



National Offender Management Service

Rehabilitation Services Specification - Custody		
This instruction applies to:		Reference:
Prisons Providers of Probation Services		PSI 04/2015 PI 01/2015
Issue Date	Effective Date	Expiry Date
30 November 2019 (1 st Revision)	01 February 2015	31 July 2015
Issued on the authority of	NOMS Agency Board	
For action by	<p>All staff responsible for the development and publication of policy and instructions</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> National Probation Service (NPS) <input checked="" type="checkbox"/> Public Sector Prisons <input checked="" type="checkbox"/> Contracted Prisons* <input checked="" type="checkbox"/> Governors <input type="checkbox"/> Community Rehabilitation Companies (CRCs) <input type="checkbox"/> NOMS Rehabilitation Contract Services Team <input type="checkbox"/> Other Providers of Probation and Community Services <p><i>* If this box is marked, then in this document the term Governor also applies to Directors of Contracted Prisons and the term prison to both public sector and contracted prisons</i></p>	
Instruction type	Resettlement services to prisoners	
For information	All HQ and Prison and Contractor staff and workers including NPS and CRCs. The instruction also provides guidance to CRCs.	
Provide a summary of the policy aim and the reason for its development/ revision	<p>This instruction supports the delivery of rehabilitation services in custody. It references the NOMS Service Specification, describing each output in more detail, outlining where action by prisons is mandated and signposting to supplementary guidance on good practice where it exists.</p> <p>It also serves as guidance for CRCs to assist them in meeting their contractual obligations as defined in the relevant Schedules.</p> <p>Process, roles and responsibilities of Prisons, the NPS, and CRCs concerning assessment of resettlement needs and planning of resettlement activity, offender management, and public protection are covered in relevant PSIs and contract schedules.</p> <p>Update November 2019 – This Instruction has been updated at paragraph 1.6 to reflect the fact that all Offender Management functions in Wales are carried out by the NPS from the 30th November 2019.</p>	
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Associated documents

[PSI 16/2011 – Providing Visits and Services to Visitors](#)

'Through the Gate' specifications, model and Blue Print design
Associated documents referenced in NOMS Service Specification:
Rehabilitation Services - In Custody
Specification can be found at:

[NOMS directory of service specifications](#)

[\(http://www.justice.gov.uk/about/noms/noms-directory-of-services-and-specifications/directory-of-services-forward-look\)](http://www.justice.gov.uk/about/noms/noms-directory-of-services-and-specifications/directory-of-services-forward-look)

Replaces the following documents which are hereby cancelled: PSI 12/2012
Rehabilitation Services Specification Custody

Audit/monitoring: Deputy Directors of Custody, Commissioners, and Controllers will be able to assess the effectiveness and quality of service delivery against this instruction through reference to the associated performance measures as outlined against each output in the 'Rehabilitation services specification – Custody. They will also monitor compliance with the mandatory actions set out in this Instruction.

The Director of NPS in England, Director of NOMS in Wales and NOMS Director of Rehabilitation Services for CRCs will also be able to assess the effectiveness and quality of service delivery against this instruction by referring to requirements as set out in the NPS SLA; the CRC Contract (Schedule 9 - Service Levels and Service Credits) and Schedule 21 - Management Information; and NOMS Performance Reports. These documents include information about key performance measures, equalities data, management information, quality assurance and inspection activities.

NOMS contract management will hold providers to account for delivery of mandated instructions as required in the contract.

Notes: *All Mandatory Actions throughout this instruction are in italics and must be strictly adhered to.*

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Section	Title	For reference by
1	Executive Summary	<p>Governors in Charge/Directors, Deputy Directors of Custody and all those working directly with prisoners either in the commissioning or delivery of services. Mandatory actions for CRCs are set out in the contract</p>
Operational Instructions - Detail to support the Rehab Services in Custody Specification		
2	Service Element: Service Provision and Delivery – Output 1	
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1. Executive Summary

Background and Context

- 1.1 This instruction supports the delivery of rehabilitation services in custody and replaces PSI 12/2012. It provides context, mandated delivery expectations, guidance and advice for prisons relating to each of the outputs listed in the NOMS Service Specification and signposts to supplementary guidance on good practice where this exists. It serves as guidance only for CRCs as it does not contain required outputs relating to resettlement services that they will be providing in custody, these being set out in the relevant schedules to the Services Agreement.
- 1.2 This instruction relates to those rehabilitative services which are not covered by other specifications. They are delivered in prisons, by Governors and Directors using their own staff and other resources or will be met through resettlement services delivered by providers contracted by NOMS. Governors and Directors will need to be aware of related specifications and corresponding Instructions and CRCs mindful of their broader contractual responsibilities as defined in contract schedules.
- 1.3 Although delivery of outputs described in the specification will often fall either to prisons or CRCs, successful offender rehabilitation depends on close collaborative working and a shared commitment to the development of a prison culture where prisoners feel safe and are helped to change.
- 1.4 Those service outputs covered by the Rehabilitation Services - In Custody Specification that prisons are expected to provide using their own staff resources, are primarily those of an enabling/facilitating nature, and those that promote offender engagement and constructive relationships between staff, prisoners, providers contracted by NOMS and other providers working in prisons. These form an essential platform within the rehabilitative prison hierarchy and are integral to the delivery of safe, secure, legal and decent custody and to successful rehabilitation. Creating the right prison culture where prisoners feel safe and hopeful promotes desistance, rehabilitation and change.
- 1.5 Outputs 8 to 11 and 13 to 18 reflect those services that CRCs are required to deliver or may deliver in accordance with contractual expectations, but a facilitative and enabling contribution is required of prisons to ensure that safe resettlement of prisoners is maximised. Where established services provided at nil cost are to be continued, this will require negotiation and agreement between Commissioners, Governors, Directors, CRCs and other delivery partners to ensure that they remain relevant and do not replicate or have a detrimental impact on services delivered by CRCs themselves.
- 1.6 All prison, NPS staff and providers contracted by NOMS are responsible for working with prisoners in a pro social manner that tackles their anti social attitudes, thinking and behaviour in order to effect and reinforce positive change to support rehabilitative outcomes. The NPS holds responsibility for advice to courts, management of MAPPA/high risk of serious harm and other public interest offenders. *For low and medium risk of serious harm cases, the NPS must also respond to information from providers contracted by NOMS that suggests that there may be a potential escalation to high risk of serious harm, undertake renewed risk assessments and take on the responsibility for the management of any cases in which risk of serious harm has become high.* Effective working arrangements between the NPS, prisons and providers of services which ensure timely decision-making and transfer of responsibility are essential to the achievement of the outputs described in this instruction. From the 30th November 2019, all community offender management functions in Wales will be the responsibility of the NPS. As a result, all offenders due to be managed in Wales upon release who require a Community Offender Manager will be managed by the NPS regardless of the level of risk presented.

- 1.7 There is no expectation that CRCs will deliver resettlement services in non-resettlement prisons.
- 1.8 Prisons, the NPS and CRCs should consider where adjustments may be required for prisoners to ensure that they can engage with rehabilitative services effectively.

The Core Rehabilitative Offer

- 1.9 *The specification introduces a set of minimum expectations for the delivery of NOMS rehabilitative services in custody (outputs 4 to 14) defined as the “core rehabilitative offer” which must be available to all prisoners.*
- 1.10 In custody, the core rehabilitative offer incorporates access to information or services that can assist prisoners to overcome the impact of imprisonment and address basic issues linked to their offending that are considered critical to the delivery of custody which is safe, legal and decent. Core services enable prisoners to manage the disruption to their domestic and other responsibilities brought about by imprisonment, including those that have immediate impact e.g. tenure of accommodation, and those that remain relevant throughout their imprisonment and may impact on their reoffending e.g. maintenance of family relationships. The core level of service also supports prisoners in developing responsible citizenship; having the confidence and competence to negotiate and manage interactions with providers of essential facilities and services: for example, housing providers.
- 1.11 Although the minimum level of service is defined in the specification, the way it should be delivered is not. Prisons and CRCs retain the freedom to deliver services flexibly in conjunction with local partners and providers. Wider local engagement will identify those objectives that NOMS shares with other delivery organisations and prisons will need to work alongside CRCs and other partners in order to avoid duplication and to maximise efficiency by enabling prisoners to access mainstream services wherever possible. For those services delivered by other agencies partnership working is a pre-requisite.
- 1.12 The provision of core rehabilitative services will not be effective unless supported by the wider culture of the prison. Consistent with Commissioning Intentions, prisons also need to focus on enhancing rehabilitative cultures and behaviours by all staff that promote the hope and skills that enable desistance.
- 1.13 Effective working partnerships with other local service providers should be developed to ensure that all prisoners can access the core services already being delivered within their local communities if at all possible. Where these do not exist or cannot reasonably be accessed from within prison, CRCs will make arrangements for commissioned or co-commissioned service provision in order to meet the minimum.
- 1.14 NOMS custodial commissioners, Governors, Directors, CRCs, the NPS and other providers should ensure that the commissioning, delivery and management of core rehabilitative services is undertaken in accordance with this guidance and the specification
- 1.15 Process, roles and responsibilities of Prisons, the NPS, and CRCs concerning assessment and planning of resettlement needs, offender management, and public protection are covered in relevant PSIs and contract schedules.

Additional Range of Services

- 1.16 Delivering the core level of service only will not always be sufficient to facilitate effective rehabilitation and to protect the public. Where core services on their own are assessed as insufficient to tackle the offending related risk and needs of individual prisoners, additional,

evidence based services that meet a defined rehabilitative outcome may be made available by CRCs (reflecting the services covered by Outputs 15 to 18). It is for CRCs to decide what specific additional rehabilitative services they will provide but they will be targeted at offenders based on an assessment of needs and appropriate use of resources. They will take into account the need to prioritise protection of the public: this is particularly important when considering the appropriate employment, accommodation and relationships of offenders.

- 1.17 Although provision of additional services is the responsibility of CRCs, prisons may choose to support these with services which aim to reduce the risk of further offending that are complimentary to the rehabilitative services provided by CRCs in agreement with commissioners e.g. services which help to build constructive relationships with partners as part of the prison's provision of services to visitors.

Application

- 1.18 All prison and NPS staff working with prisoners. This includes those involved with the commissioning or delivery of rehabilitative services and those fulfilling a supervisory/discipline role. It serves as guidance for staff working for CRCs.
- 1.19 All references to staff, refer generically to Prison, NPS and CRCs.

Resource Impact

- 1.20 Governors and Directors do not require additional resources to implement this specification. Funding for CRCs includes contracted delivery of those rehabilitation services for which they are responsible (schedule 7 and, after contract award, schedule 8).

Mandation and Flexibility

- 1.21 Although the minimum level of service is defined in the specification, the way it should be delivered is not. **Outputs 1 to 7 and output 12 are mandated for prisons.** Services that reflect outputs 8 to 14 are covered by the contractual requirements for CRCs. Outputs 15-18 (the additional services) do not form part of the core offer and may vary in range and nature in each establishment.
- 1.22 CRCs will not be required to provide through the gate services until three months after share sale (expected to be on 1st February 2015). *Prisons must agree transitional arrangements with CRCs that ensure the continued provision of resettlement services, until new providers have stood up their new service - meaning 1st May 2015, at the latest).*

Contacts

- 1.23 For further information about this guidance please see contacts list on front cover.

(Approved for Publication)

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OPERATIONAL INSTRUCTIONS - Detail to Support the Rehabilitation Services in Custody Specification

2. SERVICE ELEMENT: SERVICE PROVISION AND DELIVERY

- 2.1 The output under this element outlines what is required to facilitate provision and delivery of effective rehabilitative services.

Output 1

Prisoner contact time for service providers is maximised

Prisons are mandated to deliver this output.

- 2.2 It is important that maximum use is made of the time that prisoners spend unlocked and engaged in the prison regime. The core day should support the delivery of and access to rehabilitative services. In order that contact time is maximised, prisons, in collaboration with CRCs and other providers, should consider:
- issuing keys and ensuring direct access to prisoners by providers wherever possible and in accordance with the requirements of the National Security Framework
 - completion of the necessary vetting and barring procedures in a timely manner so they do not delay the achievement of positive rehabilitative outcomes
 - adequate profiling and resourcing of supervisory time by staff so that unlocking and movement of prisoners is not delayed
 - efficient and timely management of the unlocking and movement of prisoners between residential locations and the place where services are being provided
 - provision of the necessary facilities and a suitable delivery environment that enables providers contracted by NOMS to engage effectively with offenders when delivering rehabilitative services.

3. SERVICE ELEMENT: COMMUNICATION, OFFENDER MANAGEMENT AND STAKEHOLDER ENGAGEMENT

- 3.1 The outputs under this service element outline the importance of strengthening the integration of service providers to ensure that mechanisms and processes for public protection, offender management and the delivery of all resettlement services are coordinated and managed effectively. Whereas the outputs do not specify the 'how' which is mandated elsewhere through relevant service specifications and contract schedules, they do highlight the opportunities and benefits of effective joint working, particularly in relation to communication, the exchange of information and ensuring professional working relationships between different groups of staff working with and managing prisoners.
- 3.2 For prisons these can be measured at a local level through the observations of managers and through the Staff Performance and Development Review (SPDR) process and also through Measuring the Quality of Prison Life (MQPL) results, Offender Management Inspections and the findings of Her Majesty's Chief Inspector of Prisons. For CRCs, the account management function which will encompass a combination of relationship, service and commercial management, will consider aspects of communication and stakeholder engagement.

Output 2

Agreed prisoner management information is shared in a timely manner between prisons and service providers to inform decision making and review of engagement with rehabilitation services.

Prisons are mandated to deliver this output.

- 3.3 In order to make informed and defensible decisions about individuals, offender managers, offender supervisors and other decision makers will rely on the provision of a broad range of information, to present a complete picture of each prisoner's progress.
- 3.4 Evidence relating to progress in reducing risk and positive change can consist of a range of factors from a wide range of sources. The range of information provided is recorded not just in OASys, sentence plans and the resettlement plan but also other assessments and platforms, such as those used by CRCs, health, social care, substance misuse and learning and skills service partners.
- 3.5 Prisons, in consultation with CRCs, the NPS and other providers, should agree the range and nature of management information to be collected, ensuring that there are effective processes in place to assist staff to understand, safely use and share such data, information and intelligence. Existing mechanisms such as the Interdepartmental Risk Management Meeting¹ will serve as important platforms to share information on those prisoners where risk of harm is of concern.
- 3.6 Information should be shared in a timely manner between prisons and service providers in order to influence relevant decision making. It is this wider picture which provides the fuller context to a prisoner's progress that is necessary to make informed judgements on risk and defensible decisions about management, sentence progression and continuity of care. Necessary documentation/data sharing agreements may also need to be put in place.
- 3.7 All prison and contracted staff have a responsibility to note their engagement with prisoners, and record information relating to risks, needs, attendance, attainments, behaviour and progress for each prisoner with whom they work in an objective, balanced and clear fashion.

¹ <http://www.justice.gov.uk/offenders/public-protection-manual>

- 3.8 All prison staff and providers contracted by NOMS should record successes as well as failures, 'protective' factors that highlight progress, and risk reduction in addition to those areas of concern that remain. Such balanced information is more likely to assist in generating and sustaining motivation, engagement and change.
- 3.9 When genuine progress towards desistance is recognised and subsequently rewarded it encourages and confirms positive change. Offenders notice when there is an emphasis on risk and deficits, rather than strengths. They can be less inclined to engage when this occurs.
- 3.10 *Relevant information about the offender must be recorded and communicated using approved recording and communication systems and methods, in accordance with the Authority's requirements and those placed on contractors and in the context of the Data Protection Act 1998.* These systems are mandated elsewhere. NB Staff should be aware of information sharing protocols already in place. Where greater clarity is required staff should discuss with the data protection team in NOMS.

Output 3

Positive working relationships and up to date information about available services between prison, National Probation Service, VCS and contracted providers are promoted

Prisons are mandated to deliver this output.

- 3.11 This output emphasises the importance of strengthening the integration of providers to ensure that services are coordinated more effectively. Evidence shows that if an offender receives consistent and integrated support, particularly at critical times in their journey, then desistance² from crime is more likely.
- 3.12 Prisons and other providers of services operating within the prison and through the gate should consider joint ways to strengthen integration and promote positive relationships. Examples could include:
- having a clear strategic vision and shared understanding of outcomes and priorities
 - clear definitions of the roles and responsibilities of different agencies and agency staff
 - clear and up to date information of the type and range of services that agencies can and do provide
 - ensuring that there are effective lines of communication between all providers
 - facilitating the requirements of all providers and contracted partners to allow them to deliver services effectively

Output 4

Up to date information about available services, their content and eligibility criteria are published, advertised and promoted in a format which is accessible to all prisoners.

Prisons are mandated to deliver this output.

- 3.13 Prisons in collaboration with other providers of services (including co-commissioned) should consider the most appropriate mechanisms that enable prisoners to have easy access to up-to-date information about available services provided by CRCs, their partners, other community based agencies working in the prison and those providing services that will be available in the community following release. Prisoners can present a wide range of

² <http://www.justice.gov.uk/downloads/about/noms/evidence-segmentation-2014.pdf>

experiences and needs that impact on their ability to engage with interventions and services. It is important that all information is in an accessible format.

4. SERVICE ELEMENT: PRISONER ENGAGEMENT

- 4.1 Successful rehabilitation requires an environment where an individual feels safe, hopeful, and where they are treated fairly and with consistency. The prison environment is largely determined by the attitudes and skills of frontline staff. It is crucial that all who work with offenders have a sense of purpose in believing that offenders can change and desist from crime.
- 4.2 For prisons this can be measured at a local level through the observations of managers through the (SPDR) process and also through the (MQPL) results and the findings of Offender Management Inspections and Her Majesty's Chief Inspector of Prisons. For CRCs, the account management function, which will encompass a combination of relationship, service and commercial management, will consider aspects of communication and stakeholder engagement

Output 5

Staff motivate prisoners to access and participate fully in the most appropriate rehabilitation services for their needs.

Prisons are mandated to deliver this output.

- 4.3 This output relates to creating the right prison culture³ where prisoners feel safe and hopeful and where constructive staff prisoner relationships⁴ promote desistance, recovery, rehabilitation and change.
- 4.4 Staff attitudes towards prisoners and their rehabilitation are very important. Research by the Cambridge Prisons Research Centre suggests that, above all, prisoners need rules to be enforced fairly but with authority, rather than inconsistently or with too much flexibility, so that their environments feel regulated. It is important therefore that prisons can demonstrate a whole prison integrated approach to rehabilitation where everyone agrees the purpose of the prison is to help people to change their lives as well as to protect the public.
- 4.5 Prisoners often need encouragement and support to access, successfully engage with and gain maximum benefit from a range of services and interventions. In addition, some individuals will need considerable motivational support and/ or action to overcome various barriers to their engagement. All staff should make sure that they take appropriate opportunities to support and encourage offenders, for example, by:
- building relationships that demonstrate genuine care about the individual, their desistance/recovery and their future
 - having good knowledge of available rehabilitative services, interventions and activities and sharing this with prisoners
 - encouraging and enabling participation in those services, interventions and activities
 - recognising and rewarding achievements that contribute to reduction in risk and likelihood of re-offending
 - recognising offenders' individual strengths and resources; building on these and on their existing sources of support

³ Crewe, B., Liebling, A. and Hulley, S. (in press) Heavy-light, absent-present: re-thinking the 'weight' of imprisonment. *British Journal of Sociology*. Liebling, A., assisted by Arnold, H. (2004). *Prisons and their moral performance*. Crewe, B., Liebling, A. & Hulley, S. (2011). Staff culture, use of authority and prisoner quality of life in public and private sector prisons. *Australian and New Zealand Journal of Criminology*, 44, 94-115.

⁴ Hulley, S., Liebling, A. & Crewe, B. (2011) Respect in prisons: Prisoners' experiences of respect in public and private sector prisons. *Criminology and Criminal Justice*, 12, 3-23.

Output 6

Prisoners are encouraged to understand and accept their responsibilities in engaging with appropriate rehabilitation services

Prisons are mandated to deliver this output.

- 4.6 When prisoners take personal responsibility for engaging in rehabilitative activities, they are more likely to be effective in generating positive change⁵. Staff engaging with prisoners can assist by;
- being flexible in how they work with offenders, responding to individual needs and engagement styles
 - encouraging prisoners to realise that they can change their lives
 - promoting a sense of personal responsibility
 - giving practical assistance in problem solving rather than solving the problem for the prisoner or expecting him/her to solve it alone
 - listening to what the priority issues for the prisoner are
 - setting goals collaboratively rather than imposing them
 - ensuring sufficient continuity of services and support beyond custody

Output 7

Prisoners' anti-social attitudes, thinking and behaviours are addressed by staff through pro-social interaction and engagement

Prisons are mandated to deliver this output.

- 4.7 All prison, NPS staff and providers contracted by NOMS are responsible for working with prisoners in a pro social manner that tackles their anti social attitudes, thinking and behaviour in order to effect and reinforce positive change to support rehabilitative outcomes.
- 4.8 Personal and professional constructive relationships are key and the messages that all staff give to those they work with, through their language, behaviour and underlying attitudes, have a strong impact.
- 4.9 Constructive relationships are firstly defined by 'interpersonal courtesy', 'lack of aggression' and 'avoiding insult or degrading behaviour' and secondly through "getting things done" – a willingness to support and process applications and requests swiftly.⁶
- 4.10 Staff with low expectations of offenders can create self-fulfilling prophecies which encourage poor behaviour and recidivism. Staff with high expectations are more likely to increase determined attempts to change.⁷
- 4.11 All who interact with offenders should have the knowledge, competence, skills, attributes and support to maximise the effectiveness of their interactions. They should seek to form constructive relationships with offenders and address anti-social attitudes, thinking and behaviours through demonstrating pro-social behaviours and interactions, and coaching of offenders. Simple staff behaviours that can increase the quality of interaction between staff and prisoners include:

⁵ Scottish Executive (2006) *Changing Lives. Report of the 21st Century Social Work Review*. Edinburgh, Scottish Executive. Available online at: <http://www.scotland.gov.uk/Resource/Doc/91931/0021949.pdf>

⁶ Prisons research centre

⁷ Maruna, S. & LeBel, T. (2010). "The Desistance Paradigm in Correctional Practice: From Programs to Lives" in McNeill, F. Raynor, P., & Trotter, C. (Eds.) *Offender Supervision: New Directions in Theory, Research and Practice*. Cullompton, UK: Willan.

- the belief that engaging offenders in change is one of their most important objectives
- conveying hope and optimism that change is possible; expecting success
- demonstrating and teaching thinking and behaviour skills such as goal setting, communication skills, conflict resolution, emotional management and problem solving
- active listening
- helping people set goals for changing their lives and steering them towards desistance.
- demonstrating pro-social attitudes and professional standards of behaviour (e.g. honesty, reliability, consistency, treating offenders fairly and with respect, interpreting people's motives positively and perspective taking)
- encouraging and rewarding pro-social behaviour
- giving strong optimistic messages about the potential for recovery and desistance from crime
- avoiding labelling

4.12 This outcome will be measured at a local level through the observations of managers and through the SPDR process and also through MQPL results and the findings of Offender Management Inspections and Her Majesty's Inspectorate of Prisons. For CRCs, the account management function will capture appropriate information.

Output 8

Prisoners' resettlement into the community is facilitated through engagement with Offender Manager and community based services.

- 4.13 Rehabilitative services that provide direct support in custody and post release may also include signposting prisoners to relevant services offered by other service providers both in custody and in the community post release which will help facilitate their resettlement.
- 4.14 Structured interventions are most effective if participants have the opportunity to practise new skills with support whilst in and when they leave custody. Custody is a good place to initiate personal goals and it is important that momentum and progress towards achievement is not lost at the point of release back into the community. Continuing engagement through the prison gate by the NPS, home CRC or other community based providers of services is critical and should be facilitated and supported. Some practical examples of activities that could be undertaken include:
- ensuring that core rehabilitative services delivered in custody do not operate in isolation from either those that operate in the community or are commissioned by bodies other than NOMS such as health, social care and substance misuse services which may also operate through the gate
 - engaging with local Integrated Offender Management Schemes
 - establishing relationships with local providers of rehabilitative services
 - building relationships through better community engagement in order to link offenders with enhanced opportunities and sources of support after release
- 4.15 Adults in the criminal justice system may have care and support needs, including needs for personal care such as assistance with washing, dressing and toileting. The main groups affected are older offenders and offenders with physical or learning difficulties or disabilities, but any individual may have or develop a need for care and support. Local Authorities can be engaged to assess needs for care and support and may provide or procure services.
- 4.16 Providers should work together with local authorities to ensure that adult offenders with care and support needs are appropriately identified, their needs are assessed and they are

supported to live with decency and as independently as possible and that arrangements are made for continuity of care when an individual moves (NB account will need to be taken of differing arrangements for prisoners resettling in Wales)

5. SERVICE ELEMENT: SERVICE PROVISION AND DELIVERY

- 5.1 The outputs under this element outline what is required to ensure the provision and delivery of effective rehabilitative services.

Output 9

Prisoners are supported to access services to manage immediate employment needs resulting from their imprisonment and those which may arise during their period in prison.

- 5.2 Resettlement services to help prisoners retain employment and/or enter into employment on release will be delivered by CRCs. It remains the responsibility of Governors/Directors of non-resettlement prisons to support prisoners to access interventions and services to help them gain the skills to become employable.
- 5.3 97% of offenders say that they want to stop offending and that the biggest factor in helping them to do so is having a job. Having suitable employment and tackling unemployment are crucial to reducing re-offending. Yet many offenders face significant barriers to entering the labour market even when they are committed to changing their lives. In a recent survey of prisoners, almost half (47%) said that they had no qualifications compared with 15% among a similar age group in the general population and 13% said that they had never had a job⁸.
- 5.4 “Making Prisons Work: skills for rehabilitation. Review of offender learning” empowers prisons and their partners to make decisions about the learning opportunities that are offered, based on labour market needs in the areas in which prisoners resettle, combined with individual learning needs and aspirations.
- 5.5 As part of the core offer, CRCs should also pay particular attention to how prisoners will be motivated to work and how they can be supported in gaining the confidence to relate positively to others in the work setting.
- 5.6 CRCs should consider how they will work with existing providers of OLASS, DWP work programme and Job Centre Plus to ensure they compliment current service provision.
- 5.7 As part of their additional range of services, prisons and CRCs may wish to consider how they can increase employability amongst prisoners, for example by negotiating:
- work related mentoring and/or offering;
 - employability skills training
 - work related qualifications
 - employment focussed programmes
- 5.8 Further developing employment opportunities will involve close working with a range of partners but particularly working directly with local employers. Activities might include job fairs, ROTL opportunities, mentoring support, and involve active partnership working such as ensuring partners are part of the local Community Safety Partnership.

⁸ BIS and MOJ 2011 *Making Prisons Work: Skills for Rehabilitation, Review of Offender Learning*
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/230260/11-828-making-prisons-work-skills-for-rehabilitation.pdf

Output 10

A service is provided to prisoners with the means to manage immediate housing needs resulting from their imprisonment and those which may arise during their period in prison

- 5.9 Resettlement services to help prisoners maintain housing on entry to custody or to terminate a tenancy and services to help prisoners secure housing on release will be delivered by CRCs. It remains the responsibility of Governors/Directors of non-resettlement prisons to support prisoners to access interventions and services to help them gain the skills to manage their housing needs.
- 5.10 79% of prisoners who had been homeless prior to custody were reconvicted within a year of release, compared to 47% who had not reported homelessness prior to custody⁹. Reducing the incidence of prisoner homelessness and dealing with housing issues created as a result of imprisonment should be considered a priority within the core rehabilitative offer to all prisoners. Providers can help by ensuring that prisoners can access the same specialist housing information and advice services in prison that they would be able to access in the community by working in partnership with local housing authorities and other housing providers. Key priorities that should be met for all prisoners within the core offer are;
- ensuring access to appropriate housing on release
 - assisting prisoners to close down tenancies or make arrangements to support ongoing tenancies whilst they are in prison if appropriate
 - operating an appropriate housing information and advice service which offers assistance in seeking suitable accommodation for release to all prisoners without a home
 - developing partnerships with probation and other NOMS providers, local authorities and providers of housing and housing related support in the community
- 5.11 *In accordance with the Operating Model, prisons must ensure that all prisoners, including those on remand, are screened for immediate housing needs and debt management issues within the first three days of custody, using the Basic Custody Screening Tool (BCST). This information will then be used by the CRC to produce a more detailed assessment and an appropriate resettlement plan within 5 working days of receipt of the completed BCST.*
- 5.12 CRCs will ensure that all prisoners are assisted to close down or sustain tenancies which are at risk, and to make arrangement to inform landlords, mortgage and insurance companies, where appropriate, of their current circumstances.
- 5.13 CRCs will ensure that the appropriate forms are available to prisoners who need to sustain or close down housing benefits in custody.
- 5.14 As part of the additional range of services provided locally, a number of enhanced and specialist housing services, training and advice can be commissioned and delivered. Promising approaches include:
- interventions that aim to achieve long term housing solutions, rather than temporary or crisis solutions
 - services which also address the causes of homelessness such as mental health, substance misuse, and lack of employment

⁹ Ministry of Justice (2010) *SPCR [Surveying prisoner Crime Reduction] full tables to paper 5.2 Prisoners' Backgrounds and Reconviction csv tables*. London, MoJ. Available online at: <http://www.justice.gov.uk/downloads/publications/statistics-and-data/mojstats/sprcr-full-tables-paper-5-2-prisoners-backgrounds-reconviction-csv-tables-a.csv>

- intensive case management help to secure accommodation or linking offenders to existing housing services

Output 11

A service is available to provide prisoners with the means to manage immediate personal financial needs resulting from their imprisonment and those which may arise during their period in prison

- 5.15 Resettlement services to help prisoners to manage their personal financial needs following reception into custody and at release will be delivered by CRCs. It remains the responsibility of Governors/Directors of non-resettlement prisons to support prisoners to access interventions and services to help them gain the skills to manage their finances.
- 5.16 Many prisoners experience personal financial management issues as a result of imprisonment. The Social Exclusion Unit reported in 2002 that a quarter of prisoners needed help with benefit and debt problems; 48% had a history of debt and a third of prisoners' existing debt problems worsened in prison¹⁰. Loss of benefits or other sources of income as a result of custody is likely to impact on an individual's ability to maintain ongoing financial commitments, such as child maintenance, paying outstanding bills and/ or making debt payments. 40% of prisoners surveyed in 2007 by the Legal Services Research Centre were reported to have no current account, thus exacerbating further the problem of how to manage finances from within custody^{11, 12}.
- 5.17 It is important to encourage and assist prisoners to manage their financial responsibilities during a period of custody wherever possible. As part of the core rehabilitative offer, CRCs will signpost to existing services and offer basic support in accessing and acting on advice available. Staff working with prisoners often do this in the course of their daily interactions with them but this can be enhanced by:
- providing written information on personal finance and debt management
 - displaying the contact details for existing services
 - encouraging prisoners to manage their finances
 - assisting prisoners to make contact and arrangements with creditors or dependents where payment schedules are likely to be affected.
- 5.18 As part of the additional range of services provided locally, specialist services targeting individualised assistance to prisoners with complex needs can be commissioned and delivered by CRCs. Examples might include setting up banking partnerships to enable prisoners to open bank accounts and provision of financial capability training, debt management advice and budget planning.

Output 12

A service is available to provide prisoners with the means to manage immediate family and welfare support needs resulting from their imprisonment and those which may arise during their period in prison

Prisons are mandated to deliver this output.

¹⁰ Social Exclusion Unit (2002) *Reducing Re-offending by ex-prisoners*. London, Cabinet Office. Available online at: http://webarchive.nationalarchives.gov.uk/+http://www.cabinetoffice.gov.uk/media/cabinetoffice/social_exclusion_task_force/assets/publications_1997_to_2006/reducing_summary.pdf

¹¹ <http://www.unlock.org.uk/wp-content/uploads/2014/04/Time-is-Moneysmall.pdf>

¹² http://home.hmps.noms.root/Intranet/ShowBinary?nodeId=/Repo/HQ/internal_communications/guide_handbook_manual/UNLOCKing_Banking_Prison_Guidance_Jan11.doc

- 5.19 65% of boys with a convicted parent go on to offend, compared to 22% of boys whose parents are not offenders¹³. Supporting, maintaining, renewing and improving links between offenders and their families can generate powerful motivation and commitment to long term desistance from crime, and help reduce intergenerational offending.
- 5.20 When offenders are in prison, receiving visits and support from their families can lead to much lower rates of re-offending. Regular and good quality contact time between an offending parent and their children/partner provides an incentive to stay out of the penal system. Family support increases an ex offender's employment chances, improves the wellbeing of their children, reduces homelessness and reduces re-offending¹⁴.
- 5.21 Key ways in which staff can promote and support all prisoners' relationships with their families as part of the core offer are:
- ensuring that systems are in place for provision of advice, support, signposting and referral of prisoners to services that can assist them in addressing family welfare issues
 - ensuring that staff recognise the impact of imprisonment on prisoners' families and support prisoners in maintaining family relationships where appropriate
 - helping prisoners to understand the potential impact of their imprisonment on their families
 - helping prisoners maintain and strengthen family relationships
 - seeking appropriate involvement and support from families in sentence planning
 - inviting families to share in the recognition of personal achievements and to provide personal support when needed
 - providing visits and services to visitors in line with PSI16/2011¹⁵.
- 5.22 **N.B.** The Children Act 2004 requires inter-agency co-operation to improve the wellbeing of children, placing a duty on local authorities to make arrangements to promote co-operation between the authority and a range of partners, including providers of probation services. The Act also places a duty on governors of prisons and providers of probation services (alongside other organisations) to ensure their functions, and any services that they contract out to others, are discharged taking into account the need to safeguard and promote the welfare of children. CRCs will have a contractual duty to cooperate in relation to Multi-Agency Public Protection Arrangements and will be expected to have in place arrangements that reflect the importance of safeguarding and promoting the welfare of children. They will be designated as "board partners" for child safeguarding boards
- 5.23 As part of the additional range of services provided locally, prisons might want to commission and/or deliver activities that maintain and strengthen family relationships, and engage the involvement and support of families. This package could include family days and child centred visits, homework clubs, increased use of ROTL as part of the plans for resettlement/renewing family ties.

Output 13

Prisoners who have been sex workers have access as required to appropriate support throughout custody

- 5.24 Resettlement services to help prisoners who have been sex workers to resettle safely into the community on release will be delivered by CRCs. It remains the responsibility of

¹³ Farrington, D.P. and Coid, J. (2003) *Early Prevention of Adult Antisocial Behaviour*. Cambridge, Cambridge University Press.

¹⁴ May, C., Sharma, N. and Stewart, D. (2008). *Factors linked to reoffending: a one-year follow-up of prisoners who took part in the Resettlement Surveys 2001, 2003 and 2004*. London: Ministry of Justice. <http://www.justice.gov.uk/publications/docs/research-factors-reoffending.pdf>

¹⁵ http://www.justice.gov.uk/downloads/offenders/psipso/psi-2011/psi_2011_16_providing_visits_and_services_to_visitors.doc

Governors/ Directors of non-resettlement prisons to support prisoners to access interventions and services to help them deal with disclosure.

- 5.25 In a review of effective practice in responding to prostitution, the Home Office reported that individuals involved in prostitution were likely to have a wide and diverse range of needs. There are existing mainstream services in many communities specifically providing support for sex workers and prisoners may benefit from accessing these. As part of the core offer, ways in which those disclosing this type of information can be assisted include:
- ensuring that systems are in place so that offenders who disclose this kind of information receive a professional response and are signposted to appropriate services operating both within the prison and in the community, for example healthcare services.
 - ensuring that staff create an environment where offenders: are able to disclose in confidence; receive a sensitive and safe response; and are referred to an appropriate service if required.
- 5.26 As part of the additional range of services provided locally, providers might want to commission and/or deliver activities that support individuals who have been sex workers.

Output 14

Prisoners who have been victims of domestic violence, rape or abuse have access as required to appropriate support throughout custody

- 5.27 Resettlement services to help prisoners who have been the subject of domestic abuse will be delivered by CRCs. (For the Government's definition of domestic abuse, follow the link at ¹⁶)
- 5.28 It remains the responsibility of all prisons to support prisoners to access interventions and services to help them to deal with the trauma associated with domestic violence, rape or abuse.
- 5.29 Research shows that domestic violence or abuse affects one in four women over the age of 16¹⁷ Many female offenders report that they have been subjected to domestic and sexual violence at some time in their lives.
- 5.30 While domestic and sexual violence is most commonly perpetrated by men against women, women can also be the perpetrators and men are sometimes victims. The British Crime Survey estimates that there are 2.5 million incidents of domestic violence against men in England and Wales each year (a fifth of the total number of incidents experienced by women). Violence within lesbian, gay, bisexual and transgender relationships should also be considered. Abuse and domestic and sexual violence affects children, either as witnesses or as direct victims of physical, sexual or emotional abuse and neglect and prisoners who disclose abuse that they suffered themselves as a child should receive the same support as those who have experienced abuse recently¹⁸.
- 5.31 Disclosure of this type of information can be extremely difficult and traumatic for the individual. Support and help should be available to everyone who seeks it as part of the core offer. Some ways in which providers can ensure this include:

¹⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/142701/guide-on-definition-of-dv.pdf

¹⁷ Home Office (2010) British Crime Survey Table 3.01: Chapter 3. *Crime in England and Wales* London, Home Office.

¹⁸ Further guidance on the prevalence of domestic and sexual violence, relevant definitions and sources of information are available in PSO 4800 (Women) and the "Supporting women offenders who have experienced domestic and sexual violence" published by Women's Aid

- ensuring that systems are in place so that offenders who disclose this kind of information receive a professional response and are quickly directed to speak to someone with knowledge and experience, for example, Sexual Assault Referral Centres (SARCs).
- ensuring that staff create an environment where offenders: feel able to disclose in confidence; always receive a sensitive response; have access to appropriate and relevant information; and are referred to appropriate services if required.

5.32 As part of the additional range of services provided locally, providers might want to commission and/or deliver specific services or activities that support individuals who have experienced domestic violence, rape or abuse.

Output 15

Additional parenting and relationship support programmes are provided to prisoners and their families to strengthen family and parental relationships

5.33 In addition to core activities outlined in Output 12, as part of their requirement to provide appropriate services for visitors, non-resettlement prisons might want to commission relationships and parenting skills programmes which aim to reduce the risk of further offending by helping prisoners maintain and strengthen family relationships and engage the involvement and support of families.

5.34 CRCs might want to commission relationships and parenting skills programmes which aim to improve and enhance social and life skills to help offenders understand the benefits of being part of a family on return to the community. These will not focus primarily on reducing risk of further offending but on improving an offender's ability to live successfully in the community and provide support in managing factors which will mitigate against future offending.

5.35 Findings from a management review by NOMS and BIS¹⁹ indicate that: IEP status and self-selection are common factors amongst those who access parenting and family programmes and that the effectiveness and impact of such programmes could be enhanced by:

- shifting the focus to higher risk offenders who are less connected to their families in line with NOMS segmentation model
- use of multi agency assessment and referral processes (involving Local Authority Children's Social Care Services partners) to help ensure that family needs are met more effectively and
- greater co-commissioning of programmes and resources aimed at the needs of offenders and their families.

Output 16

Prisoners are provided with additional rehabilitative services during the course of their custodial sentence which are identified by the provider as likely to reduce their reoffending and risk of serious harm.

5.36 Services that contribute to reducing reoffending or protecting the public that go beyond the core rehabilitative offer, such as targeted case management/risk management activity or other targeted rehabilitative services and interventions, can be delivered according to risk using segmentation and local data to target resources where they will deliver the greatest outcome for investment.

5.37 The package of services to be delivered may include, for example, but not limited to:

¹⁹ <http://policis.com/publications.htm>

- approved offending related structured interventions
- employment and skills services, accommodation services
- recovery (drug and alcohol)
- mental health related services
- mentoring
- debt management services
- victim awareness
- Restorative Justice
- counselling services
- one to one psychology services
- enhanced contact with children and families
- motivational and confidence building interventions
- specialist provision for women;
- interventions to enhance a prisoners skills in relation to improving their ability to address a particular rehabilitation need, for example, but not limited to;
 - employment and skills,
 - relationships,
 - parenting,
 - financial management
 - tenancy skills.

5.38 Although provision of additional services is the responsibility of CRCs, prisons may choose to support these with services which aim to reduce the risk of further offending that are complimentary to the resettlement services provided by CRCs in agreement with commissioners e.g. services which help to build constructive relationships with partners as part of the prison's provision of services to visitors.

5.39 CRCs are not however expected to duplicate national co-commissioned services²⁰ such as health and drug treatment services or learning and skills but may wish to explore through co-commissioners of those services opportunities to further add value.

Output 17

Additional support is offered to identified prisoners to assist continuity of service delivery between custody and the community.

5.40 Resettlement services may include providing direct support in custody and post release. Resettlement services may also include signposting prisoners to relevant services offered by other providers both in custody and in the community post release which in turn will facilitate prisoner access to other mainstream / co-commissioned services e.g. those addressing health or social care needs, substance misuse, employment, education and training and entitlement to leaving care services.

5.41 Offenders should have consistent access to health and substance misuse services throughout their sentence which are needs-led, in line with demand, equitable to those available to the general population, address health inequalities, and support rehabilitation and sustainable recovery from addiction and mental illness.

Output 18

Prisoners can access one to one through the gate support (e.g. mentors) to help them resettle into the community.

²⁰ <http://www.justice.gov.uk/downloads/about/noms/Introduction-to-NOMS-offender-services-co-commissioning.pdf>

5.42 The Through the Gate model of support provides continuity of service for offenders in custody and the community. In many cases the same provider will support induction of an offender into custody, provide them with resettlement services before release, meet them at the prison gate and continue work in the community. One-to-one support can take a number of forms and be used in a number of ways:

- Targeted one-to-one support can be used as an effective response to individual needs and characteristics. Offenders can present with a wide range of experiences and needs that impact on their ability to engage with interventions and services, successfully complete their sentence, and live independent crime free lives. Specific needs can include: learning disability and difficulty; physical health and disability; mental health; maturity; family circumstances; and other protected characteristics including: age, gender re-assignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- Mentoring can be used in several ways: prisoner peer to peer; supervised or unsupervised support in the community; facilitating mandated interventions and; case management. Mentoring may support the development for offenders of a sense of place within a non-criminal social community and strengthen 'social capital' – such as having the support of extended family members, mutual aid associations, clubs, cultural, religious or sporting groups.
- One-to-one case management services that contribute to reducing reoffending or protecting the public and that go beyond the core rehabilitative offer should be targeted according to risk using segmentation and local data to target resources where they will deliver the greatest outcome for investment.