer, including one on the use of pre-sentence reports and another on the hubs in Newham for young adults, which incorporate dedicated probation teams for 18 to 25-year-olds and co-located services. Higher uptake rates are observed when services are co-located.
- 4.11. Lisa Dando welcomed the work being done but questioned the absence of OOC examples in the South. She emphasized the need for HMPPS to ensure that the voluntary sector receives adequate support and resources for their involvement in diversion work. She mentioned that her organization has been awarded funding to develop OOCs for women in partnership with Sussex Police and expressed willingness to discuss it further.
- 4.12. Pippa Goodfellow suggested more thought should be given to providing evidence and demonstrating the rationale and benefits of diversion. She emphasized the importance of adequately funding specialist organizations to evaluate these initiatives and ensure a robust evidence base to support this work.