The Impact of Offenders & Prisons on Kent’s Public Services

A research report outlining an overview of Kent’s prisons and the supporting services to offenders before, during and after custody

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Foreword

I am proud to introduce “The Impact of Offenders and Prisons on Kent Public Services” as I believe it is the first report of its kind, taking an overarching look across different aspects of public policy relating to prisons in a geographical area. This research is an outcome of excellent partnership working in Kent, and included colleagues from Prisons, the Probation Service, the Police, local government and Health working together. I am very grateful to all involved for their contributions.

I have worked in Kent for nearly 20 years, latterly as Chief Executive of Kent County Council, but prior to that as Director of Social Services. A major challenge for Kent is that it has historically been a county where vulnerable people are deposited from elsewhere, particularly looked after children, adults with learning disabilities or mental health problems, and asylum seekers. Was there a similar pattern with ex-offenders? Kent has a higher proportion of prisons relative to its population than anywhere else, and I wanted to know whether this meant that ex-offenders originally from other parts of the country were staying in Kent on release and if so what the impact was on communities and hence on public services. I therefore commissioned the research to investigate the broader “wicked issues” around offenders and prisons in Kent.

The resulting report contains a wealth of information, even if it does raise more questions than answers. It contains a number of key insights and concludes with four fundamental public policy questions which need further debate. It is reassuring to learn that the vast majority of ex-offenders do return to their place of origin and that most ex-offenders in Kent were living in Kent prior to their imprisonment. However, it is clear that collectively we need more effective mapping of discharge arrangements, and better support to ex-offenders to reduce the risk of re-offending. Kent Probation is leading work on a reducing reoffending strategy for the county, and further work is underway specifically looking at housing needs of ex-offenders as a result of this research.

At around the same time that this research was being undertaken, Kent was also selected as a Total Place pilot, and there are parallels between the approach taken in this research and the Total Place concept. Increasingly, those of us in public services must work together to make most effective use of resources collectively. The first step is to have an overview of the totality of spend and the relationships between different elements of service as they relate to individuals or places. This report makes a valuable contribution to that process, bringing together data about a range of services in a way that has not been done before.

This rich research provides a firm foundation upon which to have further discussion within Kent, and with Government, about how to tackle some of the complex public policy issues around preventing offending, preventing re-offending and the management of ex-offenders. At a time of financial austerity, ex-offenders will not be a high public priority. But the costs of failure (i.e. offending or re-offending) are very high. We in the public service must find ways of addressing this agenda by getting out of our silos and working more effectively together. It is an exciting time – but be in no doubt about the scale of transformation required.

Peter Gilroy
Chief Executive, Kent County Council and
Chairman of the Kent Stronger and Safer Communities Group
Executive Summary

The Kent Situation
Of the 139 prison establishments in England and Wales, 10 are in the Kent & Medway area - the largest number in any local authority area in the country. Nationally, the prison population is increasing year on year with the prison population doubling under the existing government. This trend alongside a shift towards more lengthy custodial sentences has lead to overcrowding and pressure for new "Titan" prisons to house thousands of prisoners. This trend of a rising prison population is reflected in Kent and in May 2009 there was an average prison population of 4468 in Kent & Medway, with a further 6442 individuals under the statutory supervision of Probation. In response to the new national building programme that will take the rate of imprisonment in England and Wales to the highest in Western Europe, expansion of prison accommodation in Kent by 902 places is planned by May 2010, which is likely to increase the pressure on how we manage resources effectively to support and manage offenders in our prisons and communities on release.

Not only are there more prisons in Kent but they span the whole spectrum of prison establishments – Kent has all but one category of prison, with a prison population covering an age range of 15-80, both genders, 53 different nationalities and prisoners not only from Kent but all over the UK and abroad. This gives Kent one of the most diverse prison populations that has very distinct needs and requires a broad variety of services to address these needs effectively. There cannot be just a single approach to offenders in an exceptional county as Kent. This has resulted in a complex web of organisations, multi-agency partnerships, governance arrangements, service level agreements and strategies to support offenders. Whilst offenders in prison or under probation management at any one time make up a relatively small percentage of around 0.6% of Kent and Medway's combined population of around 1.5 million people, they have an adversely large impact. Offenders are amongst the most vulnerable and marginalised groups in society, characterised by their very complicated and inter-related needs, including mental health and substance misuse. They are more likely to come from chaotic, dysfunctional and disadvantaged backgrounds and just a few prolific offenders can account for a large percentage of overall offences committed.

Research increasingly suggests that prison does not always offer the best solution for the most vulnerable individuals, and the quality of community sentencing options and wraparound resettlement support can be much more effective in preventing re-offending. This report identifies the quality of life factors in custody and correlates this with services that are provided to offenders in prison (countywide services and those specific to each individual prison). This demonstrates the complexity of providers, diversity of multi-agency activity and variety of services operating within Kent's prisons which requires an annual investment of almost £100 million and employs over 3,200 staff – a significant contribution to the Kent economy.

The harm and disruption that offenders can cause to the wider community, their contribution to reoffending rates and impact on public protection, means that they rightly demand an intensive level of multi-agency support and resources on release. Kent is one of 13 local authority areas with a statistically significant increase in the rate of adult reoffending under probation supervision (8.45%). This report identifies what the critical success factors are for resettlement and outlines the services provided to offenders in the community to support each of the seven national reducing reoffending pathways. It demonstrates the patterns of prison discharge out of and within the county, with a particular emphasis on housing & accommodation post release, to assess if Kent is suffering a disproportionate impact of offenders resettling in Kent from other local authority areas, and where in Kent offenders concentrate. The report outlines the role of Probation and how we manage risk for the most serious offenders through the MAPPA process.

Terms of Reference
In May 2009 a research report was requested by Peter Gilroy, Chief Executive of Kent County Council and Chair of the Safer & Stronger a Communities Group (a multi-agency working group of the countywide Local Strategic Partnership – the Kent Partnership) for the Kent Public Service Board. Kent has the largest number of prisons within its geographical boundary of any local authority in the country. The report outlines a broad overview of the impact of prisons on Kent’s public services.

The terms of reference for the review are to establish:

• What do we already know about the impact of offenders & prisons on our public services in Kent?
• What don’t we know? (i.e. establishing any gaps, barriers or challenges that prevent us working as a seamless family of services)
• What are the public policy questions that could feed into further policy reviews?
The report is unique in its wide-ranging, “helicopter” view of the current impact in Kent across all aspects of the offender journey from offence, through custody and on release into resettlement. This holistic mapping of all the issues, relationships and services related to the place shaping impact of offenders has never been done before for a locality area. The research aimed to identify a series of public policy questions which our public services could work collaboratively together in partnership to address. There has been positive feedback from the public agencies involved that this review is timely and that the challenges identified by the research now require further leadership from Kent’s public services.

### Methodology

This report has been compiled from secondary data sources such as existing strategies, inspection reports, protocols and website research. This has been complimented by primary data sources including over 26 interviews with key stakeholders from across the Public Sector and visits to HMP Maidstone, HMPYOI Cookham Wood, HMPYOI Rochester, HMP East Sutton Park (which is amalgamated with HMP Blantyre House) and HMP Sheppey Cluster. It combines qualitative research, such as case studies to bring the issues to life, and quantitative data, such as mapping the flows of offenders on release from prison.

### What do we already know about the impact of offenders & prisons on our public services in Kent?

#### What do we do well in terms of managing the impact of offenders & prisons in Kent?

- **Nationally recognised community sentencing schemes** – Kent community sentencing schemes have been successful in reducing reoffending rates by almost 50% amongst those attending these schemes
- **Customised support services** - customising the support services available in each of the prison establishments to meet the unique needs of the prisoner populations across our 10 diverse prisons
- **Dedicated and passionate frontline staff** – working effectively within challenging prison environments, with a strong commitment to effective resettlement and partnership working.
- **Integrated Offender Management** - national model of best practice in the Kent & Medway where resettlement resources and expertise are being intensified around the most prolific offenders who pose the biggest impact on Kent’s communities
- **Public protection and risk management** – the well-developed MAPPA process has received national praise for the management of the most serious and prolific offenders through an intelligence led approach, coupled with robust enforcement
- **Continual improvement** – commitment to regularly reviewing our practice and identifying opportunities for improvement

#### Wicked Issues - what are some of the unique challenges for Kent?

- **Co-ordinating discharge arrangements across Kent** – Kent needs to be more effective at mapping discharge arrangements and trends in offender resettlement over time to inform policy and decision making, and open up conversations with neighbouring areas (e.g. London Boroughs).
- **Suitable and sustainable accommodation for offenders on release** - addressing the different locality needs including a shortage of affordable local authority housing in the West of the county and a surplus of low value, unsuitable private sector rented in deprived coastal towns in Thanet.
- **Rising reoffending rates** – tackling the causes behind Kent’s worsening performance on reducing reoffending
- **Dealing with the impact of Young Offenders** – Kent is one of the most challenging areas of the country for youth offending, with two Youth Offending Institutions and a Secure Training Centre the only ones to support the whole of the South East region. We need to prioritise early intervention & preventative services – especially in areas where patterns of offending are endemic and generational (e.g. the majority of Kent’s young offenders originate from 3 wards within Thanet).
- **Increasing case load of offenders in custody and under the remit of Probation year on year** – a trend set to continue with planned expansions of prison accommodation at HMP Sheppey Cluster
- **One of the largest concentrated prisoner populations in the country at HMP Sheppey Cluster** – balancing the divergent needs of an open resettlement prison, a closed long term prison for Cat B offenders and one of the busiest local prisons in the county.
- **Continuity of services into the community on release** – especially continuity of education & training, mental health and drugs & alcohol treatment begun in custody, given the transient and unpredictable nature of offender movements within Kent and in/out of the county boundaries.
- **Engaging a difficult client group who have very complex needs which span multiple services** – seeking creative ways to engage offenders with public services, including those who may be disillusioned and let down by traditional public services in the past.
- **Supporting offenders into sustainable employment** – a real challenge with rising unemployment, more competition and lack of job opportunities due to the downturn in the economic market. We need to match offender skills to local market employment and volunteering opportunities more effectively.
What don’t we know? (i.e. establishing any gaps, barriers or challenges that prevent us working as a seamless family of services)

- **Intelligent comparisons with other local authority areas to establish whether Kent is suffering a disproportionate impact** – this report is unique in building a “helicopter” locality view of all the holistic issues and inter-related services supporting prisons and offenders within the county. National & regional performance indicators give a narrowly defined and limited definition of performance which doesn’t reflect the differences between neighbouring and “like for like” areas. This limited data does not convey the complexity and unique circumstances of each locality – this report seeks to address this and build on local understanding being developed through Total Place Pilots.

- **Mapping the money** – it would be helpful to have an understanding of the collective spend on public sector services to support prisons and offenders within the county. Identifying flows of expenditure and correlating with needs would help to identify efficiency savings and prioritising spending to areas with the greatest impact (i.e. intensifying and prioritising services where majority of offenders resettle to minimise the impact on local communities).

- **Trends over time due to data sharing limitations & barriers** – The limited capacity and compatibility of separate organisation’s data systems, and the reluctance to share intelligence between wider partners, prevents us from drawing an intelligent picture of offender trends over time. Historically, records have been deleted once an offender leaves the remit of the Prison Service, limiting our ability to analyse trends in offender release and resettlement patterns over time.

- **Sustainability and suitability of accommodation post release** – Data about the accommodation choices offenders make post release is limited and confined within a limited range of partners. Building an informed picture of whether those accommodation choices were effective in reducing reoffending or sustainable over a period of time currently does not exist, limiting our ability to analyse geographical trends of movement within the county and have an informed perspective to influence housing policy.

- **Real-time data to support intelligent decision making** – National and regional data usually has a time lag which does not give a contemporary picture or enable us to see rapid trend changes (e.g. to see impact of recent prison expansion patterns or re-roll changes in prisons). We need local, real time information shared between partners to proactively respond to changing needs and anticipate trends.

What are the public policy questions that could feed into further policy reviews?

<table>
<thead>
<tr>
<th>Question</th>
</tr>
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<tbody>
<tr>
<td>How can public services better target preventative services and intervention for young people at risk of offending <em>before</em> they have the initial contact with the criminal justice system?</td>
</tr>
<tr>
<td>How could public services better co-ordinate to provide continuity and wraparound support for offenders whilst in custody and in the community, to improve their learning and skills levels, linked to employment?</td>
</tr>
<tr>
<td>How could public services work better together to provide suitable and sustainable housing and accommodation, as one of the key triggers to reducing reoffending?</td>
</tr>
<tr>
<td>How could public services work creatively to provide intensive support for offenders, especially those being released from prison, to reduce the burden of high volume, low level reoffending?</td>
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</tbody>
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Conclusion

The findings of this report indicate that although Kent has a very large and diverse prisoner population, it manages offenders effectively whether in the community or in prison, with Prison and Probation ratings usually “good” and both HMI Inspectorate Reports and Independent Monitoring Reports balancing areas for improvement with praise for the quality of services provided in the county and the commitment of the staff involved. Kent’s management of the most serious and prolific offenders and its contribution to public protection has received national praise. This is testament to the personal dedication and expertise of the frontline practitioners working with offenders in difficult situations and within limited resources. Although Kent does take in offenders to its prisons from all over the South East region, the rest of the UK, and oversees, on release the majority of offenders tend to go back to the local authority area they originated from, and staff working with offenders are adept at supporting this transition and signposting to services in other areas accordingly.

Kent still faces a great number of challenges and we are committed to working together to initiate change, identify efficiency savings and create more effective partnership collaboration. The report includes “key insights” that together with the public policy questions will generate further debate, interlock with other areas of public policy, act as a platform to develop a conversation with government and engender system transformation.
Section 1: Overall Context

1.1 Terms of Reference

1.1.1 This report was requested by Peter Gilroy, Chief Executive of Kent County Council and Chair of the Stronger and Safer Communities Group (a multi-agency partnership working group of the countywide Local Strategic Partnership – the Kent Partnership). Kent has the largest number of prisons within its boundary of any other local authority in the country. This report seeks to establish the impact of this both economically and on public services in Kent as a whole. The research exercise into the impact of prisons on Kent’s public services aims to give a sense of coherent public policy on how we manage vulnerable populations and risk.

1.1.2 The terms of reference for the review are to establish:

- What do we already know about the impact of offenders & prisons on our public services in Kent?
- What don’t we know? (i.e. establishing any gaps, barriers or challenges that prevent us working as a seamless family of services)
- What are the public policy questions that could feed into further policy reviews?

1.1.3 The review is wide-ranging and seeks to establish a broad overview of the current situation. The focus is on mapping a needs assessment of the support services available to prisoners both in custody and on their release to enable successful resettlement.

Particular areas of interest are:

- Study of population figures (especially how many prisoners go onto reside in Kent who were originally Kent residents and those from other local authority areas) and mapping where they go
- What are the trends in population data and resettlement over the last 5 years?
- What has happened following the Stone Enquiry in building up a cohesive picture of offending history for violent and dangerous offenders & prolific offenders?
- What is the situation with those who have left prison who have been subject to MAPPA over the last 5 years? How do we manage risk following discharge?
- Profiling of offenders needs – housing, skills, mental health, health
- Do literacy/skills levels improve during custody?

The report considers all aspects of the Prisoner Journey Map (Figure A) – risk factors influencing offending behaviour, prosecution and custody, and resettlement/release. The report seeks to conclude with four public policy questions that could be further investigated and researched.

1.2 Introduction

1.2.1 The National Context

The National Offender Management Service (NOMS) brings together the Prison Service and Probation Service to ensure that the public are protected from offenders, that those who offend are punished and that fewer offenders re-offend. In 2007 the 139 prison establishments and the 42 Probation Boards transferred from the Home Office into the newly created Ministry of Justice. NOMS provides coherent and integrated offender management and commissions service level agreements and contracts with a wide range of offender management services in the public, private and Third sectors. NOMS goals are:

- Protecting the public by running safe and secure prisons and reducing the risk of harm by offenders managed in the community
- Supporting the courts in imposing suitable sentences for appropriate offences and implementing those sentences
- Firm and fair punishment, increasing compliance with community sentences and treating all offenders decently
- Helping to cut crime through seamless offender management to reduce reoffending, working with a range of partners at local, regional and national level
- Contributing to communities and society by increasing visible payback to the community and by supporting the victims of serious offences, and engaging local communities in the management and resettlement of offenders

1.2.2 Nationally the prison population is increasing year on year. The Prison Reform Bromley Briefing 2009 states that on 12 June 2009, the prison population in England and Wales was 83,001 - a higher figure than our European neighbours like France, with the same population, whose figure is 59,655 and in Germany with over 20 million more people, 72,259. The national prison population has doubled under the existing
government. This trend alongside a shift towards more lengthy custodial sentences has lead to overcrowding and pressure for new “Titan” prisons to house thousands of prisoners. Nationally, the National Offender Management Service (NOMS) spent around £320 million maintaining the prison estate, down from an estimated £330 million in 2005-06 (in 2007-08 prices), despite an increasing prisoner population.

1.23 Local Delivery
Of the 139 prison establishments in England and Wales, 10 are in the Kent & Medway area - the largest number in any local authority area in the country (Figure B). Prisoner populations are transient in nature, and continually in flux due to prisoners being moved due to the nature of their crime, overcrowding, changes in prisoner category, court appearances and personal circumstances. Any population figures only tell the story of a brief snapshot in time. In May 2009 there was an average prison population of 4468 in Kent & Medway.

1.24 The national trend of a rising prison population is reflected in Kent – in July-September 2007 the prison population in Kent was 3943, but January-March 2009 this had risen to 4189 – an increase of 5.9%. A new national building programme will take the rate of imprisonment in England and Wales to 178 per 100,000 of population – the highest in Western Europe. In response to this new wings are planned in HMPYOI Rochester (increased by 300 places earlier this year), HMP Swaleside is increasing its capacity by 312 places by early 2010 and HMP Elmley will increase by a further 290 places by May 2010. The number of indeterminate sentenced prisoners and those imprisoned for public protection (IPP) has increased considerably in recent years. There were 12,228 people serving indeterminate sentences at the end of March 2009, a rise of 12% on the year before. On 24 April 2009, 1,711 (33%) of those sentenced to imprisonment for public protection were being held beyond their tariff expiry date.

1.25 Kent not only has a large number of prison establishments within its boundary, but also has a great range in the type of institution (Figure C). Establishments in Kent range from Category B Prisons (e.g. HMP Swaleside) containing serious sexual offenders, to Category D Open/Resettlement Prisons (e.g. HMP Blantyre House) which prepares prisoners for release and runs progressive resettlement and training programmes preparing offenders for employment. Medway contains two Youth Offending Institutions and HMP East Sutton Park is Kent’s only Women’s Prison. Kent is also the home to foreign national prisoners at HMP Canterbury and houses failed asylum seekers at Dover Immigration Removal Centre. The diverse character and ethos of each of the establishments is explored in Section 3: During Prosecution and Custody.

1.26 Managing the sizable prison estate in Kent comes with considerable investment. In 2007/08 there was a total of £98,479,732 direct resource expenditure in the county on prisoners and the prison estate. The average cost per place per annum in prison establishments in Kent was £29,803. The average cost per prisoner was £36,194 (Figure D). However the myriad of services and structures that support the operation of prisons in Kent & Medway are also a significant employer which contributes to the local economy. A total of 2,800 people are directly employed in prisons in Kent. In addition, more staff are centrally funded to provide healthcare and education within establishments.

1.27 Prisons also impact on the operational activity of public services within Kent. Kent Fire & Rescue Service experiences a significant impact in terms of false alarms and call outs to fires started in Kent’s prisons – for the 5 year period between 2003/04 to 2007/08 Kent prisons accounted for 174 fires with 138 (79.3%) of these being deliberate fires. During this period HMP Swaleside, HMP Elmley and HMP Maidstone all featured in the top 10 premises for fires in non-domestic properties and where the top 3 premises for fires that were started deliberately. From 01/04/08 to 31/12/08 there were 124 false alarm calls to Kent Fire & Rescue Services from Prisons and Remand Homes, 25 of which crews were mobilised to.

KEY INSIGHT: NOMS plays a significant role in the Kent economy and directly employ a total of 3,200 people in Kent (with around 1200 staff employed at HMP Sheppey Cluster alone). In addition, more staff are centrally funded to provide healthcare and education within establishments. The total contribution of offender management services (both in prison and for community resettlement services) to the county is unknown but is likely to make a sizable contribution to local labour markets and the Kent economy.

1.28 Given the diversity of establishments and prisoner categories, offenders from all over the country may be sentenced to spend part or their entire custodial sentence in Kent. Some prisoners may actively be sent to prisons that are far from the scene of their offence, whilst others may be located near to family and friends to help maintain family ties. This report seeks to identify how many prisoners in Kent are actually from the county, and how many are released here. Anecdotal evidence from HM Prison Service institutions in Kent
reflects that a vast majority of prisoners from other local authority do not re-locate here, and this issue is explored in more depth in Section 4: Release & Resettlement.

1.29 In each of the nine NOMS regions in England there is a Director of Offender Management (DOM) who is responsible for overseeing the management of services offered by service providers. The South East region encompasses 5 probation areas (which includes Kent & Medway) and 2 prison areas.

1.2.10 Kent Probation is one of the largest probation services in England and Wales. In 2007/08 the service supervised 5,866 adult offenders on rehabilitation orders, punishment and rehabilitation orders, punishment orders and licences and prepared 4,971 reports for the courts. Kent Probation work with other agencies in partnership to ensure successful resettlement and to reduce reoffending. Nationally, each prisoner who reoffends costs the taxpayer more than £110,000 and over half of ex-prisoners who are reconvicted within two years are sent back to prison. Figure A1 shows the reducing reoffending rates for adult population under probation supervision (NI 18). Kent is one of 13 local authority areas to have a statistically significant increase in re-offending (only 16 had a reduction).

FIGURE A1: NATIONAL INDICATOR 18 – REDUCING RE-OFFENDING OF ADULT POPULATION UNDER PROBATION SUPERVISION (Source: Kent Probation)

<table>
<thead>
<tr>
<th>Area</th>
<th>Number of offenders</th>
<th>Actual rate of re-offending</th>
<th>Predicted rate of re-offending</th>
<th>% difference from 07/08 baseline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kent overall</td>
<td>18802</td>
<td>8.45%</td>
<td>7.88%</td>
<td>7.28%</td>
</tr>
<tr>
<td>Medway</td>
<td>2965</td>
<td>8.26%</td>
<td>8.14%</td>
<td>1.56%</td>
</tr>
<tr>
<td>Kent</td>
<td>13990</td>
<td>8.43%</td>
<td>7.89%</td>
<td>6.93%</td>
</tr>
</tbody>
</table>

1.2.11 Kent is a good performer based on national quarterly Prison and Probation ratings from the Ministry of Justice. The latest performance ratings (Quarter 4 2008/09) show that all the prisons were rated as 3 (good performance) – except YOI Cookham Wood (scoring 2 – requiring development). Dover Immigration Removal Centre is not captured within these scores, Kent Probation also scored 3 (good performance), however neighbouring counties such as Sussex, Surrey and Essex all achieved scores of 4 – exceptional performance. Performance is also consistent with no change in any of the ratings from the last quarter.

FIGURE D: RESOURCE EXPENDITURE PER PRISON ESTABLISHMENT IN KENT & MEDWAY (2007/08)

<table>
<thead>
<tr>
<th>Establishment</th>
<th>Certified Normal Accommodation</th>
<th>Average Population</th>
<th>Direct Resource Expenditure</th>
<th>Cost per Place</th>
<th>Cost per Prisoner</th>
</tr>
</thead>
<tbody>
<tr>
<td>Canterbury (MALE CAT C)</td>
<td>196</td>
<td>280</td>
<td>£7,755,168</td>
<td>£39,567</td>
<td>£27,705</td>
</tr>
<tr>
<td>Maidstone (MALE CAT C)</td>
<td>558</td>
<td>512</td>
<td>£12,523,602</td>
<td>£22,444</td>
<td>£24,464</td>
</tr>
<tr>
<td>Cookham Wood (MALE YOI)</td>
<td>137</td>
<td>66</td>
<td>£7,860,927</td>
<td>£57,379</td>
<td>£118,358</td>
</tr>
<tr>
<td>Rochester (MALE YOI)</td>
<td>392</td>
<td>389</td>
<td>£11,251,885</td>
<td>£28,704</td>
<td>£28,950</td>
</tr>
<tr>
<td>East Sutton Park (FEMALE OPEN)</td>
<td>98</td>
<td>95</td>
<td>£1,685,242</td>
<td>£17,196</td>
<td>£17,818</td>
</tr>
<tr>
<td>Blantyre House (SEMI OPEN)</td>
<td>122</td>
<td>119</td>
<td>£3,122,291</td>
<td>£25,593</td>
<td>£26,238</td>
</tr>
<tr>
<td>Dover (SEMI OPEN IMMIGRATION REMOVAL CENTRE)</td>
<td>316</td>
<td>307</td>
<td>£7,534,810</td>
<td>£23,844</td>
<td>£24,550</td>
</tr>
<tr>
<td>Sheppey Cluster (CAT B, C, D)</td>
<td>1973</td>
<td>2177</td>
<td>£46,745,807</td>
<td>£23,693</td>
<td>£21,465</td>
</tr>
<tr>
<td>TOTAL</td>
<td>3792</td>
<td>3945</td>
<td>£98,479,732</td>
<td>Average = £29,803</td>
<td>Average = £36,194</td>
</tr>
</tbody>
</table>

NB: Cookham Wood costs include change from a female closed to male YOI in 2007

1.2.12 It is not just the Prison Service and Probation that have a role to play in reoffending. The seven national pathways for resettlement require multi-agency collaboration from partners across the public, private and Third Sectors. Section 4: Release & Resettlement explores the different organisations and services which contribute to the seven pathways. In Kent there are different intensities of support services available to meet the needs of all offenders. Kent is leading the way nationally on targeting intensive resettlement support for the most prolific and serious offenders to enhance public protection and reduce reoffending. However most support streams are designed to encourage offenders to enhance their life skills and to bring
them out of a culture of dependency and inactivity whilst in custody into independent living to re-build a sustainable future on release.

1.2.13 This report identifies many issues which illustrate the impact of prisons, and the life cycle of offending, in Kent. The key issues which have been identified have been included as public policy questions posed in Section 5: Conclusions which require collective community leadership from Kent’s public services. The public policy questions identified are:

- How can public services better target preventative services and intervention for young people at risk of offending before they have the initial contact with the criminal justice system?
- How could public services better co-ordinate to provide continuity and wraparound support for offenders whilst in custody and in the community, to improve their learning and skills levels, linked to employment?
- How could public services work better together to provide suitable and sustainable housing and accommodation, as one of the key triggers to reducing reoffending?
- How could public services work creatively to provide intensive support for offenders, especially those being released from prison to reduce the burden of high volume, low level reoffending?
Figure A: Prisoner Journey Map

Before Prison

Offending Risk Factors
- Accommodation
- Education, training & employment
- Health
- Drugs & alcohol misuse
- Finance, benefits & debt
- Children & families
- Attitudes & behaviour

What support services do we offer in Kent to reduce the risk of offending and support the families of those affected by offending?

During Prosecution & Custody

Quality of Life Success Factors in Custody
- Debt, benefits & financial advice
- Mental & physical health support & advocacy
- Education & training programmes
- Offending behaviour programmes
- Family support services
- Drug and alcohol addiction services
- Purposeful activities
- Access to charitable and voluntary services
- Resettlement advice & support

What services are offered to support those in custody to improve their quality of life and improve the chances of successful rehabilitation on release?

Custodial Sentence in Kent
- Type of establishment
- Prison population
- Prison estate
- Male Prisoners
- Female Prisoners
- Youth Offenders
- Minority Groups
- Prisons as an employer
- Prisoners from other local authority areas

After Release

Rehabilitation & Resettlement Success Factors
- Housing and Accommodation
- Education, Training and Employment
- Mental and Physical Health
- Drugs and Alcohol
- Finance, Benefit and Debt
- Children and Families
- Attitudes, Thinking and Behaviour

What support services do we offer in Kent to reduce the risk of reoffending and improve the chances of successful rehabilitation into society?

Offence

Charged

Acquitted or not proceeded with

Diversion to relevant support service e.g. Mental Health

Not remanded

Remanded on bail

Remanded in custody

Court Process & Sentencing

Discharge/other

Fine

Community Sentence

Suspended Sentence Order

Release

Remand on bail

Remand in custody

Resettlement

> 12 month sentence = Probation Support

< 12 month sentence = No Probation Support
### FIGURE C: BACKGROUND INFORMATION ON PRISONS IN KENT (Source: HM Prison Service Website)

<table>
<thead>
<tr>
<th>HMP/YOI</th>
<th>Category Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Blantyre House</strong></td>
<td>Category C/D resettlement prison</td>
</tr>
<tr>
<td></td>
<td>Adult male</td>
</tr>
<tr>
<td></td>
<td>Blantyre House is located in Goudhurst, Kent (Tunbridge Wells district). It is a resettlement prison for long term prisoners, who have no history of escapes or absconds during their sentence, are willing to participate in drugs and alcohol testing, who have identified resettlement needs and no history of arson. The prison amalgamated with East Sutton Park (resettlement prison for female prisoners) in 2007. Most prisoners will settle within the South East.</td>
</tr>
<tr>
<td><strong>Canterbury</strong></td>
<td>Foreign National</td>
</tr>
<tr>
<td></td>
<td>Male Foreign Nationals</td>
</tr>
<tr>
<td></td>
<td>Canterbury prison is located close to Canterbury city centre. It holds Foreign National prisoners serving less than 4 years with an expectation of removal since 2006.</td>
</tr>
<tr>
<td><strong>Cookham Wood</strong></td>
<td>Youth Offending Institution</td>
</tr>
<tr>
<td></td>
<td>Juvenile male (Under 21)</td>
</tr>
<tr>
<td></td>
<td>In July 2007, Cookham Wood underwent a change in function from a women’s prison to accommodate 15-17 year-old young men to reduce capacity pressures in London and the South East for this particular age group. Cookham Wood underwent some redevelopment work in 2008 to boost accommodation places. The establishment focuses on providing education and vocational training and reducing reoffending.</td>
</tr>
<tr>
<td><strong>Dover</strong></td>
<td>Immigration Removal Centre</td>
</tr>
<tr>
<td></td>
<td>Adult male appellant and failed asylum seekers over 18 years</td>
</tr>
<tr>
<td></td>
<td>In April 2002 Dover was re-designated as an Immigration Removal Centre operating under Detention Centre Rules 2001. Dover continues to be run by the Prison Service holding appellant and failed asylum seekers in secure conditions for the Immigration Service. Detainees are allocated by the Detainee Population Management Unit based at Feltham, London.</td>
</tr>
<tr>
<td><strong>East Sutton Park</strong></td>
<td>Open prison</td>
</tr>
<tr>
<td></td>
<td>Adult and youth offender (18-21) women</td>
</tr>
<tr>
<td></td>
<td>East Sutton Park is a resettlement prison for both adult and young offender women in open conditions preparing them for resettlement in the community. Amalgamated with Blantyre House in 2007. All prisoners are risk assessed as suitable for an open resettlement prison</td>
</tr>
<tr>
<td><strong>Maidstone</strong></td>
<td>Training prison, Category C</td>
</tr>
<tr>
<td></td>
<td>Adult male</td>
</tr>
<tr>
<td></td>
<td>HMP Maidstone is a Category ‘C’ Training Prison. It is the Sex Offender Delivery Centre for Kent &amp; Sussex (around 75% of the prison population are Category C Sex Offenders and have at least 6 months left to serve). It provides a therapeutic environment that supports, embraces and empowers change with a primary focus on risk reduction and public protection. Maidstone will accept a maximum of 25 Category B Sex Offenders who are willing to engage in Offending Behaviour Treatment &amp; have been assessed accordingly prior to transfer. Such offenders will be assessed on an individual basis and will be subject to a security risk assessment. The decision to accept will be made by the Maidstone Head of Security. Maidstone is also a centre for Category C Foreign National Prisoners (FNP) with more than 18 months left to serve. It works in partnership through a multi agency approach to provide a safe, decent and constructive regime that challenges offending behaviour, reduces re-offending and prevents further victims. Regime activities including workshops, gymnasium, and education are integrated.</td>
</tr>
<tr>
<td><strong>Medway Secure Training Centre</strong></td>
<td>Secure Training Centre</td>
</tr>
<tr>
<td></td>
<td>Mixed sex young offenders up to 17</td>
</tr>
<tr>
<td></td>
<td>Secure Training Centres (STCs) are purpose-built centres for young offenders up to the age of 17, run by private operators according to Home Office contracts, which set out detailed operational requirements. Medway Secure Training Centre is managed by Rebound ECD limited, which is part of the corporate G4S group. It houses vulnerable young people who are sentenced to custody in a secure environment where they can be educated and rehabilitated and has a higher staff to youth offender ratio than YOIs and is smaller in size. Trainees are provided with formal education 25 hours a week, 50 weeks of the year.</td>
</tr>
<tr>
<td><strong>Rochester</strong></td>
<td>Youth Offending Institution</td>
</tr>
<tr>
<td></td>
<td>Youth offender males up to Age 21</td>
</tr>
<tr>
<td></td>
<td>Rochester has been through a variety of roles, and in January 2002 re-rolled to a dedicated site for convicted sentenced young offenders serving less than 4 years up to the age of 21.</td>
</tr>
<tr>
<td><strong>Sheppey Cluster (Elmley)</strong></td>
<td>Local prison (Category C)</td>
</tr>
<tr>
<td></td>
<td>Adult male</td>
</tr>
<tr>
<td></td>
<td>Elmley is the largest of the three prisons within the Sheppey Cluster. Elmley is a purpose built local Prison serving all courts in the county of Kent – as many as 60 prisoners per day pass through reception on route to court or other transfers. The establishment opened in 1992 and includes a Category C Unit of up to 240 prisoners built in 1997. It houses unsentenced and sentenced adult men and unsentenced male young offenders.</td>
</tr>
<tr>
<td><strong>Sheppey Cluster (Standford Hill)</strong></td>
<td>Category D</td>
</tr>
<tr>
<td></td>
<td>Adult Male</td>
</tr>
<tr>
<td></td>
<td>Standford Hill is the open prison within the Sheppey Cluster holding Category D sentenced male adults with a maximum of 5 years to release and a maximum of 2 years to parole eligibility date. The prison has an emphasis on resettlement and promoting opportunities for employment and skills training and work experience placements.</td>
</tr>
<tr>
<td><strong>Sheppey Cluster (Swaleside)</strong></td>
<td>Category B Training Prison</td>
</tr>
<tr>
<td></td>
<td>Adult Male</td>
</tr>
<tr>
<td></td>
<td>Swaleside is the Training Prison within the Sheppey Cluster holding Category B prisoners who are serving 4 years or more or should have at least 18 months left to serve. It is a main centre prison for prisoners in the first stage of their life sentence. They also accept prisoners in the second stage of their life sentence, giving a total of 460 places for lifers. It has a high minority ethnic population of between 30-40%, and a similar number of foreign national prisoners.</td>
</tr>
</tbody>
</table>
Section 2: Before Prison

2.1 Offending Risk Factors

2.11 To consider the total impact of offending in Kent, we must take stock of what factors may increase the risk of offending behaviour, and what services Kent & Medway offer to help deter vulnerable and marginalised people from entering what is often a cyclical pattern of behaviour that can ingrain itself for generations. In order to understand how effective support services are it is essential to understand the profile of people who end up in prison and assess their needs.

2.12 Prisoners are amongst the most vulnerable populations in society. National research by New Philanthropy Capital indicates that over 70% of prisoners experience mental health problems and half have no qualifications. As a group they are 13 times more likely than the general population to be unemployed, 13 times more likely to have been taken into care as a child, 14 times more likely to have 2 or more mental health disorders, 32 times more likely to be homeless and nearly 4 times as likely to have no qualifications (65% have numeracy levels equivalent to an 11 year old child). The 2002 Social Exclusion Unit Report indicates that despite high levels of need many prisoners may have been excluded from access to public services – half had no GP before entering custody, they are 20 times more likely to have been excluded from school and 80% of those entering prison with a drug misuse problem have never been in contact with drug treatment services. One third of women prisoners have a history of sexual abuse and domestic/physical violence and black and minority ethnic groups are disproportionately overrepresented in prison. Figure E indicates typical characteristics of people who serve a sentence in prison.

2.13 Inequality and disadvantage does not excuse or necessarily cause criminal activity. However it is clear that there is a relationship between crime, poverty and social exclusion and this poses a significant challenge to the Public Sector to not only provide effective specific services but also to work in partnership in a multi-agency effort. Whilst people with acute problems such as mental health or substance abuse are often identified and diverted into appropriate services, the complex, inter-related set of problems experienced by this group mean they are often difficult to engage in (and maintain) a relationship with public sector agencies and some may inevitably fall through the net of traditional services on offer. In such circumstances the role of voluntary & community organisations and the faith sector is vital in providing a diverse range of opportunities to engage in preventative and purposeful activities.

**FIGURE E: CHARACTERISTICS OF PEOPLE IN PRISON (Source: New Philanthropy Capital – Inside & Out (2005))**

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>General Population</th>
<th>Prisoners</th>
</tr>
</thead>
<tbody>
<tr>
<td>Taken into care as a child</td>
<td>2%</td>
<td>27% - those who have been in care also had longer criminal careers on average</td>
</tr>
<tr>
<td>Family member convicted of criminal</td>
<td>16%</td>
<td>43% - 35% had actually been in prison</td>
</tr>
<tr>
<td>offence</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lone parenthood</td>
<td>9% living alone with dependent children</td>
<td>21% women prisoners living alone with dependent children at time of imprisonment</td>
</tr>
<tr>
<td>Numeracy at or below Level 1</td>
<td>23%</td>
<td>65%</td>
</tr>
<tr>
<td>Reading ability at or below Level 1</td>
<td>21-23%</td>
<td>48%</td>
</tr>
<tr>
<td>Have no qualifications</td>
<td>15%</td>
<td>52% of men and 71% of women</td>
</tr>
<tr>
<td>Attended a special school</td>
<td>1%</td>
<td>23% of male and 11% female sentenced prisoners</td>
</tr>
<tr>
<td>Left school at 16 or younger</td>
<td>32%</td>
<td>66% of men and 84% women</td>
</tr>
<tr>
<td>Regularly truanted from school</td>
<td>3%</td>
<td>30%</td>
</tr>
<tr>
<td>Unemployed</td>
<td>5%</td>
<td>67% in the four weeks before imprisonment</td>
</tr>
<tr>
<td>Suffer from two or more mental</td>
<td>5% men, 2 % women</td>
<td>72% male sentenced prisoners, 70% female sentenced prisoners</td>
</tr>
<tr>
<td>health disorders</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drug use in previous year</td>
<td>13% men, 8% women</td>
<td>66% male sentenced prisoners, 55% female sentenced prisoners</td>
</tr>
<tr>
<td>Hazardous drinking in previous year</td>
<td>38% men, 15% women</td>
<td>66% male sentenced prisoners, 55% female sentenced prisoners</td>
</tr>
<tr>
<td>Long standing illness or disability</td>
<td>29% of men aged 18-49</td>
<td>46% sentenced male prisoners aged 18-49</td>
</tr>
<tr>
<td>Debt</td>
<td>10% of households with difficult or multiple debts</td>
<td>48% with a history of debt</td>
</tr>
<tr>
<td>Homelessness</td>
<td>0.9% of households assessed to be statutorily homeless each year</td>
<td>32% of prisoners not living in permanent accommodation prior to imprisonment</td>
</tr>
</tbody>
</table>

**KEY INSIGHT:** If we know what the most likely profile of people who may go on to offend and end up in custody, what more could our public services do to better share intelligence and knowledge to target interventions on those most are risk?

2.14 Young people are another group who have a set of specific needs and risk factors which may make them more prone to offending. Young people who come from a background of social exclusion and poverty
are particularly at risk, and may have been exposed to criminal activity within their family environment - the 2002 Social Exclusion Unit Report cites that prisoners are 2 ½ times more likely to have had a family member convicted of a criminal offence. The Supporting Independence Programme has identified young offenders as a SIP Priority Group, and although this group is relatively low in number, it is high in impact. The Youth Offending Service tells us that a minority of prolific offenders (7% of the total of young people who are offending) are responsible for 33% of all youth crime in Kent. This impact is also divided unequally across the county with slightly higher rates of young people known to YOS in Thanet and Swale, and lower in West/Mid-Kent. Three wards across Margate & Cliftonville in Thanet account for the highest volume of YOS entrants in the county. The Supporting Independence Programme Report (2008) shows that there are significant disparities between districts when looking at recorded offences – North Kent recording the highest rates with up to 123 offences per 1,000 population, compared with West Kent districts where they are as low as 64 per 1,000. Four districts have seen an increase, but whilst Gravesend has the second highest rate in the county, it has seen the biggest percentage decrease – down 20% (Figure F). Figure G shows the correlation between the most deprived wards in Kent, and the numbers of young people known to the Youth Offending Service.

FIGURE F: YOUNG PEOPLE KNOWN TO YOUTH OFFENDING SERVICE & TOTAL CRIME
(Source: Kent Youth Offending Service, Kent Police Business Information Unit)

<table>
<thead>
<tr>
<th>District</th>
<th>Young people known to YOS and rate/10-17 pop, May 2007 (06 rates)</th>
<th>No of total police recorded crimes, 06-07 (05-06)</th>
<th>Crimes per 1,000 pop 06-07 (05-06)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ashford</td>
<td>121 (1.1%) (0.8%)</td>
<td>8,419 (6,114)</td>
<td>76 (79) -3.8%</td>
</tr>
<tr>
<td>Canterbury</td>
<td>194 (1.4%) (1.2%)</td>
<td>11,464 (10,581)</td>
<td>79 (76) + 1.2%</td>
</tr>
<tr>
<td>Dartford</td>
<td>125 (1.4%) (1.2%)</td>
<td>11,098 (11,269)</td>
<td>123 (131) + 6.1%</td>
</tr>
<tr>
<td>Dover</td>
<td>110 (1.0%) (0.9%)</td>
<td>7,876 (7,766)</td>
<td>74 (75) -1.3%</td>
</tr>
<tr>
<td>Gravesend</td>
<td>120 (1.1%) (1.3%)</td>
<td>10,996 (13,401)</td>
<td>112 (140) -20%</td>
</tr>
<tr>
<td>Maidstone</td>
<td>159 (1.1%) (0.7%)</td>
<td>12,962 (12,284)</td>
<td>91 (68) -3.4%</td>
</tr>
<tr>
<td>Sevenoaks</td>
<td>76 (0.7%) (0.4%)</td>
<td>7,286 (7,946)</td>
<td>64 (73) -12.3%</td>
</tr>
<tr>
<td>Shepway</td>
<td>105 (1.1%) (1.1%)</td>
<td>8,324 (7,589)</td>
<td>83 (79) + 5.1%</td>
</tr>
<tr>
<td>Swale</td>
<td>230 (1.7%) (1.5%)</td>
<td>11,800 (11,931)</td>
<td>92 (97) -5.2%</td>
</tr>
<tr>
<td>Thanet</td>
<td>253 (1.8%) (1.7%)</td>
<td>13,637 (13,683)</td>
<td>106 (108) -1.9%</td>
</tr>
<tr>
<td>Tonbridge &amp; Malling</td>
<td>80 (0.7%) (0.5%)</td>
<td>7,882 (7,770)</td>
<td>69 (72) -4.2%</td>
</tr>
<tr>
<td>Tunbridge Wells</td>
<td>80 (0.7%) (0.7%)</td>
<td>7,775 (7,576)</td>
<td>74 (73) + 1.4%</td>
</tr>
<tr>
<td>KENT</td>
<td>1655 (1.2%) (1.0%)</td>
<td>119,519 (119,989)</td>
<td>86 (90) -4.4%</td>
</tr>
</tbody>
</table>

2.15 In 2008/09 there were 1482 young offenders in Kent as identified by Kent County Council’s Youth Offending Team. The average age for initial contact was 14.77 for young women and 15.37 for young men. Of the 2444 young people were involved in court disposals – 95 (3.9%) of these were awarded custodial sentences. Latest statistics show that 31.1% were reoffending again within 9 months, with an average of 0.81 offences per young person. However, it should be noted that YOS also deal with very vulnerable young people who may make a one-off mistake – for those that were reprimanded only 18.9% reoffend – a near 80% then cease to have contact with the Criminal Justice System. Similar offending risk factors as discussed in Section 2.1 also came to bear on this group - for the 2008/09 period 19.1% of young offenders in Kent were not in education, training or employment and 17.1% were not living in suitable accommodation.

2.2 Preventative Services in Kent

2.21 There are many services provided in the county which have an outcome of reducing the number of people offending and subsequently going into prison. Some of these are direct intervention services run by Kent Probation and the Youth Offending Service. Other services have a more indirect relationship to offending, and are available to a broad spectrum of vulnerable and disadvantaged people, with those who may become offenders (or are reoffenders) being just one client group. As many services are not specifically targeted at those of risk of offending it can be difficult to map the level of support available.

2.22 If we consider each of the most common risk factors associated with offending we can see a selection of some of the preventative services targeted towards vulnerable groups that may be of greater risk of offending (Figure H).

- Accommodation
- Education, training & employment
- Health
- Drugs & alcohol misuse
- Finance, benefits & debt
- Children & families
- Attitudes & behaviour
2.23 These services tackle a range of complex needs, and as such cannot be dealt with by any one organisation working in isolation. Many multi-agency partnerships operate across the county to allow service providers to share expertise and costs. This report provides merely a snapshot of just some of the generic preventative support available, the main focus is on identifying and mapping services, and the relationships between them, for offenders in custody (Section 3: During Prosecution and Custody) and on release (Section 4: Release & Resettlement).

2.24 Preventative services cannot begin early enough – especially for those children who may already be adversely affected by a family member who is in custody or has a history of offending themselves. 43% of prisoners have had a family member convicted of a criminal offence. Other countries such as Sweden focus preventative intervention very early on, from primary age upwards - particularly to help very young children how to control impulsive and disproportionate behaviour and develop coping strategies. There has been a significant level of academic research into early intervention since the 1930’s, showing that disadvantaged children (those born into poverty conditions) are at greater risk of developmental decay, school failure, behavioural problems and a variety of other conditions. Experimental research beginning in the 1930-1940’s, and continuing into the 1950-1960’s demonstrated the dramatic impact of early experience and environment on cognitive development. Hebb (1949) pioneered the theory that varied early experience is necessary for ‘primary learning’ which is a necessary precursor to adequate later learning. Hunt (1961) modified Hebb’s theory and suggested that human intelligence could be modified through varied early experience. Subsequent research suggested that environmental factors related to socioeconomic status (SES) might have positive or negative influences on a child’s cognitive development. Hess and Shipman (1965) concluded that mothers of high relatively high SES used more complex and child orientated language styles with their children than mothers from poverty level backgrounds, and these differences correlated with differences in the child’s performance on problem solving tasks. Thus research converged that early intervention might raise IQs and school performance of at risk children, leading to Head Start in 1964, which includes Early Head Start, and other intervention programmes.

Case Study: The Perry Preschool Programme

The Perry Preschool Programme ran in the USA from 1962-1965 serving disadvantaged preschool children whose initial IQs were less than 90. Children were randomly assigned to a preschool that used a specially designed High/Scope curriculum, based on Piaget’s constructivist, developmental theory, focusing on child initiated learning. Participants planned and carried out their own activities, providing participants with a sense of control, creativity, logic and initiative.

Results and evaluation showed that those who attended the High/Scope preschool had higher rates of completion of grade 12 or more, lower rates of arrest, higher income, higher rates of ownership, and lower participation in welfare (Schweinhart & Weikart, 1993). Of particular interest in this study was the cost effectiveness of the programme which indicated a return on investment for the public realm of $7.16 for each dollar spent on the programme.

2.25 Primary School Headteachers have extensive personal knowledge of the children in their care and can often identify very early on which families and children are most at risk of beginning offending behaviour – however with thresholds for “children in need” criteria rising, behaviour has to be quite severe and at an advanced stage before a formal service can intervene. In particular Looked After Children are very vulnerable – prisoners are 13 times more likely to have been taken into care as a child. The Kent Children’s Trust Parenting Strategy (2008) places an emphasis on tailored levels of intensity of support for children and families based on levels of need. This support can range from family conferencing to more intensive support such as the Family Intervention Project working with families in three pilot areas. The DCSF programme “Reaching Out: Think Family” focuses on the dramatic impact that parent–based family circumstances have on the outcomes and life–chances of children and works with the most excluded 2% of families who have not been lifted by the rising tide of living standards and increased opportunity, and who remain in poverty with complex needs, multiple problems and low aspiration. Using funding streams from “Think Family” parenting programmes have been developed in Kent which focus on improving early parenting (of children 8-13 years) and whole family support for those identified by Children’s Social Services, Kent Police and Youth Offending Service, particularly for those first time offenders on the edge of a parenting order. It is hoped that this early intervention may help break the cycle before it begins to perpetuate.
2.26 Children’s Social Services play a key role in preventative services as the practitioners working locally have developed their experience, knowledge and understanding of the most vulnerable families and work to build trusting relationships. The frontline social workers are often best placed to refer families to support in their community which may help to change behaviours and promote family cohesion. Figure I demonstrates the breadth of services on offer, which are tailored to a specific set of circumstances. This can range from children at risk of being excluded from school, to victim support for those affected by crime and court proceedings, to behavioural programmes for domestic violence perpetrators (a key risk factor in those going onto custody – up to a third of women prisoners have witnessed or experienced domestic violence).

2.27 As vulnerable young people grow older they can experience a particular cauldron of circumstances, pressures and behaviour that come together to push them into a cycle of offending behaviour. As described in 2.14, we know a great deal about the profile of those most a risk, but evidence from those working with young people suggests that resources and funding for preventative service are often only available once that first initial contact with the Criminal Justice System has been made. By this point, the damage has already been done – a crime has been committed and the young person must now deal with the implications of a criminal record and possible sentencing. Traditional, generic services aimed at all young people e.g. youth clubs, organised sport activities etc may not reach out to those who exist at the edge of society and are disenfranchised and disengaged with traditional or formal services. They are unlikely to engage, and even less likely to continue to maintain contact. Therefore this challenging group with very complicated needs require targeted and well designed support. KCC’s Youth Service are providing structured, positive activities for young people funded by DCSF and exploring different options that may appeal to such youngsters. One example is Challenger Troop, a uniformed social inclusion programme for 10-16 year olds based on the Cadets which uses a challenging outdoor programme to build self esteem, improve behaviour and reducing truancy in school and promoting citizenship. Effective options such as community youth projects run by the Voluntary and Community Sector can be extremely effective with minimal funding and investment. Feedback from the practitioners working in this field is that with better targeted support just before young people have had their first contact with the Criminal Justice System could be an effective deterrent and equip them with the self-esteem, options and confidence to make the right choices. Young people are the start of the chain (and often already influenced by their own family’s contact with the Criminal Justice System) and they are the focus for most of the preventative services in Kent.

CASE STUDY: Challenger Troop
Based in Tunbridge Wells, Challenger Troop runs a youth inclusion programme for disaffected and disengaged young people between the ages of 10 and 16. It offers the opportunity to develop personal skills through challenging activities in a disciplined outdoor environment.

“This is an exciting opportunity for young people to take part in a dynamic outdoor vocational style programme with a proven track record. Challenger Troop is unique in the way it delivers and performs. Our very professional and effective team of instructors are committed to bringing the challenges and benefits of this unique programme to young people who have been disaffected and are disengaged from their communities.”

Source: Challenger Troop Website

2.28 Youth Inclusion and Support Panels (YISP) are just starting to take effect across Kent. They are an initiative developed to prevent offending and anti-social behaviour by identifying and supporting young people aged 8–17, at high risk of offending and antisocial behaviour, before they enter the youth justice system. The YISPs are district partnerships involving the Crime & Disorder Partnership (CDRP)/Community Safety Partnership and its partners; Children’s trusts via Local Children’s Services Partnerships including Children’s Social Services and Education; Connexions; Youth Service; Health and others. YISP focus on the Every Child Matters Outcomes and support young people and their families to better access mainstream and statutory services. YISP can take referrals from a multitude of agencies that may have had contact with that family or child. The key referral requirements are:

- should not have passed the police reprimand stage, and therefore not received intervention from the criminal justice system (although they may be offending and ‘known’ to the police);
• their behaviour is of concern to at least two agencies (one of these can include parents) in terms of being at risk of offending and/or anti-social behaviour;
• has 4 or more risk factors associated with offending and anti-social behaviour – indicating that a multi-agency approach is required to address the issues

Together the panel work to ensure that the most appropriate services (e.g. parenting support, education, training) are offered at the earliest opportunity to each young person/family, monitor changes in risk and protective factors during YISP intervention, ensure that young people and their families are satisfied with the intervention they receive and to make sure that young people are maintained in full-time education. Evaluations of the effectiveness of YISP interventions have begun and we will begin to see the impact when the annual review is completed in November 2009.

Case Study: Intensive Supervision and Support Programme (ISSP)

In 1995, Kent’s Youth Offending Service developed the Intensive Supervision and Support Programme (ISSP), which was the precursor to the current YISP initiative. ISSP was a multi-systemic intervention for persistent young offenders delivered jointly by police, social services and education. It was targeted at two main groups of young offenders:
• The small group of prolific young offenders (aged 10 to 17) who, Home Office research suggests, commit approximately a quarter of all offences committed by young people
• Those young people who are not prolific offenders, but who commit crimes of a very serious nature and who would benefit from early and intensive intervention

The report from the Youth Justice Board found that the ISSP had the following positive effects:
• Helped to improve attitudes to offending, to influence positive changes in self-perception, and to stimulate young offenders to consider the effects of crime on victims.
• Brought a reduction in the frequency and seriousness of offending for young people on the programme.
• The frequency of offending fell by 43% in the 12 months before and after the start of ISSP.
• The seriousness of offending dropped by 16%.
• There was almost 50% completion rate for ISSPs. This is seen as positive taking into account the high-risk profiles of the young offenders.
• There was a 30 to 50 per cent reduction in the volume of crime committed by ISSP participants.

KEY INSIGHT: Targeted support for vulnerable young people at risk of offending, before they have formal contact with the Criminal Justice System could help deter offending behaviour and increase life changes for those most at risk.

2.29 For those young people from chaotic and dysfunctional family backgrounds, a positive role model to provide advice and support can be an essential factor in avoiding offending. Kent schools are now using restorative justice models to deal with anti-social behaviour or disputes that may previously have resulted in a young person being formally charged (e.g. for assault). In-house school mediation services bring together young people to talk through and better understand their behaviour to encourage them to make responsible, informed decisions about their actions. A positive ticketing scheme is being established to provide a disincentive for offending behaviour through police officers issuing positive tickets (such as free pass to a cinema, or swimming lesson or food vouchers) to young people who are seen to be undertaking some small action that is deemed positive and of benefit for their neighbourhoods. This is a scheme which has had great success in Canada and is now being piloted in the Sherwood Estate, Tunbridge Wells were there is a proactive neighbourhood policing team who are working to tackle the unwillingness of a number of key families to engage with either local community leaders or agency workers. Kent Police are also working on restorative neighbourhood projects such as street based mediation, targeted on-the-spot at those responsible for anti-social behaviour (the kind of low level, high volume crime that can trigger more serious offending behaviour). This scheme is being piloted in four wards across Maidstone and Shepway.

KEY INSIGHT: How do we get more mileage out of the existing preventative services, to add value and focus existing resources more intensively and effectively?
FIGURE G: YOUNG PEOPLE KNOWN TO THE YOUTH OFFENDING SERVICE BY WARD – NOVEMBER 2008 (Source: YOS and KCC GIS Team)
FIGURE H: MAPPING THE PREVENTATIVE SERVICES AVAILABLE IN KENT TO THOSE AT GREATER RISK OF OFFENDING

<table>
<thead>
<tr>
<th>ACCOMODATION</th>
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<tbody>
<tr>
<td>St. Giles Trust provides social and practical tenancy support for families of offenders serving either community or custodial sentences. The service identified priority needs of these families living within the pilot area (mid Kent) such as maintaining accommodation.</td>
</tr>
<tr>
<td>Kent’s Supporting People Programme help vulnerable people to improve the quality of their lives through the stability and greater independence made possible when housing-related support needs are met. They provide services to 21 client groups who have specific and identifiable vulnerabilities.</td>
</tr>
<tr>
<td>Porchlight run a street outreach service and floating support to vulnerable people who are rough sleepers or sofa surfers at risk of homelessness.</td>
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<tr>
<th>HEALTH</th>
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<tbody>
<tr>
<td>PCTs have responsibility for commissioning services for offenders in the community. All preventative support for drug, alcohol &amp; mental health would be available to all.</td>
</tr>
<tr>
<td>Early Intervention for Psychosis Service (EIS) is for young people aged 14 to 35 years old in the early stages of a psychotic illness. Support can be offered for up to 3 years.</td>
</tr>
<tr>
<td>KCC Social Services run day drop in support and community support for mental health services.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>EDUCATION, TRAINING &amp; EMPLOYMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skills Plus Centres Kent Adult Education and partners are involved in the Action for Communities programme. Funding from the LSC Neighbourhood Learning in Deprived Communities stream has lead to successful bids for Skills Plus Centres to offer literacy, numeracy and basic IT to people in some of the most deprived wards in the county.</td>
</tr>
<tr>
<td>Skills for Life offers those not in education or with few qualifications the opportunity to gain qualifications in reading, writing or maths to boost their CV or move on to further study</td>
</tr>
<tr>
<td>Kent’s NEETs Prevention &amp; Reduction Strategy targets preventative work with vulnerable young people not in education, employment or training (pre-16) to sustain their engagement in learning alongside those in Connexions and specialist support agencies.</td>
</tr>
</tbody>
</table>

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<thead>
<tr>
<th>FINANCE, BENEFITS &amp; DEBT</th>
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</thead>
<tbody>
<tr>
<td>The Backing Kent People campaign provides information on managing money and debt, and how to avoid pitfalls like loan sharks.</td>
</tr>
<tr>
<td>Citizens Advice Bureau provides advice and support on financial worries and debt, free of charge. CAB operate in many of Kent’s Gateways providing convenient access in town centre locations and personalised 1-1 advice sessions.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>DRUGS &amp; ALCOHOL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth Offending Service and Kent Drug &amp; Alcohol Action Team work specifically with parents of children who have offended, are at risk of offending, or are misusing drugs and alcohol. Countywide intervention and support programmes have been attended by nearly 400 young people who were at risk of exclusion. Grey Zebra provides support to families affected by drugs &amp; alcohol in schools.</td>
</tr>
<tr>
<td>Charlton Substance Misuse Project is a social inclusion project to have a positive influence on children &amp; young people in their choices and decisions in relation to drug and alcohol misuse. Coaches can refer young people to appropriate specialist services.</td>
</tr>
<tr>
<td>KDAAT’s Drug Intervention Programme works at all stages of offending, including in the community to prevent crime through early interventions. The NHS also provide Tier 2 &amp; 3 addiction &amp; in-patient detoxification services.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PREVENTATIVE SERVICES IN KENT THAT SUPPORT THOSE AT GREATER RISK OF OFFENDING</th>
</tr>
</thead>
<tbody>
<tr>
<td>ATTITUDES &amp; BEHAVIOUR</td>
</tr>
<tr>
<td>------------------------</td>
</tr>
<tr>
<td>Charlton Athletic Trust works with Local authorities, Kent Fire &amp; Rescue Service, Kent Police and Charlton Athletic Football Club to turn disaffected lives around by the use of sport to motivate, raise self esteem and change attitudes. The scheme engages with around 12,000 young people each month and has helped to reduce anti-social behaviour and nuisance calls, deliberate fire setting and truancy.</td>
</tr>
<tr>
<td>Youth Offending Service support various mentoring &amp; parenting programmes.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CHILDREN &amp; FAMILIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Multi-Agency Parenting Order Support Service carries out individual solution focused work with parents and carers who have, or are at high risk of, receiving Parenting Orders and works very closely with the Youth Offending Services. YOS Parenting workers are able to carry out a formal assessment of parenting need, followed by a structured meeting to deliver the intervention and a follow up session. In Kent we are looking to develop a joint approach to the provision of interventions to substance misusing parents and also to look at the use of parenting services to reduce the risk of homelessness resulting from family breakdown.</td>
</tr>
<tr>
<td>St. Giles Trust provides a range of support services for families of offenders and helps them access health, education, social care, counselling, and treatment for addiction and mediation services. The project has proved successful, reducing family breakdown and rates of re-offending. Kent Probation Area is now looking to jointly commission an extension of the area covered by the project.</td>
</tr>
</tbody>
</table>
## FIGURE I: SUPPORT SERVICES AVAILABLE TO CHILDREN & YOUNG PEOPLE AT RISK OF OFFENDING AND FAMILIES AFFECTED BY A RELATIVE BEING IN PRISON

Source: Children’s Social Services District Managers

<table>
<thead>
<tr>
<th>Children’s Social Services District</th>
<th>Name of Service</th>
<th>*VCO</th>
<th>Type of Service &amp; Support Provided</th>
<th>Link with Children’s Social Services (CSS)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gravesend</strong></td>
<td>Youth Inclusion Support Programme</td>
<td></td>
<td>Early intervention for those at risk of offending or antisocial behaviour.</td>
<td>A CSS Senior Practitioner working at the Adolescent Resource Centre takes the lead on all preventative work locally.</td>
</tr>
<tr>
<td></td>
<td>Adolescent Resource Centre</td>
<td></td>
<td>Weekly programmes (some accredited) 1:1 &amp; group work. If a young person is referred as being in need of support due to the above then that would be the focus of our intervention</td>
<td>See above</td>
</tr>
<tr>
<td><strong>Maidstone</strong></td>
<td>St. Giles Trust</td>
<td>✓</td>
<td>Community Domestic Abuse Perpetrators Programme offers men a chance to challenge and change their own behaviour by attending a 27 week rolling modular programme. The programme aims to prevent abuse and promote the safety of women and children by offering support to men who want to change their behaviour and live better lives. The programme focuses on the intentions, beliefs and effects underpinning domestic abuse, including learning strategies for overcoming abusive and controlling behaviour. Partners of participants are supported throughout the programme by a family support worker</td>
<td>CSS provides some grant funding and refers perpetrators of domestic abuse to the treatment programme in either Tonbridge or Stroud</td>
</tr>
<tr>
<td></td>
<td>YISP project (formerly the Power Project)</td>
<td></td>
<td>Project works with children and young people at risk of entering criminal justice system</td>
<td>District works closely with Youth Offending Service (YOS), Crime &amp; Disorder Reduction Partnership (CDRP) and the 2 Local Children’s Services Partnership Boards (LCSPB) on the roll out of the YISP project</td>
</tr>
<tr>
<td></td>
<td>Adolescent Resource Centre (ARC)</td>
<td></td>
<td>Provides a range of services to adolescents aged 11-18, including 1:1 intense work with young people who are at risk / child in need &amp; parenting support to families of adolescents known to CSS through group work and 1:1</td>
<td>Primarily funded by the CSS Districts and is CSS managed/funded. Also receives funding from education, alternative curriculum, YOS and District CDRP.</td>
</tr>
<tr>
<td><strong>Tonbridge Wells/ Tonbridge &amp; Malling</strong></td>
<td>Tonbridge Education Unit</td>
<td></td>
<td>For Year 10 &amp; 11 pupils who have been excluded from mainstream school. The unit provides access to GCSE, Cope qualifications etc to these young people along with emotional support from the CSS team</td>
<td>Where young people are known to YOS, CSS encourages joint working in these situations to provide a comprehensive package of support.</td>
</tr>
<tr>
<td></td>
<td>Parenting Order service</td>
<td></td>
<td>Works with a number of parents across Kent who have or are at risk of receiving Parenting Orders due to a young persons offending or non attendance at school</td>
<td>CSS managed. Tri part funded by CSS, education and YOS.</td>
</tr>
<tr>
<td></td>
<td>Power YISP project</td>
<td></td>
<td>Funded by CDRP’s and YOS, the YISP works with young people identified at risk of offending.</td>
<td>Many of the young people accessing CSS services are known to the YISP project for interlinking risk issues. E.g. family issues, Domestic abuse and school exclusions.</td>
</tr>
<tr>
<td></td>
<td>Youth Crime Family intervention Project &amp; Think Families agenda</td>
<td></td>
<td>Focus on families where there are risks of criminality and/or anti social behaviour.</td>
<td>Project aligned to the Parenting Order service.</td>
</tr>
<tr>
<td><strong>County</strong></td>
<td>Victim Support in Kent</td>
<td>✓</td>
<td>Service available to all children and young people living in Kent who are affected by crime. Provides practical help and support to deal with the consequences of the crime. If the case is going to court, Victim Support’s Witness service will help children &amp; young people to understand and cope with the experience</td>
<td>Service is commissioned and monitored by the CSS Business &amp; Performance Management Unit. The service has links to all of the CSS District teams.</td>
</tr>
</tbody>
</table>

*Voluntary & Community Organisation
Section 3: During Prosecution And Custody

3.1 Offences and Sentencing

3.11 Preventative services will not always be effective in deterring crime. Once an offence is committed it leads to the next stage of the offender Journey map through prosecution and possibly custody. The criminal justice system protects the public by punishing offenders and reducing crime. All parts of the criminal justice system – the police, prosecutors, courts, prisons, probation services and other partners – work together to keep our communities safe. Last year in Kent (2008/09) the all crime figure for Kent was 120,917 – a decrease from the previous year (07/08) of 131,101. The Kent Police Annual Report (07/08) showed that 28.9% of these offences were brought to justice and 27.5% of offences resulted in a sanction detention.

3.12 There are 10 Magistrates Courts and 2 Crown Courts in Kent. The court sentences the offender after considering all the relevant information. This can include pre-sentence reports and other specialist reports or mitigation by the defence. A range of discharges and sentences are available, and the sentence will depend on the type of court and the seriousness of the offence.

These options include:
- discharge - this happens when, having considered the character of the offender and the nature and circumstances of the crime, the court decides that punishment would not be appropriate; a discharge can be ‘absolute’ (which means it doesn’t have conditions), or ‘conditional’ (on not committing another offence)
- monetary - for example, fines, compensation orders and confiscation orders
- community sentence - made up of a combination of 12 possible requirements
- suspended custodial sentence with conditions. A breach of these may result in custody.
- custody - a prison sentence

3.13 Latest statistics from the Ministry of Justice (Figure J) show that 30% of defendants who committed crimes in Kent were proceeded against through the court system – with 84.5% of those proceeded against being sentenced. With ever rising prison populations, issues of overcrowding and a move towards restorative justice, alternatives to custodial sentences such as community payback schemes are increasing in popularity. Therefore only a relatively small proportion of offences actually result in a custodial sentence – only 7.14% in Kent (England average was 6.8%). Imprisonment is the most severe penalty that is available to the courts - it is generally only available for the more serious offences. Additionally, each offence has a maximum prison term, which is usually set out by an Act of Parliament. There are mandatory minimum sentences for serious repeat offenders (meaning that they can’t be sentenced to less than a specified amount of time in prison). Any time an offender has spent in custody before their trial usually counts as time towards their sentence. The average custodial sentence length in Kent was 17.3 months (England average = 15.2 months).

KEY INSIGHT: Only a small proportion of those committing an offence go onto a custodial sentence (7.14%). Support for reducing reoffending begins with those discharged with other sentencing options e.g. community sentences.

3.2 Alternatives To Custodial Sentences

3.21 Figure J demonstrates that 93% of the sentences in Kent do not actually result in the offender going into custody. Less serious offences will be dealt with fines (67%) and other disposals (10.38%). There is a national trend towards favouring restorative and community justice schemes. The government has launched the “Justice Seen, Justice Done” campaign that supports high visibility community payback projects. Last year 55,000 projects were completed nationally – with 6 million hours of unpaid work undertaken with a value of £34.5 million. In 2007 in Kent 12.3% (4174) of all sentences were Community Sentences.

3.22 Community sentences have two important functions:
- they punish offenders for their crimes - e.g with hard work under community payback; with loss of free time through supervision or curfews
- they play a role in stopping offenders committing more crimes by identifying why a person commits crimes and providing programmes and treatments to stop it happening again in addition, for community payback, they benefit society by making offenders do hard work in the community for no pay, to 'pay back' for the damage they have caused
Community sentences are able to both punish and reform offenders because they have 12 possible requirements. The judge or magistrates choose a combination of requirements for each offender which is intended to punish them and give them an opportunity to change.

The 12 elements are:
- Unpaid Work - anything between 40 and 300 hours of 'Community Payback', for the benefit of the community
- a compulsory activity - such as attending a drug centre, or completing an education or basic skills course
- a programme to address particular behaviour - such as violence, drug or alcohol abuse, domestic violence or drink-driving
- a prohibited activity - a ban on an activity such as going to a pub or attending a football match
- a curfew - monitored by an electronic tag
- exclusion - a ban from entering a particular place for up to two years
- residence - having to live at a specified place, such as a probation hostel or private address
- mental health treatment
- drug rehabilitation
- alcohol treatment
- supervision - attending regular appointments with a probation officer to work on changing attitudes and behaviour
- going to an Attendance Centre - where 18-24-year-olds can address their offending behaviour

3.23 Community Cashback is a new scheme in England and Wales which gives local people a say in how £4million of recovered criminal assets (for example confiscated cash or property) should be spent in their communities. Communities are also been given a say in 54 Neighbourhood Crime & Justice Pioneer Areas (of which Thanet is included) with the public able to vote at direct.gov on which of 5 schemes they wanted carried out by offenders on Community Payback. 51% of the Thanet community voted for an extensive deep clean to remove the litter, fly tipping and graffiti at St Peter’s Church and around Broadstairs. There are many older people in this area and its current state of neglect has lead to a fear of crime.


<table>
<thead>
<tr>
<th>OFFENCE</th>
<th>CHARGE</th>
<th>SENTENCE</th>
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<tbody>
<tr>
<td>131,269 recorded crimes in Kent</td>
<td>40,118 (30.56%) defendants are proceeded against (national average is 35.01%)</td>
<td>33,900 are sentenced (84.5% of those proceeded against are sentenced)</td>
</tr>
<tr>
<td>91,151 (68.44%) are not proceeded against</td>
<td>Kent Magistrates Courts: 31,783 are sentenced</td>
<td>Kent Crown Courts: 2117 are sentenced</td>
</tr>
</tbody>
</table>

**Magistrates Court**
- Immediate Custody: 1096 (3.45%)
- Community Sentence: 3952 (12.43%)
- Fine: 22,880 (71.34%)
- Suspended Sentence: 641 (2.02%)
- Other Disposals: 3414 (10.74%)

**Crown Court**
- Immediate Custody: 1325 (62.59%)
- Community Sentence: 222 (10.49%)
- Fine: 63 (2.98%)
- Suspended Sentence: 403 (19.04%)
- Other Disposals: 104 (4.91%)

**OVERALL**
- Immediate Custody: 2421 (7.14%)
- Community Sentence: 4174 (12.31%)
- Fine: 22,743 (67.09%)
- Suspended Sentence: 1044 (3.08%)
- Other Disposals: 3518 (10.38%)
3.24 However many people have not heard of community payback or know how to get involved - a poll of 1,000 people conducted by MORI in November 2008 found 74% have not heard of Community Payback in their local area, only around 5% of people know that schemes can be nominated, and the public prefer offenders to be undertaking outdoor manual work as Community Payback – their top preferences were cleaning streets (57%) and removing graffiti (44%). Kent Probation have formed a strong partnership with the Clean Kent Campaign - a county council initiative to tidy the Kent environment - as part of Community Payback, an initiative aimed at raising the profile of compulsory unpaid work and widening public ownership of projects. Clean Kent are working to continually improve partnership working with recipients of Community Payback, by working closely with District Councils to collectively identify the offenders with the most appropriate skills to work on the projects that will have most benefit to the area and community. They are pioneering mentoring projects between offenders in prison and those on community orders, whereby a long-term prisoner will pass on their knowledge and skills by supervising an offender on a community order. This is an opportunity for the prisoner to earn responsibility and improve self-esteem by passing on experience, and an opportunity to improve the skills and quality of work of the offender under the order.

KEY INSIGHT: Community sentencing and community payback can be an effective alternative to custodial sentences in Kent. What more can we do to improve the way we collectively match skills, experience and community projects to gain maximum results for all concerned?

3.25 Kent has a strong tradition of community sentencing. Kent Probation has the responsibility to rehabilitate offenders given community sentences, to enforce the conditions of their court orders and release licenses and work in conjunction with the police and other agencies to protect the public. In addition, around 1000 offenders carry out nearly 6,000 hours of unpaid work a week in Kent for the benefit of community projects. In 2007/08 there were 2025 successful completions of unpaid work in Kent (target was 1418). Kent Probation research shows that around two-thirds of all Kent’s community sentences are successfully completed.

3.26 Kent has a national reputation for excellence in this area, including receiving several accolades:

- In 2007, Community Payback work with the Forestry Commission at Bedgebury National Pinetum and Forest near Lamberhurst, won the Offenders and Nature category in the Howard League for Penal Reform’s Community Programmes award 2007. The award was made in recognition of the reparative work benefiting the public and the skills given to offenders.
- In 2008 a Kent magistrate won a national award for his work in helping to educate the public about sentencing and the effectiveness of community penalties. Mike Brown was presented with the Local Crime: Community Sentence Award for Excellence by the Lord Chief Justice, Lord Philips.
- In January 2009, Kent Probation’s Local Crime: Community Sentence (LCCS) team won a top national award presented by Justice Minister David Hanson for their work in helping to educate the public about sentencing and the effectiveness of community penalties. The team won the category award for development of the LCCS project and the top award for Outstanding Contribution to LCCS.
- In 2009, Kent Probation won a national Butler Trust Community Payback Environmental certificate award for their three year work on Crabble Corn Mill, Dover to restore the mill and install a hydro-electric plant – the first of its kind in the South East.
- A Medway Community Payback Supervisor for Kent Probation has been awarded a prestigious accolade in the Queen’s 2009 New Year’s Honours List. For the past 15 years, Pat Stewart has been running an innovative Community Payback project that provides much needed weekend respite for carers. The project has not only benefited this diverse group but has also helped rehabilitate offenders carrying out Community Payback.

CASE STUDY: Streetwise – A Restorative Justice Play

Streetwise is a “theatre in education” project run by Clean Kent and lead by Kent County Council and Kent Fire & Rescue Service. It uses a restorative justice play, performed by a team of actors and offenders, as part of their unpaid community work, to explore the motivations and consequences of a crime. It targets Year 8 and 9 pupils (Key Stage 3, 12-14 years of age) in priority areas known to be hotspots for youth offending. Its dual purpose is both preventative education for young people and an opportunity for offenders to raise their empathy/awareness of victim issues. Streetwise has delivered 124 performances, in 47 schools for 7840 pupils during 2007-08.

Source: Clean Kent Website Teaching Resource
3.3 In Custody – Profile of Prisoner Population

3.31 The prison population has continually expanded over recent years. The Prison Reform Trust Bromley Briefing (2009) states that on 12 June 2009, the prison population in England and Wales was 83,001. Projections by the Ministry of Justice predict that this could rise as high as 85,600 by the end of 2009/10 and to 94,500 by end 2014/15. The year on year increase is a trend that is reflected in Kent (Figure K) – in July-September 2007 the prison population in Kent was 3943, but January-March 2009 this had risen to 4189 – an increase of 5.9%. By May 2009 the figure was 4468. This looks set to increase further over the next year with new accommodation wings built at HMPYOI Rochester increasing the roll by 300 places earlier this year. Further expansion is planned at HMP Swaleside, increasing its capacity by 312 placed by early 2010 and HMP Elmley will increase by a further 290 places by May 2010.

3.32 A rising prison population has implications for the services that support the offenders whilst in custody, but also for those that manage the spectrum of services that offenders may access on release. It will be important to establish whether this additional prison population is from Kent originally and whether this is where additional offenders will be released. It may be that the national trend for overcrowding and longer custodial sentences means that Kent's prisons are logistically best placed to take offenders from a range of locations, especially from London and the South East. This question will be further explored in Section 4: Release and Resettlement.


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Average Prison Population in Kent
(2007 to 2009)

Quarter

Average Number of Prisoners

Jul - Sept 07 Oct - Dec 07 Jan - Mar 08 Apr - Jun 08 Jul - Sept 08 Oct - Dec 08 Jan - Mar 09
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3.33 The Kent prison population is as diverse as the 10 institutions contributing to it. Kent covers every prisoner category (except Category A) so Kent prisoners can be anything from 15-80 years of age, represent over 53 nationalities, include both genders and a wide range of sentences from less than a week to indeterminate sentences (99 years). They span the spectrum from failed asylum seekers to benefit fraud to sex offences and murder – there are over 125 different classifications of offences used. It is impossible to describe the total population as a single entity given this diversity. Prison populations are ever changing and transient due to continual transfers, court appearances and discharges – prisons such as HMP Elmley have up to 60 prisoners passing through Reception on any given day. Consequently it is enormously difficult for any prison to give more than a snapshot in time of their total population. Each of the prison establishments we visited during the course of the research for this report provided their latest snapshot of population data. Where this was not possible, the latest population breakdown from HM Inspectorate Reports was used. To best reflect the diversity of the populations in each of the establishments in Kent, Appendix 1 breaks down the figures per prison.

KEY INSIGHT: Kent has one of the most diverse prison populations in the country – not only do we have the greatest number of institutions – they cover every category of prisoner, with the exception of the most serious (Category A).
3.34 HMP Blantyre House – Summary of Prison Population

- Total Population May 2009 = 116
- Takes prisoners from the age of 21 upwards. The majority of prisoners are younger than 50 years of age. Most (33%) are in the 30-39 age bracket. 22% are 21-29 and 25% are 40-49. Only 1 prisoner was older than 70 years of age.
- All prisoners are from the UK. 58% are White British. 21% are Black or Black British – of these all are Black Caribbean. 11.76% are mixed race.
- 8 different religious denominations are represented at HMP Blantyre House. 34% are Church of England and 19% Roman Catholic. Other significant religious groups include 11% Muslim and 5% Buddhist. 24% stated no religion.
- HMP Blantyre House is a resettlement prison and by its nature takes those who have served long sentences and are now at the final stage of that journey onto release. No prisoner has served a sentence less than 4 years. 39% have sentenced of 4-10 years. Most are serving 10 years or over (not life) – 43%. 18% are lifeers. The programme at the prison is tailored to those who spend a significant amount of time at the end of their sentence preparing for resettlement – 54.6% stay for 2-4 years and 44.5% stay for 1-2 years. Prisoners who come to HMP Blantyre House are deemed low risk for escape attempts or to the public, and have spent significant time in programmes in other prisons. 45% of the population are in custody for drug offences. 29% were for violence against the person. 13% were for robbery.
- HMP Blantyre House takes referrals from all over the South East region, so not all prisoners are Kent residents. 50% have a home address of between 50-100 miles of the prison. However, 48% gave a home address of within 50 miles of the prison. This could potentially be misleading as home address is the last place the prisoner lived before entering custody, which could be a relative or friend’s house the night before entering prison.

3.35 HMP Canterbury – Summary of Prison Population

- Total Population May 2009 = 307
- HMP Canterbury takes Foreign National prisons from the age of 21 onwards. Most prisoners are under 40 – 37% are 21-29 and 41% 30-39 years. 17% are 40-49. Only 1% are 60 years or older.
- HMP Canterbury has a population of 94% Foreign National and 6% British. Only 3% are White British and 18% are Other White. The majority of prisoners are Black African (26%). Other significant ethnicity groups represented include Other Asian (15%), Black Caribbean (11%) and Indian (5%).
- Most sentences served at HMP Canterbury are short term – almost all are less than 4 years. There are no Foreign Nationals serving sentences over 10 years. Most are serving sentences of 12 months to less than 2 years – 39%. 20% are sentenced to 6-12 months and 29% sentenced to 2-4 years. Only 6% serve a sentence of less than 6 months. Despite these sentences most Foreign Nationals will soon be transferred or deported – 30% stay less than a month, 38% stay 1-3 months and 12% stay 3-6 months. Only 19% stay longer than 6 months giving a very transient and ever changing population.
- 100% of the prisoners are sentenced. 4% are detainees with single power status and 46% detainees with dual power status.
- The prisoners at HMP Canterbury are in for a variety of offences. The most common is fraud and forgery (52%) and drugs offences (26%). 3% are for violence against the person, 3% for robbery and 3% theft and handling. 12% are in for other offences.
- 52% of prisoners gave a home address on reception of between 50-100 miles of the prison, and 4% within 50 miles. This is the last registered address given the night before entering prison which could be temporary accommodation so does not necessarily mean they are from the Kent area. 17% come from over 100 miles away and 6% from overseas. Anecdotal evidence from the Prison Service indicates that only a very insignificant percentage go on to resettle in Kent on release.
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3.36 HMYOI Cookham Wood – Summary of Prison Population

- Total Population July 2009 = 85
- Cookham Wood only holds young offenders between the ages of 15 and 18.
- The majority of young offenders (60%) are White British. 33% of the population are Black and Ethnic minority offenders and 7% are described as White Other.
- There are 6 different religions represented inside Cookham Wood with 24.7% Roman Catholics, 11.8% Muslim, and 15.3% Church of England. There were also 44.7% who identified themselves as having no religion.
Although Cookham Wood does hold some young offenders serving longer sentences, most offenders are serving shorter sentences. 18.6% of young offenders are serving less than 6 months, 20.3% have 6-12 months, 32.2% have 1-2 years, 11.9% have 2-3 years, 10.2% have 3-4 years, 3.4% have 4-10 years and 3.4% are serving life sentences.

The majority of young offenders (50.6%) are being held on a Detention Training Order. This requires them to have a custodial sentence which includes mandatory education or training. 21.2% young offenders are remanded to a magistrate court under section 1 and there are 2 young offenders on indeterminate sentence for public protection (2.4%).

The majority of young offenders have Kent addresses listed as home area on reception (48.3%). The second highest number of young offenders by home area on reception is London with 32.2%.

Young offenders are held at Cookham Wood for a wide range of offences but the offence with the highest percentage is robbery with 20 offenders (23.5%).

3.37 Dover Immigration Removal Centre – Summary of Detainee Population

- Total Population May 2009 = 309
- The majority of detainees (appellant and failed asylum seekers) are less than 40 years old. Most are 30-39 (45.3%), 31.8% are 22-29. Dover IRC also takes detainees from 18-21 – this makes up 4.5% of the prison population. Only 2.3% are over 50.
- Dover IRC by its nature of dealing with asylum seekers has a very diverse population. 53 nationalities are represented there. The most significant populations are Jamaican (10.61%), Nigerian (9.97%), Chinese (9%), Algerian (6.75%) and Somali (5.14%).
- A variety of religious beliefs are represented at the centre. The majority of prisoners are Muslim (36%), 34.1% are Other Christian Religion. 9.3% are Buddhist and 9% unknown. The high Jamaica population tallies with 1.3% Rastafarians.
- Most sentences at Dover IRC are short term – weeks and months rather than years. The majority of detentions last 1-2 months (21.22%). 20.26% last 2-4 months. 9.65% only last less than a week. 4.5% last longer than 10 months – the longest recorded stay is 529 days. Of the detainees that departed in the last three months prior to the inspection 268 were removed and 255 transferred. Only 62 were released on temporary admission/release. The detainees’ last location before Dover IRC is not available.

3.38 HMP East Sutton Park – Summary of Prison Population

- Total Population May 2009 = 91
- There were 89 female adults (92.5%) and 8 female young offenders (8.3%) at the time of the 2006 inspection. 5 young people were 18-20 and 3 were 21. 28% of the adults were 21-29 years. 27% were 30-39 and 21% 40-49. 13.4% were 50-59 and 3.1% were 60 or older. The maximum age was 61.
- 85% of the adult prisoners were British, 7% were Foreign Nationals. 87.5% of the young offenders were British and 12.5% Foreign Nationals. 41.2% of adult prisoners were White British and 10.3% Other White. 13.4% of adult prisoners were Black Caribbean and 11.3% Black African. 62.5% of young offenders were White British or Other White. 25% of young offenders were Black Caribbean and 12.5% Black African.
- As a resettlement prison HMP East Sutton Park deals with those who are serving long custodial sentences and have been transferred to serve the remainder of their sentence prior to release, to focus on resettlement. The majority of prisoners are serving 4-10 year sentences. 20.7% are serving sentences of 10 years and over and 6.2% are lifers. Prisoners stay as long as it takes to meet their resettlement needs – this can be from less than one month (19.6% adult prisoners) to 2-4 years (12.4% adult prisoners). Most (25.8%) stay 1-2 years.
- The majority of offences represented at HMP East Sutton Park are drugs offences (55.7% adult prisoners). Violence against the person makes up 17.6% of all adult prisoner offences. Smaller proportions of offences include theft & handling (6.2%), robbery (5.2%) and fraud & forgery (3.1%). Most young people are in for drug offences.
- Most prisoners are local – 67% have a home reception area of less than 50 miles away, and 21% live within 50-100 miles. The home address is the last place the prisoner lived before entering custody, which could be a relative or friend’s house.

3.39 HMP Maidstone – Summary of Prison Population

- Total Population May 2009 = 581
- HMP Maidstone has a broad age spectrum but the majority of the prisoners (30%) are in the 25-34 age bracket. The number of 20-34 year olds has increased from last year.
- HMP Maidstone has a very diverse population as 30% of the prisoner population are foreign nationals. 53.13% are White British and 14.72% are White Other. Of the Black & Minority Ethnic population, 9.3% are Black African and 9.13% Black Caribbean – these are the two main groups. Other significant populations are Asian Other (3.55%) and Black Other (3.21%).
• 29 Nationalities are represented at HMP Maidstone. The majority of prisoners are from the UK (54.94%). Those of Eastern European origin make up 10.99% of the prison population, representing 15 different countries – most are Albanian. Other significant nationalities include Jamaican (6.93%) and Nigerian (2.87%).

• 19 religions are represented at HMP Maidstone. 34% of the prison population are Church of England and 14% Roman Catholic. 12% are Muslim. 19% state no religion. Rastafarianism represents 1.5%, which may correlate with the strong Jamaican population.

• Most sentences at HMP Maidstone are of years rather than months which reflect the serious nature of the offences committed. 70% of the prison population are there for sexual offences. Drug related offences account for most foreign national prisoner sentences. 56.83% of prisoners have a sentence of 4-10 years – the majority of cases. 11.13% are serving sentences for 10 years and over, and 6.07% for life sentences. 5.90% are Imprisoned for Public Protection (IPP) – Maidstone is now one of the most specialist sex offender prisons nationally and takes referrals from all over the country.

• No official breakdown available. Anecdotal evidence from interviews during the prison visit indicates 70% of the prison population are there for sexual offences. Drug related offences account for most foreign national prisoner sentences.

3.3.10 HMYOI Rochester – Summary of Prison Population

• Total Population July 2009 = 675
• Rochester only holds young offenders between the ages of 18 and 21.
• Rochester has a diverse population as 46.7% of the prison population are White British, and 53.3% Black and Ethnic Minority. Of the Black and Ethnic Minority population, 14.4% are Black Caribbean and 12.1% Black African- these are the two main groups.
• 20 different religious denominations are represented at Rochester. The most significant representations are 22% Church of England, 22.2% Muslim, and 22% Roman Catholic. There are also 25.5% who class themselves as having no religion.

• Length of sentence varies widely for prisoners in Rochester with a mixture of short and long term sentences. 6.2% of prisoners are serving less than 6 months, 8.6% 6-12 months, 23.2% 1-2 years, 25.1% 2-3 years, 21.2% 3-4 years. 15.2% 4-10 years and 0.4% life sentence.

• 14.4% of prisoners are released into Kent addresses at the end of their sentence. The largest percentage of prisoners is released to London with 41.9%. In comparison, only 14.4% have a release address in Kent.

3.3.11 HMP Sheppey Cluster (Elmley, Swaleside and Standford Hill) – Summary of Prison Population

HMP Elmley

• Total Population June 2009 = 944
• HMP Elmley is a Category B male prison with the key function being as a training establishment, offering focussed and timely interventions to prisoners in order to reduce crime.
• The majority of prisoners are between 18 and 26 (36%).
• In Elmley there have been up to 27 different languages spoken.
• The majority of offenders in Elmley are white (65.3% sentenced and 16.4% on remand). There are 6.6% black prisoners on sentence and 3.7% on remand.
• The majority of offenders in Elmley are serving less than 1 year. There are 93 lifers (10%).
• 16% of prisoners are originally from London
• High proportion of foreign nationals (23%)

HMP Standford Hill

• Total Population June 2009 = 478
• HMP Standford Hill is a Category D prison holding prisoners serving any sentence with a maximum of 5 years to release and a maximum of 2 years to parole eligibility date.
• Prisoners with more than 18 months left to serve when they arrive at HMP Standford Hill are eligible for community and work placements outside the prison.
• High proportion of foreign nationals (22%)
• In 2007, 32% were under 30 years of age, and 62% were under 40. Approximately 6.5% of prisoners were over 60.
• The majority of prisoners (from 2007 statistics) are white (69%) compared to 21% black prisoners.
• 38% of prisoners are originally from London
• Prisoners are serving a variety in length of sentences in Standford Hill. The highest numbers of prisoners are serving under 1 year (96 prisoners or 20.1%).

HMP Swaleside

• Total Population June 2009 = 826
• In 2007, 36.3% were under 30 years of age and 63% were under 40. Approximately 3% of prisoners were over 60 years of age.
• 58.6% of the offender population are white compared to 26.4% who are black.
• The majority of prisoners at HMP Swaleside are serving a long term sentence and this is reflected in the breakdown of length of sentence where 658 prisoners (79.7%) are serving life sentences.
• 36% of prisoners are originally from London
• High proportion of foreign nationals (18%).

3.4 In Custody – Quality of Life Success Factors

3.41 Custodial sentences are designed to be a punishment and deterrent to serious crimes. However prisons are also the first step of a journey towards rehabilitation, change in behaviour and eventually release. If the time spent in prison is to be productive and cost effective to the tax payer, then it must also contribute towards the desired outcome of preventing that individual from re-entering a world of offending. Almost everyone we spoke to during the research for this report was of the opinion that time, money and services invested in prisoners in custody that may equip them with the life skills to create a successful future on release are well invested if they are effective. There are many critical success factors that help to improve the quality of life for those in custody and increase the chances of successful resettlement. For the purposes of this report we have focused on those in “Inside and Out” (2005):

- Mental & physical health support & advocacy
- Education & training programmes
- Offending behaviour programmes
- Family support services
- Drug and alcohol addiction services
- Purposeful activities e.g. library service
- Access to charitable and voluntary services
- Resettlement advice & support (including housing and financial advice)

3.42 Mental & physical health support and advocacy

Mental health is a significant issue for prisons. It is estimated that 90% of prisoners have a mental health problem with 70% affected by 2 or more disorders Prison can make existing problems worse and cause the onset of new ones. Self harm and suicide can also be an issue – in a six month period around 1 in 40 men and 1 in 10 female prisoners self harm and the suicide rate in prison is approximately 7 times higher than in the general population. Continuity of care is important for those already diagnosed and receiving treatment for mental health disorders, and effective screening on reception into prison is vital for identifying unidentified or underlying issues that may benefit from further support in custody. Although prisoners are entitled to the same standard for NHS treatment as any individual, charitable support and advocacy can be another form of practical and emotional support. If a prisoner has access to mental health advocacy whilst in custody they may get faster and more responsive treatment, feel calmer and more empowered and gain more appropriate sentencing. Effective mental health screening and treatment can help with underlying causes of offending behaviour, reduce personal distress and make it easier for prisoners to benefit from rehabilitative programmes if given the proper support. Addressing physical health needs is vital for maintaining physical and emotional wellbeing.

3.43 Education and training programmes

The Offenders Learning & Skills Service (OLASS) went live in July 2006. It saw the establishment of new contracts between the Learning & Skills Council and a series of lead providers – the new OLASS round of contracts is due to begin in August 2009. OLASS brings existing services together and focuses on the needs of a specific group of learners to boost skills for life (literacy, language, numeracy and basic IT) and skills for work. OLASS should apply as soon as an individual comes into contact with the Criminal Justice System and continue learning beyond release. Education and Training programmes help increase skills for learning (and on release in the workplace). Nationally more than a half of prisoners have literacy and numeracy skills at or below the expected level for an 11 year old. They also increase the chance of gaining employment or work experience placements. Stable employment can improve the individual’s financial situation and give them a better chance of securing permanent accommodation. HMP Sheppey Cluster estimate that their employment/training programmes help to reduce reoffending by up to a third. Those who don’t take part in such programmes are 3 times more likely to be reconvicted. Many factors complicate access to education and training programmes within prisons, such as continual transfers, short sentences and lack of continuity in courses on offer due to changes with provider contracts. All sentenced prisoners are expected to work while in prison (e.g. to maintain and service the prison) and the transferable skills (e.g. peer support, team work, leadership skills) and any qualifications gained by this can be a vital addition to a CV when seeking employment following release. Education opportunities can increase confidence, motivation and experience and encourages prisoners to learn positively from one another.
3.44 Offending behaviour programmes
In recent years there has been significant investment in offending behaviour programmes. These aim to help prisoners examine the effects of their behaviour and develop new ways of coping. Most are based on cognitive behavioural therapy. Specific programmes target repeat offenders, sex offenders, violent offenders, offenders whose crime involved anger, offences where alcohol or drugs were involved and those who need to improve reasoning and problem solving skills in order to avoid a return to crime. The provision, availability and effectiveness of these programmes varies per prison. However offender behaviour programmes can reduce re-offending by helping to improve empathy/remorse for victims, increase motivation to address practical and behavioural problems, create better coping skills for dealing with difficult situations and more constructive handling of strong emotions.

3.45 Family support services
A custodial sentence has an impact on the whole family that may also need advice and support. Public sector agencies spend around £4,800 on services per family of a prisoner convicted for a 6 month period. Although prison population figures are increasing, prison visits are declining (family visits down 40% in 4 years) – close to half of prisoners (45%) lose contact with family while inside – compounded by many being held miles from their home or continually transferred. It is estimated that 150,000 children have a parent in prison and 7% of children experience the imprisonment of their father whilst at school. Research shows that maintaining family ties reduces reoffending rates considerably – those breaking family ties are 6 times more likely to reoffend. Services that support prisoner families can improve the coping skills for prisoner’s partners and their children and maintenance of family ties helps to reduce loneliness and isolation. There is emerging evidence that a financial investment in family support services and maintaining high quality visitor contact whilst in prison can promote family cohesion and reduce offending behaviour. By increasing visitor rates and visiting facilities the chances of the offender gaining employment and suitable accommodation on release are higher and a more stable home environment and family relationship can build a platform for other positive interventions. Visitor centres can play an important role in maintaining family ties and reducing reoffending. New Philanthropy Capital’s research indicates that the average prison visitor’s centre costs a little over £40,000 per annum. A conservative estimate is that 26% of prisoners within a prison will lose family contact – if the average reoffender costs the taxpayer £111,300 then if just one prisoner was deterred from reoffending by the visitor centre maintaining his family relationships then the £40,000 investment would be worthwhile. If just 1% of those 26% could be helped then this represents a net return on the investment of 1454%.

3.46 Drug and alcohol addiction services
Many prisoners may have a history of drug or alcohol misuse and may have even turned to crime to feed their addictions. In the year prior to imprisonment it is estimated 73% will have used illegal drugs and 66% of male prisoners admit to hazardous drinking. There is also a strong correlation between addiction and mental illness. Addressing drug and alcohol addictions can increase public safety and improve the lives of prisoners and their families. Treatment during custody can introduce individuals to treatments that can be maintained on release so their learning and recovery can continue in the community – it can be the crucial opportunity to break the cycle of crime and offending. Those attending treatment programmes have less frequent relapses and increased self-awareness and coping skills. Treatment programmes are carefully commissioned and tailored to meet the needs of offenders within a particular establishment, however some have poorer chances of accessing or completing treatments such as remand and short-term prisoners. Programmes include clinical detoxification and psychological help such as the CARAT service (Counselling, Assessment, Referral, Advice and Throughcare) which provides general, low intensity support, to more intensive programmes. Most of the services available focus on drug addiction (which is where the majority of national funding lies) – alcohol support is not as widely available but is becoming more significant as health services take a more preventative public health focus on alcohol abuse.

3.47 Purposeful activities
Access to purposeful activities in prison is essential in promoting wellbeing. Services such as the Prison Library Service offer a link to maintaining learning, but also to reading for pleasure which can be a pastime started in prison but maintained for life once released. Many prisons offer opportunities to perform mundane tasks for small financial incentives, which give purpose, structure, responsibility and reward. It can also be a means of keeping connected with everyday life skills such as catering in the kitchens. Many prisons offer a range of opportunities for activities like football, gardening or a gymnasium which helps to maintain physical wellbeing, but also promotes emotional wellbeing and social interaction. Correspondence is a lifeline for many prisoners and helps them to stay connected and maintain links with family and friends which are vital in reducing reoffending on release. Arts programmes can be effective creative outlets for exploring emotions that are difficult to verbalise, and complement structured vocational and training courses.
3.48 Voluntary and charitable services
The Voluntary & Community Sector plays a unique role in prison life, complementing statutory services with a wide range of varied support. Charitable organisations such as St Giles Trust, Action for Prisoners Families and Prison Reform Trust provide advocacy, lobbying and leadership on the issues affecting the wellbeing of prisoners and their families. Other providers may provide more practical support like Shelter providing housing advice, Samaritans offering listening services and emotional support or Citizens Advice Bureau giving financial, debt and benefits advice. Opportunities for prisoners to get involved in voluntary work and active citizenship can transform the outlooks for individuals and has benefits for wider society. The Faith Sector is part of the fabric of prison life and the chaplaincy services of all denominations can provide invaluable emotional and spiritual guidance and support.

3.49 Resettlement advice and support
Resettlement advice and support should help prisoners to make plans to prepare them for release and hopefully to access suitable accommodation, employment and training. Housing advice is crucial as one in three prisoners are not in permanent accommodation prior to imprisonment and as many as 1 in 20 sleeps rough. A permanent home is 3 times more likely to increase chances of finding work and 25% more likely to not reoffend. It also makes it easier to access public services such as primary healthcare. A prison sentence may leave an offender in a less stable situation on release than before conviction. Advice on the range of housing options available may help improve practical and coping skills and reduce anxiety about the transition ahead. Many prisoners will need support from external agencies and peer support to find suitable accommodation due to the lack of internet access and limited access to phone and post. 1 in 5 prisoners are in debt and many will need financial and benefits advice whilst in custody. Prisoners who have access to debt, benefits and financial advice will have increased financial security for themselves and their families and may be more likely to maintain a tenancy or keep up with debt payments on release. Financial skills are also vital for accessing accommodation and employment.

3.5 In Custody – Service Provision Mapping
3.51 A myriad of interrelated services operate in each of the prison establishments in Kent to support the prison population. As you would expect as each individual establishment has such different characteristics and population, the prisoner need varies greatly as do the services. This is an area where one size more certainly does not fit all. Although some statutory services are provided countywide – most are created through carefully crafted and complex commissioning arrangements by each individual establishment to reflect the ever changing and diverse, inter-related needs of prisoners. It is extremely difficult to establish what services are available as the prison population is such a transient group, contracts are renewed or retendered on different timescales, services evolve and adapt over time and funding streams ebb and flow. Third Sector provision is by its very nature diverse and with limited funding life cycles. Many of those we interviewed for this report were unable to articulate the complex relationship between their own specific service and others provided within the establishment, let alone give a flavour of how this fits together countywide. Multi-agency partnerships provide one way of linking up diverse services but more often than not we found that how effective the connections were are dependent on the tenacity, passion and commitment of individual staff.

3.52 Given this complexity it is near impossible to “map” how all the services relating to those in custody fit together. To deal with this issue we have taken each of the critical success factors in Section 3.4 and set out the countywide services and the services available in each establishment. The information in this section and Appendix 2 gives an opportunity to reflect the diversity of the services available in prisons in Kent. The information is based on the current situation as of July 2009 based on visits to the prisons, data from HMPS and interviews with public sector staff on specific services. For prisons we were unable to access during the research period, information is based on the latest HMPS Inspectorate Reports and Independent Monitoring Board Reports. To directly compare the services available in each prison establishment Sections 3.6-3.13 show services by quality of life success factor. It is important to note that each prison has built up a tailored suite of services that respond to the specific needs of the prisoners for that establishment. Not all services will be suitable for every prison – there is no “one size fits all” for a diverse prison population like Kent’s. This information therefore does not indicate a value judgement on quality or performance of services – it simply brings all the information together in one place for the first time.

KEY INSIGHT: Examining the cost, quality or performance of services, and their inter-related relationships is a significant piece of work requiring more in-depth research and is beyond the remit of this report.
3.6 Mental & physical health support & advocacy

3.61 In April 2003, Local Primary Care NHS Trusts (PCTs) took over the commissioning responsibility for prison healthcare services, which had historically been the duty of the Prison Service. The prison estate in Kent spans the boundaries of three PCTs: West Kent PCT (HMP Maidstone, HMP East Sutton Park & HMP Blantyre House), Medway PCT (HMP Cookham Wood and HMP Rochester) and Eastern & Coastal Kent PCT (HMP Sheppey Cluster, HMP Canterbury and Dover IRC). The PCTs are responsible for assessing the health needs in their area, commissioning services, and ensuring that these are accessible to everyone who needs them. The principle is that there should be equity of service between community and prison based Mental Health Services – i.e. access, quality, treatment and interventions offered. The Mental Health Needs Assessment Across Kent and Medway Prison Estate (2007) identified prisoner needs and gaps in provision, and outlined recommendations for improvement.

3.62 The assessment indicated that:

- More than 1 in 3 offenders have a perceived physical or mental health condition in Kent
- Approximately 1 in 6 offenders have a psychiatric problem, although only 1 in 16 have a significant psychiatric problem.
- The PDSQ total score (that provides an index of aggregate levels of psychiatric symptoms) on a sample of Kent’s prisoner population saw that 58.3% had PDSQ total scores in the Low range, 34.1% in the Average range, and 6.1% in the High range.
- Contact with mental health services in prison was reported by 11% of those with Low total PDSQ scores, almost a third of those with scores in the Average range, and over half of those with scores in the High range.
- There were higher levels of psychiatric morbidity within the prison population than would be found in a community sample - 59% reporting at symptoms at or above the threshold for at least one disorder (rising to 77% when drug/alcohol dependence is included). 21.4% reported two or more disorders and a third reported three or more disorders.
- A number of those with limited intellectual functioning reported unmet need in areas as basic as access to food and the ability to manage their own self-care. Unmet needs in areas such as work and basic education may be missed opportunities for the development of skills which contribute to reducing the risk of future re-offending.
- 8% of the participants in a closed female establishment expressed the view that they presented a risk of sexual offending; there is currently no accredited sex offender treatment programme for women in the prison system in England and Wales, although this is in development.
- A small number of participants identified themselves as at risk of acts of firesetting - another area for which no treatment programme currently exists.
- Mentally unwell prisoners are often socially excluded and experience health and social inequalities whilst in custody.
- Substance abuse is often coupled with mental health problems. There is a considerable body of evidence which indicates high rates of alcohol and drug dependence in prison populations.

3.63 The assessment also indicated that access to the most appropriate treatment is vital for offender wellbeing and for successful rehabilitation on release. The impact of the prison environment on well-being is notable – the range of issues experienced by prisoners – such as stress, difficulty coping, and behavioural difficulties may adversely affect mental health. There are a number of prisoners who appear to have mental health symptoms which would warrant assessment and treatment at primary care level. Apart from GP services, there almost no primary care mental health provision within the Kent and Medway area prison estate at the time of the assessment (2007). For those offenders who have needs that are broadly consistent with the “intermediate treatment” group, current community provision may also be inadequate on release. For those who have short sentences, mental health problems which remain untreated because of a waiting list for mental health interventions equivalent to that in the community may also impact on the level of need for mental health services within the community to which these prisoners will eventually return.

3.64 The Mental Health Needs Assessment indicated a number of recommendations for improvement:

- Further mental health screening post reception – current reception screening may not be identifying those with psychiatric disorders who have specific mental health difficulties which require assessment and/or treatment and may fail to identify those with more severe mental illness, and those with intellectual disability.
- Information should be better collated between all services providing mental health care at all levels to better understand current provision
- The provision of designated, structured primary care mental health services is essential if the treatment needs of those with a range of psychiatric disorders are to be met. Consideration should also be given to piloting and evaluating the use of community programmes in prison settings.
There is a clear need for a range of mental health staff with expertise in the area of intellectual disability. There is currently no service analogous to the teams for people with learning disability in the community. Counselling services within the area prisons needs to be integrated with other mental health services in order to avoid overlap in provision and/or the potential for specific psychiatric disorders to be overlooked. Services need to be provided in accessible ways which minimise the potential for stigmatisation for the user. The need for communication/liaison pathways between mental health services and other agencies, including departments within the prison service itself is essential – for example, education, offending behaviour programmes, and drug and alcohol treatment programmes. Prison staff should have access to good quality training in working with people with mental health problems, intellectual disability and personality disorder, to enable them to recognise these conditions and to support those who have them, as well as to enable them to manage such prisoners within the prison environment. Prison staff need to be able to discuss with mental health practitioners those prisoners they have identified who may need further assessment, or to consult about the management and support of those who are already known to mental health services.

3.65 The Kent Forensic Mental Health Service currently provides assessment and treatment for adult mentally disordered offenders in East and West Kent. The service provides 60 inpatient beds within conditions of medium security and also operates a Prison In-reach Service to Kent prisons. The inpatient facility provides assessment and treatment beds for both males and females, ranging in clinical areas from acute/intensive care facilities through to pre-discharge beds. Referrals to the service are made by local secondary mental health teams, Crown and Magistrate courts, prison establishments, the Probation Service and high secure hospitals. Young Offenders are dealt with by CAMHS (Child and Adolescent Health Services which work closely with the Youth Offending Institutions at HMPYOI Cookham Wood and HMPYOI Rochester and the Youth Offending Service. The Corporate Performance Assessment in 2008 showed that there were 100% of on-target Youth Offending Service referral times to Child and Adolescent Mental Health.

3.66 As a result of the Mental Health Needs Assessment, the need to improve mental health services within the prison estate was noted. The PCTs are now in the process of prioritising aspects of the service that are key to patient safety and will introduce other aspects of the service to improve offenders’ mental health, both in prison and on release, as and when resources allow.

![FIGURE L: MENTAL HEALTH SERVICES PER ESTABLISHMENT](image-url)

<table>
<thead>
<tr>
<th>Prison Establishment</th>
<th>Service Provided</th>
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<tbody>
<tr>
<td>HMP Blantyre House</td>
<td>Mental Health In Reach team provides a community care facility and counselling services. Partnerships and links to help provide prisoners with appropriate physical and mental health care include:</td>
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<td></td>
<td>In reach team</td>
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<td>Samaritans and Listeners</td>
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<td>Cruse Counselling services</td>
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<tr>
<td>HMP Canterbury</td>
<td>Secondary mental health services are provided by the prison mental health in-reach team from Kent and Medway NHS Social Care and Partnership Trust</td>
</tr>
<tr>
<td></td>
<td>Those with severe and enduring mental illness are seen by a member of the Kent-wide prison mental health in-reach team.</td>
</tr>
<tr>
<td></td>
<td>The 2007 HM Inspectorate report noted that primary mental health services were lacking and staff had not been trained to recognise signs of previous torture.</td>
</tr>
<tr>
<td>HMYOI Cookham Wood</td>
<td>HMP Cookham Wood provides two in-reach psychologists (part time) and one consultant.</td>
</tr>
<tr>
<td></td>
<td>The In Reach Team members will liaise with community YOT Health Liaison Officers, Psychiatric workers (where in place) and local CAMHS services where relevant.</td>
</tr>
<tr>
<td></td>
<td>An initial assessment of mental health needs, including risk of self harm, is made at point of admission.</td>
</tr>
<tr>
<td></td>
<td>Information received via ASSET, Post Court Reports or directly from YOT’s will inform this process, to help identify mental health requirements at an early stage.</td>
</tr>
<tr>
<td></td>
<td>Services may be both provided in-house and appropriate, referred to externally providers and services in ensuring that needs are fully met.</td>
</tr>
<tr>
<td>Dover Immigration Removal Centre</td>
<td>The GP deals with all detainees with mental health problems and refers them on to the CPN and Psychiatrist as necessary.</td>
</tr>
<tr>
<td></td>
<td>Three members of staff are registered mental health nurses</td>
</tr>
<tr>
<td></td>
<td>A survey of the sample of detainee’s medical records shows that 24% had a history of mental health problems, with 14% having self harmed.</td>
</tr>
<tr>
<td>HMP East Sutton Park</td>
<td>Freedom Course is for survivors of domestic abuse. This course is run internally by a seconded probation team. It is delivered over 6 sessions and aims to support and empower women who have been survivors of domestic abuse. It works in partnership and has links with the following agencies:</td>
</tr>
<tr>
<td></td>
<td>Counselling services</td>
</tr>
<tr>
<td></td>
<td>Mental Health In reach</td>
</tr>
<tr>
<td></td>
<td>Freedom programme for survivors of domestic violence</td>
</tr>
<tr>
<td>HMP Maidstone</td>
<td>N/A</td>
</tr>
</tbody>
</table>
3.67 Offender Health

Offenders suffer from some of the highest level of health inequalities of any group. The specific issues around mental health and addiction have been covered in this section and Section 3.10, however a wide variety of healthcare provision is provided in prison to ensure the same standard of delivery as for the rest of the community. The PCT has the responsibility for continuity of health provision within the prison environment. Meeting prisoner health care needs is part of a duty of care, a public health responsibility and an opportunity to reduce reoffending. Offenders can find accessing health services difficult, prisoners often have multiple health problems, which suggests that their needs are often greater than the general community, with resulting increased need for health services. The PCT produces Health Needs Assessments for each prison so it can commission the most appropriate services tailored to the needs of the prison population, given its expertise in world class commissioning. The PCT have the responsibility for monitoring the performance of all providers and the assessments should be reviewed every 12 months.

3.68 Once prisoners are in custody they are in effect a captive audience, which presents an ideal opportunity to provide health treatment and public health advice to address the underlying health inequalities of what can be a chaotic, transient and difficult to engage group in the community. 50% of prisoners have not had access to a GP prior to imprisonment, so this can be an opportunity to establish a relationship with health professionals which will hopefully continue into resettlement. The PCT now favour the use of community GP’s to provide a clinic in prisons, as they bring a diversity of experience from their practice out in the community and are used to treat a broad spectrum of patients and conditions. By using a doctor from a neutral, independent setting, this can help to build trust and confidence and strengthen the doctor/patient confidentiality and privacy which is important to maintain personal dignity. A variety of clinics are provided in prison, in correlation with the Health Needs Assessment. These include sexual health clinics (with treatment programmes for Hepatitis C and vaccination programmes for Hepatitis B), ICATS (chronic pain clinics), dermatology clinics, orthopaedic clinics and clinics for chronic long term conditions such as asthma, diabetes and heart conditions.

3.69 HMP Elmley and HMP Swaleside also have in-patient clinics where there are cell facilities and prison staff will accompany nursing staff for security purposes. If there is emergency treatment required this is done via external hospitals, with heavy supervision under handcuffs. In the case of resettlement (open) prisons, prisoners may access community health services. HMP Elmley is perhaps the most intensive user of health services given its diverse and transient population. There is a move towards services which bring treatment “closer to home” for the patient. In a prison environment this means medical practitioners visiting wings and providing treatment in cells. This enhances patient confidentiality and can reduce stigmatisation. It also has a more practical application by avoiding logistically difficult mass movements and holding prisoners awaiting clinics in holding rooms for long periods of time, which can be a security risk. It also avoids the risk of no-shows for appointments (for example prisoners may attend a family visit if the timing conflicts with a medical appointment). New technology such as Telemed (a diagnostic tool which can be linked via plasma screens to practitioners in the community) is intended to be installed this year, with the aim of reducing the need for intensively supervised and risk assessed, external visits to medical facilities.

3.6.10 The continuity of treatment can be an issue when prisoners are suddenly transferred, released or in the case of HMP Maidstone, HMP Canterbury and Dover IRC — deported. Once an offender leaves prison they are no longer within the remit of Offender Health and must access community health services. To combat this issue Prison Health Records are kept secure within each prison and are taken to court appearances so they can be handed to other prisons or community GPs. There has previously been no computerised health records held centrally that could be shared by prison staff and community practitioners, given the practicality of a paper based record which could stay with the offender. Those working in prison healthcare will have access to a new prison health IT system being established to ensure that a prisoner’s medical record is accessible as they move between establishments, and will provide invaluable insight into what health issues predominantly effect prisoners and thus aid commissioning intentions.

FIGURE M: OFFENDER HEALTH SERVICES PER ESTABLISHMENT
<table>
<thead>
<tr>
<th>Prison Establishment</th>
<th>Service Provided</th>
</tr>
</thead>
</table>
| **HMP Blantyre House** | - Health services were commissioned by West Kent PCT and were devolved to prison health services staff.  
- Dentist- full range of NHS treatments was available.  
- HMP Rochester provided a remote pharmacy service to Blantyre House.  
- Updated healthcare ICT system ‘vision’  
- Range of health promotion programmes including smoking cessation, sexual health, diabetes and asthma.  
- Various partners including:  
  - In reach team  
  - West Kent PCT  
  - Samaritans and Listeners  
  - South Side Prison Project  
  - Cruse Counselling services |
| **HMP Canterbury** | - Pharmacy services are provided by HMP Rochester.  
- Health services are commissioned by Eastern and Coastal Kent Primary Care Trust.  
- The dental service is commissioned by the PCT and provided by an experienced prison dentist  
- There are no in-patient facilities. Anyone requiring in-patient care is transferred to HMP Elmley.  
- Charges for medicines and related costs in September 2007: £2310.05  
- Quit smoking campaign successful: achieved a 77% success rate compared with 51% in the community at large. |
| **HMYOI Cookham Wood** | - Health services are commissioned by Medway Primary Care Trust.  
- No 24 hour health provision (7am-10pm)  
- If an offender needs 24/7 provision they go to Feltham where it is provided there.  
- A range of secondary health care services are available including: chiropodist, dentist, optician and dietician |
| **Dover Immigration Removal Centre** | - The Eastern & Coastal Kent Primary Care Trust (PCT) has responsibility for healthcare provision at Dover IRC. It has agreed to:  
  - the establishment of some onsite dental care  
  - an assessment of the IRC’s psychiatric needs (2008)  
- Medical facilities are provided with on-site nurse coverage 24hrs.  
- For 2007/8 the budget for PCT funding of £215,000 is topped up by UKBA funding to give an overall budget of £730,334.  
- Charges for medicines and related costs for 2007/08 is £44,400  
- No site optician or dentist |
| **HMP East Sutton Park** | - Health services are commissioned by West Kent Primary Care Trust.  
- Range of health promotion programmes including smoking cessation, sexual health, diabetes and asthma.  
- Various partners including:  
  - In reach team  
  - West Kent PCT  
  - Samaritans and Listeners  
  - South Side Prison Project  
  - Cruse Counselling services |
| **HMP Maidstone** | - Health services are commissioned by West Kent Primary Care Trust.  
- The local NHS authority commissions the prison to provide the healthcare service  
- No 24 hour health facility.  
- Upon release offenders can be given additional medical support by referral to GP, dentist, allocation of KDAAT if drug issues are relevant.  
- Diabetics, epileptics and those with any form of mental illness have to be stable on treatment for the last three months prior to being transferred to Maidstone.  
- Wheelchair users must be independent within their own limitations for the needs of daily living |
| **HMYOI Rochester** | - Health services are commissioned by Medway Primary Care Trust.  
- Healthcare day centre (for vulnerable prisoners requiring a more holistic healthcare environment) and 2 other healthcare centres  
- Pharmacy  
- Health care awareness programmes  
- Counselling services available |
| **Cluster Services** | - The Prison Health Partnership Board meets regularly and is attended by the three Governing Governors, the PCT Director of Public Health and other key personnel from the prisons and local health system  
- The health services for the three prisons currently run separately, in the main, targeting the specific needs of each prison’s population.  
- A social enterprise agreement exists with the gymnasium- the PCT’s fund offenders to become a qualified Health Trainer to assist with healthy living and fitness testing on-site with other prisoners and out in the community on release.  
- The gym facilities are also opened up to the community ‘out of hours’ and the Sheppey Tickers club and other special needs organisations come in and use the pool in the prison grounds.  
- Health services are commissioned by Eastern and Coastal Kent Primary Care Trust.  
- Total allocation for providing Health care is £2,815,000.  
- The Cluster provides access to dental services, on-site x-ray service and chiropody clinics  
- Smoking cessation support is available in the Cluster however success is significantly below that achieved within the community (higher prevalence of smoking amongst the prison population) |
| **HMP Elmley** | - Charges for medicines in August 2007: HMP Elmley £24, 088.91.  
- There is great demand for dental services at Elmley, particularly amongst those on drugs treatment programmes who may previously have been unaware of dental problems whilst abusing drugs, and the high content of sugar in methadone prescriptions (a sugar free alternative is now available).  
- Optician visits twice a month and sees approximately 400 patients a year.  
- Physiotherapy clinic is available once a week on referral from the doctor and sees about 20 prisoners a month.  
- Sexual Health clinics available with Hep B and Hep C vaccination and treatment programmes |
| **HMP Swaleside** | |
3.7 Education & training programmes

3.71 The Offender Learning & Skills Service (OLASS) is provided through the Learning & Skills Council (LSC). LSC commission the contracts for providing educational and training courses for all the prisons in Kent & Medway. Before this arrangement education and training was managed by prisons in-house and was dependent on the governing regime and priorities at the time. The OLASS scheme aims to provide more equitable provision across the prison estate. OLASS 2 – a three year contract with the provider A4E - has just ended in July 2009 following a period of intense tendering and interviewing stages. OLASS 3 will commence in August 2009 and will run for three years with an optional extension of up to two further years if the LSC find performance satisfactory. The OLASS 3 contract has been won by Manchester College who now deliver to all Kent prisons and are the market leaders in the field. Despite the changes in provider the aim is to provide a seamless service for offenders. Youth Offending Institutions are covered by a separate procurement unit and have a price per bed for learning and skills provision within the establishment. From this year this arrangement will also apply to all adult prisoners which will define the hours and core curriculum, the type of learning required based on need and purposeful activity targets set by LSC and the Prison Service. OLASS 3 will encourage greater sharing of information between partners when individual learning plans come into effect this year. These will provide a record of all the offenders’ education background, courses taken/completed and achievement rates and will follow them to other prisons if transferred and on release will be passed to Probation. This should provide the continuity of support needed from within prison through release and a step change in the quality of provision.

3.72 There has been an increase in offenders accessing learning nationally and this trend is reflected in the South East. The population in learning and skills (OLASS) has increase from 39,626 (Aug 07 - Apr 08) to 42234 (Aug 08 – Apr 09) – an increase of 6.5%. The Total Skills for Life enrolments have also increased by 26.1% (Aug 07 – Apr 09). 34% of the prison population in the South East accessed IT qualifications in 2008/09, reflecting the investment in an IT refresh of education IT infrastructure in prison sites across the South East in 2007. LSC South East Strategic Analysis (August 2008) found there were 9,800 adults on LSC funded learning courses in adult institutions in the South East. Almost all (93 per cent) were male and 14 per cent considered themselves to have a learning difficulty, disability or health problem. Just under half (48 per cent) of the learning aims undertaken were at Level 1, with a further 23 per cent on Level 2 and 21 per cent on Entry Level. Just over 6 out of 10 learning aims (61 per cent) were in Preparation for Life and Work, with a further 13 per cent in Information and Communication Technology.

3.73 Manchester College is the largest and most successful provider of offender learning in England. In 2008 it was awarded the contract for educational activities at Dover Immigration Removal Centre followed by a roll out of the contract to all Kent prisons in 2009. This is based on a new offender curriculum tailored to each establishment’s needs, and engages employers on joint training requirements for industries such as rail, construction, engineering, retail, leisure, waste management and hospitality. However the contract is in the early stages so there is little information available yet about its effectiveness.

3.74 Kent further education providers play a key role in offender learning and have developed specific programmes in partnership with some establishments with a focus on vocational provision and Skills For Life. The Learning and Skills Council has given KAFEC (Kent Association of FE Corporations - a partnership of Canterbury, Hadlow, Mid Kent, North West Kent, South Kent, Thanet and West Kent Colleges) responsibility to manage an OLASS discretionary fund as part of Just One Step. The fund is intended to develop appropriate provision for offenders in Kent and increase access to existing mainstream provision. The projects aim to transform the skills and employment prospects of offenders in Kent with a strong focus on employment outcomes, with employers involved in specifying the design and delivery of programmes. They ensure that training providers and colleges in Kent are better able to provide the skills offenders need to get a job. The programme is managed by the Kent Offender Learning and Skills Service (OLASS) Management to ensure funding is used to develop education and training programmes to address gaps in provision and lead to progression, that offenders’ and employer views are taken into account when planning delivery and suitable groups of beneficiaries are identified for projects from the priority groups. In 2008, the Further Education adult learner response fund for 19 + provision, gave increased funding for providing college courses within prisons.
**CASE STUDY: New Skills, New Lives**

HMP Standford Hill has been involved with the first project of its kind in the country. New Lives, New Skills is a combination of Skills for Life, vocational training and wraparound support for offenders. The Prison works closely with West Kent College to identify opportunities for prisoners to improve their literacy, numeracy and vocational skills. Every placement is linked to an appropriate NVQ giving candidates an opportunity to gain a nationally recognised qualification whilst demonstrating their competence and knowledge in that field. Local companies and providers are encouraged to work on site at HMP Standford Hill wherever possible.

**Source:** Just One Step Website

**FIGURE N: EDUCATION AND TRAINING PROGRAMMES PER ESTABLISHMENT**

<table>
<thead>
<tr>
<th>Prison Establishment</th>
<th>Service Provided</th>
</tr>
</thead>
</table>
| HMP Blantyre House                       |  • A4E had taken over responsibility for learning and skills (2008). This will change to Manchester College as of 1st August 2009  
  • The 2007/08 IMB Report reported a good range of learning and education and preparation to work programmes  
  • A wide range of vocational provision programmes including horticulture; the construction crafts of plastering and painting and decorating; ICT skills in web page design and Photoshop and ICT advanced; First Aid  
  • Appointed Person (one day first aid course); health and safety at work; preparation for work and self employment business skills.  
  • Learners achieve good standards of work and retention is good. Plastering – 100% retention and 93% achievement. Painting and decorating – 100% retention and achievement. There is good evidence of employment within the construction industry on release.  
  • Risk assessed prisoners are allowed out to do community work and attend external colleges – they have particularly good links with West Kent College  
  • Blantyre House learners attend external training providers’ courses and have gained accreditation in fork lift and driving training related to employment. Offenders have also accessed training through local colleges and training providers in a variety of vocational courses such as NVQ level 2 in Plumbing; computer networking; LGV (Larger Goods Vehicle); 360 degree and Digger training. |
| HMP Canterbury                           |  • Provider was A4E under OLASS 2. This will change to Manchester College from 1st August 2009 under OLASS 3.  
  • Covers a curriculum from basic education to level 4, with the full-time equivalent of 65 places.  
  • Large TESOL department  
  • Workshops offering qualifications and diverse work related skills with interesting developments in music composition and performance and in theatre. |
| HMYOI Cookham Wood                       |  • The education provider is CBT Education Trust  
  • In response to a poor 2008 IMB Report, the prison has increased its range of educational and vocational provision. There are now 25 hours of education and activities provided a week (legal requirement is 15 hours).  
  • 59% of young offenders are in training & education programmes (target = 80%) – based on year to date 2009 figures  
  • All young offenders are required to participate in learning and training (Detention Training Order)  
  • Young offenders chose from the seven learning pathways  
  • Target is to get 80% of offenders into education, training and employment  
  • Vocational courses focus on practical skills for employment, such as plastering, decorating and bricklaying. |
| Dover Immigration Removal Centre          |  • Educational contract is managed by Manchester College  
  • Over the course of 2008 the Education department delivered a total of 6987.5 hours of tuition.  
  • The weekly programme offered to detainees consisted of ESOL (around 50 hours per week), IT (40.5 hours), craft (34.5 hours), music (9.5 hours), relaxation (3 hours).  
  • Also has music Workshops, (in part financed by the charity, Music in Detention) a bicycle workshop and a cleaning workshop  
  • The education department covers English as a second language to level 2, CLAIT PLUS, Graphics and Web design plus a workshop which helps any detainees that are studying through the Open University. |
| HMP East Sutton Park                     |  • Provider was A4E under OLASS 2. This will change to Manchester College from 1st August 2009 under OLASS 3.  
  • Internet starter courses are provided at the local public library to tie in with Preparation for Work courses  
  • There are also vocational courses on offer through work parties and via education such as catering; horticulture, beauty and salon services. |
| HMP Maidstone                            |  • Provider was A4E under OLASS 2. This will change to Manchester College from 1st August 2009 under OLASS 3.  
  • Workshops provide a range of vocational certified courses which are useful for gaining employment on release. Courses include Industrial Cleaning, Laundry operation, Bricklaying, Waste Management and Recycling, Horticulture and Printing  
  • Employability skills are also delivered through workshops such as Personal Safety at Work and Business Enterprise  
  • Life and social skills classes are also on offer such as Budget and Money Management and Personal Enterprise.
3.8 Offending behaviour programmes

3.81 HM Prison Service offers 13 different types of offending behaviour programmes. These are rehabilitation programmes designed to identify the reasons why prisoners offend and reduce and monitor these factors. As well as reducing risk, programmes support risk assessment and the risk management of offenders. All programmes are accredited by the Correctional Services Accreditation Panel (CSAP). The range of programmes on offer greatly varies according to the needs of each prison. The most typical programmes within Kent include:

<table>
<thead>
<tr>
<th>Programme</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>HMYOI Rochester</td>
<td>- The correctional service offers 13 different types of offending behavior programmes. The Offending Behaviour Programme identifies the reasons why prisoners offend and reduces reoffending.</td>
</tr>
<tr>
<td>HMP Sheepy Cluster – Elmley, Swaleside and Standford Hill</td>
<td>- The Offending Behaviour Programme provides opportunities for prisoners to identify and address the reasons for their offending.</td>
</tr>
<tr>
<td>HMP Elmley</td>
<td>- The Working Out Scheme provides 150 prisoners a day on community work placements, paid work placements and educational placements.</td>
</tr>
</tbody>
</table>

The rapid expansion in prison numbers has put pressure on the learning system. It is hoped that the change of provider from A4E to Manchester College will address this, given their excellent reputation and ethos.

A range of courses are provided, however it can be difficult to engage young offenders in education and training due to peer pressure, disaffection and disillusionment with the education system and a short term mentality, meaning that prisoners may not always see the benefit of the opportunities presented.

Courses include NVQ qualifications in catering, bricklaying, woodworking, gardening and industrial cleaning.

Education courses include ESOL (English as a Second Language), literacy, numeracy and ICT. Vocational courses include art, multi-media and Skills for Life.

There is a “Writer in Residence” initiative.
3.82 Enhanced Thinking Skills (ETS) is a relatively short programme which addresses thinking and behaviour associated with offending. This includes impulse control, flexible thinking, social perspective taking, values/moral reasoning, reasoning, and inter-personal problem solving. It is the programme most frequently delivered, with over 40,000 offenders having completed this course within HMPS over the past 12 years.

3.83 Cognitive Skills Booster Programme is run by both the Prison and Probation Service and is designed to reinforce learning from general offending programmes (such as ETS) through skills rehearsal and relapse prevention.

3.84 Controlling Anger and Learning to Manage It (CALM) is a course is for offenders whose offending is associated with poor emotional control. CALM aims to enable participants to reduce the intensity, frequency and duration of negative emotions which are associated with their offending. These emotions include anger, anxiety and jealousy.

3.85 Sex Offender Treatment Programmes (SOTP) are available for sexual offenders, providing a menu which are offered according to the level of risk and need of the offender.

FIGURE 0: OFFENDER BEHAVIOUR PROGRAMMES PER ESTABLISHMENT

<table>
<thead>
<tr>
<th>Prison Establishment</th>
<th>Service Provided</th>
</tr>
</thead>
</table>
| HMP Blantyre House        | Offending behaviour work that needs to be done is identified at induction planning stage and reviewing of OASys (Offender Management Assessment Tool). Addressing offending behaviour is part of the "Pathway course" – linking motivational strategies, probation and offender management. The chaplaincy runs a victim awareness course called the Sycamore Tree. The range of programme interventions is either externally accredited or validated in the community and includes:  
  • Think First  
  • ART-anger management  
  • Freedom programme  
  • Drug Importers Course  
  • Sycamore Tree Victim awareness course  
  • IDAP course. Partnerships and links to support this pathway include:  
  • CARATs  
  • Prison Fellowship |
| HMP Canterbury            | The inspectorate report states that an 'offending behaviour treatment needs analysis' should be undertaken, and necessary treatment options should be made available to meet the needs. |
| HMYOI Cookham Wood        | Behavioural Programmes are offered in group settings and as 1-2-1 support. Particular attention is made to assess the young person’s learning style, and identify the best form of delivery, suited to their preferred learning style. Course include:  
  • Enhanced Thinking Skills  
  • Gangs programme (Southwark)  
  • Youth Offending Team  
  • Family programme |
| Dover Immigration Removal Centre | N/A |
| HMP East Sutton Park      | Offending behaviour work that needs to be done is identified at induction planning stage and reviewing of OASys (Offender Management Assessment Tool). Addressing offending behaviour is part of the “Pathway course” – linking motivational strategies, probation and offender management. The chaplaincy runs a victim awareness course called the Sycamore Tree. The range of programme interventions is either externally accredited or validated in the community and includes:  
  • Think First  
  • ART-anger management  
  • Freedom programme  
  • Drug Importers Course  
  • Sycamore Tree Victim awareness course  
  • IDAP course. Partnerships and links to support this pathway include:  
  • CARATs  
  • Prison Fellowship |
| HMP Maidstone             | Treatment Centre- aims to create a therapeutic environment that supports, embraces and empowers change with a primary focus on risk reduction and public protection. Enhanced thinking skills- course consists of 20 sessions and attempts to develop skills which enable the offender to think and behave in a pro-social manner inside prison and upon release. Methods used include role plays, debate and games to develop individuals’ social skills, perspective and addressing impulsivity. ETS programme is suitable for offenders in denial or part denial of their offences. |
SOTP - three types of programme:
1) Core programme - medium to high risk offenders. Designed to target belief systems associated with offending and realise awareness of harm caused by these crimes
2) Rolling programme - low risk offenders. Milder level of treatment, emphasis on relationship skills
3) Extended programme - additional programme for high risk offenders, providing outstanding treatment needs.

HMYOI Rochester
- High turnover of prison population means sometimes little can be done to address offending behaviour, with average stays so short (about 19 weeks on average).
- However a new behavioural programme is just beginning to address this. There is now a Head of Programme and 4 Officers to support this.
- This includes RELAPSE and PASRO related to substance misuse
- Victim Awareness (although uncertainties about effectiveness)
- Enhanced Thinking Skills runs for the 1st year
- Other cognitive behavioural courses are then offered following this including CALM and 4 A CHANGE

HMP Sheppey Cluster – Elmley, Swaleside & Standford Hill
- HMP Elmley
  - HMP Elmley offers the Enhanced Thinking Skills Programme (ETS) and the Rolling Sex Offender Treatment Programme (RSOTP)
- HMP Swaleside
  - HMP Swaleside is a centre of good practice, delivering a broad range of programmes: ETS (Enhanced Thinking Skills), CSB (Cognitive Skills Booster), CALM (Controlling Anger and Learning to Manage It) and CSCP (Cognitive Self-Change Programme).
- HMP Standford Hill
  - HMP Standford Hill is keen to develop links with colleagues in the Probation Areas to which prisoners are released in order to develop the ‘through the gate’ opportunities that this might offer offenders for example, releasing Standford Hill prisoners on temporary license to attend courses in the community.

3.9 Family support
3.91 As discussed in Section 3.45, maintaining family ties whilst inside prison is a vital success factor in reducing reoffending. In addition to visits from family and friends, services that can help reinforce family cohesion can boost success for both the prisoner, and their extended family. Although services do vary from prison to prison, KCC Children, Families and Education support projects such as the Early Years Project which focuses on bolstering the relationships between children and their parents in prison. This is done through improving visiting area environments so they are less intimidating for children by placing the emphasis on relaxed, informal play. Prison staff are specially trained to support this positive interaction so that children can still maintain that parental bond. Kent Probation and St Giles Trust (a voluntary organisation which provide prison and community based services across the UK) are jointly commissioned to provide in-reach support to prisoners whilst in custody. They offer prisoners advice and information on debt, housing, welfare and employment, and the support workers share information with Children, Families and Education to ensure key workers are picking up issues of relevance to the children and family on the outside. This ensures a greater connectivity between the public services offering whole family support.

CASE STUDY: Children and Families Enterprise
St Giles Trust have been running this project in Kent since October 2006 and won a Charity Award for the work in June 2009.
“Staff provide help and support with issues such as debt, housing and benefits but also work in creative ways with clients to offer assistance and practical solutions, for example helping with parenting skills, making friends, encouraging healthier lifestyles and building an individual’s confidence.”

Source: St Giles Trust Website

FIGURE P: FAMILY SUPPORT SERVICES PER ESTABLISHMENT

<table>
<thead>
<tr>
<th>Prison Establishment</th>
<th>Service Provided</th>
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</table>
| HMP Blantyre House  | Maintaining family links is a key objective - families and partners are invited to attend the sentence planning boards. There are also at least 10 family days a year with themes such as Fathers day, healthy living day, sports day and picnic day Visiting facilities are more informal and welcoming to encourage personal contact and bonding between fathers and their children Partnerships and links to help assist prisoners maintain good relationships with their families and children include:
  - Action for prisoners families
  - Citizens Advice Bureau
  - Storybook dads charity
  - Kent County Council
  - A4E
  - Hibiscus |
<table>
<thead>
<tr>
<th>Location</th>
<th>Services/Programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td>HMP Canterbury</td>
<td>Visitor centre run by volunteers and works with the prison to support prisoners’ families.</td>
</tr>
<tr>
<td></td>
<td>The visitors centre has contact with the following voluntary and community organisations:</td>
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<tr>
<td></td>
<td>- The Women’s Refuge</td>
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<td></td>
<td>- ADFAM</td>
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<td></td>
<td>- Action for Prisoner’s Families</td>
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<td></td>
<td>- EKCVS</td>
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<td></td>
<td>- Kent Council on Addiction (see separate listing under Resettlement)</td>
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<td></td>
<td>- Relate</td>
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<td></td>
<td>- SureStart</td>
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<td></td>
<td>- Parentline Plus</td>
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<td></td>
<td>- Prisoner’s Family Support Services (PFSS)</td>
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<td></td>
<td>- Kid’s VIP</td>
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<td></td>
<td>- NSPCC</td>
</tr>
<tr>
<td></td>
<td>- Kent University volunteers</td>
</tr>
<tr>
<td></td>
<td>- Christ Church University volunteers</td>
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<tr>
<td></td>
<td>- Christ Church University Student Social Workers</td>
</tr>
<tr>
<td>HMYOI Wood</td>
<td>Family support programme- offenders and family work on developing good relationships.</td>
</tr>
<tr>
<td></td>
<td>The Family Links Worker (FLW) will have the primary role of establishing and maintaining communications between young people at Cookham Wood and their family/principal carers</td>
</tr>
<tr>
<td></td>
<td>The FLW will work with both the Case Manager and community YOT supervisor to encourage and facilitate the participation of parents/carers to attend Sentence Planning meetings and reviews</td>
</tr>
<tr>
<td></td>
<td>The FLW will also ensure that the young person has the means to communicate to friends and family via letters and phone calls.</td>
</tr>
<tr>
<td>Dover Removal Centre</td>
<td>N/A</td>
</tr>
<tr>
<td>HMP East Sutton Park</td>
<td>Maintaining family links is a key objective - families and partners are invited to attend the sentence planning boards.</td>
</tr>
<tr>
<td></td>
<td>There are also at least 10 family days a year with themes such as Fathers day, healthy living day, sports day and picnic day. Offenders get to help plan and design the events to ensure it will appeal to their families. Families bring food into the prison which promotes sharing and bonding.</td>
</tr>
<tr>
<td></td>
<td>Visiting facilities are more informal and welcoming to encourage personal contact and bonding between fathers and their children, with a soft play and outdoor play area for families.</td>
</tr>
<tr>
<td></td>
<td>Women who are primary carers are allowed Weekend Home Visits to maintain their parental duties and bonds with their children, once they are that point in their sentence. This is also an important testing point to gain trust and responsibility.</td>
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<tr>
<td></td>
<td>There are taster courses and an accredited healthy eating course designed for parents to gain skills at feeding a family on a budget.</td>
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<td>There are plans to run more parenting courses as there is interest from the prisoners</td>
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<tr>
<td></td>
<td>Storybook Mums helps mothers to record a bedtime story for their children to promote the bond between parent and child.</td>
</tr>
<tr>
<td></td>
<td>Partnerships and links to help assist prisoners maintain good relationships with their families and children include:</td>
</tr>
<tr>
<td></td>
<td>- Action for prisoners families</td>
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<tr>
<td></td>
<td>- Citizens Advice Bureau</td>
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<tr>
<td></td>
<td>- Storybook Mums</td>
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<td></td>
<td>- Kent County Council Children’s Social Services</td>
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<tr>
<td></td>
<td>- A4E</td>
</tr>
<tr>
<td></td>
<td>- Hibiscus</td>
</tr>
<tr>
<td>HMP Maidstone</td>
<td>The visits team engage with Action for Prisoners Families who provide support and advice for families of offenders.</td>
</tr>
<tr>
<td></td>
<td>The Dinsmore Trust provides volunteer support for visitors.</td>
</tr>
<tr>
<td></td>
<td>Kent Air Ambulance volunteers operate the visits hall tea bar for families during visit times.</td>
</tr>
<tr>
<td></td>
<td>Also engaged with Kids Visiting in Prison who train staff on how to have awareness in child protection measures.</td>
</tr>
<tr>
<td>HMYOI Rochester</td>
<td>Family mediation service – facilitates dialogue with family members where relationships are fractured, especially to support an improvement in relationships to point where offender can return home.</td>
</tr>
<tr>
<td></td>
<td>There are fortnightly Children &amp; Family visit for those offenders who are fathers (around 20% as a conservative estimate)</td>
</tr>
<tr>
<td></td>
<td>Public protection arrangements are in place to protect vulnerable family members and children</td>
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<tr>
<td></td>
<td>Social family visits to maintain relationships</td>
</tr>
<tr>
<td></td>
<td>2 Children &amp; Family Officers – casework basis – liaise closely with Social Services</td>
</tr>
<tr>
<td></td>
<td>Anti-natal classes for expectant fathers run by specialist teen community midwives – parenting courses help to prepare them for the reality of fatherhood and responsibilities. Partners are invited in for some classes to enhance bonding</td>
</tr>
<tr>
<td></td>
<td>Advocacy service for foreign national prisoners including two officers who bridge between the offender, Immigration Service and legal advisors. Language line phone can assist in interpretation.</td>
</tr>
<tr>
<td>HMP Sheppey Cluster – Swale and Standford Hill</td>
<td>The Sheppey Cluster has an Integrated Cluster Team of directly recruited staff and accredited, trained peers who offer information, guidance and advice on maintaining family ties. Services available are offered within the first 24 hours of entering prison.</td>
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<tr>
<td></td>
<td>Joint IAG sessions on issues such as debt management and resettlement will be run with both the prisoner and the family.</td>
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<tr>
<td></td>
<td>Storybook Dads - stories can be recorded and sent home to children with a personal message.</td>
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<tr>
<td></td>
<td>Family Learning: the LSC are committed to provide family learning opportunities (e.g. parenting skills courses) for offenders</td>
</tr>
<tr>
<td></td>
<td>Overnight release and childcare resettlement leave will be instituted in order to ensure that the maintenance of family ties is afforded the priority that they deserve as a means of reducing reoffending.</td>
</tr>
</tbody>
</table>
3.10 Drug and alcohol addiction services

3.10.1 The Kent average for offenders reporting a drug misuse problem is 60%. The percentage of offenders who reported ‘some/significant problems’ with alcohol use varied across the county from 28% in Sheerness to 53% in Tunbridge Wells. The Kent Drug & Alcohol Action Team (KDAAT) has put a significant level of investment, funded by the Home Office, in the drug related offending life cycle. Alcohol addiction services have received inequitable provision due to a lack of specific government funding but are becoming more of a priority for the Primary Care Trusts (PCT’s) from a public health perspective. KDAAT commission services to deliver the Drug Intervention Programme, which is a service that aims to pick up offenders at any stage within the criminal justice system to ensure they become engaged with the wider substance misuse treatment services. Referrals can be made at any point within the criminal justice system and by any agency e.g. police custody, courts, probation etc. All treatment processes run through one common assessment framework based on the National Treatment Agency's Models of Care which cover 4 tiers of treatment services.

3.10.2 Once an offender is convicted, they can be sentenced to Drug Rehabilitation Requirement (DRR) or an Alcohol Treatment Requirement (ATR) for alcohol specific needs – as part of a community sentence or suspended sentence order, and DRR is now the primary means for offenders to address identified drug misuse needs in the community. If the offender is in prison, whether sentenced or on remand, they are eligible for the Integrated Drug Treatment System (IDTS). This is aimed at improving the volume and quality of drug treatment with a particular emphasis on the first 28 days in custody and better integration with the community services to which most drug misusing prisoners will return. IDTS is a Home Office initiative and a 2 year programme which brings together clinical and CARAT (counselling, assessment, referral, advice, throughcare) services within prisons. This year has seen further investment for IDTS, which will mean that all prisons across Kent will have IDTS within their establishments giving much more continuity and consistency through care) services within prisons. This year has seen further investment for IDTS, which will mean that all prisons across Kent will have IDTS within their establishments giving much more continuity and consistency for offenders who are identified with drug problems. The first wave was implemented last year at the HMP Sheppey Cluster and HMP Maidstone. All funding for IDTS comes through KDAAT who work with each establishment to match expectations and spending plans with business planning processes and work with a Project Manager in each prison. YPSMS (Young People’s Substance Misuse Service) – a dedicated specialist substance misuse service for all young people in custody is handled by the Medway DAAT for HMYOI Cookham Wood and Rochester.

3.10.3 KDAAT commission a variety of treatment services for offenders both within the community and in custody. The level of commissioning is dependant on the funding of IDTS and the needs of the individual establishments and are delivered by a range of providers both statutory and third sector including KCA, CRI, Kenwood Trust, Turning Point and Kent & Medway Partnership Trust (which support alcohol misuse work and run in-patient detoxification units in the community).

FIGURE Q: DRUG AND ALCOHOL TREATMENT PROGRAMMES PER ESTABLISHMENT

<table>
<thead>
<tr>
<th>Prison Establishment</th>
<th>Service Provided</th>
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<tbody>
<tr>
<td>HMP Blantyre House</td>
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<tr>
<td></td>
<td>Alcoholics Anonymous attend prison every week and there are alcohol awareness course available. Following a criticism of the 2008 HM Inspectorate Report that there was no CARAT service, the Substance Abuse Team now provide the CARAT’s service, which offers treatment provision providing confidential information and support and is involved in resettlement and rehabilitation.</td>
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<tr>
<td></td>
<td>All prisoners are required to sign up to voluntary drug testing. Mandatory testing also operates.</td>
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<td></td>
<td>The substance abuse team works in partnership to deliver the following interventions and services:</td>
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<tr>
<td></td>
<td>Key partners include:</td>
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<td></td>
<td>o Kent Probation</td>
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<td></td>
<td>o Hibiscus</td>
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<tr>
<td></td>
<td>o Narcotics anonymous</td>
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<tr>
<td></td>
<td>o Alcoholic anonymous</td>
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<tr>
<td></td>
<td>o Turim House</td>
</tr>
<tr>
<td></td>
<td>o Kenward Trust</td>
</tr>
<tr>
<td></td>
<td>IDTS has now been included this year.</td>
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<tr>
<td>HMP Canterbury</td>
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<td></td>
<td>CARATS service – All arrivals are screened during the induction process and assessed within five days.</td>
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<td></td>
<td>Alcoholics Anonymous Representatives from AA come to HMP Canterbury once a week to hold a group where prisoners can discuss alcohol problems. Referrals to this service are accepted from any area within the establishment. Following assessment, services available include group work on relapse prevention, motivational work, drug awareness and harm reduction. One-to-one work is also available. Referrals are made to community-based agencies for outreach support.</td>
</tr>
<tr>
<td>HMYOI Cookham Wood</td>
<td></td>
</tr>
<tr>
<td></td>
<td>YPSMS (Young People’s Substance Misuse Service) – a dedicated specialist substance misuse service for all young people in custody is handled by the Medway DAAT for HMYOI Cookham Wood substance misuse team</td>
</tr>
<tr>
<td></td>
<td>1-1 sessions</td>
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<td></td>
<td>The team assesses all young people and runs awareness programmes for all young people, targeted programmes for tier 2 and 3 young people and pre-release work with all young people.</td>
</tr>
<tr>
<td></td>
<td>In addition groups are run of smoking cessation, alcohol use and cannabis use as well as targeted interventions on other substance misuse related issues.</td>
</tr>
<tr>
<td>Dover Immigration Removal Centre</td>
<td>14% of detainees had a history of substance misuse. The implications of this include need for detoxification programmes, the potential mental health problems arising from substance misuse and potential exposure to blood borne viruses in those who inject illicit drugs.</td>
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<td>-------------------------------</td>
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</tr>
<tr>
<td>HMYOI Rochester</td>
<td>Weekly Narcotics Anonymous (NA) meetings with outside speakers for any prisoner to attend. Alcohols Anonymous attend every week and there are alcohol awareness course available. Peer support and strong networks within the community are important for women to resist temptation on release so sometimes NA/AA classes are carried out in the community to foster these positive relationships early on. The Substance Abuse Team provide the CARAT’s service, which offers treatment provision providing confidential information and support and is involved in resettlement and rehabilitation. All prisoners are required to sign up to voluntary drug testing. Mandatory testing also operates. The substance abuse team works in partnership to deliver the following interventions and services: Key partners include:  - Kent Probation  - Hibiscus  - Narcotics anonymous  - Alcoholic anonymous  - Tumim House  - Kenward Trust. IDTS has now been included this year.</td>
</tr>
<tr>
<td>HMP East Sutton Park</td>
<td>HMP Maidstone was part of the first wave of Integrated Drug Treatment Service (IDTS) to give maintenance doses of drugs to addicts. IDTS is delivered in-house. 35 active cases for IDTS over last 6 months and numbers rising, and anticipated to continue rising. Changing nature of prison roll to sex offenders and foreign nationals has affected the profile of those offenders participating in IDTS – now greater level of alcohol and stimulant treatment compared with national average (sex offenders much less likely to be heroin or crack cocaine addicts). Cultural attitudes to drug treatment have to be taken into consideration given the diverse backgrounds and nationalities of foreign national prisoners. HMP Elmley provides detoxification treatments for HMP Maidstone. HMP Elmley provides detoxification treatments for HMP Rochester. HMP Elmley provides detoxification treatments for HMP Swaleside. HMP Maidstone provides detoxification treatments for HMP Swaleside. HMP Maidstone provides detoxification treatments for HMP Rochester. ( \text{YPSMS (Young People’s Substance Misuse Service)} ) – a dedicated specialist substance misuse service for all young people in custody is handled by the Medway DAAT for HMYOI Cookham Wood and Rochester. HMP Elmley provides detoxification treatments for HMP Rochester. On arrival every offender has a CARATS interview. The PASRO (Prisons Addressing Substance Related Offences) course helps to change cognitive behaviour around substance misuse. RELAPSE course provides intervention. IDTS not necessarily suitable for this demographic of prisoner where class A drugs are not the significant problem – cannabis and alcohol is. Alcohol withdrawal is a real issue. Run mandatory and voluntary drug and alcohol testing. Run Alcohol Anonymous and Alcohol Awareness Courses (education based rather than a cognitive behavioural focus). Smoking cessation support offered. Have a good record of preventing drugs entering the prison – tight security – low positive drug scores.</td>
</tr>
<tr>
<td>HMP Maidstone</td>
<td>The Integrated Drug Treatment System (IDTS) is now operated in conjunction with the Crime Reduction Initiative (CRI) and Prisons Addressing Substance Related Offending (PASRO). Sheppey Cluster was part of the first wave of IDTS. Additional services are provided by specialist drug workers under CARATS (counselling, assessment, referral, advice, throughcare, services). CARATS complete a Release Plan with all Prisoners prior to their release; this identifies relevant issues and available support to continue addressing their substance misuse issues following release. CARATS currently incorporates alcohol awareness into in-cell work packs and one-to-one motivational work. Alcoholics Anonymous is due to be introduced.</td>
</tr>
<tr>
<td>HMYOI Rochester</td>
<td>Approximately 240 prisoners a day are medicated for drug addiction in the cluster. During a 10 month period in 2007, the Elmley Detox Unit assessed an average of 310 prisoners a month. Of these, an average of 90 a month commenced detoxification treatment. An average of 108 prisoners a month entered harm reduction sessions, covering advice and information, including overdose prevention, and sometimes relaxation and acupuncture. The Health Needs Assessment (2007) stated a CARATS caseload of 134. All cases were open. 22 prisoners self-referred. The cost of medicines for HMP Elmley was £24,088.91 (August 2007)</td>
</tr>
<tr>
<td>HMP Sheppey Cluster – Elmley, Swaleside and Standford Hill</td>
<td>Cluster Services  - Drug and Alcohol Treatment Services for the Sheppey Cluster total £752,000 (August, 2007)  - The Integrated Drug Treatment System (IDTS) is now operated in conjunction with the Crime Reduction Initiative (CRI) and Prisons Addressing Substance Related Offending (PASRO). Sheppey Cluster was part of the first wave of IDTS. Additional services are provided by specialist drug workers under CARATS (counselling, assessment, referral, advice, throughcare, services). CARATS complete a Release Plan with all Prisoners prior to their release; this identifies relevant issues and available support to continue addressing their substance misuse issues following release. CARATS currently incorporates alcohol awareness into in-cell work packs and one-to-one motivational work. Alcoholics Anonymous is due to be introduced. HMP Elmley  - All patients are assessed under IDTS by the Elmley Detox Team which provides detoxification treatments and also serves HMP Standford Hill, HMP Swaleside, HMP Maidstone and HMP Rochester.  - Approximately 240 prisoners a day are medicated for drug addiction in the cluster.  - During a 10 month period in 2007, the Elmley Detox Unit assessed an average of 310 prisoners a month.  - Of these, an average of 90 a month commenced detoxification treatment.  - An average of 108 prisoners a month entered harm reduction sessions, covering advice and information, including overdose prevention, and sometimes relaxation and acupuncture.  - The Health Needs Assessment (2007) stated a CARATS caseload of 134. All cases were open. 22 prisoners self-referred.  - The cost of medicines for HMP Elmley was £24,088.91 (August 2007) HMP Swaleside  - The cost of medicines for HMP Swaleside was £10,000 (August 2007)  - HMP Elmley provides ITDS and detoxification treatments for HMP Swaleside  - Specialist drug workers under CARATS (counselling, assessment, referral, advice, throughcare, services).  - The Health Needs Assessment (2007) stated a CARATS caseload of 162. 196 CARATS clients were suspended (all work completed and awaiting release planning). 18 prisoners self-referred.</td>
</tr>
<tr>
<td>HMP Standford Hill</td>
<td>p. 43</td>
</tr>
</tbody>
</table>
3.11 Countywide purposeful activities

3.11.1 Kent County Council’s Libraries & Archives – Access Services provides the prison library service to all establishments in Kent for the Prison Service through a Service Level Agreement and funded by a formula from the Offender Learning & Skills Unit at Department for Innovation, Universities & Skills (DIUS). DIUS have now commissioned a consultation on how prison library services are run and how things may be improved, so the current situation could change over the following year. The prison libraries have a certain level of funded hours of operation a week, so the service works creatively to make the best use of limited resources. There are now 11 part-time library assistants working across 8 prison establishments. Prison libraries play a key role in encouraging prisoners to access reading, often their first contact with a library in their lives). Reading is encouraged for pleasure and for learning – the materials on offer in each prison are tailored to the courses run by the prison education departments. There is of course no internet access available, and this can prove a barrier to learning (e.g. for Open University Distance Learning Courses), and to learn how to access services via the web which are essential for resettlement (e.g. registering for accommodation, online banking).

CASE STUDY: HMP East Sutton Park Prisoners Access Libraries

Prisoners identified through a “Return to Work” course at East Sutton Park may earn the opportunity to access library services to learn more about accessing services via the internet.

Staff run a session once a month, out in the community at Headcorn Library during times when the library is closed. Prisoners are supported to use the computers to do job searches and set up an email account to enable them to apply for employment or accommodation. This teaches them important life skills which will be essential for successful resettlement. This innovative work has been hailed as national best practice. Following this success, the sessions are now being rolled out to HMP Blantyre House and HMP Standford Hill

Source: www.kent.gov.uk

3.11.2 The prison library service tailor what they offer based on the needs of each establishment. The National Year of Reading (2008) was a key opportunity to promote literacy within prisons and the “6 Book Challenge” was successful in inspiring less confident adult male adolescent and adult prisoner readers to read six books and record their reading in a diary in order to receive a certificate. Dover Immigration Removal Centre has a strong and diverse faith element and the prison library there create different cultural displays to reflect and celebrate this diversity and raise awareness of other cultures. HMP Elmley and HMP East Sutton Park have had success in introducing prisoners to reading through inviting different authors to do readings and talks within the prison chapel. The schemes have proved so popular it is now hoped that similar talks and events will be held in all prisons with KCC libraries.

3.11.3 The library service is just one purposeful activity available in prisons. Each prison has its own facilities to encourage physical activity and maintain physical/mental health. Gyms are one of the most popular ways to spend constructive time in prison – giving an outlet for frustration, boredom and a way to channel energy positively. The gym instructors are instrumental in building self-esteem and providing structure, routine, goals and discipline. Prisoners from HMP Maidstone have gained qualifications in health & fitness through the gym, and subsequently gone onto careers as personal trainers in private gyms on release. They have come back to give talks to other prisoners to inspire them to broaden their aspirations and speak about the positive impact that getting a career in fitness has had on their lifestyle and prevented a return to offending. Football is another popular purposeful activity with prisoner teams playing outside teams (e.g. the Army). All prisoners have a minimum of one hour fresh air outside a day.

3.11.4 All prisoners are required to do work within the prison as part of the daily regime. This keeps time constructive and teaches important skills such as discipline, responsibility and respect for their surroundings. A small amount of money is paid for this work (usually around £5 a week, although varies with responsibility) to pay for items from the prison shop. Tasks can range from menial duties such as cleaning, maintaining...
grounds and waste disposal/recycling, to those with more earned responsibility such as gardening & horticulture, catering and even working on graphic design publications for prison printing works.

**FIGURE R: PURPOSEFUL ACTIVITIES PER ESTABLISHMENT**

<table>
<thead>
<tr>
<th>Prison Establishment</th>
<th>Service Provided</th>
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<tbody>
<tr>
<td>HMP Blantyre House</td>
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<tr>
<td></td>
<td>Prison library linked to Kent Library Services through online link ‘galaxy’.</td>
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<tr>
<td></td>
<td>Library services: A book group had been established, and the librarian was involved in several learning initiatives, such as Storybook Dads, Black History Month and National Book Day.</td>
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<tr>
<td></td>
<td>Prisoners are able to work as cleaners, kitchen workers, orderlies, ground maintenance etc.</td>
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<tr>
<td></td>
<td>For those prisoners able to be released into the community, there are many opportunities to participate in voluntary and community work placements.</td>
</tr>
<tr>
<td>HMP Canterbury</td>
<td>Library linked to the Kent library service with arrangements for inter-library loans and a link with Dover Immigration Service for specialist books in languages other than English.</td>
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<tr>
<td></td>
<td>A Multi-Faith area has been established and diversity is celebrated.</td>
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<tr>
<td>HMYOI Cookham Wood</td>
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<tr>
<td></td>
<td>The 2008 IMB Report criticised the prison for not enough variety of activities to fulfill young people’s time, which had lead to a rise in bullying and bad behaviour. This has now been addressed with a range of purposeful activities.</td>
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<tr>
<td></td>
<td>There is a new, state of the art gymnasium - provides a focus for physical and mental wellbeing – physical prowess is respected by inmates and it allows a structured, disciplined outlet for frustration and boredom, channelling this pent energy into constructive activity.</td>
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<td></td>
<td>There are 3 astro turf pitches and an indoor multi-purpose court to play team sports such as badminton, football and basketball.</td>
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<td></td>
<td>All the young offenders spend a compulsory 1 hour fresh air outside a day.</td>
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<tr>
<td></td>
<td>The Prison Library offers a range of material, from that complementing the educational courses to books on popular interests based on sci fi, movies and television programmes. It also offers a spectrum of material to suit different levels of ability.</td>
</tr>
<tr>
<td>Dover Immigration Removal Centre</td>
<td>2007 saw a significant increase in voluntary paid employment within the Centre with new jobs and workshops being created. A structured pay policy and a new detainee wage budget of 80K has been implemented to account for the 116 jobs now available.</td>
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<tr>
<td></td>
<td>Detainees are chiefly employed as cleaners, server and general helpers, painters, etc. for which they are paid £1 per session.</td>
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<tr>
<td>HMP East Sutton Park</td>
<td>There is a book club for reading and discussion and also a group working with the literacy tutor to develop reading skills.</td>
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<td></td>
<td>The Six Book Challenge is a national scheme that requires each participant to read the books then write a review of each one.</td>
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<td></td>
<td>Story Book Mums is a stock of suitable material that has been written up to support a project through which mothers create their own stories to tell their children.</td>
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<td></td>
<td>Library facilities are used by 80% of the women.</td>
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<td></td>
<td>Freedom Course is for survivors of domestic abuse. This course is run internally by a seconded probation team. It is delivered over 6 sessions and aims to support and empower women who have been survivors of domestic abuse.</td>
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<tr>
<td></td>
<td>Community work is a core focus for the prison and women participate in a range of community work projects such as charity shops and assisting those with learning disabilities.</td>
</tr>
<tr>
<td>HMP Maidstone</td>
<td>Gymnasium helps to maintain physical fitness and provides opportunity to earn fitness qualifications.</td>
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<td></td>
<td>Astro turf pitches help to channel frustration and boredom into positive physical activity.</td>
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<td></td>
<td>Wide variety of paid work opportunity including a printing works, laundry, catering, gardening/horticulture, waste disposal/recycling, grounds maintenance, cleaning – work available is relative to behaviour and responsibility earned and pay reflects this.</td>
</tr>
<tr>
<td>HMYOI Rochester</td>
<td>Only 50% of offenders are engaged in purposeful activities, which was a criticism of recent inspections but the prison is working hard to address. The nature of the young offenders mean that they can often be disaffected and disillusioned with authority and respond with apathy to the regime of prison life due to their age and relative immaturity. Many have never worked before and have little work ethic. Short sentences can disrupt work patterns.</td>
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<tr>
<td></td>
<td>A range of paid employment on the premises including ground maintenance, kitchens, gardens is on offer.</td>
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<td></td>
<td>Menial, repetitive factory style work is available, but although this generates income for the offenders it is low skilled and low aspirational.</td>
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<td></td>
<td>Community work placements and work parties outside the prison walls are available to “enhanced” prisoners who have earned this right.</td>
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<td></td>
<td>The gym provides a focus for physical and mental wellbeing – physical prowess is respected by inmates and it allows a structured, disciplined outlet for frustration and boredom, channelling this pent energy into constructive activity.</td>
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<td></td>
<td>There are astro turf pitches for team games.</td>
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<td></td>
<td>There are pool tables and table football for evening recreation.</td>
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<td></td>
<td>Prisoner-produced magazine is well supported.</td>
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<tr>
<td></td>
<td>The new library offers a range of reading materials for pleasure and learning.</td>
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<tr>
<td></td>
<td>Chaplaincy is part of interventions team – rapidly increasing Muslim population and cater for all faiths.</td>
</tr>
<tr>
<td>HMP Sheppey Cluster – Elmley, Swaleside and Stanford Hill</td>
<td>Gymnasium to maintain physical and mental fitness and wellbeing at the Cluster. Opportunity to gain qualifications through the gym or to run specific sessions. Extension of PE provision to each weekday evening and full days at the weekend across the Cluster.</td>
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<tr>
<td></td>
<td>The Cluster is a working prison and all those serving any sentence are required to undertake jobs on site as part of their Prison Service Order. Jobs undertaken in prison can refine softer skills such as team building, personal responsibility, work ethic and leadership, which will be useful for gaining employment on release.</td>
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<tr>
<td></td>
<td>Extension of Library opening hours at HMP Elmley.</td>
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<td></td>
<td>Extension of evening hobby-type activities to prisoners at Elmley.</td>
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<tr>
<td></td>
<td>There are over 2000 working days a month at HMP Stanford Hill.</td>
</tr>
</tbody>
</table>
3.12 Access to charitable and voluntary services

The Third Sector plays a unique role in prison life, complementing statutory services with a wide range of varied support. Charitable organisations provide advocacy, lobbying and leadership on the issues affecting the wellbeing of prisoners and their families. Other providers may provide more practical support on resettlement issues. Opportunities for prisoners to get involved in voluntary work and active citizenship can transform the outlooks for individuals and has benefits for wider society. Hundreds of different organisations work within Kent’s prisons.

FIGURE 5: CHARITABLE AND VOLUNTARY SERVICES PER ESTABLISHMENT

<table>
<thead>
<tr>
<th>Prison Establishment</th>
<th>Service Provided</th>
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<tbody>
<tr>
<td>HMP Blantyre House</td>
<td>All prisoners are required to participate in unpaid work in the community. For example, prisoners were involved in the ‘Power Project’, working with 13–18 year olds in danger of committing crime, and also a crime diversion project, working with students at a local college. Counselling services are available to all offenders. There are partnerships and links with the following agencies:</td>
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<tr>
<td></td>
<td>• Citizens Advice Bureau</td>
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<td>• Hibiscus</td>
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<td></td>
<td>• Age Concern</td>
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<td></td>
<td>• Samaritans and Listeners</td>
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<td></td>
<td>• South Side Prison Project</td>
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<td></td>
<td>• Cruse Counselling services</td>
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<td>• St Giles</td>
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<td>• Start Up</td>
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<td>• Action for prisoners families</td>
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<td></td>
<td>• Narcotics anonymous</td>
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<td>• Alcoholic anonymous</td>
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<td>• Kenward Trust</td>
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<td>• Clear springs</td>
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<td></td>
<td>• Shelter</td>
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<td></td>
<td>• NACRO</td>
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<tr>
<td>HMP Canterbury</td>
<td>There are partnerships and links with the following agencies:</td>
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<td>• The Women’s Refuge</td>
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<td>• ADFAM</td>
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<td>• Action for Prisoner’s Families</td>
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<td>• EKCVS</td>
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<td>• Kent Council on Addiction (see separate listing under Resettlement)</td>
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<td>• Relate</td>
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<td></td>
<td>• SureStart</td>
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<td></td>
<td>• Parentline Plus</td>
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<td>• Prisoner’s Family Support Services (PFSS)</td>
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<td>• Kid’s VIP</td>
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<td>• NSPCC</td>
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<td>• Kent University volunteers</td>
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<td>• Christ Church University volunteers</td>
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<td></td>
<td>• Christ Church University Student Social Workers</td>
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<tr>
<td>HMYOI Cookham Wood</td>
<td>The Enrichment Regime encourages young people to take part in a range of positive activities intended to promote active engagement with their community, promote effective use of leisure time and to develop a sense of good citizenship. The lead officer for all contact with charities or the voluntary sector is The Voluntary Sector &amp; Restorative Justice Coordinator, working closely with case management team members and personal officers. Young people are encouraged during the later stages of their custody period to take part in a range of volunteering activities within the community, where both ROTL status and risk assessment suggest it is safe to do so. Contacts exist with local organisations such as the Hands Volunteer Bureau (based in Gillingham) Medway Voluntary Service Council and locally based charities and community amenity groups to develop a range of volunteer placements for young people. Partners include:</td>
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<td>• NACRO</td>
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<td>• Catch 22</td>
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<td>• Prince’s Trust</td>
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<td>• Safer London Foundation</td>
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<td>• Khulisa</td>
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<td>• Charlton Athletic Community Trust</td>
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<td>• Duke of Edinburgh Award</td>
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<tr>
<td>Dover Immigration Removal Centre</td>
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<td>HMP East Sutton Park</td>
<td>Community work is a core focus for the prison and women participate in a range of community work projects such as charity shops and assisting those with learning disabilities. There are strong partnerships with:</td>
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<td></td>
<td>• Hibiscus</td>
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<td></td>
<td>• Age Concern</td>
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| **HMP Maidstone** | RESET are a local volunteer group originating from a collaboration of local church organisations which has quarterly meetings with Maidstone. They provide mentoring and a personal link into the community to assist offenders in their rehabilitation into society.  
Local service level agreements are also in place with the following organisations: the Samaritans, Emmanuel Baptist Church, Fine Cell Work, London Crusader Choir, Gravesend Crusader Choir, Tonbridge Baptist Church, The United Reform Church, Demelza House, and the Medway Valley Partnership. |
| **HMYOI Rochester** | Part of a Timebank project (one of 10 national pilots) – banked volunteering hours are spent by the charitable organisations that work with the prison  
Prison workshop is involved in reclaiming furniture and repairing to sell onto vulnerable people in the community and those on low incomes |
| **HMP Sheppey Cluster – Elmley, Swaleside and Stanford Hill** | HMP Sheppey Cluster works with over 30 different charities and voluntary organisations to promote social inclusion and active citizenship, and provide specific information, guidance and support.  
Work with over 300 companies, charities and training providers who offer opportunities to offenders either on release or during custody off-site.  
38 VCS agencies work on-site, 4 of which are paid/contracted (drug services mainly) and the others are unpaid. These various organisations address the seven pathways of offending.  
There are multi-chaplaincies at each site and the chaplains are either HMPS employed or are lay-advisors and come in to cover when needed.  
St Giles Trust – provide accommodation advice and support  
Shelter – provide debt, finance and benefits advice  
Freedom Centre – provides offender volunteering placements at the Freedom Centre which provides day care activities for the physically disabled  
The Quay’s – provides offenders Stage 1 Community Work at The Quay’s – a hostel for the homeless in Sittingbourne. Work includes painting, reception work, decorating and ground maintenance. Offer a full time placement to one offender a year.  
Fresh Visions – a local charity and community enterprise which runs a neighbourhood furniture store for vulnerable people and people on a low income. HMP Stanford Hill supply offenders for Stage 1 community work.  
The Rushenden Project – transforming an old building in Rushenden as part of a SEEDA regeneration project. HMP Stanford Hill sends offenders out for community work and can offer their work skills such as building and decorating.  
The New Close – a care home for elderly with dementia offer offender community work on general maintenance, painting rooms, gardening and ground maintenance.  
Good partnership working with Swale CDRP on reducing reoffending – the ACT Swale active citizenship project gives offenders community work for the council and housing association e.g. garden clearing and litter picking.  
Active Citizenship programme at the Cluster helps to assist prisoners to secure voluntary and community work both in and outside prison to enhance social inclusion and active citizenship.  
A Taste of Success – A Social Enterprise Café  
Fit for Life – A Sport and Fitness Social Enterprise  
Community Arts Project. This entails making murals and displays for hospitals and similar community facilities (Elmley)  
Elim International Missions “La Casa de Esperanza” Orphanage project – prisoners will be given the opportunity to produce toys, paintings and similar resources for disadvantaged children in Honduras  
Links with the following care providers provides support for Older people and people with disabilities through exercise programmes delivered by FE students: Craigmoor, Ashbourne Healthcare, Age Concern, Westminster & Barchester Healthcare  
Barnardos have offered the opportunity for prisoners to work in their local charity shops. Whilst providing opportunities for social integration, this will enable them to develop retailing and customer care skills through the organisations certificated training programme.  
The Glasshouse Project will afford the opportunity for prisoners participate in community horticulture and landscaping projects |
CASE STUDY: Volunteering at the Freedom Centre

HMP Sheppey Cluster work closely with the Freedom Centre, which provides initiatives for self-development and personal growth through a wide range of day care activities for people with physical disabilities.

The Freedom Centre works closely with the prisons, they use the prison swimming pool facilities at least twice a week and HMP Sheppey Cluster provides two offenders on a voluntary basis to assist with the centre's work. Matt, one of the volunteer offenders says he had never dreamt of working with the physically disabled and it has opened his eyes to a different world. It gives him a sense of personal achievement and a different view of people as individuals, not just a group. Matt helps out on day trips for shopping, the zoo and the theatre.

Source: Freedom Centre website

3.13 Resettlement advice and support

3.13.1 Each prison has their own Information, Advice & Guidance Unit which focuses on the seven Reducing Re-offending Pathways. These teams are also known as intervention or resettlement teams. Prisons that have a specific ethos on resettlement may have their own Resettlement Strategies which outline the services of each of the pathways. Although resettlement covers all seven pathways for the purpose of this section we have focused on accommodation, education, training & employment (ETE) and finance, benefits and debt – which are the pathways arguably most relevant to prepare offenders for their immediate needs and requirements post release. Intensive resettlement work often begins 12 weeks before the end of a sentence, however most prisons will encourage offenders to think about their goals, skills and needs all the way through their time in custody and evolve their resettlement plan accordingly.

3.13.2 Jobcentre Plus is a key partner in ETE, which works to joint aims of reducing worklessness and reducing child poverty. They do specific work with offenders on reception into custody, such as sorting out their benefits situation so their family is not adversely affected and on release to help prisoners get back to work and meet their immediate financial needs post release (e.g. reappplying for benefits to fit in with their changing circumstances and those of their family). Jobcentre Plus provides five Operational Lead Prison Advisors across Kent and Medway, which work with all the prisons in the county. The recent pressure on the workload of Jobcentre Plus advisors due to the economic downturn had meant that resources were stretched to meet this immediate priority, however the organisation has now recruited and dedicated a series of experienced advisors and is now up to capacity for its work with offenders. Prison Advisors are the personal contact between the organisation and the offender, working one-to-one with offenders in custody, often in challenging circumstances due to the ebbs and flows in workload volume as prisoners move in and out of custody, especially in high turnover local prisons such as HMP Elmley (between 320-400 offender are received into Elmley and 80 discharged on a monthly basis). They also liaise with London Boroughs such as Wandsworth and Brixton to ensure continuity of service for offenders from outside Kent, who will return to London following a stay in a Kent prison.

3.13.3 Jobcentre Plus works with offenders as soon as they are inducted into a Kent prison. The offender has a one-to-one interview with an advisor to talk about their support needs and practical concerns such as stopping benefits and the impact on the family financially of them entering custody (especially if they have previously been the sole breadwinner or the partner and children are dependent on the variety of benefits related to having the father at home). The advisor will help the offender to take responsibility for their situation and any familial responsibilities, and to navigate their way through the complexity of inter-related social security entitlements. Support is for the offender not for the family, however the advisor can provide guidance and advice that the offender can pass onto their wider family. Jobcentre Plus will also help an offender to preserve existing employment where possible. It may be that if the offender is on remand or has a short sentence of a few weeks to months, so that negotiations with the employer may lead to a position being kept open. The advisor can act as a broker between employee and employer and assist with how to do so as sensitively and discretely as possible (so that wider colleagues are not aware of the prison sentence to reduce prejudice), and to advise the employer on how to manage risk. They have a 50% success rate in such negotiations. Jobcentre Plus are just one agency in a multi-agency effort for wraparound support for offenders within the prison Information, Advice and Guidance Units and work collaboratively with others where there is cross-over.

3.13.4 There is also intensive work pre-release to prepare offenders for leaving custody. Jobcentre Plus has a pre-release interview where they can advise on disclosure of sentence to employers and how to manage this in the best way. Spent convictions can be a barrier to employment as this is a period of time when
conviction had to be disclosed by law to any employer should they ask for a criminal history and is dependent on sentence length. If an offender has served more than 2 years in custody then they have a duty to disclose this for up to 5 years post release. Agencies supporting offenders in custody can build on their relationships and networks with sympathetic local employers to handle this with integrity and discretion so this does not further disadvantage those offenders who genuinely want to move on and make a fresh start. They can also market the skills of the offenders in a positive light such as their commitment and energy to make the best of the opportunity that has been given to them, as a springboard for change. They will also pre-book an appointment with an offender whilst in custody for them to attend their local Job Centre on release to arrange appropriate benefits, whilst they are awaiting paid employment. This is discussed further in Sections 4.5 and 4.8.

**FIGURE T: RESETTLEMENT ADVICE AND SUPPORT PER ESTABLISHMENT**

<table>
<thead>
<tr>
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<th>Service Provided</th>
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</table>
| **HMP Blantyre House** | ▪ The latest IMB report stated although Blantyre House provided excellent resettlement opportunities – for community reintegration and opportunities for employment – there was still no clear resettlement policy, based upon the specific needs of the population. This has now been addressed and there is a Resettlement Strategy around the 7 reducing reoffending/Reducing Re-offending Pathways.  
▪ All staff and peer advisors are trained in Information, advice and guidance (IAG) and have completed the accredited NACRO housing training and Shelter training.  
**Finance, debt & benefits**  
▪ Prisoners able to open a bank account at paid work stage and are encouraged to save.  
▪ Budgeting and money management course offered to inform long term offenders of changes to managing finances.  
▪ Citizens Advice Bureau provides finance and debt advice at surgeries.  
▪ Age Concern offers financial advice to over 50s.  
▪ Hibiscus delivers debt counselling to foreign nationals.  
▪ There is bank account support and preparation through arrangements with local banks  
**Education, Training and Employment**  
▪ Community work parties are very much focuses on skills for employment  
▪ Aim is for all to be in employment – no one should leave on benefits  
▪ Career advice guidance available through Connexions and Next Steps, and numerous partners including:  
  • Jobcentre Plus  
  • Kent Employer Forum  
  • Business link  
  • Kent County Council  
  • St Giles  
  • Start Up  
▪ Risk assessed prisoners are allowed out to do community work, attend external colleges  
▪ One Guidance Manager and two IAG advisors and peer support workers lead a team called Vision. This is where offenders acting as peer supporter, assist other prisoners to gain appropriate accommodation, employment and training placements out in the community.  
▪ Maidstone Borough Council provide work experience placements in their housing department  
▪ The Kent Employer Forum provide a multi-agency approach to supporting offenders into employment  
**Accommodation**  
▪ If accommodation is a pathway target it will be discussed at sentence planning stage with the offender.  
▪ Offender management will advise regarding any exclusion zones, victim issues and suitability to ensure all agencies are fully involved and aware of all information in sourcing suitable accommodation.  
▪ If the offender wishes to resettle in a new area, the prison will support release on temporary licence to establish the offender into the community ensuring familiarity and links to local employment or training.  
▪ The aim is to ensure 100% settled accommodation on release.  
▪ Key partners:  
  • Clear springs  
  • Shelter Offering training and specialist telephone advice  
  • Citizens Advice Bureau  
  • NACRO training and advice advocacy  
  • Hibiscus (foreign nationals)  
  • St Giles  
  • Women In prison  
  • Various Supported Accommodation projects  
  • Various Shared Housing projects  
  • Turnim House |
| **HMP Canterbury** | ▪ Student Social workers once weekly p.m surgery – holistic support. Provides advice and support of the following issues; family, housing, finance benefit and debt, and further general social issues inclusive of in-house counselling referrals.  
▪ Also work with international organisations (International Organisation for Migration) to resettle the majority of Offenders in their home countries mainly under the UKBA (United Kingdom Borders Agency) Facilitated Return Scheme. This scheme provides support for ex Offenders for up to 3 years.  
▪ A resettlement strategy board meets quarterly  
▪ According to the inspectorate report, prisoners reported poorly on resettlement issues. |
| **HMYOI Cookham Wood** | ▪ HMPYOI has a resettlement strategy focusing on the 7 reducing reoffending pathways. The resettlement programme is provided on the last 4 weeks of a sentence.  
▪ There is a dedicated Resettlement House for those reaching the end of their sentence  
▪ Finance, benefit and debt pathway through education provision provides information, advice and guidance |
### Resettlement preparation work is based on the 7 main Pathways: Accommodation, Education, Training & Employment, Health, Drugs and Alcohol, Finance, Benefits & Debt, Children & Families, Attitudes, Thinking and Behaviour.

- Also a pathway focussed on women prisoners who have been involved in the sex industry. Through Kent Probation and one to one work there is support to offer these women alternative strategies and a different lifestyle for their resettlement. This may be by providing an alternative employment and offering training in a new vocation and resettling in a new area. Links with Trust in South London and SWIP (Sex Workers in Prison)
- The Pathway course is run following induction into the prison so resettlement preparation starts as soon as possible. The offender takes personal responsibility for their own performance and future
- Producing a DVD for women prisoners in other prisons to prepare them for what is expected from them at a resettlement prison like East Sutton Park
- Emphasis on resettlement, good community links with 25 women working outside and plans to increase this up to 50.
- The Vision Service is a peer support service run by prisoners for prisoners and deals with housing, rent arrears, benefits, training and work opportunities as well as individual problems

### Finance, benefits and debt
- Budgeting and money management course offered to inform long term offenders of changes to managing finances.
- Citizens Advice Bureau provides finance and debt advice at surgeries.
- Hibiscus delivers debt counselling to foreign nationals.
- There is bank account support and preparation through arrangements with local banks
- There are partnerships and links with the following agencies:
  - Citizens Advice Bureau
  - Job centre plus
  - A4E (Budgeting and money management course)
  - Hibiscus
  - Age Concern

### Education, Training and Employment
- Local community work placements boost employment skills. Placements operate with local colleges, private training enterprises and Train 2 Gain
- The range of flexible working options open to women who are primary carers for their children includes advice on self employment, working from home and part time work.
- Employment advice can sometimes be difficult if the women are resettling out of Kent.
- The Stepping Stones programme helps women to think more long term about sustainable work options by building confidence and decision making skills
- Aims are for all to be in employment – no one should leave on benefits
- Maidstone Borough Council provide work experience placements in their housing department
- The Kent Employer Forum provide a multi-agency approach to supporting offenders into employment

### Accommodation
- If accommodation is a pathway target it will be discussed at sentence planning stage with the offender.
- Offender management will advise regarding any exclusion zones, victim issues and suitability to ensure all agencies are fully involved and aware of all information in sourcing suitable accommodation
- If the offender wishes to resettle in a new area, the prison will support release on temporary licence to establish the offender into the community ensuring familiarity and links to local employment or training.
- Offenders may use their paid employment to save for a deposit or secure accommodation prior to release and then spend home leave in the new surroundings to ease the transition.
- The aim is to ensure 100% settled accommodation on release.

- Key partners:
  - Clear springs
  - Shelter Offering training and specialist telephone advice
  - Citizens Advice Bureau

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</tbody>
</table>
### HMP Maidstone
- Five months prior to discharge, offenders attend a discharge board where the resettlement manager will enquire into what support is required. This includes accommodation services, medical services, employment and training options, preparation for work course, job centre plus interviews and bank accounts.

#### Finance, benefits & debt
- A Job Centre Plus advisor also visits the prison once a week.
- The education department provides classes on financial awareness. Discharge boards are used to highlight whether offenders require bank accounts, which are set up with the co-operative bank (160 opened to date).
- Offenders also signposted to citizen’s advice on release. The region is currently inviting several organisations to tender to face to face debt advice for offenders.

#### Accommodation
- Resettlement manager engages with several housing corporations including Shelter, Hope Trust & Stoneham housing trust.

#### Education, Training & Employment
- Employment opportunities are also extended to offenders within the contract services and workshops within the prison, such as Impact recycling working in the waste and recycling field at Rochester, London and Kent metals based in Sittingbourne and Thanet Waste services based in Gravesend.

### HMYOI Rochester
- Resettlement Strategy based on the 7 Pathways
  - Purpose built Resettlement Block which houses 60 offenders. The offenders have earned the right to be there following 9 months stay and good behaviour. This environment offers a more relaxed and independent regime with their own laundry and catering facilities. Offenders staying here will be allowed out to work on community placements and work parties.

#### Finance, benefits & debt
- 2 Officers to provide information, advice and guidance on benefits and debt – provided in house
- Don’t offer financial advice but offer advocacy and may facilitate phone calls to creditors or help offender write to the bank to notify them of change of circumstances
- These officers use their own initiative to make linkages with relevant organisations e.g. Citizens Advice Bureau
- New contract being pursued for the area to offer financial services to Cookham Wood and Maidstone

#### Accommodation
- Very few prisoners leave with No Fixed Abode – nearly 90% in Settled Accommodation
- Most return to their families and this is encouraged through family mediation, as the best place for young people
- The short sentences can be problematic in terms of finding suitable accommodation, as is continual flows of offenders to areas outside Kent – particularly a rise in numbers going to the Home Counties.
- Third Sector Provider is DePaul UK.
- Have one Prison Service Officer and two DePaul UK Officers
- Peer advice and support is not suitable for this age group

#### Education, training and employment
- ETE team work closely with Probation in Preparation for Work programmes
- Help with CV and disclosure statements and interview skills
- Business community provides talks on how they can get involved in work placements
- Some partners e.g. TRANSCO, CEASA interview offenders in prison for outreach work and paid employment
- Work with Jamie Oliver’s Fifteen Foundation
- Progress through stages of preparing for work from Stage 1 (community work), stage 2 (supervised work within prison boundaries but outside the wall), stage 3 (training externally) and stage 4 (paid employment in the community) – depending on sentence and risk assessment
- Voluntary and community work placements available e.g. charity work clearing gardens etc.

### HMP Sheppey Cluster – Elmley, Swaleside and Standford Hill
- All 3 prisons within the Cluster work on the SNAPSHOT whole resettlement model.
- The Sheppey Cluster has an Integrated Cluster Team of directly recruited staff and accredited, trained peers who offer information, guidance and advice on access to accommodation on release, education, training & employment, finance, benefits and debts. Services available are offered within the first 24 hours of entering prison.
- Kent and Medway resettlement project- helps PPOs return and resettle in Kent.

#### Finance, Benefits & Debt
- Shelter has just won a tendering process to provide debt, finance and benefit advice within the Cluster.
- There is now a range of high quality and effective services to meet the needs of prisoners in relation to Finance, Benefit & Debt (FBD) Issues, including:
  - A unified clustered approach to the delivery of FBD services that can respond flexibly to changes in policy and practise, and can be focused according to prisoner need across the three sites.
  - A managerial and organised structure that places FBD services alongside services targeting the other six reducing re-offending pathways of the RRNAP.
- Well trained advisors, both staff and prisoners, with specialist knowledge around FBD issues and access to up to date information sources.
- Training in Financial Literacy: Money management and budgeting skills courses

#### Education, Training & Employment
- The Active Citizenship scheme helps prisoners secure voluntary community work, training and paid work both in and outside the prison which is a key part of the resettlement programme and reducing reoffending
- Working Out Scheme at HMP Standford Hill facilitates offenders accessing work and training outside the
prison gates – it carries out risk assessments and employability assessments for those eligible to be released into the community during custody for employment, training and education purposes.

- Peer support is an important factor in preparing for resettlement. Run a scheme where teams of trained prisoners do employment/accommodation searches for other offenders. The scheme is hampered by a lack of access to the internet for security reasons – often searches via traditional media (e.g. newspapers) can be out of date which puts prisoners at an immediate disadvantage when applying for jobs, houses etc, especially in times when financial pressures mean more competition for limited resources. The scheme is resource intensive and requires close staff supervision.

- Job Centre Plus, Working Links Probation Services and Focus to Work Trust provide up to the minute labour market data, advising prisoners of vacancies as and when they occur, supporting them through the application process and developing valuable skills in interview technique, communication and preparation for work.

- Relationship with ‘StartUp’ which encourages prisoners to think about starting up their own business

- The prisons work closely with employers, SEEDA, LSC, Sector Skills Councils and training providers to research skills deficits and those qualifications that are preferred and recognised by industries

- A partnership with the Focus to Work Trust to provide Mentoring, Motivational Programmes, Advice and Guidance, Vocational Training, Access to Employment Programmes and entrepreneurial expertise.

- Scholarships and awards for through the gate employment and training from a variety of private and VCS partners (for example, TRANSCO and Xerox).

- Negotiation of contracts with commercial organisations to provide in-house learning and work opportunities representative of community enterprise.

- St Giles Trust delivers training for prisoner peer advisors at Standford Hill.

- Intranet access (via Blackboard) to Colleges of Further Education and internal departments to ensure learning continues beyond formal taught sessions and targets resistant learners.

- An extension of Elmley’s successful Community Arts Project, undertaking reparative work across all three sites, supported by the Inside Out Trust.

- An Electronic Individual Learning Plan currently being piloted which will address problems with continuity when prisoners are released.

- 11 additional workshops providing approximately 197 additional work places both commercial and vocational to include: a Construction Academy and a series of Recycling projects

- E learning through Ulf Learn Direct

Accommodation

- St Giles Trust provides accommodation support.

- The contract with Shelter provides a Housing Advice line across Kent Prisons

- Housing advice services- provide up to date information and guidance to all prisoners

- Community and Voluntary Sector Engagement Team- provides support both to the prisoner on release and also to the relevant housing providers and professionals from the public, private and voluntary sectors who are involved with resettlement.
Section 4: Release And Resettlement

4.1 Resettlement – Critical Success Factors

4.11 The National Offender Management Service (NOMS) defines resettlement as “where prisoners and their families receive assistance and support from the Prison and Probation Services, and voluntary agencies to help them prepare for life after prison”. All young offenders are released subject to a licence managed by Youth Offending Services; all adult offenders sentenced to 12 months or more are released on a licence managed by the Probation Service. Effective resettlement starts in prison. Preparing for their release can be an intimidating and anxious time for a prisoner – especially if they have become institutionalised following a long sentence or they face a return to the chaotic lifestyle, peers and circumstances which contributed to their offence in the first instance. Resettlement is about much more than preparing for release – it is about consistent supervision and support for reintegration into society. In order to fulfil the dual aims of NOMS of reducing reoffending and public protection, resettlement must be an ongoing and sustainable process which builds on work started in prison and continues out into the community. The challenge is to transform the offender into a law-abiding citizen, and the complex needs of offenders can mean this can be a lengthy and resource intensive process. However, successful resettlement has rewards of public confidence in the criminal justice system, reducing the burden on the taxpayer of reoffending (estimated at £65,000 per re-offence, and up to £110,000 if reconvicted and sent to custody) and immense benefits for the individual and their family, and for the wider community and victims who suffer the impact of their crimes.

4.12 In order to provide the maximum opportunity for resettlement to be effective NOMS work to seven Reducing re-offending pathways, which are based on critical success factors for reintegration into society. Although work on the Pathways is begun in custody by Prison Information, Advice and Guidance Teams (IAG) through comprehensive Resettlement Strategies (Appendix 2), this focus must be continued and owned by all the Public Sector and Voluntary & Community Sector services available to ex-offenders in the community. The seven pathways are:

- Pathway 1- Housing and Accommodation
- Pathway 2- Education, Training and Employment
- Pathways 3- Mental and Physical Health
- Pathways 4 - Drugs and Alcohol
- Pathway 5 - Finance, Benefit and Debt
- Pathway 6 - Children and Families
- Pathway 7- Attitudes, Thinking and Behaviour

4.13 Women offenders have a further two Pathways to support their different resettlement needs:

- Pathway 8 - Domestic Violence
- Pathway 9 - Working in the Sex Industry

HMP East Sutton Park has specific work streams to support women prisoners on these issues. Targeting domestic abuse is vital to stop the cycle of behaviour. Almost a third of women in prison have been subject to physical or sexual abuse. Women in prison are a vulnerable group which can be seen through the high rates of mental health problems and difficulties with emotional well being. There are strong links between the experience of being a survivor or abuse and self harming. Women prisoners who have been involved in prostitution may enter prisons with multiple needs such as health and drug problems and a history of sexual abuse. Women may welcome support in gradually moving away from prostitution. Support services for those whom may have worked in the sex industry may offer these women alternative strategies and a different lifestyle for their resettlement. This may be by providing an alternative employment and offering training in a new vocation and resettling in a new area.

4.14 Serious sexual and violent offenders demand particularly intensive management. MAPPA (multi-agency public protection arrangements) planning ensures that police, prisons, probation and other responsible agencies discuss risks and agree together how best to manage particular offenders while they are in prison and when they eventually return to the community. The top priority is to keep the public safe and other services such as housing and health must cooperate with planning arrangements to achieve this. The management of offenders subject to MAPPA is explored further in Section 4.11.

4.15 Young offenders will need particular support to enable them to settle, the level of support and encouragement from their families and peers is crucial – peer pressure to return to their previous lifestyle can
be tremendous at this impressionable age. This is being recognised nationally – the government has just announced (£8.4m is to be spent on resettlement and rehabilitation of young offenders leaving prison. Comprehensive resettlement plans which address issues such as careers, training, education and accommodation will hopefully put vulnerable young people back on the right path. The continuity of the Youth Offending Service (who act in a probation capacity for those under 18) through from sentencing, custody and release is crucial to providing the wraparound support and signposting to relevant services that may make all the difference in preventing offending.

4.16 The HMP East Sutton Park & Blantyre House Resettlement Strategy identifies that partnership working is the key to the successful delivery of the reducing re-offending pathways and, therefore, is at the core of effective resettlement and offender management, which relies on good interventions and services addressing the identified need of individual offenders. Although key responsibilities for reducing reoffending lie with enforcement agencies such as Kent Probation, HM Prison Service and Kent Police, there is a need to forge excellent working partnerships with other statutory and non-statutory organisations, as well as voluntary, charities, employers and the community sectors, to support successful resettlement.

4.17 NACRO is an advocate of “Integrated Resettlement” – and challenges that rehabilitation will only work if it is approached in an integrated manner which addresses the full range of problems faced by offenders. It argues that resettlement arrangements to support offenders should not begin or end at the prison gate but start in prison and continue in the community. At the same time, initiatives to help offenders resettle should be directed towards meeting the needs of the individual. All too often this does not happen and much resettlement work is piecemeal and inadequately co-ordinated.

4.18 There are specialist schemes in Kent and Medway which are addressing this issue by taking forward the development of Integrated Offender Management. Integrated Offender Management (IOM) is a process that has developed operationally and builds on the successes of current offender focused programmes such as Drug Interventions Programme (DIP) and Prolific and other Priority Offenders Schemes (PPO). IOM aims to make the best use of shared skills and resources through pooling the Police intelligence, tasking and enforcement expertise with the offender management role of Probation, Youth Offending Service (YOS) and the Prison Service to provide “end-to-end offender management”. An identifiable opportunity of IOM is the bringing together of a number of partners with their specific assets into a co-ordinated approach to reducing reoffending thereby cutting crime. It aims to jointly identify and consistently manage offenders identified as causing the greatest concern to their local communities through their criminality. There are a number of operational principles which include; delivering a local response to local problems by ensuring that local agencies prioritise resources, engage with local communities and give offenders a clear understanding of what is expected of them. This is achieved through providing assistance to meet need and swift intervention to disrupt their criminal activity if they continue to offend.

4.19 IOM and PPO in Kent and Medway are delivered through the implementation of six Integrated Offender Management Units (IOMUs). The IOMUs will be based with the Intelligence Unit in each Basic Command Unit (BCU) and will be made up Police, YOS, DIP and Probation staff, with a link to the Prison Service. Implementation has been divided into two phases. Phase one is complete and focused on Kent Police re-aligning their internal resources to support the initial IOMUs and Kent Probation re-aligning their boundaries to be co-terminus with Crime & Disorder Reduction Partnership (CDRPs). Phase two is well underway and focuses on aligning partnership resources, with a full roll out planned by the end of April 2010. Kent and Medway have been recognised by the Ministry of Justice as being “well down the road to a thriving IOM and we are embracing the key principles of IOM that have been identified at the centre”. The IOM developments can be seen as an example of best practice in how investing in a co-located multi-agency team of experts with frontline experience, local knowledge and an intelligence led approach can pay for itself, in terms of reducing reoffending of those offenders who have had the most persistent and damaging impact on communities. This co-located approach was piloted in North Kent, under the ESF funded Exodus programme in 2005. An independent evaluation of Exodus was carried out by the University of Kent, which confirmed that this model works and this could be the way forward for bringing together the reducing re-offending pathway strands in a cost-effective and efficient way which has real results for local communities. Building on the findings from the Exodus Evaluation, the University of Kent are currently evaluating the IOM approach in Medway and East Kent (Canterbury and Thanet) which are the pilot sites for Probation Officer co-location in an IOMU. An IOM framework is currently being developed in Kent and Medway, which will be based on the IOM Government Policy Statement issued in June 09. The framework will explore how partners could most effectively work collaboratively to identify and manage those problematic offenders causing the greatest harm to the community through their criminality.
CASE STUDY: Integrated Offender Management in Kent and Medway

Background
Kent has a long history of working in partnership to reduce reoffending starting with the award winning Short Term Prisoner Program (STPP) in 2000. The program focused on breaking the cycle of re-offending for short term prisoners at HMP Canterbury. The STPP was evaluated in 2002 and it was revealed this programme had a positive effect on short term prisoners. In 2003, the STPP merged with the Prolific Offenders Programme (POP) and became the Kent and Medway Resettlement Programme which is responsible for rehabilitating and resettling the most Prolific and Other Priority Offenders (PPO). The KMRP is made up of ten Resettlement Officers, employed by Kent Police and based in each IOMU and a PPO Unit, made up of three staff based in HMP Elmley. The KMRP is a multi-agency management approach to prolific offenders which has formed the foundation for the development of IOM in Kent and Medway. It is now incorporated within the Integrated Offender Management Units.

What is it?
IOM aims to extend the existing joint identification, management and information sharing processes of PPO and DIP to a wider group of problematic offenders. IOM is essentially the strategic umbrella for offender manager approaches and aims to ensure that offenders who are of concern to all agencies don’t end up being no one’s responsibility.

Kent and Medway are currently implementing six Integrated Offender Management Units (IOMUs) which are responsible for identifying and consistently managing the offenders in each BCU, who are responsible for causing the greatest concern to the community through their criminality. The agencies will be co-located and identified offenders will be assessed as being high, medium and low risk of re-offending, which will ensure resource is allocated to identified risk. A lead officer will be allocated for each offender identified for IOM management and they will be responsible for brokering in the multi agency resources to reduce the risk of re-offending. The offender’s needs will govern who the lead officer is, i.e. the lead officer for an adult on statutory supervision will be Kent Probation, this will ensure there is no duplication.

Who is involved?
The critical success factor for IOM is the co-location of experts from a range of fields who can instantaneously pool resources, knowledge and intelligence by being based together and sharing information freely. Key partners are:

- **Kent Police** (in each of the 6 IOMUs is a Police Detective Sergeant, Prison Resettlement Officers, Drugs Liaison Officer, PPO Co-ordinator and Information Co-ordinator. There is also a link to Neighbourhood Policing and Tactical resources to carry out enforcement or compliance checks)
- **Kent Probation** (Probation Officer part time co-location is currently being piloted in Medway and East Kent, which incorporates Canterbury and Thanet, with an expected roll out early 2010 dependent on success of pilots).
- **Prison Service** (The PPO Unit at HMP Elmley will support the management of IOM short term offenders)
- **KDAAT/MDAAT** (Drug Intervention Programme) 18 DIP Workers are now working closely with the IOMUs.
- **Youth Offending Service** (YOS Police Officer role will be re-aligned to support the management of young offenders identified for IOM - phased roll out from early September 2009)
- **Housing Providers**
- **Mental Health Teams**
- **Benefits Agency**
- **Crime & Disorder Reduction Partnerships (CDRPS)**

What is the process for identifying offenders for the programme?
The IOMU have an intelligence led approach to identifying offenders, based on an agreed risk assessment matrix which takes into account the nature and volume of crime and partnership information. Offenders can be nominated by Probation, Police, YOS or other partners. They also work closely with the Prison Service to identify those offenders about to be released from custody. To support Kent Probation with the management of PPOs recently released from Prison a condition can be included on the licence, which requires them to engage with the Resettlement Officer. It is also possible for a requirement to engage with the Resettlement Officer to be included in a community order. The Resettlement Officer can also have a voluntary involvement with problematic offenders released from prison without a licence.
Each IOMU is responsible for identifying between 150-200 of the BCUs most problematic offenders who are most likely to have a negative impact on communities through their criminality (e.g. prolific burglars or drug dealers or Anti Social Behaviour). Those identified are then divided into high, medium and low risk of re-offending based on Probation OASYS data, Police OMU Risk Assessment and YOS ASSET data. Within this group will be PPO DRR DYO those who have previously fallen just short of PPO status short term prisoners and some young offenders.

How does it work?
Offenders can be identified for IOMU management at any point in their offending behaviour i.e. pre-arrest or in Prison.
- For those offenders identified pre-arrest the Police will develop a tactical plan to disrupt their criminality. This will vary according to the nature of offending but range from tactical intervention to multi-agency support.
- For offenders identified in prison the Resettlement Officer will create a Release Plan with the individual based on the needs of the offender around the seven pathways. The team then work together to ensure appropriate levels of enforcement, interventions and positive assistance dependent on the offender's risks and needs, and create shared objectives which are frequently reviewed.
- The intelligence gathered on these offenders through the IOMU Combined Risk Assessment is continually updated by incoming intelligence from Police reports, arrests, and partner interventions.
- Kent Probation lead on those offenders under statutory supervision and a suitable lead officer will be identified for those offenders not under statutory supervision based on needs. The agencies then work together to support the compliance of statutory orders for those offenders identified for IOM management. This includes home visits, support with the monitoring of condition of residence, exclusion zones or restricted activities.
- Tactical teams can assist with the enforcement of statutory orders, under the direction of Kent Probation. The support of Tactical Teams can also assist with the application of exclusion zones, and prohibited activities on licences, which the Probation Service does not have the resources to monitor. These tools can be an effective in managing offending behaviour, such as a prolific shoplifter being excluded from entering a high street. By the Police having knowledge and supporting this condition, we can present a robust multi-agency approach to managing problematic offenders.
- Resettlement Officers offer intensive support on all aspects of resettlement, based around the needs of the individual. Their most important role is signposting and connecting the offender to additional support services offered by other agencies on the seven pathways. This includes assistance in finding accommodation, employment, treatment for substance misuse and counselling.
- IOM working processes to support the effective multi-agency management of these offenders, which includes developing an enhanced multi-agency input into Pre-Sentence Reports to support Probation and YOS recommendations, are being developed.
- There is an IOM Working Group which acts as a multi-agency group to co-design the most effective processes, create shared action planning and joint training. This group is overseen by an IOM Steering Group, which monitors the development and performance of IOM and with the Crown Prosecution Service chairing this group, engages the wider Criminal Justice System.

Why is this model considered to be best practice?
- There are five national pioneer areas across the country developing the IOM approach. Although Kent and Medway are not a pioneer area, we have received recognition from the Ministry of Justice on our developments. Unlike the national pioneer areas we have develop IOM within existing resources and have used no additional funding. The KMRP has provided us with a unique foundation for our IOM and all the skills and experiences have been developed within Kent.
- It focuses limited resources intensively and intelligently on those most at risk of reoffending and with the most severe impact on the local community
- It helps to reduce duplication between different agencies and is more cost-effective by having co-located premises. Anecdotal evidence from Kent Police suggests that the money invested in the posts within the IOMU pay for themselves through savings to the taxpayer of reducing reoffending (can be up to £65,000 per reoffence, up to £110,000 if reconvicted and sent back to prison). Joint training and development for staff also saves money and enhances effectiveness.
- The “carrot and stick” approach of support and enforcement and robust intervention when required boosts public confidence and reduces risk to the public.
- The IOMU approach is being independently evaluated by the University of Kent and this is based on the Exodus evaluation in 2006 which proved to be effective in reducing reoffending and increasing public protection.
- The national reputation of IOM in Kent and Medway has been confirmed during a visit in June 2009 by Phillip Bowen, Head of Intensive Offender Management for NOMS within the Ministry of Justice. Feedback from the visit complimented on how “Kent has been able to move from a successful PPO
4.2 The Role of Probation

4.21 Kent Probation covers both Kent and Medway and is one of the largest probation services in England and Wales. From the 1st April 2007 to the 31st March 2008 there were 6442 individuals under the statutory supervision of Kent Probation. They supervise offenders on community orders and licences and prepare around 5096 reports for the courts a year. Around 20% of the workload is from Medway. Probation is a vital part of the prisoner journey as they are the service which provides the continuity from the pre-sentence report prepared for the court, through prison and on release whilst on licence. Their involvement in the seven reducing re-offending pathways is discussed throughout Sections 4.4 to 4.10. Every prisoner who is sentenced to 12 months or more in custody will be managed by Probation. Those under the age of 18 will be managed by Youth Offending Service. Kent Probation work collaboratively with a wide variety of partners, despite the challenges of the area’s size, geography and more prisons than anywhere else in the country, to develop offender management which has two dual aims – to reduce reoffending and to provide public protection.

4.22 Kent Probation has “good performance” as assessed in the last quarterly performance ratings (2008/09), where it scored 3 out of 4. Performance is also consistent with no change in any of the ratings from the last quarter. The Kent Probation Annual Report (2008) shows that the area is on or above target to achieve the 2008 performance measures for:

- Enforcement
- Unpaid work completions
- Risk assessments of Priority and Prolific Offenders
- Accredited programme completions
- Timely reports to the courts
- 72% of licenses and orders were completed successfully (target = 75%)
- 72% of cases reached the 6 month stage without breach (target = 70%)

4.23 The latest Report on Offender Management in Kent Probation (February 2008) gave praise for managing attendance and compliance issues, and how the handling challenging offenders and approved premises had made a “real contribution to public protection” which had a significance in reducing potential reoffending. However areas for improvement include improving the quality of sentence planning end to end, and making this meaningful for offenders. In some cases the quality of contact between prisons and offender managers to prepare offenders for release was “insufficient”. Kent Probation was praised for its role in the MAPPA processes.

4.24 Kent Probation works in partnership with a number of service providers who provide services to offenders on release to support them through resettlement. In order to identify which offenders would benefit most from which services, Probation use an assessment system called OASys (Offender Assessment System) to identify offender needs. In 2007/08, of the 6442 offenders, 3560 had an OASys (Offender Assessment System) assessment to identify their needs and 97% of OASys assessments were completed or updated within the appropriate timescale. In 2008/09 there were OASys assessments for 4843 offenders on Tiers 1-4 (Tier 1 offenders are the lowest risk, Tier 4 the highest). The OASys analysis helps us to build a profile of offenders needs on release. It breaks the data down into ten Criminogenic Needs (figures are for Kent overall):

- Accommodation
- ETE (Education, Training and Employment)
- Finance
- Relationship
- Lifestyle
- Drug
- Alcohol
- Emotional

4.25 How much more effective could this be if more Public Sector and Third Sector partners dedicated resources to this co-location model which concentrates expertise, skills and local knowledge? How could the wider Public Sector contribute to the intelligence led approach?
• Thinking
• Attitude

4.25 Tier 1 Offenders (Lowest Risk) – Summary of Offender Needs
Due to their low risk of re-offending and harm, most Tier 1 offenders are not subject to an OASys assessment and therefore data on their criminogenic needs are mostly not recorded. However, there were 246 Tier 1 offenders who were assessed by OASys. Of these:
• The highest need for this group was Education, Training and Employment
• Other significant needs include Emotional and Thinking
• Drugs was the lowest need for this group – alcohol was nearly 6 times more likely to be a need

FIGURE U: TIER 1 OFFENDER NEEDS (Source: Kent Probation OASys 2008/09 Criminogenic Needs)

<table>
<thead>
<tr>
<th>Tier 1</th>
<th>Number of offenders</th>
<th>Total number of offenders</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accommodation</td>
<td>30</td>
<td>246</td>
<td>12.2</td>
</tr>
<tr>
<td>ETE</td>
<td>74</td>
<td>246</td>
<td>30.1</td>
</tr>
<tr>
<td>Finance</td>
<td>33</td>
<td>246</td>
<td>13.4</td>
</tr>
<tr>
<td>Relationship</td>
<td>39</td>
<td>246</td>
<td>15.9</td>
</tr>
<tr>
<td>Lifestyle</td>
<td>26</td>
<td>246</td>
<td>10.6</td>
</tr>
<tr>
<td>Drug</td>
<td>7</td>
<td>246</td>
<td>2.8</td>
</tr>
<tr>
<td>Alcohol</td>
<td>41</td>
<td>246</td>
<td>16.7</td>
</tr>
<tr>
<td>Emotional</td>
<td>62</td>
<td>246</td>
<td>25.2</td>
</tr>
<tr>
<td>Thinking</td>
<td>44</td>
<td>246</td>
<td>17.9</td>
</tr>
<tr>
<td>Attitude</td>
<td>21</td>
<td>246</td>
<td>8.5</td>
</tr>
</tbody>
</table>

4.26 Tier 2 Offenders– Summary of Offender Needs
• There were 1712 Tier 2 offenders assessed by OASys
• The highest need for this group was also Education, Training and Employment
• Other significant needs include Alcohol, Thinking and Emotional
• Drugs was the lowest need for this group – alcohol was nearly 3 times more likely to be a need

FIGURE V: TIER 2 OFFENDER NEEDS (Source: Kent Probation OASys 2008/09 Criminogenic Needs)

<table>
<thead>
<tr>
<th>Tier 2</th>
<th>Number of offenders</th>
<th>Total number of offenders</th>
<th>Percentage (%)</th>
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<tbody>
<tr>
<td>Accommodation</td>
<td>382</td>
<td>1712</td>
<td>22.3</td>
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<tr>
<td>ETE</td>
<td>714</td>
<td>1712</td>
<td>41.7</td>
</tr>
<tr>
<td>Finance</td>
<td>247</td>
<td>1712</td>
<td>14.4</td>
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<tr>
<td>Relationship</td>
<td>501</td>
<td>1712</td>
<td>29.3</td>
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<tr>
<td>Lifestyle</td>
<td>360</td>
<td>1712</td>
<td>21</td>
</tr>
<tr>
<td>Drug</td>
<td>198</td>
<td>1712</td>
<td>11.6</td>
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<tr>
<td>Alcohol</td>
<td>645</td>
<td>1712</td>
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<tr>
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<td>584</td>
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<tr>
<td>Thinking</td>
<td>602</td>
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<tr>
<td>Attitude</td>
<td>332</td>
<td>1712</td>
<td>19.4</td>
</tr>
</tbody>
</table>

4.27 Tier 3 Offenders – Summary of Offender Needs
• There were 2318 Tier 3 offenders assessed by OASys
• The highest need for this group was Thinking, closely followed by Education, Training and Employment
• Other significant needs include Alcohol, Relationship, Emotional and Lifestyle
• Finance was the lowest need for this group

FIGURE W: TIER 3 OFFENDER NEEDS (Source: Kent Probation OASys 2008/09 Criminogenic Needs)

<table>
<thead>
<tr>
<th>Tier 3</th>
<th>Number of offenders</th>
<th>Total number of offenders</th>
<th>Percentage (%)</th>
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<tr>
<td>Accommodation</td>
<td>900</td>
<td>2318</td>
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<td>ETE</td>
<td>1352</td>
<td>2318</td>
<td>58.3</td>
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<tr>
<td>Finance</td>
<td>568</td>
<td>2318</td>
<td>24.5</td>
</tr>
</tbody>
</table>
4.28 Tier 4 Offenders (Highest Risk) – Summary of Offender Needs

- There were 567 Tier 4 offenders assessed by OASys.
- The highest need for this group was also Thinking, closely followed by Lifestyle.
- Other significant needs include Attitude, ETE and Relationship.
- Finance was the lowest need for this group.

FIGURE X: TIER 4 OFFENDER NEEDS (Source: Kent Probation OASys 2008/09 Criminogenic Needs)

<table>
<thead>
<tr>
<th>Tier 4</th>
<th>Number of offenders</th>
<th>Total number of offenders</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accommodation</td>
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<td>567</td>
<td>69.3</td>
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<tr>
<td>ETE</td>
<td>412</td>
<td>567</td>
<td>72.7</td>
</tr>
<tr>
<td>Finance</td>
<td>194</td>
<td>567</td>
<td>34.2</td>
</tr>
<tr>
<td>Relationship</td>
<td>410</td>
<td>567</td>
<td>72.3</td>
</tr>
<tr>
<td>Lifestyle</td>
<td>442</td>
<td>567</td>
<td>78</td>
</tr>
<tr>
<td>Drug</td>
<td>204</td>
<td>567</td>
<td>36</td>
</tr>
<tr>
<td>Alcohol</td>
<td>300</td>
<td>567</td>
<td>52.9</td>
</tr>
<tr>
<td>Emotional</td>
<td>336</td>
<td>567</td>
<td>59.3</td>
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<tr>
<td>Thinking</td>
<td>492</td>
<td>567</td>
<td>86.8</td>
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<tr>
<td>Attitude</td>
<td>426</td>
<td>567</td>
<td>75.1</td>
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</tbody>
</table>

4.29 Overall Trends – Summary of Offender Needs (see Figure Y)

- The highest need overall was Thinking, followed by ETE.
- The lowest need overall was Drugs.
- Accommodation was a much higher need for Tier 4 offenders than any other group, and requires the most intensive support to find suitable housing, however accommodation need was much lower than expected on the OASys data given the anecdotal evidence of most practitioners we interviewed who suggested this was the most significant need for many offenders.
- Tier 4 Offenders had the highest percentage need for ETE, however this came out as the highest percentage need of all the Needs for Tiers 1 and 2. The percentage need increased as the Tier of offender increased. It is a significant need for most offenders.
- Finance was one of the lowest needs overall, but tended to be highest need for Tier 4, with need rising as the Tier level increased.
- Relationship needs increased across the Tiers. The highest need was again for Tier 4 offenders whom 72% had this as a need.
- Lifestyle needs increased cumulatively up the Tiers, with 78% off Tier 4 offenders having this need.
- Drugs needs were lower than might be expected, increasing with the Tiers, however for Tier 1 this was only 2.8% and for Tier 4 only 36%. This may indicate that either drug treatment in custody had been effective or there are untreated/undiagnosed needs for drug misuse, as anecdotal evidence from frontline practitioners indicates that drug misuse is still a very significant trigger issue for offenders in terms of reoffending.
- Alcohol needs were much higher overall than drug needs (perhaps a reflection that most funding is concentrated on drug treatment rather than alcohol). Alcohol was the highest need amongst Tier 3 offenders, closely followed by Tier 4.
- Emotional needs increased cumulatively up the Tiers, with highest need of 59.3% for Tier 4.
- Thinking needs also increased across the Tiers, with an exceptionally high score for Tier 4 of 86.8%.
- Attitude needs were very low for Tier 1 (8.5%) but this had risen to 75.1% for Tier 4.
- It is interesting to observe that some of the social needs such as Lifestyle, Relationship, Thinking and Attitude seemed to be higher than physical needs such as Accommodation or Drug support.
4.210 South East Regional Trends in Offender Needs
The 2007/08 Regional South East Summary for Probation Area Needs Analysis showed that overall across the ten criminogenic factors the planned intervention (demand) and the respective need was fairly well matched, with the exception of Drug (the lowest need at 20%) and alcohol misuse - this mirrors the trend in Kent where Alcohol was over 2 times more likely to be a need than Drugs. For the South East the top three needs correlated with Kent with Thinking Skills represented the highest need (52% for the South East), ETE and Alcohol. The lowest needs of Drugs and Finance also correlated. The needs and intervention analysis for the South East can be seen in Figure Z.

FIGURE Y: CROSS REFERENCE OF OFFENDER % NEEDS (Source: Kent Probation OASys 2008/09 Criminogenic Needs)

FIGURE Z: NEED DEMAND ANALYSIS FOR THE SOUTH EAST REGION PROBATION AREAS (Source: NOMS Regional Offender Management Statement of Performance 2007/08)
KEY INSIGHT: Offenders have a very complex set of multiple inter-related needs. Social and psychological needs such as offender’s attitude, lifestyle, relationships, decision making skills and coping mechanism are often just as important, if not more so, than needs for traditional support services such as accommodation, drug and alcohol treatment.

A complicated set of needs can mean that an offender can dip into multiple service interventions, and there needs to be effective collaboration and co-operation between agencies to share information on individuals, and share responsibility. The complex needs can mean offenders can be “everyone and no-one’s” responsibility.

Experienced frontline practitioners that can identify the triggers and factors which impact on an offender’s needs at a particular point in time, and providing the right intervention at the right time is crucial in successful resettlement.

4.3 Resettlement – Where Do Offenders Go On Release?

4.31 The offender journey into resettlement begins as they leave prison. However the search for appropriate accommodation begins when an offender is still in custody. Prison Information, Advice and Guidance (IAG) Teams focus on housing and accommodation as one of the seven reducing re-offending pathways, to help prepare the offender for their release by offering support on all the options available to them and signposting to other organisations which may be able to support “through the gates”. The passion and commitment of the Prison Service staff to ensuring that no-one under their care will leave as “no fixed abode” with support in place, came through strongly during our visits to each of the prisons. Although the prison will support as far as they are able to match the right choice of the individual – whether this be returning to family or more structured Supported Housing – they are not resourced to provide support once the offender leaves the remit of the Prison Service on release. Although there are “Settled Accommodation” key performance indicators for each prison, this can be unreliable as it says nothing about the consistency or outcome of that arrangement – i.e. it does not indicate whether that accommodation need was appropriate and sustainable as a longer term option for that individual. Once they have left prison, offenders who do not have family or friends support, may be institutionalised or have poor coping and decision making skills, may find that accessing the right accommodation by themselves is not an option. These offenders may rely on the support of their Probation Offender Manager (if subject to licence conditions), service providers and Third Sector, and this relationship is crucial to the success of reducing reoffending. The type of accommodation options open to offenders is explored in more detail in Section 4.4.

4.32 In order to assess the impact of prisons on Kent's public services, it is important to identify where offenders located in Kent prisons are released to. Not only does Kent have more prisons than anywhere else in the country, it has a very busy Local prison at HMP Elmley, which covers all the court discharges from Kent and Medway, it has one of the only specialist Sex Offender Treatment Programmes in the country at HMP Maidstone, the only Youth Offending Institutions in the South East and the only Resettlement prisons in the South East at HMP Blantyre House and HMP East Sutton Park. This means there is a constant flow of prisoners being discharged from all over Kent, and being received from other prisons and courts all over the South East region and beyond. To find out whether Kent is suffering a disproportionate impact of other Local Authority area offenders resettling in Kent it is essential to “map” where prisoners go to on release.

KEY INSIGHT: There is anecdotal evidence to suggest that some offenders released from London prisons are issued with a free travel warrant and encouraged to travel to Thanet where there is a surplus of cheap private sector rented B&B accommodation. This issue should be explored collaboratively with London prisons and Boroughs to assess whether this is the case, and if so, are the offenders originally Kent residents from that area, or if not, are they placing an additional burden on this area of the county?

4.33 There are difficulties associated with this task. This data is collected by the Prison Service however each individual establishment has its own data collection arrangements and may record this information in differing levels of detail. It was also at the discretion of each individual prison as to how detailed a level of information they could share for the purposes of this report – for some this was only percentage figures, others were happy to disclose a named location e.g. a specific hostel. All data was de-personalised. Some prisons had until recently (prior to February 2009) had the practice of deleting prisoner records once a prisoner left the establishment (whether this be transfer or release) giving no trend information. It is still the case that LIDS (the system currently used by the Prison Service until the new system PNOMIS comes into effect from February 2010) deletes records after 6 weeks. For the purposes of this report we have mapped
the release location by town (where possible) of offenders released during June or July 2009 and given an indication of where outside Kent offenders resettle. HMP Canterbury and Dover IRC are not included as the vast majority of prisoners are usually deported. Data was unavailable from HMP Cookham Wood but interviews with prison staff indicate that due to the young age of offenders (15-17) most would return home to their families or in the case of Looked After Children to the care of the Local Authority they came from. 93% from HMP Cookham Wood were in settled accommodation on release (target = 80%). 48% of the 87 inmates have a home reception area of Kent, 32% are from London and 8% from East Sussex.

4.34 During the course of collecting this data, all anecdotal evidence from our interviews with Prison, Probation and Police staff indicates that the majority of offenders go back to their original local authority area. On the whole they tend to gravitate back towards the area where they have a history – of family ties, social networks and hopefully employment. Many have no reason to resettle close to where they are in custody, unless there is a specific accommodation need that can be met within Kent, or there is a caveat of their sentence that prevents them returning to their local area (for example this is a condition of some MAPPA offenders license conditions to protect victims and their families). This evidence has been confirmed by the trend information from Kent Police Prison Intelligence Unit. During January to June 2009, 3046 offenders were released from Kent prisons.

Figure AA shows that only 411 (10.91%) of those prisoners flowing in and out of Kent were release from Kent prisons to Kent addresses. In contrast the flow is from Kent prisons to other addresses nationally – 2635 offenders (69.95%) went back to areas outside of Kent. However we do have an influx of prisoners from other prisons nationally released to Kent addresses – 721 (19.14%) – however this is relatively low in contrast to the opposite flow of offenders, and does not tell us how many of these were originally Kent residents, who committed crimes or were sentenced elsewhere in the UK.

KEY INSIGHT: If offenders are originally from another local authority area almost all tend to return to that area on release from prison. More offenders are resettling outside of Kent than within Kent, and those within Kent were mainly local residents. It appears to be a misconception that offenders choose to resettle in Kent if they have no ties to the county.

4.35 HMP Sheppey Cluster
- There were 160 recorded discharges from HMP Sheppey Cluster during June 2009.
- No offenders were released from HMP Swaleside. 86 (53.75%) were released from HMP Standford Hill. 74 (46.25%) were from HMP Elmley.
- 100% were confirmed as in settled accommodation.
- 113 (70.63%) were discharged to the same town as they were received from.
- 91 offenders (57%) were released outside of the county – of these 27% were to London and 9% to Essex. 18% were released to other locations within the UK (including Scotland and Northern Ireland. 3% were released outside the UK.
- 73 (46%) offenders were released to Kent addresses.
- The most significant flows of 5-10 offenders were to the Medway towns (25% - 13% of those returning to Kent went to Chatham) and Margate (9.7%).
- Of those released to Kent, 32% returned to their reception town. Of the 68% who did not, only 2% were from outside Kent (from London).
- The pattern of dispersal is shown on Figure AD.

4.36 Weald of Kent Resettlement Prisons – HMP Blantyre House and HMP East Sutton Park
- HMP Blantyre House and HMP East Sutton Park were amalgamated to become the Weald of Kent Resettlement prisons.
- During July 2009 there were 122 offenders at HMP Blantyre House. 30 (25%) returned to Kent addresses
- HMP Blantyre House takes prisoners from all over the South East and most return to their home location – predominately London.
- Of those returning to Kent, 8 (27%) were no fixed abode.
- 73% of those returning to Kent had secured accommodation on release – 20% to approved hostels.
- The biggest flow of those returning to Kent was to Maidstone – 23% (7 of the 30) went to Maidstone – 5 of these were referred to Tumin House – a hostel offering specialist supported accommodation.
- The pattern of dispersal is shown in Figure AE
- During July 2009 there were 100 offenders at HMP Sutton Park. 6 (6%) expressed a wish to be released to Kent.
- One of those returning to Kent was housed in secured accommodation and 2 were referred to Tumin House. 1 was referred to Langley House, an approved hostel.
- There were 2 offenders who were No Fixed Abode – for those one wanted to return to their home area of Hastings and one wanted to be re-housed in Kent.
• This data has not been mapped due to the very small number relocating to Kent.

4.37 HMPYOI Rochester
• During July 2009 there were 610 offenders released from HMPYOI Rochester. 535 (87.8%) were released to addresses outside of Kent.
• Of the 75 (12.2%) released to Kent most dispersed to 4 locations (flows of 6-7 offenders) – these were Medway, Maidstone, Gravesend and Margate.
• The dispersal flows are shown in Figure AF.

4.38 HMP Maidstone
• Since April 2009 HMP Maidstone re-rolled to become a specialist Sex Offender prison, with 70% Sex Offenders and 30% Foreign Nationals. This has changed the nature of the prison and may have an impact on release data.
• Due to sensitivities around this, HMP Maidstone could only share for the purposes of this report data from April 2008 to March 2009, just before the re-roll. However during this time there were still a significant proportion of sex offenders so the data analysis shows the division between offenders released and Sex Offenders released. The following statistics are based on 2009 Year to Date (Jan-Mar 2009) (Figure AG).
• Of those discharged 92.44% were in settled accommodation (target = 80%)
• Of those discharged 56% were in permanent accommodation, 30% in hostels, 6% in supported accommodation, 2% in temporary accommodation and 6% No Fixed Abode.
• 58% of main prisoners were discharged to the UK, 42% of Sex Offenders discharged to the UK
• Figure AB shows of the 99 main prisoners discharged to the UK – 35 (35%) were to Kent. 36% were to London

FIGURE AA: PRISONER RELEASE PATTERNS – JAN-JUN 2009 (Source: Kent Police Prison Intelligence Unit)
Figure AC shows that of the 72 Sex Offenders discharged to the UK, 28 (39%) were to Kent. 22% to London. The numbers of sex offenders released varied widely from month to month – in January 2009 it was 0% of those released went to Kent – in October 2008 it was 75%. Each case is managed on a case-by-case basis based on risk assessments.

42 (24%) of those released to the UK were under MAPPA Level 2. 7 (4%) were under MAPPA Level 3.

The Kent Integrated Offender Management Units for each of the 6 BCU areas across Kent and Medway took a snapshot of their records during July or August 2009 on the present location of the 150-200 most prolific offenders in the county. This data is limited and can only give us a snapshot of the present situation of 133 offenders across Kent. However it indicates:

- Of the 133 offender records within the data, 46 (34.59%) were High Risk, 47 (35.34%) Medium Risk and 40 (30.08%) Low Risk.
• Most of the offenders were located in Mid Kent (including Swale) (24.82%), North Kent (20.30%), West Kent (18.80%) and Medway (18.80%).

• The greatest number of offenders located in one area was Gravesend with 13 offenders (9.77%) living in the town. Tunbridge Wells and Folkestone both had 10 offenders each (7.52% respectively). The next highest majority towns were Maidstone, Dartford, Chatham and Gillingham.

• Surprisingly only 6 offenders in the data were from the East Kent area, with 3 living in Ramsgate and 1 in Margate.

• 32.59% of the offenders in this dataset were living with family/partners (10 of the 44 living with family in local authority housing).

• 19.26% were living in Local Authority (Council) Housing. 14.82% were either No Fixed Abode or location was Unknown. 9.63% were still in custody. 8.89% were living in Supported Accommodation.

• Mid Kent (Swale) BCU area still has a further 9 offenders to accommodate who are recalled subjects but are still on the programme.

**KEY INSIGHT:** Mapping where offenders are located immediately following release only allows us to draw very limited conclusions about the impact of where they may resettle more permanently. Only mapping the continuity of accommodation choices over time (e.g. for offenders under license) would help to inform a more comprehensive picture on where offenders chose to resettle, how long they access certain accommodation options for, and whether this was suitable and sustainable for their needs. Data on this issue is currently held by a number of different organisations and it is recommended that if a further, more in depth mapping exercise was undertaken this was jointly developed and managed by Kent Police, Kent Probation, Prison Service and Housing Service Providers to develop a more informed perspective to develop policies and services from.
FIGURE AD: DESTINATION OF PRISONERS ON RELEASE FROM HMP SHEPPEY CLUSTER DURING JUNE 2009 (Source: HMP Sheppey Cluster IAG Team)

*KEY*

**Prisoner destination**

- Number
  - 1
  - 2
  - 3
  - 4
  - 5 - 10

- Kent local authority boundary
- County boundary
- Elmley, Swaleside and Standford Hill

91 prisoners (57%) relocated outside of the county.
FIGURE AE: DESTINATION OF PRISONERS ON RELEASE FROM HMP BLANTYRE HOUSE DURING JULY 2009 (Source: HMP Blantyre House Interventions Team)

96 prisoners (79%) relocated outside of the county.
FIGURE AF: DESTINATION OF PRISONERS ON RELEASE FROM HMPYOI ROCHESTER DURING JULY 2009 (Source: HMPYOI Rochester Interventions Team)

Destination of prisoners on release from Rochester prison during July 2009

Key

Prisoner destination
Number
- 1
- 2
- 3
- 4 - 5
- 6 - 7

S35 prisoners (87.8%) relocated outside of the county

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FIGURE AG: DESTINATION OF PRISONERS ON RELEASE FROM HMP MAIDSTONE DURING APRIL 2008-March 2009 (Source: HMP Maidstone Reducing Reoffending Team)

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<tr>
<th>Discharge Area</th>
<th>April</th>
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Discharge Area Details:

- Kent (Adults)
- London (Adults)
- Surrey (Adults)
- Other (Adults)
- Kent (Sex Offenders)
- London (Sex Offenders)
- Surrey (Sex Offenders)
- Other (Sex Offenders)
- MAPPT
- MAPTT

Discharge to United Kingdom:

11,7% | 10,77% | 11,76% | 11,76% | 11,76% | 11,76% | 11,76% | 11,76% | 11,76% | 11,76% | 11,76% | 11,76% | 11,76% | 11,76% |

Monthly Information:

- Released: 10,41% (YTD: 35,41%)
- Employed: 50,71% (YTD: 42,71%)
- Training / Education: 0,67% (YTD: 2,77%)

Diffence %:

- Released: 33,84%
- Employed: 13,44%
- Training / Education: 23,16%
4.4 Reducing re-offending pathway 1- Housing and Accommodation

4.41 Appropriate and stable housing and accommodation for offenders was the single most prevalent issue amongst the public sector stakeholders whom we interviewed during the course of this research. Time and again it emerged that this is the major issue upon which effective and sustainable resettlement into society succeeds or fails. Kent has its own unique issues related to accommodation due to its large geographical size, logistical transport links and position close to London, a lack of affordable housing options in more affluent areas and a surplus of low value private sector rented accommodation in more deprived coastal towns. Kent also suffers complications as a two-tier area which encompasses 12 different housing authorities and allocation policies and possible different political priorities and interpretations of guidance. Offenders may be susceptible to exploitation or reoffending and have a range of support needs. Therefore it is important to secure the right accommodation to match the offender’s individual needs, coupled with the support to cope with life on the outside (balancing financial, family and employment responsibilities whilst also maintaining treatment for any particular needs such as mental health or substance misuse issues) can give the offender an opportunity to break the cycle of re-offending and chose a different path having paid their debt to society. Support needs to be provided as a multi-layered package delivered by a range of agencies working together and funded from a variety of sources. Support needs to be tailored and wrapped around the divergent and complex needs of offenders in order to succeed. Offenders evolving support needs throughout their journey into resettlement, and their housing options may need to be reviewed, adapted and changed over time.

4.42 Conversely, the wrong type of accommodation and a lack of appropriate support can be a “trigger” to prompt an offender to turn back against progress which may have been made in custody and continue on a spiral back towards the chaotic, dysfunctional lifestyle that may have brought them towards offending in the first instance. Short term unsuitable accommodation means that offenders cannot remain there for long and the disruption and anxiety of seeking new housing may be a barrier which with limited coping skills can be hard to overcome. Accommodation which is unsuitable for offender’s needs may be an unhealthy physical environment, possibly be located near to other dysfunctional and vulnerable individuals whom may present a temptation to return to old habits (e.g. offending, drug or alcohol misuse). Living in a high crime area is an environmental factor which affects the likelihood of reoffending. Poor quality housing where there appears to be little opportunity to improve their situation may lower aspirations, increase apathy and trigger underlying mental health issues such as depression and anxiety, in a potential cycle of dependency and inactivity (Figure AH). It is a difficult balance to successfully house offenders in such a way as to minimise their risk of returning to an offending lifestyle, when the areas where social housing vacancies most often arise tends to be where criminal activity and substance misuse are most prevalent. This difficulty reinforces the need to make better use of alternatives to social housing such as good quality private rented accommodation.

FIGURE AH: THE SPICE CYCLE OF DEPENDENCY & INACTIVITY

The Cycle of Dependency & Inactivity

- Passive Recipients of Community Services
  - What can we do for you?
  - I won't do that

- Personal Problems Become Assets
  - What can I get?
  - I can't do that

- Inactive & Disengaged

- Low Self-Worth & Increasing Dependency

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4.43 Unsuitable housing can also prove a barrier to maintaining family ties if it is located far from social networks or unsuitable to rejoin the offender with their partner and children if this is appropriate. Women prisoners may find accessing suitable housing especially difficult within the social housing spectrum as they require sufficient bedrooms to allow for the return of their children, as they are often classified as a single person. Children’s Social Services will act in the best interests of the child, and so may not allow children to return there until there is a sufficient sized property to accommodate the family. This can prove an enormous emotional strain on women which have already endured a separation from their children whilst in custody and are now seeking to rebuild their lives and re-establish bonds with their children.

4.44 Some offenders will need more support than others due to their thinking, attitudes and behaviour, which may have contributed to the loss of their accommodation in the past. Supported accommodation may be suitable for offenders who lack daily living skills to help them manage the transition into independent living within the community. Offenders may struggle to sustain tenancies and are highly likely to lose them without support. It can help avoid a situation where housing benefits are paid directly to the tenant, that without good decision making skills and restraint, may get used inappropriately by offenders to fund their substance misuse rather than paying rent or buying sufficient food. Structured and unstructured support within supported housing may provide the most stable and secure environment for an offender to re-learn appropriate life skills in order to be able to sustain tenancies, stabilise a previously chaotic lifestyle and allow offenders to engage in regular and intensive programmes of supervision and treatment aimed at reducing their criminal behaviour.

4.45 Homeless offenders may find it difficult to access social housing due to the lack of affordable social rented housing, especially in the West of the county, and many offenders do not meet the statutory definition of vulnerability as defined by the homelessness legislation. This may prompt offenders to seek accommodation from within the private landlord sector, particularly where there is a surplus supply of cheap hotels, B&B’s, hostels and rooms for rent in deprived coastal towns such as in Thanet. This trend is echoed in other coastal towns around the country such as Hastings, Eastbourne and Blackpool. This may expose some individuals to landlords who provide unstable and insecure accommodation either in multiple occupancy or shared accommodation. Assured shorthold tenancies which only last six months can create instability at the crucial initial phase of integration into the community. Kent Joint Policy & Planning Board are currently working with the National Landlord’s Association to encourage private landlords to take on longer term tenancies to give greater stability and are working with the Supporting People team to facilitate successful transition and maintenance of tenancies via floating support.

4.46 The relationship between housing and resettlement is complex and it is difficult to establish cause and effect. There are many agencies in Kent and Medway which are working hard to ensure that offenders aren’t marginalised further and have the opportunity to access the type of accommodation most suitable to their needs, but even these organisations accept there is more that can be done to improve further. This section seeks to explore the roles of the various agencies involved in accommodation for
offenders and to understand the issues, challenges and barriers, as well as identify models of good practice which can be built upon. The aim is to build a better picture of what support is available to offenders currently, and identify where further collaborative work could help to improve this further.

4.47 What are the housing and accommodation options for offenders?
As discussed in Section 4.3, the search for appropriate accommodation begins when an offender is still in custody. Whilst the Prison Service will endeavour to ensure the offender has an address to go to on release this is often impossible to check if this is appropriate or they are allowed to return to that address given limitations in resources (cost and manpower). There are a wide range of accommodation options available to offenders once they leave prison (although not a great supply), and offenders need support to access the option which is right for their needs. The options available are figured in Figure A1:

**FIGURE A1: HOUSING AND ACCOMMODATION OPTIONS AVAILABLE TO OFFENDERS (Source: See References)**

<table>
<thead>
<tr>
<th>Accommodation Type</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family</td>
<td>If family ties are maintained whilst in prison, then where possible and if appropriate and suitable given the whole family needs, it is preferable for offenders to resettle with their family, which is proven to have a positive contribution to reducing reoffending.</td>
</tr>
<tr>
<td>Friends</td>
<td>Social networks and support from friends can also be an important factor in resettlement, however staying with friends is often just a very short term fix rather than a solution to the housing dilemma. In some cases re-establishing links with friends who were part of a chaotic and offending lifestyle can be a temptation and trigger to return to old habits. Short term stays with friends or family can be known as &quot;sofa surfing&quot;.</td>
</tr>
<tr>
<td>Approved Accommodation</td>
<td>Approved Premises provide controlled accommodation for offenders under the supervision of the Probation Service. They provide a greater degree of supervision for offenders than is possible in other forms of housing. Approved Premises were formerly known as bail and / or probation hostels. Most Approved Premises are owned and managed by the National Probation Service for England and Wales. A small number are run by voluntary sector providers but all are required to work to the same operating standards. Residents follow a structured regime, which includes an overnight curfew. There is 24 hour supervision at the Approved Premises by trained staff. Kent has one Approved Premises.</td>
</tr>
<tr>
<td>Supported Housing</td>
<td>Supported housing applies to purpose designed or designated supported housing for a specific client group with support services in place to enable them to adjust to independent living or to enable them to live independently. It usually consists of self-contained flats or shared housing.</td>
</tr>
<tr>
<td>Hostels</td>
<td>A hostel falls within the definition of Houses in Multiple Occupation (HMOs) as included in the 1985 Housing Act (as amended by the Local Government and Housing Act 1989) i.e., 'a house which is occupied by persons who do not form a single household.' Hostels provide accommodation for people with no other permanent place of residence, including establishments used by local authorities which provide accommodation for people who would otherwise be homeless. It would also include bona fide hotels used for such purposes, even on a casual basis, and hotels housing a mixture of homeless households and visitors. The planning service defines hostels as 'Non self-contained residential accommodation with an element of supervision, but with no significant degree of care.'</td>
</tr>
<tr>
<td>Floating Support</td>
<td>Floating Support is a housing-related support service that is not tied to any specific accommodation. Floating support is tenure neutral, which means people can access it wherever they live, be it private or social rented, B&amp;B or other temporary accommodation or owner occupation.) A Floating Support Service can be provided to an individual for a maximum of 2 years duration (although can be extended in exceptional circumstances) which is not age limited and is therefore defined as a short-term service. It develops a service user’s capacity to live independently following the completion of a time-limited programme of support, or sustains / increases the capacity of a service user to live independently through a package of welfare services.</td>
</tr>
<tr>
<td>Outreach and Resettlement Services</td>
<td>The Supporting People outreach and resettlement service is part of a floating support service which includes crisis intervention for those at risk of homelessness, reconnection for service users who have accessed support out of their local areas and wish to reconnect and resettlement of rough sleepers. This service can be accessed by a number of disparate user groups, including offenders.</td>
</tr>
<tr>
<td>Local Authority Housing</td>
<td>Local Authority Housing covers all dwellings owned and built by local housing authorities under the Housing Act 1985. For the purposes of Kent this means unitary and district councils. They provide social housing for people who need housing and cannot afford to buy their own homes. Local authority housing is allocated according to housing need, and rents are based on the ability to pay.</td>
</tr>
<tr>
<td>Registered Social Landlord/Housing Association Housing</td>
<td>Registered Social Landlord (RSL) is the technical name for social landlords that are registered with the Tenant Services Authority - most are housing associations, but there are also trusts, co-operatives and companies. Housing Associations (HAs) in the UK are independent societies, bodies of trustees or companies established for the purpose of providing low-cost social housing for people in housing need on a non-profit-making basis. Housing associations offer 'not for profit' social housing and normally have a variety of housing.</td>
</tr>
<tr>
<td>Private Sector Rented</td>
<td>Private Sector Rented Accommodation is rented privately, defined as all non-owner-occupied</td>
</tr>
</tbody>
</table>

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If all the other accommodation options fail, then offenders may become No Fixed Abode, and risk becoming homeless. They may have to rough sleep or access emergency homeless support. This is obviously a last resort. However some offenders may be classed as “intentionally homeless” which means that the Local Housing Authority has no housing duty towards them.

### 4.48 What housing and accommodation support services are available to offenders?

The Kent Joint Policy and Planning Board for Housing (JPPB) are a strategic partnership between health, housing and social care. The Board incorporates representation from all the East and West Kent local housing authorities, Supporting People, East Kent Primary Care Trust, Kent and Medway NHS and Social Care Partnership Trust (KMPT), East and West Kent Social Services, Kent Children Families and Education, Kent Drug and Alcohol Action Team, Kent Probation, Youth Offending Services and Catch 22. It provides a forum where strategic issues requiring joint working between health, housing and social care, such as housing requirements for specific vulnerable groups like offenders can be discussed and collective policies developed. The JPPB owns a range of strategic housing protocols which are relevant to offenders including:

- Kent Reconnection Policy
- Move On Accommodation Strategy (with supporting toolkit
- Kent Multi-agency Protocol for the Housing and Resettlement of Ex-Offenders
- Protocol on Bed & Breakfast Accommodation
- Young Persons Homeless Protocol
- Intentionally Homeless Families with Children Protocol
- Mental Health Protocols

It is currently planning and progressing work on:

- Emergency Accommodation Protocol
- Substance Misuse Protocol
- Hospital Discharge Protocol
- Domestic Abuse Protocol
- New assessment form for people with housing related and/or health support needs (to provide a single form across Kent – currently East and West Kent have their own arrangements)

### 4.49 Housing Providers

There are a range of organisations which support offenders to find suitable housing and accommodation. This is divided into housing service providers, referrers and funders. There are many housing service providers operating across Kent and Medway which provide a spectrum of housing related support to offenders. A summary of some of the key service providers can be found in Figure AJ. Housing providers provide more than just physical accommodation, they are crucial in signposting and providing support for offenders to access all the wraparound services they may need for the other six pathways.

**CASE STUDY: Mr S – as told by HOPE– Medway (Supported Accommodation Provider) (Source: Kent Probation)**

Mr S was referred to us by Equinox. He was an alcohol abuser but also had a long history of offending. His offences varied from Armed Robbery, GBH to his most recent for a schedule 1 offence. At the time Mr S was living in a bedsit and needed more support and guidance in the community. He had just come out of detox and was dry from alcohol for 10 days.

Mr S came into the interview as a broken man. He cried in the office and talked about the shame he felt about his recent offence. He was struggling with his alcohol addiction, depression and feelings of low self worth. He desperately wanted to get his life back together and find work again.

I moved Mr S into one of our 3 bedroom houses in Rochester. He settled in very quickly. He continued to attend Equinox and he saw HOPE staff several times each week. We spent time setting up his support plan and looked at all his short, medium and long term goals. He had many aims including dealing with his alcohol use, re establishing contact with family, finding employment and regaining his confidence and self worth.
Over time we noticed that Mr S was gaining his self esteem, that he held his head much higher and walked into the office with confidence. He began attending AA and took on various roles of responsibility. We also asked him to be on our resident recruitment panel and he took part in several training days where he learnt all about interviewing prospective candidates, professionalism, equal opportunities etc. On 2 occasions Mr S has been actively involved in interviewing for 2 HOPE positions. His input was invaluable and we really appreciated his contribution. He felt a real sense of achievement and self worth from the role that HOPE had given him.

After about a year Mr S began full time work with his brother as a kitchen fitter. This required him to travel to London on a daily basis. We considered options to try and help Mr S in his new employment. We discussed with him a transfer to our Gravesend project. Mr S went to view the property and took on a place there. We helped him with his transfer and were very sad to see him go.

Mr S still lives in our Gravesend project and is working full time. He is still alcohol free and is increasing in confidence every day. I remember Mr S once said to me that for the first time in years, HOPE had treated him like a human being rather than a number or a label and that we had given him his self respect back.

4.4.10 Housing Referrers
Supporting People fund supported accommodation but do not make referrals into accommodation. Referrals can be made by a number of sources including the statutory, voluntary and charitable agencies, as well as organisations in the private sector, outreach workers and individuals referring themselves. Common referrers include Kent Probation, Housing Departments and Prisons. Kent as the Administering Authority operates a central floating support referral system covering the 12 Districts and Boroughs across the county. Referrals are made to the Supporting People Team including by Support Workers flagging up need for crisis intervention in particular cases. Where service users have accessed short-term supported housing outside their area of origin (and which is allocated for up to two years), and they agree to be relocated to their local areas, referrals are made to the Supporting People Team in accordance with the monitoring arrangements under the Kent Reconnection Policy. It is a Communities and Local Government grant condition that Supporting People do not prohibit people from out of area accessing short term supported accommodation.

4.4.11 Offenders can be referred into housing and accommodation support by a range of organisations. This can include Prison Service, Mental Health Services, Drug & Alcohol Treatment Services and Third Sector agencies (voluntary, charitable or community organisations). As Kent Probation provides continuity of offender management through custody into release they work in partnership with other agencies to refer offenders into housing that is suitable for their needs and licence conditions, however they are not a provider of housing and as such do not have a duty to house or to find accommodation for offenders. Within Kent Probation there are not the resources to target at obtaining quantitative and qualitative research/data in regard to accommodation for offenders. Probation uses the OASys assessment tool to assess the needs of offenders who come under their supervision. Offenders who require specific attention include those supervised under MAPPA (Multi Agency Public Protection Agreement) and those prolific offenders who are at a high risk of reoffending, but have received short custodial sentences and would not necessarily be under the supervision of Probation. MAPPA offenders can be difficult to house because of public perception of the risk especially since MAPPA has become more associated with sex offenders than with violent offences in the public eye. Prolific offenders have their own housing difficulties due to the lack of regard that people associate with those who are regular offenders and the probable association of drugs or alcohol. Often offenders are social excluded solely to being labelled as offenders, not necessary considering other social-economic factors associated with the offending behaviour. Without stable accommodation offenders are unlikely to engage fully in any conditions of supervision, such as behavioural programmes, substance misuse, or considering further education, and employment. Therefore it is vital that these offenders have particularly stable and well-planned accommodation support. Kent Probation state that in 2007-8 there were 883 offenders from 4493 commencements of orders who were either without accommodation or were living in unstable or unsuitable accommodation. Kent Probation has ‘pump-primed’ the development of an Accommodation Advice, Aid and Assistance...
service for offender managers and offenders. It will be initiated in three Offender Management Units towards the end of September, and will cover the remaining Offender Management Units by end of January 2010. The service is being provided by a third sector partner. The scheme will require long term, sustainable funding from other sources in order to take it beyond 2011.

4.4.12 **Housing Funders**

One of the key services which help to profile offender needs and link vulnerable offenders to suitable and sustainable housing related support is the Supporting People Programme. It is the programme's intention to help vulnerable people to improve the quality of their lives through stability and greater independence made possible when housing related support needs are met. The Supporting People Programme is able to deliver services which can address the housing related factors which can contribute to reoffending. In particular it can provide housing related support to enable continuity and stability for released offenders who need help to minimise their likelihood of reoffending. Accommodation based support is time-limited to up to two years to minimise “siling up” of services and is delivered to specific client groups, including offenders. Floating Support is a tenure neutral service which serves 21 client groups – one of which is those at risk of offending/offenders/ex-offenders. Offenders can often overlap a multitude of client groups due to their complex, inter-related needs (for example an offender may also have mental health or drug & alcohol misuse needs) – support is allocated on the basis of an assessment of the service user against defined selection criteria, which allows for individual needs to be best met. But Supporting People funded support can only ever be part of a multi-agency support package for offenders; what the programme cannot deliver is work which fulfils a statutory function, enforces specific requirements of court orders and/or offer care or therapy. Planning accommodation for homeless offenders moving on from prison is Kent is underpinned by the Kent Multi-Agency Protocol for the Housing and Resettlement of Offenders (April 2008) which is owned by the JPPB. This protocol encourages all the agencies involved to work collaboratively to prevent the loss of accommodation by an offender leading to homelessness, encourages information sharing and places a key role for the Offender Manager/Case Worker in the process of establishing suitable housing on release.

4.4.13 Supporting People currently fund twelve dedicated housing support services for offenders across the county ([Figure AK](#)). This includes short-term accommodation-based by charitable organisation such as HOPE (Kent) Ltd or Registered Social Landlords like Stonham Housing Association. There are challenges in identifying the most appropriate supported accommodation for offenders as many of these options are not purpose built for the multiplicity of needs of offenders due to issues with planning permission. The assessment of risk posed by an offender is particularly important in determining the nature of accommodation and support offered. There has to be a certain level of risk management to avoid a potentially problematic cocktail of service users clustering in the same accommodation (e.g. supported housing for substance misusers living in the same accommodation as an offender struggling to stay clean following drug treatment programmes in custody). Risk management and safeguarding is a paramount concern and housing providers are assessed in relation to this via monitoring and review by Supporting People. Short term accommodation is not spread evenly across Kent (e.g. 30% of all supported accommodation is in Maidstone), is often oversubscribed and due to a lack of move-on available there can be a certain amount of “bed-blocking”. Short term supported housing and floating support are valuable resources which have to be time limited to ensure that the system does not become “silted up” with dependent individuals. Instead the focus is to use these options as a springboard to more independent living and empowering the individual to move on. Supporting People has developed a joint strategy with its partners through the JPPB’s Move On Accommodation Strategy to address this issue. The JPPB are now developing a toolkit to underpin the strategy, which will be used by Supporting People providers to enable clients to become “tenancy ready” in order to access independent living. The National Landlord’s Association are working with JPPB on this and are keen to launch the toolkit with private landlords. This protocol should help ensure that partners work collaboratively on “move on” issues, so that local authorities who host supported accommodation in their area are able to share the burden of housing the clients moving on from these projects with other agencies.

4.4.14 The transition of moving from supported housing to independent living can be a challenging one, and private sector rented accommodation coupled with floating support can provide an alternative solution for offenders. Supporting People funds Floating Support which is housing-related support service
that is not tied to any specific accommodation. This is tenure neutral so offenders can access it wherever they live, be it private or social rented, B&B or other temporary accommodation or owner occupation – in Kent this is provided by Porchlight and West Kent Housing Association. Kent Supporting People often maintain contact with clients whilst they move from supported housing into independent living until floating support services take over, to offer extra support and guidance through this transition period. To further assist the transition, Supporting People have a rent deposit scheme which is administered by the Local Housing Authorities. Every Local Authority also has its own deposit scheme, where the council pay the rent deposit to a private landlord directly to enable someone in vulnerable circumstances (e.g. about to become homeless) make the move into private rented housing. Housing benefit may be available if an individual cannot continue to afford the rent, however conditions of rent deposit schemes vary according to each local authority area. These schemes not only help people to “move on”, preventing bed blocking in supported housing, but also helps to meet priority outcomes in the Local Area Agreement (LAA).

4.4.15 Offenders may have difficulty in acquiring social housing as they have insufficient priority, especially if they are a single male with no dependents. Such schemes operate on a “banding schemes” system to determine relative priority between applicants and many offenders may not qualify for even basic single person accommodation due to competition from other preference groups. This poses an ethical dilemma as there is a limited resource of social housing, with people with many diverse and significant needs all deserving of accommodation support. Offenders may find that even though they have complex needs they are marginalised from such schemes and may fall through the cracks of criteria. Offenders with a poor educational background and limited coping and decision making skills may find that schemes such as choice based lettings which require a certain level of individual resourcefulness and competency to fill in complex forms, and awareness of the current market to “bid” on available properties may exclude offenders as they just do not have the life skills to cope with this method of accessing housing. Their low aspirations and self worth, often linked to underlying mental health and substance abuse issues may mean they cannot even aspire to such housing options and may view themselves in a limited sphere of influence in the choices available to them, such as unsuitable hotel or B&B accommodation which does not offer the support and environment to compliment their needs, and indeed may adversely impact on their situation.

4.4.16 Partners such as Supporting People aim to find sustainable accommodation options and only deal with referrals for floating support and does not refer ex-offenders into B&B or temporary accommodation which may be unsuitable for more than a very short period. If accommodation is unsustainable for an offender and they are unable to cope, despite the best efforts of agencies involved, then some offenders may find they become homeless. Homelessness is a significant issue for offenders. In 2007 the JPPB carried out the Kent Single Homelessness Survey of 731 service users. Of those who responded 48% had slept rough within the last year, with the largest number concentrated in Canterbury and Maidstone. The survey helped to draw a picture of the profile of homeless people in Kent. The majority of single homeless people were white British males between 26-59. They predominantly had a prison or local authority care background, and also needed support for mental health, drug and alcohol problems. The homeless people interviewed felt their greatest barriers to finding a new home were finding a deposit, finding rent in advance and a shortage of accommodation. They felt that they needed additional support to find a new home, employment and life skills training.

4.4.17 If an individual is found to be homeless then they may be placed in B&B by a Housing Authority under a statutory housing duty within homelessness legislation. However if an offender attempts to access housing via homelessness legislation then they may not always be successful if they have insufficient priority—there is currently no requirement in the homelessness legislation to house everyone, therefore various tests and criteria are in place to allocate limited resources to a range of client groups. NOMS Housing & Homelessness Board is currently lobbying Communities & Local Government (CLG) on the existing homelessness legislation and guidance. Kent Probation may place people in B&B where no statutory homelessness duty is found and is committed to preventing the homelessness agenda in partnership with accommodation providers wherever possible. Kent Probation is producing leaflets which will be available to prisoners to assist in the prevention of homelessness wherever possible or the loss of accommodation inappropriately. It is the intention to link this service into Kent Prisons and other services being funded by Supporting People or Kent County Council, such as the street outreach programme and
the St Giles CAFÉ project. There are a number of support services dedicated for rough sleepers/homeless and single homeless people with support needs, of which offenders may be one of many client groups accessing this service. These services are listed in Figure AM and Figure AN.

4.4.18 What do we know about offenders housing related needs?
The 2008/09 Supporting People Client Records provide a profile of offenders accessing Supporting People services. The Client Records for ex-offenders/those at risk of offending is shown in Figure AL. The data shows that of the total 3598 new clients accessing Supporting People (SP) services:

- 261 were identified under the primary client group heading “offenders” making up 7% of the total new clients commencing services
- Taking into account both primary and additional client groups identified 480 (13%) have been identified as offenders/at risk of offending
- Out of a total of 3,958 new clients entering SP services, 165 (4%) were identified as having been accommodated in prison immediately prior to receiving the service (in 2007/08 this was 2.3%)
- Of all individuals newly accessing services 48 were dealt with under MAPPA. This constitutes 15% of all offenders. Of these 14 were in specialist supported housing for offenders, 9 accessing the outreach service, 4 in direct access homeless hostels and 1 in other supported housing
- Out of 165 new clients accessing SP services 45 (27%) accessed the services from out of Kent from 18 different local authority areas around the country (in 2007/08 this was 17.6%). Of these 21 were in homeless hostels, 12 in specialist supported accommodation for offenders, 9 in outreach service and 4 in other supported accommodation
- Out of 261 individuals labelled as offenders and newly accessing services, 102 (39%) had alcohol problems and 129 (49%) had drug problems. 33 (13%) had mental health problems and 13 (5%) had learning disabilities
- Out of 261 individuals labelled as offenders and newly accessing services, 43% of all new clients are assessed as requiring the services of Probation and 20% are involved in Drug Intervention Programme. 58% had not been accepted by Local Authority Housing Authorities as being owed a housing duty but were considered homeless by service providers
- 34% accessed accommodation based supported housing, 20% accessed floating support and 46% accessed the Outreach & Resettlement Service
- Of the Floating Support referrals – 36% were from Thanet, 12% from Gravesham and 11% from Maidstone.
- As of 31st March 2009, only 6 of those referrals for Floating Support were waiting for a service

4.4.19 Of the 261 offenders accessing housing related support immediately prior to accessing Supporting People services:
- 41% were in prison
- 13% were rough sleeping
- 10% were living with family
- 6% were in Supported Housing
- 6% were in Private Rented Accommodation
- 5% were staying with friends
- 5% were in approved Probation hostels
- 2% were in B&B Accommodation

4.4.20 Housing and accommodation for offenders has already been identified as a priority need in the forthcoming Kent & Medway Housing Strategy, and the Social Innovation Lab for Kent (SILK) aim to commission a further piece of ethnographic research to explore the housing needs of offenders, how they would prefer to access services and what they require from housing related support, from the individual perspective. It would help to tackle the lack of substantial and comprehensive qualitative research in this area. This person-centred research could build on the findings of this report and inform policy making, and should be developed in partnership with District Housing Authorities and other housing providers, referrers and funders.

4.4.21 The current financial climate means that tough financial decisions will be asked of local government and its partners. The many misconceptions about offenders and their vulnerability may mean
that funding to support the continued funding of specialise providers of accommodation based support services for offenders may be examined. However as the data provided during the course of this research demonstrates offenders are one of the most social excluded and marginalised groups in our society, with some of the most complex and demanding needs. The support services provide a security net of support to the offender, a springboard to resettlement, deter reoffending and enhance public protection and confidence. The existence of these services is vital in the frontline fight to reintegrate and rehabilitate those most disaffected individuals into proactive members of communities, providing all partners work in the most collaborative, resource-effective and integrated way possible.
## FIGURE AJ: HOUSING SUPPORT SERVICE PROVIDERS FOR OFFENDERS THROUGHOUT KENT & MEDWAY (Source: See References)

<table>
<thead>
<tr>
<th>Service Provider</th>
<th>Area Covered</th>
<th>Background Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hope (Kent) Ltd</td>
<td>Tonbridge, Sheppey, Gravesend, Folkstone, Ramsgate, &amp; Maidstone</td>
<td>HOPE (Kent) Limited is a Registered charity set up in 1984 to provide supported accommodation for homeless ex-offenders or those at risk of offending throughout Kent. HOPE provides a home for those aged 18 including personal support, assistance with domestic and social skills and advice on education and training for employment. HOPE provides accommodation for all categories of offenders, including those who have committed more serious offences, including sex offences, and those whose crimes may be less serious but who need a great deal of help and support for one reason or another. HOPE also provides accommodation and assistance to those seeking or receiving treatment from other agencies for drug or alcohol problems. Close and regular liaison is kept with the Probation Service, who will have a continuing interest in the residents, as well as with all outside agencies that may provide help and support to residents. There are 8 projects throughout Kent – a 6 bed house in Tonbridge, 2 houses housing 8 in Sheppey, 6 bed house in Gravesend, a flat with 3 rooms and a bedsit in Folkestone, 9 self-contained flats in Ramsgate and two 2 bed maisonettes, one for men and one for women in Maidstone.</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Kent-wide</td>
<td>Porchlight is a charity supporting vulnerable and homeless people in Kent. It provides supported accommodation projects based in Ashford, Canterbury, Dover and Ramsgate and outreach service for street homeless people across the county. It provides floating support to offenders and those at risk of offending in East Kent. Porchlight specialises in supporting people with complex needs such as mental ill health and has specific services for young vulnerable and homeless people.</td>
</tr>
<tr>
<td>Stonham Housing Association</td>
<td>Maidstone and Dover</td>
<td>Stonham provides housing and support for vulnerable people. Stonham’s mix of housing services and support aims to restore people’s confidence and help them live independently. In Kent it provides short term housing for male ex-offenders aged 18-65 at Suffolk House in Dover, and male and female ex-offenders aged 18-65 at Link House and Tumin House in Maidstone.</td>
</tr>
<tr>
<td>West Kent Housing Association</td>
<td>West Kent</td>
<td>West Kent Housing Association provides floating support for vulnerable adults living within the Sevenoaks District and in Medway. Support is given by Community Support Officers and each service user is allocated to a Support Officer who will be their key worker. The service provides housing related support only, helping people keep or achieve the skills necessary to live independently. Support includes budgeting advice, claiming benefits, support groups, dealing with correspondence, life skills, signposting to other agencies and access to further education / employment opportunities. People's needs are individually assessed and recorded on a Support Plan. This is reviewed at least every six months.</td>
</tr>
<tr>
<td>Fleming House</td>
<td>Maidstone</td>
<td>Fleming House is the only Approved Premises in Kent. It accommodates those who are a considered to be high risk to the public on release from custody (i.e. serious violent and sex offenders of MAPPA Level 2 and 3). This is normally for a short period of three months to 6 months when move-on has to be found, which may be into other supported accommodation providers, but it depends on the level of risk being considered to be lowered. It is managed by Kent Probation on behalf of NOMS. Residents at Fleming House have a structured rehabilitation programme and are subject to curfew.</td>
</tr>
<tr>
<td>Clearsprings</td>
<td>Kent &amp; Medway</td>
<td>Clearsprings is the provider for the Bail and Accommodation Support Service. (BASS) which is national contract from NOMS (which is currently up for re-tendering) Clearsprings remit is to provide housing in NOMS nominated areas throughout the country to accommodate low level of risk offenders with low support needs. It was originally set up to house offenders who were given bail at court and those remanded to custody with no address to which they could be bailed, therefore to reduce the intake of offenders into prisons. It was also set up to take early release prisoners under Home Detention Curfew (HDC). Clearsprings lease 3/4 bedroom properties from private landlords. The support on offer should be three hours a week for the first 2-4 weeks reducing to 1 hour a week. Where an offender is found not guilty after being on bail or released with a fine, sentence served, community order and/or HDC has ended, the service users has 7 days in which to move-on. Clearsprings assist in obtaining move-one, often as a referral to the local council or one of the SP funded accommodation providers. There is one property (3-4 people) in Thanet in Westbrook and one of equal size in Shepway. Proposals are in the planning for additional properties in Maidstone and Thanet.</td>
</tr>
<tr>
<td>Service Provider</td>
<td>Area Covered</td>
<td>Background Information</td>
</tr>
<tr>
<td>------------------</td>
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<td>------------------------</td>
</tr>
<tr>
<td>Medway HomeChoice</td>
<td>Medway</td>
<td>Medway HomeChoice is designed to make social housing more accessible. Once registered with Medway HomeChoice an individual will be able to bid for Medway Council and Housing Association properties advertised in the Medway area. It empowers the individual to actively seek the accommodation that is right for their needs. If a bid is successful, then the individual is invited to view the accommodation and it is awarded to those on the list with the highest level of need.</td>
</tr>
<tr>
<td>Langley House Trust</td>
<td>Medway</td>
<td>Langley House Trust is a Christian charity, who work with those who are at risk of offending, or have offended, to establish positive foundations so that they can lead crime-free lives and become contributors to society. The Kent Resettlement Project is based in Rochester and offers dispersed, supported housing for female ex-offenders aged 18 years and above and aims to provide a safe, welcoming and supportive environment for women. All project staff are female and have an understanding of the complex needs of women who have been through the Criminal Justice System. The Shrubbery (a Fresh Start project) is also situated in Rochester but on a different site and offers 24 hour staffing cover hostel type accommodation to male ex-offenders aged 18 years and above. The project aims to enable and equip former offenders to address their physical, emotional, mental and spiritual needs.</td>
</tr>
<tr>
<td>Ashdown Medway Accommodation Trust</td>
<td>Medway</td>
<td>AMAT provide temporary accommodation for 300 single homeless people aged over 25 and take self and agency referrals. It has 68 shared houses and 15 flats (6 flats can take couples) within the Medway area. It has 100 supported spaces, 200 intensive housing management spaces and 7 support staff who visit residents according to level of need. There is a Keyworker system (14 residents per keyworker), with meetings at least weekly. Support plans are reviewed quarterly. Staff provide advice and support around benefits, independent living skills and social skills. A Resettlement worker gives advice on move-on options, helps with applications and grants, and liaises with private sector housing.</td>
</tr>
<tr>
<td>Lifeline Support</td>
<td>Medway</td>
<td>Lifeline Support is a housing project set up to provide advice, support and training for vulnerable adults aged between 18 and 65 years. It works with 48 tenants, 38% under the management of Probation. It aims to support resettlement through independent housing with key worker support in accessing employment and training. Support is concentrated throughout the probation period to reduce reoffending. 80% of tenants are from the Kent area. Volunteering and mentoring programme is offered as part of resettlement support.</td>
</tr>
<tr>
<td>Hope (Medway) Ltd</td>
<td>Medway</td>
<td>HOPE provides a Floating Support scheme to 12 people in their homes in Medway. The support is provided for between one and three hours per week to tenants of other Housing Associations, Local Authorities or other supported housing agencies. The service users are known to the Probation Service and the support provided is aimed at enabling them to sustain their tenancies as well as assisting them in accessing additional support from other agencies dealing with drug and alcohol issues, counselling, debt advice and further education and training. There is also supported accommodation in three areas of the Medway Towns: a five-bed house in the centre of Rochester, two 3-bedroom houses off The Esplanade in Rochester and 3 self-contained one-bedroom flats in Chatham and Strood, which are used as a second stage move on from the shared houses to allow the residents to try independent living.</td>
</tr>
</tbody>
</table>
FIGURE AK: DEDICATED SUPPORT SERVICES CURRENTLY FUNDED BY SUPPORTING PEOPLE FOR OFFENDERS (Source: Kent Supporting People)

<table>
<thead>
<tr>
<th>Provider Name</th>
<th>Service Name</th>
<th>Accommodation Type</th>
<th>Unit No.</th>
<th>Client Group</th>
<th>Organisation Type</th>
<th>District</th>
</tr>
</thead>
<tbody>
<tr>
<td>HOPE (Kent) Limited</td>
<td>Hope Tonbridge</td>
<td>Short-term</td>
<td>6</td>
<td>Offenders or People at risk of Offending</td>
<td>Charitable Organisation</td>
<td>Tonbridge &amp; Malling</td>
</tr>
<tr>
<td>HOPE (Kent) Limited</td>
<td>Hope Sheppey</td>
<td>Short-term</td>
<td>8</td>
<td>Offenders or People at risk of Offending</td>
<td>Charitable Organisation</td>
<td>Swale</td>
</tr>
<tr>
<td>HOPE (Kent) Limited</td>
<td>Hope Gravesend</td>
<td>Short-term</td>
<td>6</td>
<td>Offenders or People at risk of Offending</td>
<td>Charitable Organisation</td>
<td>Gravesham</td>
</tr>
<tr>
<td>HOPE (Kent) Limited</td>
<td>Hope Folkestone</td>
<td>Short-term</td>
<td>4</td>
<td>Offenders or People at risk of Offending</td>
<td>Charitable Organisation</td>
<td>Shepway</td>
</tr>
<tr>
<td>HOPE (Kent) Limited</td>
<td>Hope Ramsgate</td>
<td>Short-term</td>
<td>9</td>
<td>Offenders or People at risk of Offending</td>
<td>Charitable Organisation</td>
<td>Thanet</td>
</tr>
<tr>
<td>HOPE (Kent) Limited</td>
<td>Hope Maidstone</td>
<td>Short-term</td>
<td>4</td>
<td>Offenders or People at risk of Offending</td>
<td>Charitable Organisation</td>
<td>Maidstone</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Ex-Offenders Floating Support - East</td>
<td>Floating Support</td>
<td>22</td>
<td>Offenders or People at risk of Offending</td>
<td>Charitable Organisation</td>
<td>East Kent</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Kapp Floating Support</td>
<td>Floating Support</td>
<td>30</td>
<td>Offenders or People at risk of Offending</td>
<td>Charitable Organisation</td>
<td>Thanet</td>
</tr>
<tr>
<td>Stonham Housing Association</td>
<td>Link House</td>
<td>Short-term</td>
<td>14</td>
<td>Offenders or People at risk of Offending</td>
<td>Registered Social Landlord</td>
<td>Maidstone</td>
</tr>
<tr>
<td>Stonham Housing Association</td>
<td>Oban/Suffolk House</td>
<td>Short-term</td>
<td>16</td>
<td>Offenders or People at risk of Offending</td>
<td>Registered Social Landlord</td>
<td>Dover</td>
</tr>
<tr>
<td>Stonham Housing Association</td>
<td>Tumim House</td>
<td>Short-term</td>
<td>9</td>
<td>Offenders or People at risk of Offending</td>
<td>Registered Social Landlord</td>
<td>Maidstone</td>
</tr>
<tr>
<td>West Kent Housing Association</td>
<td>Ex-Offenders Floating Support - West</td>
<td>Floating Support</td>
<td>27</td>
<td>Offenders or People at risk of Offending</td>
<td>LSVT (Registered Social Landlord)</td>
<td>West Kent</td>
</tr>
</tbody>
</table>
Out of a total of 3,958 new clients entering SP services, 165 (4%) were identified as having been accommodated in prison immediately prior to receiving the service. Of those:

<table>
<thead>
<tr>
<th>Identified primary client group</th>
<th>No.</th>
<th>Assessed as requiring services from Probation</th>
<th>No.</th>
<th>Assessed under multi-agency public protection arrangements (MAPPA)</th>
<th>No.</th>
<th>Referral source</th>
<th>No.</th>
<th>Type of support service provision</th>
<th>No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>People with alcohol problems</td>
<td>7</td>
<td>Yes</td>
<td>91</td>
<td>Yes</td>
<td>28</td>
<td>Community Mental Health Team</td>
<td>1</td>
<td>Direct Access homeless hostel</td>
<td>37</td>
</tr>
<tr>
<td>People with drug problems</td>
<td>18</td>
<td>No</td>
<td>52</td>
<td>No</td>
<td>112</td>
<td>Police</td>
<td>15</td>
<td>Specialist supported housing for offenders</td>
<td>44</td>
</tr>
<tr>
<td>People with mental health problems</td>
<td>2</td>
<td>Don’t know</td>
<td>22</td>
<td>Don’t know</td>
<td>25</td>
<td>Probation/Prison</td>
<td>108</td>
<td>Other supported housing</td>
<td>13</td>
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<tr>
<td>Offenders</td>
<td>107</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Social Services</td>
<td>2</td>
<td>Specialist supported housing for young people</td>
<td>1</td>
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<tr>
<td>People with physical/sensory disabilities</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Voluntary Agency</td>
<td>3</td>
<td>Outreach Service</td>
<td>70</td>
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<tr>
<td>Rough sleeper</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>Young Offender Team</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Single homeless with support needs</td>
<td>26</td>
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<td></td>
<td></td>
<td></td>
<td>Self referral</td>
<td>29</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Young People at risk</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Other</td>
<td>4</td>
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</tr>
</tbody>
</table>

FIGURE AM: SUPPORT SERVICES CURRENTLY FUNDED BY SUPPORTING PEOPLE FOR ROUGH SLEEPERS/HOMELESS (Source: Kent Supporting People)

<table>
<thead>
<tr>
<th>Provider Name</th>
<th>Service Name</th>
<th>Accommodation Type</th>
<th>Client Group</th>
<th>Unit No.</th>
<th>Organisation Type</th>
<th>District</th>
</tr>
</thead>
<tbody>
<tr>
<td>Porchlight</td>
<td>Emergency Bed Space</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td>Rough Sleeper</td>
<td>1</td>
<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Rough Sleepers Outreach and Resettlement Floating Support Service</td>
<td>Floating Support</td>
<td>Rough Sleeper</td>
<td>214</td>
<td>Charitable Organisation</td>
<td>County</td>
</tr>
<tr>
<td>Scrine Foundation</td>
<td>Station Road</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td>Single homeless with Support Needs</td>
<td>20</td>
<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
</tbody>
</table>

FIGURE AN: SUPPORTED ACCOMMODATION CURRENTLY FUNDED BY SUPPORTING PEOPLE FOR SINGLE HOMELESS PEOPLE WITH SUPPORT NEEDS (Source: Kent Supporting People)

<table>
<thead>
<tr>
<th>Provider Name</th>
<th>Service Name</th>
<th>Accommodation Type</th>
<th>Unit No.</th>
<th>Client Group</th>
<th>Organisation Type</th>
<th>District</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bridge Trust</td>
<td>Shipbourne Road</td>
<td>Short-term accommodation based</td>
<td>4</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Tonbridge &amp; Malling</td>
</tr>
<tr>
<td>Organisation</td>
<td>Location</td>
<td>Type of Accommodation</td>
<td>Type of Service</td>
<td>Needs</td>
<td>Type of Organisation</td>
<td>District</td>
</tr>
<tr>
<td>---------------------------------------</td>
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</tr>
<tr>
<td>Bridge Trust</td>
<td>Mersey Road</td>
<td>Short-term accommodation based</td>
<td></td>
<td>4 Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Tonbridge &amp; Malling</td>
</tr>
<tr>
<td>Bridge Trust</td>
<td>Strang House</td>
<td>Short-term accommodation based</td>
<td></td>
<td>5 Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Tunbridge Wells</td>
</tr>
<tr>
<td>Bridge Trust</td>
<td>North Farm House</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td></td>
<td>7 Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Tunbridge Wells</td>
</tr>
<tr>
<td>Bridge Trust</td>
<td>Supported Move On</td>
<td>Resettlement Service</td>
<td></td>
<td>3 Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>West Kent</td>
</tr>
<tr>
<td>English Churches Housing Group</td>
<td>The Quays Services</td>
<td>Short-term accommodation based</td>
<td></td>
<td>104 Single Homeless with Support Needs</td>
<td>RSL</td>
<td>Swale</td>
</tr>
<tr>
<td>English Churches Housing Group</td>
<td>Lily Smith House</td>
<td>Short-term accommodation based</td>
<td></td>
<td>42 Single Homeless with Support Needs</td>
<td>RSL</td>
<td>Maidstone</td>
</tr>
<tr>
<td>House of Mercy</td>
<td>House of Mercy</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td></td>
<td>6 Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Gravesham</td>
</tr>
<tr>
<td>In Touch Support Ltd</td>
<td>Wakefield Road</td>
<td>Short-term accommodation based</td>
<td></td>
<td>6 Single Homeless with Support Needs</td>
<td>RSL</td>
<td>Dartford</td>
</tr>
<tr>
<td>In Touch Support Ltd</td>
<td>Partridge Close</td>
<td>Short-term accommodation based</td>
<td></td>
<td>4 Single Homeless with Support Needs</td>
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</tr>
<tr>
<td>Moat Homes Ltd</td>
<td>Hadlow Road</td>
<td>Short-term accommodation based</td>
<td></td>
<td>5 Single Homeless with Support Needs</td>
<td>RSL</td>
<td>Tonbridge &amp; Malling</td>
</tr>
<tr>
<td>Moat Homes Ltd</td>
<td>Colebrook Road</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td></td>
<td>13 Single Homeless with Support Needs</td>
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</tr>
<tr>
<td>Moat Homes Ltd</td>
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<td>Moat Homes Ltd</td>
<td>Supported Living</td>
<td>Short-term accommodation based</td>
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<td>Porchlight</td>
<td>Craddock House</td>
<td>Short-term accommodation based</td>
<td></td>
<td>21 Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Simon Mead House</td>
<td>Short-term accommodation based</td>
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<td>11 Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Ashford</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Fern Court</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td></td>
<td>12 Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Dover</td>
</tr>
<tr>
<td>Porchlight</td>
<td>East Kent Floating Support</td>
<td>Floating Support</td>
<td></td>
<td>134 Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>East Kent</td>
</tr>
<tr>
<td>Provider</td>
<td>Location</td>
<td>Type</td>
<td>Number</td>
<td>Needs</td>
<td>Organisation Type</td>
<td>City</td>
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<tr>
<td>------------------------</td>
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<td>--------------------------------------------------------</td>
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</tr>
<tr>
<td>Porchlight</td>
<td>Upper Birchwood Walk</td>
<td>Short-term accommodation based</td>
<td>3</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Pine Tree Avenue</td>
<td>Short-term accommodation based</td>
<td>1</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Lower Birchwood Walk</td>
<td>Short-term accommodation based</td>
<td>3</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
<tr>
<td>Porchlight</td>
<td>King Street</td>
<td>Short-term accommodation based</td>
<td>4</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Thanet</td>
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<tr>
<td>Porchlight</td>
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<td>Charitable Organisation</td>
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<td>Porchlight</td>
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<td>Charitable Organisation</td>
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<td>Porchlight</td>
<td>Upper Lancaster Road</td>
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<td>Charitable Organisation</td>
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<td>Porchlight</td>
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<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Porchlight Adult Hostel</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td>16</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
<tr>
<td>Scrine Foundation</td>
<td>Canterbury Open Centre Extended Supported Housing</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td>5</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
<tr>
<td>Scrine Foundation</td>
<td>Guildford Lodge</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td>21</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Canterbury</td>
</tr>
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<td>Stonham Housing Association</td>
<td>St Martins House</td>
<td>Short-term accommodation based</td>
<td>12</td>
<td>Single Homeless with Support Needs</td>
<td>RSL</td>
<td>Dover</td>
</tr>
<tr>
<td>West Kent YMCA</td>
<td>Ryder House</td>
<td>Homeless Hostel, B&amp;B or other temporary accommodation</td>
<td>24</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
<td>Tunbridge Wells</td>
</tr>
<tr>
<td>YMCA Thames Gateway</td>
<td>YMCA Thames Gateway</td>
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<td>42</td>
<td>Single Homeless with Support Needs</td>
<td>Charitable Organisation</td>
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<td>YMCA Thames Gateway</td>
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<td>Short-term accommodation based</td>
<td>10</td>
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<td>Charitable Organisation</td>
<td>Dartford</td>
</tr>
</tbody>
</table>
4.5 Reducing re-offending pathway 2- Education, Training and Employment

4.51 ETE is one of the most crucial pathways in resettlement. Access to appropriate learning and vocational training remains problematic for offenders in Kent. Many offenders have had negative experiences of education and employment. There are many offenders who have undiagnosed specific learning difficulties. This causes frustration, anger and an inability to conform. It is well known that the employment prospects of offenders are well below those of the community in general. 67 per cent of prisoners were not in work or training in the four weeks before going to prison and 76 per cent of prisoners do not have paid employment to go to on release. These low rates of employment are damaging to the individuals concerned and the economy and community more widely. Evidence suggests that employment and a reduction in re-offending are linked, and that stability and quality of employment, along with the level of satisfaction expressed towards it, are key factors.

4.52 As discussed in Section 3.7, developing the skills and experience necessary to gain employment or further training on release into the community begins whilst in custody. It is vital that the ETE options available to offenders offer contemporary qualifications sought by employers, transferable skills and interventions tailored to the local job market and vocational options in addition to the general improvement of basic skills such as literacy and numeracy. The current financial climate means there is rising unemployment and greater competition for jobs than ever before, with greater numbers of applicants and more overqualified people seeking similar positions. This puts offenders at an even greater disadvantage as they must already overcome so many barriers to securing employment or training, such as prejudice and preconceptions of offenders as a group by employers and colleagues, sketchy and patchy employment histories and for long term prisoners the very fact they have been in custody for a significant period of time means that their employment skills and work experience may be outdated in a rapidly changing workplace environment. Kent has a number of progressive resettlement prisons at HMP Blantyre House, HMP East Sutton Park and HMP Stanford Hill (part of the Sheppey Cluster) which specialise in assisting offenders into appropriate voluntary and work experience placements to prepare them for the local labour market. A summary of the diverse schemes available in different prisons is available in Figure N and Appendix 2. However once an offender is released a wider web of multi-agency partners take responsibility for the ETE reducing re-offending pathway. This section explores the roles of the different organisations involved in this, and identifies the range of services available to offenders who wish to take up new education, training and employment positions.

4.53 It is important when discussing ETE as a pathway that we do not generalise offender needs. Each individual will have unique circumstances and history and this is definitely not an issue where one size fits all – each offender will need tailored support which matches their needs. Employment is very important but it will not be suitable for everyone, especially those with serious offences (such as those subject to MAPPA) who may have a restricted range of employment options, those with mental or physical incapacities and those with poor coping mechanisms and institutionalisation which means they cannot cope with regular working life. We also need to consider groups with specific age related needs. Young Offenders may be more suited to further education or training options before they take on paid employment to increase their skills and experience level. They may need specific support such as the Kent & Medway Youth Offending Service Learning Mentors, which builds on the success of Kent Probation’s award winning mentoring programme for adult offenders. The mentors have been funded as part of OLASS discretionary funding since August 2008 and the scheme is targeted at the most high risk 16-17 year old youth offenders whilst they are in custody and through the gate on release. It features an Intensive Supervision and Surveillance Programme (ISSP) which aims to reduce the frequency and seriousness of their offending and tackle the underlying needs that cause them to offend by encouraging and motivating participation in education and training. The scheme has been very successful with up to 70% of young people engaged with a mentor able to complete a recognised training course or further education. At least 30% of the cohort was successful in going on to further training or employment within 12 months of working with their mentor and a 40% reduction in reoffending behaviour. Older prisoners have their own specific ETE needs. These offenders may have reached retirement age and be looking for financial security and housing options linked to their pensions, and require different support suitable for their needs.

4.54 Improving skills through further education and training can be an excellent step towards more fulfilling employment. It also provides the opportunity for a complete change in life direction if a college is supportive and open-minded to work with offenders through the latter parts of their sentence and on release. Kent colleges offer a chance to continue to progress and advance qualifications post release. In Kent Justonestep has been contracted to run a range of projects as part of the OLASS (Offender Learning and Skills Service) scheme, with Kent Association of FE Corporations (KAFEC) - a partnership of Canterbury, Hadlow, Mid Kent, North West Kent, South Kent, Thanet and West Kent Colleges. The Kent & Medway OLASS Strategic Partnership is affiliated with Justonestep and provides strategic direction for offender learning and skills in the county.

p. 85
4.55 The Kent OLASS Board have committed to developing a mobile training resource for use with offenders in Kent. The mobile unit will likely be operated from one of the Kent Colleges and will service a variety of sites where offenders are already engaged in purposeful activity such as unpaid work or repairation in the community. It is being jointly developed with Youth Offending Service and Probation and will become a high quality IT training venue which will improve access to training in the more remote and isolated parts of the county.

4.56 The New Skills, New Lives (NSNL) initiative launched in January 2009 provides further education and training opportunities for offenders. It specialises in providing accessibility to offenders into education and Train To Gain funding linked to existing services through voluntary and paid placements. NSNL also work with offenders on Community Payback Schemes and whilst still in custody. However it mainly works with referrals from Probation following release and also works with St Giles Trust to provide wraparound support. Since the launch there have been 353 referrals and 94 progressions with 36 completions. NSNL works with 19 plus age group, however a model for young offenders is being developed in partnership with Youth Offending Service to meet their specific needs. It offers a prospectus of short term courses which can start at any time of the year (more suitable to the needs of offenders than traditional education term times) that can take the learner onto the next phase whether that be a complimentary or stretching course or employment opportunity. NSNL is championing the Work Ready Award – a work ethic certificated reference which builds a minimum standard of attitudes which employers seek such as good time management, which rolls every 6 weeks to maintain dedication and commitment and boosts employee confidence. This is vital in engaging employers who may not have employed an ex-offender before, as employers tend to “recruit for attitude, train for skills”, as skills and knowledge which can be developed over time if you have the right attitude and enthusiasm to succeed. NSNL are developing a major bid with West Kent College for a national employability bid which would support Through the Gate mentoring and tracking.

4.57 Jobcentre Plus acts as a signpost to other relevant ETE services. One of the first tasks for an offender post release is to attend their Jobcentre Plus interview which they pre-arranged whilst in custody. ETE options are vital in offering offenders stability and certainty of their next step – especially the reassurance of financial security if paid employment is sourced pre-release. This knowledge can help the offender to cope with those difficult first weeks. Jobcentre Plus can help to marry offenders with suitable employment opportunities, as they have the local knowledge of the labour market and pre-existing links with local employers who may be receptive to employing an ex-offender. They can also help with practical skills such as interview techniques and CV preparation. Employment opportunities should be sustainable – as low skill, low pay employment does not help to raise aspirations and provide a long term, improved future. If the offender is willing to change and responsive to being proactive then Jobcentre Plus can advise on training schemes, pay progression and apprenticeships that may help them to move forward and progress to a better quality of lifestyle than they had previously.

CASE STUDY: The Jobcentre Plus Offer

Jobcentre plus has a varied offer which is open to ex-offenders as just one client group in a service which is available to all:

The Day One Offer
Customers needing extra help get access to CV writing, interview preparation, debt and money advice, confidence building and work skills. There is help with basis skills such as literacy, numeracy and English. There is help with one off costs which may help them get back to work (e.g. buying specialist tools or uniforms). There is access to Local Employment Partnership vacancies and support.

The Six Month Offer
All those who have been unemployed for six months or more have more personalised and intensive help with advisor interviews of up to 3 ½ hours. A skills screening interview helps to improve skills and there is also access to specialist help e.g. in how to build confidence to find a new job, tackling debt, marketing skills more effectively to new employers and careers advice

Recruitment Subsidy
Jobseekers Allowance customers out of work for six months have access to jobs where an employer can gain £1000 towards recruitment costs. For low volume recruiters - £500 is paid on recruitment and £500 after six months if the customer has not started to reclaim JSA.

Train To Gain
Employers have access to Train to Gain support work £1500 for upskilling of individual employees.

Self Employment
Business Link offer support to those wishing to set up their own business. For those moving from benefit to self-employment a credit of £50 per week is available for up to 16 weeks dependent on an agreed business plan.
Volunteering Offer
BTCV acts as a broker for suitable work focused volunteering placements for customers on JSA whilst they actively seek employment

KEY INSIGHT: That initial ETE opportunity can be “make or break” for an offender. Despite the financial hardships that the Public Sector is experiencing, what more could Kent Public Sector organisations do in terms of corporate social responsibility and community leadership to open up opportunities such as work experience placements, apprenticeships and employment to lead by example?

4.58 The Private Sector has a significant role to play in ETE. If an employer is open-minded and receptive to providing opportunities for ex-offenders then this can make a real difference. Since April 2009 Jobcentre Plus are offering a financial incentive of £1000 per employee for all employers who recruit someone who has been unemployed for six months or more, however there is no specific incentive for employers who recruit ex-offenders. Matching suitable employment positions is often dependent on the social conscience of employers, who can see the potential of offender skills and experiences and see their wider role to their locality in reducing reoffending. There can also be legislative restrictions for employers, such as time consuming Criminal Record Bureau (CRB) checks for construction placements especially on local authority work programmes such as schools, which can take months to come through and is an additional barrier for employers to take on someone with an offending background. There is certainly more that could be done to encourage more businesses to take the leap of faith to employ someone with an offending background. Kent is learning from regional best practice such as Surrey Jobmatch to create a bespoke solution that will suit the needs of our local employers and labour market.

CASE STUDY: Surrey Jobmatch
Surrey Jobmatch is a scheme set up by a local businessman in 2007 to better match offender aspirations, goals and skills to local employer needs in a bespoke service based on Probation’s OASys Risk Assessments. The scheme prioritises prolific offenders who have the greatest needs and are most difficult to employ and is based on the Integrated Offender Management Model. It helps to create a management risk management package for offenders and as much information on an offender is shared with the prospective employers, such as in customised information packs and visits to serving prisoners in custody to boost employer confidence. This intensive model is achieving results – nearly 48% had sustained employment a year on.

4.59 One multi-agency partnership which is encouraging just that is the Kent Employer Forum. The forum was established 18 months ago to bring together all the local employers, Third Sector and Public Sector agencies who try to engage ex-offenders in suitable employment opportunities. It also gives offenders a voice by inviting serving offenders to have their say on the struggle for seeking suitable employment from their perspective, such as Noel – a serving offender at HMP Blantyre House (see case study below). It is actively engaging new employers and provides networking and signposting opportunities for practitioners to identify new employment opportunities for their clients. Without this kind of intensive and proactive support it can difficult for offenders to sustain employment.

CASE STUDY: Noel – Serving Offender at HMP Blantyre House
Noel has spent the last 10 years in closed prison establishments serving two back to back life sentences for a violent and armed bank robbery. He has been in HMP Blantyre House, a specialist open resettlement prison since May 2008. Noel is now eligible to find paid employment in the community but is finding the experience of looking for work very difficult due to having no current experience in the workplace. His chequered employment history also means that he lacks formal paperwork to prove his work background and references. Noel has applied for 64 jobs since November 2008 but still doesn’t have employment. He recognises it is tough financial times but also believes that some employers need up to date work experience rather than just qualifications. He has experienced keen interest from employers from his CV and phone conversations but when he discloses that he is a serving prisoner employers can distance themselves. Noel is hoping that the connections of the staff at HMP Blantyre House and partnerships such as the Local Employer Forum he will find someone who is willing to take the chance on him soon.

CASE STUDY: HMP East Sutton Park and Maidstone Housing Options Team
Maidstone Borough Council’s Housing Service is working in partnership with HMP East Sutton Park to give offenders work experience and employment opportunities in the Public Sector. For the past three years Maidstone Borough Council have engaged with the Vision Project at HMP East Sutton Park to provide work
placements within their Housing Options Team for serving prisoners. This has developed to the point where
they now offer a volunteer placement and a paid position. They have recently introduced funding for the
placement to undertake an NVQ in Housing. This has resulted in a number of the ladies gaining fulltime
employment within the housing or local government sector upon release from prison. The placements have
also benefited Maidstone Borough Council’s housing service in gaining a better understanding of the issues
faced by offenders. One of the placements in the scheme played a significant role on the working group that
developed the JPPB protocol on Housing and Offenders.

4.5.10 The Third Sector has a vital role to play in the ETE pathway, and can succeed in working with
vulnerable and challenging individuals where other more traditional services and public agencies may fail.
There is a thriving variety of social enterprises operating in the county which specialise in working with
socially excluded offenders and opening up opportunities for training, development and employment in
creative and inspiring ways. Just a small selection of such organisations operating includes:

- **Turning Point** – a social enterprise which provides specialist and integrated services focused on
  individuals with mental health, learning disability, substance misuse and employment issues. In Kent it
  runs the Progress2work service in partnership with Jobcentre Plus which works with those offenders with
  a history of substance misuse and benefits users. It helps support them back into employment through
  practical support such as one-to-one sessions, CV writing and training appointments. It also offers a
  personal mentoring service and takes on users of the services as both volunteers and paid employees,
  recognising that their first-hand experience can contribute to the business and gives clients an
  opportunity to help others and give something back.

- **Fairbridge** – an organisation which works with disadvantaged young people across the Medway Towns,
  Margate, Thanet, Swale and Tunbridge Wells who have been referred by the Youth Offending Service
  and Probation. It specialises in supplying personal development training via outdoor activities, music, IT
  and photography to promote self-confidence and employment opportunities.

- **Rainer Medway Vocational Skills Centre** - works with young people aged 13 and above in the Kent
  and Medway area. The young people may be referred to the service considered to be at risk of offending or
  are offenders who are on Supervision Orders. Running since 1998 and working with over 100 young
  people, it provides a structured training programme using the dismantling and rebuilding of cars and
  computers, in a realistic work environment. It provides the opportunity for young offenders to learn basic
  motor skills, vocational skills in plumbing, electrical circuits and ICT, and to achieve an accreditation in
  ‘Skills for Working Life’ (a pre-NVQ award).

- **Focus to Work** – a social enterprise based in Thanet providing training, mentoring, work experience and
  job finding services for all types of disadvantaged people including those with learning difficulties. It has
  trained and signposted training to over 100 people, provided employment for 55 people, started two
  cafés/restaurants and a construction company. The ratio of people employed and trained who come from
  disadvantaged groups exceeds 50%. It provides ex-offenders with practical skills such as Construction
  Site Safety Training, and the confidence and encouragement to move forward to meaningful
  employment.

### 4.6 Reducing re-offending pathway 3- Mental and Physical Health

4.61 Once an offender leaves custody they leave the remit of Offender Health services and access generic
community mental health and general health facilities, of which offenders are just one client group. As
discussed in Section 3.6 offenders may be more prone to suicide, self-harm, and depression. This can leave
some offenders with underlying mental health issues vulnerable as they may not receive the continuity of
treatment and support they need. Poor coping skills and conditions such as depression and anxiety may
mean some offenders feel unable to access community services they need, as nearly half of offenders have
no GP and they may have become institutionalised and dependent on the readily available treatment in
prison, which offers a reliable and stable treatment environment that they cannot default out of. Many
offenders with mental health needs are on a variety of forms of medication whilst in prison and this continuity
and speed in maintaining the prescriptions they need is vital to their continuing treatment and wellbeing.
Many community health workers only have basic training on mental health so there is a risk that mental
health conditions triggered by the stress of leaving prison and having to cope with normal life may go
undiagnosed and treated.

4.62 In Kent Mental Health Services are delivered through integrated Community Mental Health Teams
within the NHS and Social Care Partnership Trusts, which covers the Eastern & Coastal Kent, West Kent
and Medway PCT areas. Community Mental Health Teams (CMHT) provide services to people living in the
community aged between 16 and 65 who are experiencing mental health problems. Multi-disciplinary teams
work in a variety of settings and provide enhanced, intake and assertive outreach services. The intake
element of teams acts as a single point of access for all referrals to mental health services that we provide,
which are normally made directly from GPs. The team members work with individuals to discuss their needs
and the services available, make assessments, signpost to additional services and offer short-term treatment as close as possible to the patient’s home. The teams are made up of social workers; community psychiatric nurses; occupational therapists; technical instructors; Support Time and Recovery Workers; consultant psychiatrists and medical staff and administration and secretarial staff. The aim of the community support/Support Time Recovery (STR) Service is to motivate, enable and support people with mental health needs to achieve independent living.

4.63 Kent County Council provides day opportunities for those with mental health problems to help tackle the isolation that they can feel. In addition to local community services there are three KCC Mental Health Resource Houses in Kent which provide informal drop in centres for people who are or have suffered from mental health problems ranging from bi-polar or manic depression and schizophrenia, to mild depression, anxiety and panic attacks. The centres help and support people in what they want to achieve in their life, whether it be starting off in or going back to work, going to college or attending adult education classes, even help and support in filling out forms for benefits. There are also community advice and counselling services run by mental health professionals who provide practical help and advice with personal difficulties with relationships, welfare, benefits, accommodation and employment. Support groups are available where people can receive professional help and talk to other people who share the same experiences. When an emergency mental health crisis occurs, there is a Crisis Intervention service run by the Kent & Medway NHS and Social Care Partnership Trust.

4.64 Young Offenders resettling in Kent are covered by Child and Adolescent Mental Health Services (CAMHS), which offers specialist mental health services to children and young people (up to age 17) and their families through local community teams. This includes assessment, treatment, advice, support, individual therapy, liaison with schools and in-patient treatment in hospital. They use a range of professionals including art therapists, clinical psychologists, family therapists, nurses, psychiatrists, psychotherapists and social workers.

4.65 Wider partners are encouraged to take mental health needs into account when working with ex-offenders. Kent Police now run a diversionary mental health scheme and community forensic screening service in five Police Stations across Kent, which helps to keep very vulnerable offenders with mental health needs out of custody, which may adversely affect their condition. This is particularly effective when dealing with reoffending linked to mental health conditions and the scheme will be extended to eight Police Stations by September 2009. The scheme diverts vulnerable offenders away from generic policy custody cell environments into hospital, under compulsion where necessary to enable the offender to be assessed and treated more effectively.

4.66 Housing is a particular issue for offenders with mental health needs, who can face particular difficulties in finding and keeping accommodation. A research report called “Where do they go? Mental health, housing and leaving prison” by the Revolving Doors Agency (2002) shows that some mentally vulnerable and homeless people can get trapped in a “revolving door” – a cyclical pattern of recurring homelessness, hospital admissions, arrests and possible imprisonment if their housing needs are not properly met. Kent County Council’s Adult Services team refer clients with mental health needs to Kent Supporting People who work with the 13% of offenders who also experience mental health problems, to support them to find housing suitable for their particular needs. Often this is in the form of floating support which is tenure neutral, which can empower people with mental health needs to achieve independent living by supporting them with:

- accessing services/resources.
- applying for benefits.
- budgeting, paying bills and dealing with debts.
- maintaining the safety and security of the home.
- dealing with minor repairs.
- maintaining the home in an appropriate condition.
- dealing with neighbour disputes/nuisance.
- access to community resources.
- developing life skills such as food preparation, personal hygiene and social skills.

4.7 Reducing re-offending pathway 4 - Drugs and Alcohol

4.71 The continuity of drug and alcohol treatment and substance misuse support for offenders struggling to change their habits and beat their addictions when returning to the temptations and pressures of life on release is crucial if offenders are not to take a step backwards on any progress made whilst in custody. For some with poor coping skills the reality of life outside prison may turn them back towards addiction, and can consequently turn to crime to feed their addiction. A national survey of prisoners on short sentences found that four in five had admitted taking illegal drugs after release, with half using heroin once or more a day.
Returning to patterns of misuse can have fatal consequences. The mortality rate for prisoners under probation supervision is 3.5 times as high as in the general population. Accidents, often involving drugs and alcohol, account for the highest proportion of deaths. A quarter of post-custody deaths occurred within the first four weeks, indicating a strong link with overdosing. Continuity of prescription medications to tackle addiction such as methadone is vital in the transition from prison to release. A rapid prescribing service used to be offered by KCA (Kent Council for Addiction), however funding was cut and the service ceased. The Kent & Medway Resettlement Programme which works with the most prolific offenders on release have noted an adverse impact on their clients (especially in Medway where drugs is a considerable issue) if they cannot get the access to the medication they need quickly, as many do not engage with community health services such as GPs. Effective drug and alcohol support is not only vital for public protection, but also for the offender physical, mental and emotional wellbeing.

4.72 Drugs and alcohol remain a significant issue for the whole community and offenders are just one client group accessing drug and alcohol services. In Kent there has been a year on year increase in the number of problem drug users in effective treatment, numbers increased by more than 13% between the twelve months to March 2008 and the twelve months to December 2008. The full 12 month increase is expected to be more than 15%. In 2008/09 there were 6046 people in treatment for drugs and alcohol – which equates to 4.3 per 1000 population in Kent. Of these 5520 (91%) were adults and 526 (9%) young people. For adults in treatment for Tier 3-4 drug and alcohol treatment services – 65% were for drugs and 35% for alcohol. For young people in treatment for Tier 3-4 drug and alcohol treatment services alcohol was a more significant issue with 37% for drugs and 63% for alcohol.

4.73 Young offenders have their own drug and alcohol challenges – with alcohol a more significant problem for this age group. KDAAT Young People’s Services commission drug and alcohol treatment and prevention across Kent and incorporate their practice into Integrated Children’s Service processes. KDAAT Young People’s Services have been active in the development of a Draft Hidden Harm Strategy, an Alcohol Strategy and a Tobacco and Young People Strategy for Kent. They also work closely with local CDRP’s to ensure that the local drug and alcohol needs of young people are met and that services are delivered locally in a way that is appropriate, safe and integrated.

4.74 Not all offenders can be relied upon to access the treatment they need in the community independently. Attending drug and alcohol treatment whilst on license can be a condition of sentencing and release, and most agencies that work with offenders on release signpost to drug and alcohol support services if necessary. In Kent a number of partners come together on this reducing re-offending pathway, each collaborating on shared aims and objectives whilst working within their own remit. Partners include Kent Drug and Alcohol Action Team (KDAAT), Medway DAAT, Kent Probation, Kent Police, Primary Care Trusts, Treatment Providers and Third Sector agencies.

4.75 The type of drug and alcohol support offered for offenders through the DAAT includes:

- **Integrated Drug Treatment System (IDTS)** – IDTS is aimed at improving the volume and quality of drug treatment in custody and better integration with the community services to which most drug misusing prisoners will return. IDTS is a Home Office initiative and a 2 year programme which brings together clinical and CARAT (counselling, assessment, referral, advice, throughcare, services) services within prisons. The CARATS programme started in custody should provide initial overlap into the community with an eight week period of aftercare.

- **The Drug Intervention Programme (DIP)** - DIP is an initiative to ensure a seamless service is provided for drug using offenders from the point of arrest through to aftercare and resettlement post-prison release. DIP is funded by a Home Office Grant and provides mainstream community treatment that is open to all.

- **Drug Rehabilitation Requirements (DRR)** – DRR is available as part of a community sentence or suspended sentence order, and is now the primary means for offenders to address identified drug misuse needs in the community.

- **Drug Treatment & Testing Order (DTTO)** - The fore runner for DRR; a DTTO is a court order that is aimed at assisting offenders to reduce their drug use and related offending. Before being placed on such an order the offender must give agreement and must be willing to accept treatment for drug misuse, be frequently and randomly drug tested and be supervised by the DTTO Team. DTTO’s have been mainly replaced by DRR’s.

4.76 Kent Probation work with the National Offender Management Service (NOMS) and National Treatment Agency (NTA) on policies and guidelines in relation to addressing substance misuse related offending, and has specific cash incentive performance targets on reducing drug related offending. Kent Probation’s main aims are to increase the number of drug offenders placed on Drug Rehabilitation Requirements (DRR) and
increase the number of offenders retained in treatment for 12 weeks or more. DTTO were proved to be effective in reducing reoffending by a 2007 study by University of Kent and Kings College, London which found that on average, those sentenced to a DTTO reported a 71% reduction in the frequency of offending between the time of arrest and 18 months after they started treatment. The sharpest fall in offending occurred in the first six months of treatment. Kent Probation will also incorporate new guidance around locally agreed drug testing of Prolific and other Priority Offenders (PPO’s) on license where substance is an issue. Kent Probation deliver specific training to offender managers who are the lead specialists for DRR’s and also provides substance misuse training to Trainee Offender Managers. Kent Probation also implements an accredited programme for substance misusing offenders (Offender Substance Misuse Programme (OSAP)) which is incorporated alongside the overall treatment/enforcement process.

4.77 Kent Probation not only focuses on drugs misuse – it also offers interventions on alcohol, which is a significant issue for offenders as it clouds their judgement and decision making skills and may make them more prone to violent behaviour. Kent Probation is the recognised provider of the Drink/Driver Rehabilitation course in Kent which aims to relate the effect of alcohol to how it affects driving skills. The course is not counselling, and is not designed for people who have a serious alcohol problem, however it is intended to be educational and informative, with participants learning essential information to help them keep their licences when they get back on the road and prevent re-offending.

**CASE STUDY: Mr SY Aged 40 years old (Source: Kent Probation)**

After an extensive history of alcohol abuse was living homeless after being asked to leave by his partner. This continued for 10-15 years; a cycle of drinking to keep warm, being arrested for antisocial behaviour and constantly being attacked by other homeless people and other drinkers.

He was unable to address alcohol issues whilst still living on the streets. He attempted to live in some hostels in the past but due to level of alcohol consumption and other street drinkers was always being asked to leave and ended back on the streets.

Moved in to supported accommodation at HOPE and received encouragement, support and was challenged regularly about failing to address his alcohol consumption. Meetings at KCA and AA were arranged but due to drinking he failed to attend initially. He overcame this with the use of one to one talks and promoting the future aim as living in own place; then providing a mentor and arranging for one to one sessions at KCA. He had a few relapses during his stay but the threat of not being able to apply for housing until he had addressed his alcoholism and the consistent support and encouragement won through. He is currently living in his own property and doing well.

4.78 The Kent & Medway NHS and Social Care Partnership Trust (KMPT) provides Tier 2 and Tier 3 alcohol services to people living in Kent. Tier 2 alcohol services help those with less severe or less enduring drinking problems who may be unsure whether their alcohol use is problematic and are likely to respond well to less intensive and specialist forms of help such as the provision of advice, information and other forms of brief intervention. Tier 2 Alcohol Services can also help people access more specialist and intensive forms of help for their alcohol-related difficulties, where appropriate. Tier 3 Alcohol Service are for those with alcohol problems that require more intensive attention and include community-based services like medical/psychiatric assessment, individual, family and group therapies, specialist prescribing, medically assisted home detoxification and assessment for residential rehabilitation (Tier 4). The KMPT runs Bridge House in Dartford which provides substance misuse in-patient detoxification services for people living in Kent and Medway, and also to people living outside of the area. Admission to the unit is organised by the providers of community-based specialist services for people who need more intensive forms of help for their addiction problems.

4.79 KDAAT commissions a variety of providers for treatment services depending on the needs assessment of each individual establishment. Most of the providers are from the Third Sector and include:

- **KCA** – Kent Council for Addiction (KCA) provides community day treatment drug and alcohol services for adults and also runs specialist young people’s services. It can provide psychological therapy services based in GP surgeries.
- **CRI** – Crime Reduction Initiative (CRI) provides the DIP service across Kent and Medway and the IDTS service at HMP Sheppey Cluster and HMP Maidstone.
- **Kenward Trust** – is a charity operating in Kent which provides recovery programmes for people suffering from drug and alcohol misuse and homelessness problems. It provides progression from first
stage assessment and induction, through counselling, group work and rehabilitation processes, to supported second stage accommodation and assistance towards gaining independent, permanent accommodation where appropriate and community outreach support.

- **Turning Point** - a social enterprise which provides specialist and integrated services focused on individuals with mental health, learning disability, substance misuse and employment issues. In Kent it runs the Progress2work service in partnership with Jobcentre Plus which works with those offenders with a history of substance misuse and benefits users. It helps support them back into employment through practical support such as one-to-one sessions, CV writing and training appointments.

- **AA/NA** – Alcoholics Anonymous and Narcotics Anonymous offer community based support groups and counselling to help individuals manage their addictions.

### 4.8 Reducing re-offending pathway 5 - Finance, Benefit and Debt

4.81 Finance, benefits and debt are closely interrelated with the housing and accommodation reducing re-offending pathway. Offenders may have accumulated their debts in prison if they fail to inform their landlord of their incarceration. Debt can lead to the repossession of a home, rent arrears or the end of a tenancy. Most prisoners need housing benefit to pay for their accommodation on release. Many people leave prison with no money to their name other than their discharge grant which is £94 for prisoners who will be homeless on release and £46 otherwise. Benefits are paid two to six weeks in arrears, leaving those without supportive friends or family in crisis. If an offender has had previous issues with debt and does not have the life skills to manage money and budget effectively, then this can lead to a spiralling cycle of debt worries following release from prison which may be a barrier to resettlement and tempt them back to offending to make ends meet (especially if they have a history of acquisitive crime or are stealing to fund a substance misuse habit). Getting the right support and advice to effectively manage their finances is essential if an offender is to maintain accommodation.

4.82 National figures show that 72% of offenders claim benefits before imprisonment, and 81% claim them on release. Access to benefits has a long-term impact on the welfare of prisoners and their families. Yet entitlements and the Social Security system are complex for experts in resettlement, let alone for prisoners with low skill levels. The main benefits to which people leaving prison may be entitled, and the routes for claiming them, are:

- **Job Seekers Allowance** is the standard benefit available for all unemployed people of working age. Claimants need to apply and have a ‘New Jobseeker’ interview at a Jobcentre. Those who are caring for dependants, or are sick or disabled, may claim Income Support instead.

- People on a low income who are paying rent, are entitled to Housing benefit. This covers a reasonable rent for the area. Most Job Seekers Allowance claimants are entitled to this. Applications for Job Seekers Allowance and Housing benefit must be made at different offices.

- Released prisoners may be eligible for community care grants or crisis loans to help them purchase essential items. Loan repayments are normally taken out of benefit payments.

4.83 Almost a fifth of prisoners have problems with debt, which has consequences for reoffending and homelessness. Problems get worse in prison for one in three offenders. Unless an offender takes action, by the time they are released, problems will have accumulated. In some cases, the ex-prisoner’s property may have been repossessed. Problems with debt can lead to stress and family breakdown, at a sensitive time if an offender is trying to re-establish trust and bonds with their family, and extremely stressful if there are dependent children involved. People may cut back on essentials, such as fuel, food and rent in order to meet debt repayments. If a prisoner has a family, it will impact on their quality of life as well.

4.84 Financial difficulties have a domino effect on other aspects of life. People with criminal records face difficulties when seeking mortgages, bank accounts or property insurance. Most employers pay salaries by BACS transfer, which presents a significant problem for ex-offenders seeking employment without a bank account. Benefits are paid into bank accounts, which may increase the barriers to ex-offenders accessing financial support. Insurance premiums can also increase for families living with ex-offenders, increasing either financial burdens or insecurities.

**KEY INSIGHT:** This reducing re-offending pathway is about more than just meeting immediate, practical needs. It should be supporting offenders to achieve ongoing financial stability which will help to reduce reoffending. To achieve this a sustainable approach is needed where the longer term needs of offenders such as financial literacy, whole family support and money management skills such as budgeting are addressed.
4.85 There are a number of organisations working in Kent which can help support offenders through this financial minefield on release from prison. Jobcentre Plus engages with offenders on the finance, benefit and debt pathway whilst they are still in custody and continue to be a source of benefits advice and guidance post release and also signpost to other financial advice services. One of the first tasks for an offender post release is to attend their “Freshstart” Jobcentre Plus interview which they pre-arranged whilst in custody. This is an opportunity to meet immediate financial needs such as signing on for benefits but it is also an opportunity for tailored support and advice to guide the offender through a maze of complex and inter-related social security benefit entitlements which they or their family may receive. An offender has a grant of £46 to survive their first week post release from prison until paid employment or other benefits begin. There is no fast track service for offenders or specialist help, although they are welcome to apply for emergency crisis loans on the same basis as anyone else in the community in dire financial difficulties. However the pre-arranged interview does smooth the path for their first engagement with benefits services. It can sometimes be up to six weeks before benefits start being paid, which can prove a real financial challenge for offenders, especially if they have poor coping mechanisms and decision making skills or suffer from other difficulties such as anxiety and depression, or if they have family responsibilities such as dependent children. This can be a real crunch point as to whether resettlement succeeds or fails and may force the offender to seek short term measures which are unsuitable for their needs e.g. short term B&B accommodation. National guidance has been issued to encourage Jobcentre Plus staff to place ex-prisoners on the first cycle for ‘signing on’ which will trigger an immediate part payment of the jobseekers’ allowance. Ministry of Justice and Department for Work and Pensions ministers are now considering what further action could be taken to address the finance gap between release from prison until the first benefit payment.

4.86 NOMS has recognised that obtaining enough lawfully accrued money to survive the initial release from prison is just the start of developing sustainable financial security for offenders. The wider issues of financial management can only be addressed through closer working between Jobcentre Plus, Prison Service and Probation, who are working to review the benefit rules for those released on temporary license, improving access to financial advice in the community for offenders and their families and to address financial literacy for offenders. The Skills for Life Strategy Unit in DfES is working with the Basic Skills Agency on a variety of financial literacy programmes aimed at using personal finance as an effective context for motivating and supporting adults to improve their literacy and numeracy skills, while improving their ability to make informed financial decisions. NOMS have now published a signposting strategy in partnership with the Financial Services Authorities, aimed at providers and referrers of financial capability training, debt advice and financial services – encouraging them to signpost each other’s services and to work more collaboratively within limited resources.

4.87 Citizens Advice Bureau (CAB) is an independent charity who is one of the leading organisations who offer free and impartial debt, finance and benefit advice in the community. CAB offer a variety of ways for offenders to engage which appeals to a broad range of needs, including face-to-face advice sessions, email, telephone and online guides and factsheets specifically aimed at offenders. Bureaux can also access specialist help, for example from solicitors, immigration officers and housing departments. This variety is important as prisoners with low literacy levels may engage more readily where they can talk to someone, and the anonymity of being able to access free information can reduce stigma and sensitivity when admitting you have financial troubles. Nationally CAB has a great deal of experience of working with over 70 prison and probation areas, providing services in custody and in the community, targeted at offenders under probation supervision. In Kent CAB and Kent Probation work collaboratively on a nationally recognised project called the Citizens Advice Offender Support Service (OSS) which provides a holistic specialist debt and benefits advice casework service. The Citizens Advice Offender Support Service runs telephone based consultancy and casework support to probation service clients in Kent. Officers can call a CAB consultancy line to discuss their clients’ problems or refer them to a CAB adviser. Casework is mostly carried out by telephone or letter, with meetings where necessary at clients’ probation offices. Face to face casework services are held in a number of prisons and probation settings in Kent, and the rest of the South East, providing a continuity of service for offenders resettling from Kent prisons to other areas within the region outside Kent. This partnership effort has been operating since 1997 and is now well established - Kent Probation found that offenders referred to the project had a reoffending rate of 38% compared to a national average of 57%.

CASE STUDY: Offender Support Service – Janet’s Story (Source: Citizens Advice Bureau)

Janet was referred to Offender Support Services via her probation officer. A victim of domestic violence, she had left her marital home in the middle of the night with her young son. After granting her temporary accommodation the council decided that she had made herself intentionally homeless. When she came to the CAB, she had just three days before she had to leave her flat. The CAB adviser gathered evidence case
from the police, social services, probation and her doctor, before successfully persuading the council to keep her in accommodation while her case was being assessed.

4.88 In Kent Gateways offer a convenient town centre location to drop in and receive advice and guidance on benefits (such as housing benefit from local authorities) and specialist debt and financial advice from partners such as Citizens Advice Bureau. Each Gateway has its own tailored offer dependent on the needs of the local population, but many will run specialist surgeries and one-to-one sessions with advisors, and be able to signpost to other local support services. Gateways are now responding to the surge in enquiries relating to debt, benefits and finance caused by the economic downturn. There is potential for closer collaboration with Gateways and Probation to signpost offenders to Gateways shortly after their release as an easy way to access many forms of support and advice in one place. Prisoners who lack life skills to access such information independently, or with low literacy or IT levels (long periods in custody mean that some offenders have no concept of how to use the internet to access information) may mean that this personal service may be more appropriate for their needs.

KEY INSIGHT: Gateways are uniquely placed to offer finance, benefit and debt advice in one convenient location. Offenders who have previously found it difficult to engage with Public Sector services may find the personalised support of Gateways more suitable to their needs. What more could Gateways do to signpost offenders to their services, or to offer customised packages of support for offenders on finance, benefits and debt?

4.9 Reducing re-offending pathway 6 - Children and Families

4.91 When an offender is released from prison it can be an opportunity for a fresh start to reconnect and re-establish bonds with their family and children, especially where support to maintain family connections whilst in custody have been effective. Research shows that maintaining family ties has a significant impact on reducing re-offending - those breaking family ties are 6 times more likely to reoffend. Only 10% of offenders accessing Supporting People services in 2008/09 were living with their family immediately prior to imprisonment. There is no doubt that a spell in prison can have a significant impact on the family left behind, particularly for children. It is estimated that nationally 150,000 children have a parent in prison and 7% of children experience the imprisonment of their father whilst at school. Those children with a family background of offending are more likely to fall into this lifestyle themselves. It is important that we consider the whole family support to enable an offender to effectively re-settle.

4.92 St Giles Trust are jointly commissioned by Kent County Council and Kent Probation to deliver a community floating support service to children and families of offenders to maintain families, secure accommodation, support people in completing community sentences and reduce the risk of re-offending. In Kent this is through the Children and Families Enterprise Project (CAFE) where staff provide help and support to families of offenders with issues such as debt, housing and benefits but also work in creative ways for example helping with parenting skills, making friends, encouraging healthier lifestyles and building an individual's confidence. The scheme won a Charity Award in June 2009. Any issues which St Giles Trust key worker pick up to do with children will be referred onto Social Services or other public services that support children and families. In some cases mediation support can help overcome relationships damaged by the offender's time in custody, but families have irreconcilable differences. There are a range of Third Sector organisations working in Kent which specialise in assisting vulnerable and fragmented families to come together. The Kent & Medway Family Mediation Service provides restorative justice programmes with victims, but can also work with families affected by imprisonment to rebuild relationships and trust within the family.

4.93 However for some offenders, due to their offending background or family history then close relationships with family and children may not be an option. Where a family might have been the victims of domestic or sexual abuse, or a child was at risk due to the chaotic and dangerous lifestyle of offenders (such as being exposed to substance misuse, violence or sexual abuse), then Kent County Council’s Adult and Children’s Social Services may become involved. It is likely if there were such problems within the family then this might have been endemic before the prison sentence so they may well have been receiving ongoing support from social services during this time. When a prisoner is about to be released who may pose a threat to the family or child’s wellbeing and safety then Kent Probation has the responsibility to provide a risk assessment before the release date of the family situation and environment, and if children are involved then Children’s Social Services would collaborate on this to ensure the needs of the child are paramount. This is then followed through by Social Services Duty Teams who may make recommendations to Probation about the licence conditions such as non-contact with certain members of the family or supervised visits. Each situation would be taken on a case by case basis. If Child Protection is an issue the Safeguarding Board follows procedures for children in need of protection from abuse or neglect through
social services, police, health, probation and education services in the Kent County Council and Medway Council areas. These policies and procedures have been developed in accordance with the principles contained in the Children Act 1989 and government guidance. If an offender is considered to still be a serious risk to others on release then they would be subject to MAPPA (Multi Agency Public Protection Arrangements) which is discussed in Section 4.11.

4.94 If the offender is a child themselves (under 18) then they will continue to be within the remit of the Youth Offending Service, who fulfils a probation role for young offenders post release from prison. Many of the community services to support children, young people and their families discussed in Section 2.2 will be relevant for the young offender once they are released. If the young offender is a Looked After Child then YOS manage the transition of duty of care from the Prison Service to the Local Authority. Their living arrangements will be considered on a case by case basis by YOS and Children’s Social Services. Looked After Children may return to suitable foster care arrangements or supported living arrangements. If the young offender is older than 16 then they have access to a 16+ advisor who is able to offer guidance on leaving care support options.

4.95 YOS offer specialist support to resettle young people. In March 2009 YOS did a Resettlement Study which looked at the current quality of resettlement service that young people receive when sentenced to Detention and Training Orders in Kent. The study followed 7 young offenders who served part of their custody phase at HMPYOI Cookham Wood and had release dates between November 2008 and February 2009. The study found that in the majority of cases service such as Floating Support, Mediation and Mentoring were not included in the resettlement process at an early enough stage which tended to result in a lack of focus and immediate availability of these services on release. It also suggested that although there was a joint YOS/Children’s Social Services protocol that Social Services intervention become more dynamic and solution focused if Third Sector organisations such as Howard League were involved. There was little evidence of mentoring being used to aid the transition into custody. It was recommended that consideration be given to increasing the usage of parenting provision to support families in preparing for the re-integration of young people within the family post custody.

4.10 Reducing re-offending pathway 7 - Attitudes, Thinking and Behaviour

4.10.1 Although individual circumstances and motivations vary, there are some common themes in prisoners’ accounts of their behaviour. Some turn to crime as a way of dealing with difficult circumstances. Others believe that their crime has no victim or serious consequences. Some are incapable of understanding the behaviour that led them to offending. As we have seen for the other reducing re-offending pathways an offender’s ability to cope and make balanced, well informed decisions can be the decisive factor in reducing reoffending. In order to tackle this issue the Prison and Probation Services have made significant investments in ‘offending behaviour programmes’. These aim to help prisoners examine the effects of their behaviour and develop new ways of coping. Most are based on cognitive behavioural theory, the premise of which is that it is a person's attitude to a situation, not the situation itself, which determines behaviour.

4.10.2 Kent Probation offers a number of accredited programmes to offenders in the community whilst on license and as part of court orders. Offenders may be referred onto programmes as a part of their licence conditions or referred by their Offender Manager based on their OASys Needs Assessment. The Kent Probation Annual Report 2008 shows that 319 accredited programmes were completed against a target of 275 (excluding sex offender treatment programmes and domestic violence programmes). Specific programmes include:

- **Aggression Replacement Training (ART):** Aims to reduce aggressive behaviour through teaching social skills, anger management techniques and improved moral reasoning. It is suitable for those who pose a medium-high risk of reoffending and have a current aggressive offence and an established pattern of violent or aggressive behaviour
- **Drink Impaired Drivers (DID):** Aims to reduce the risk of future drink-related offences
- **Integrated Domestic Abuse Programme (IDAP):** The programme includes work with known victims and inter-agency risk management to reduce the risk of violent crime and abusive behaviour toward women in relationships by helping perpetrators change their attitudes and behaviour. It aims to:
  - To reduce the risk of violent crime and abusive behaviour toward women in relationships by helping perpetrators change their attitudes and behaviour.
  - To reduce the risk of all violent and abusive behaviour in the family
  - To increase the offender's ability to respond non-abusively, to change abusive beliefs and empathise with this victim(s).
  - To give offenders a greater sense of personal responsibility for their violence
  - To help offenders accept that they exercise choice in the way they behave
To increase the offenders ability to identify high-risk situations and to manage effectively these in the future.

- **One to One**: To enable offenders to develop a range of problem-solving skills in order to change behaviour and the underpinning though, values and attitudes related to offending.
- **Offender Substance Abuse Programme (OSAP)**: To raise awareness of the link between drug and/or alcohol misuse and offending.
- **Think First**: To teach problem-solving skills I to change behaviour such as problem-solving, anti-social attitudes, tackling pressures to offend, victim awareness, moral reasoning, self-management and social interaction. These are then applied to aspects of offences and simulations in which they occur.
- **Thames Valley - Sex Offender Group Programme (TV-SOGP)**: To reduce the risk of future sexual offending by adult male sex offenders. It features four blocks to the programme:
  - Foundation - requires full-time attendance for two consecutive weeks
  - Victim empathy - requires twice-weekly attendance for four weeks
  - Life skills - requires twice-weekly attendance for ten weeks
  - Relapse prevention - requires weekly attendance for twenty four weeks
  - High risk/high deviancy men complete the whole programme. Low risk/low deviancy men can miss out the Life Skills block.
  - Men who have completed a Prison sex offender treatment programme can go directly to the Relapse Prevention Programme.
- **The Women’s Programme**: To help women to change their behaviour to reduce the risk of re-offending. The programme is based on motivational interviewing techniques with an emphasis on emotional management and building health relationships.

4.10.3 However there is limited evidence in the long term impact of such programmes on reducing re-offending over time. The government based its decision to invest in these programmes on a single study by the Social Exclusion Unit in 2002, which showed an offending behaviour programme reduced reconviction rates by up to 14%. However, subsequent studies have not confirmed this evidence. There is still much to be learned about what works with who and why.

4.11 Safeguarding – MAPPA For The Most Serious Sexual And Violent Offenders

4.11.1 The Stone Inquiry (2006) brought the issue of safeguarding and public protection to the forefront of the public consciousness. The inquiry followed the murder of Lin and Megan Russell by Michael Stone at Chillenden, Kent in 1996, and looked into the standard of care given to Stone and whether it could have been prevented. The report was commissioned by the three agencies which had been treating or supervising Stone - West Kent Health Authority (now NHS South East Coast), Kent Social Services and Kent Probation Service. The inquiry found failings in his care, and whilst it concluded it was unable to say the deaths could have been avoided, it acknowledged that mistakes were made and agencies failed to share information. However, the report also said there is no suggestion that Stone was, ‘deprived of any service which would have made him less of a danger to the public’. The Stone Inquiry highlighted the importance of inter-agency collaboration on the most serious and dangerous offenders.

4.11.2 The most serious sexual and violent offenders released from prison are subject to intensive supervision to ensure public protection. MAPPA (Multi Agency Public Protection Arrangements) is the national framework of arrangements to manage the risk posed by the dangerous offenders brought about by the Criminal Justice Act (2003). In Kent, this brings together the police, probation and prison services in Kent who are the MAPPA responsible authority and have statutory responsibility for public protection. MAPPA promotes information sharing between all the agencies, resulting in more effective supervision and better public protection. In Kent there is a Joint MAPPA Unit where staff from Kent Probation and Kent Police are co-located within shared accommodation on the Police Headquarters site. The Prison Service engages very well operationally with the other responsible authorities in Kent, especially at HMP Sheppey Cluster. There are three aims to MAPPA – to protect the public, reduce reoffending and where necessary to robustly pursue and prosecute offenders who do not adhere to the arrangements.

4.11.3 MAPPA offenders are subject to the most intensive probation supervision and strict license conditions. They are subject to a risk management plan drawn up by the MAPPA panel – lead by the supervising Probation Manager and including professionals from agencies including Kent Police, Kent Probation, Prison Service, Social Services and Mental Health Teams. Offenders eligible for MAPPA are identified and information is gathered/ shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public. In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency
management and their risk management plans are considered and monitored via MAPPA meetings attended by various agencies.

4.11.4 There are three categories of offender eligible for MAPPA (as defined by Sexual Offences Act 2003):

- **Category 1** – Registered Sexual Offenders;
- **Category 2** – violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children;
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm and there is a link between the offending and the risk posed.

There are three levels of management, which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Higher risk cases tend to be managed at the higher levels and offenders will be moved up and down levels as appropriate:

- **Level 1** – ordinary agency management arrangements are sufficient;
- **Level 2** – regular multi-agency meetings are required;
- **Level 3** – as level 2 but the case demands that multi-agency co-operation and oversight at a senior level is required, together with the authority to commit exceptional resources, perhaps at short notice, to strengthen the risk management plan.

4.11.5 Kent Probation has a key role in ensuring that the views of victims of these most serious crimes are reflected into the MAPPA process. Victim Liaison Officers explain the sentencing process to vulnerable and often traumatised victims, including what the sentence means in reality, when the offender will be released to keep them fully informed and engaged in the process. The victim’s views and concerns are fed into the MAPPA panel so that this information can influence the conditions of a high-risk offender’s release from prison. The latest Kent Probation Inspection Report (2008) particularly praised Kent for its “significant contribution” to MAPPA, where strong partnership relationships had been formed with continuous learning and development. The timeliness of Risk of Harm assessments were praised and had been well communicated to all staff involved in the case and reviews were timely. Approved premises (secure accommodation for MAPPA offenders) had a “high quality service in the contribution it made to public protection”. However it was identified that there was room for improvement in the structure and involvement of management in risk management plans and an increase in home visits was recommended to enhance public protection and address safeguarding concerns.

4.11.6 Kent’s MAPPA have been involved in four separate inspections since 2007: the inspection of Kent Probation by Her Majesty’s Inspectorate of Probation (HMIP), the inspection of Kent Youth Offending Services’ by HMIP, the Ofsted Joint Area Review of Children’s Safeguarding and Her Majesty’s Inspectorate of the Constabulary. Each of those inspections praised the quality of Kent’s MAPPA arrangements.

- **The inspection of Kent Probation by HMIP** – ‘There were strong links made at Strategic Management Board for MAPPA arrangements and the area has been praised for its openness to learning from other agencies’
- **The Ofsted Joint Area Review of Children’s Safeguarding** – ‘There is an effective joint agency approach to the management of violent and sex offenders.’
- **The inspection of Kent Youth Offending Services by HMIP** – ‘Where the child showed a high or very high risk of serious harm, there was a good level of management oversight and good communications between others involved in their management and MAPPA’.
- **Her Majesty’s Inspectorate of the Constabulary (May 2009)** - “Kent is leading on this nationally”

4.11.7 Senior representatives of each of the agencies involved in MAPPA form a Strategic Management Board (SMB), which meets at least quarterly to monitor the arrangements and direct any necessary improvements. The SMB measures effectiveness against new National MAPPA standards, introduced in October 2007 and updated April 2009, in order to ensure a common standard of effective public protection arrangements and that each of the agencies is playing a full part in MAPPA. Key performance indicators are reported to the Ministry of Justice. The SMB also has two lay advisors to offer an objective perspective. Attendance at the Kent SMB is good and has continued to improve over time. The agencies represented at the Kent SMB are:

- Kent Probation
- Kent Police
- HM Prison Service – Kent
- Medway Council (adult and children’s services)
- Kent County Council (adult and children’s services)
- Medway Cyrenians
- Kent and Medway NHS and Social Care
- Kent and Medway Commissioner for Adult Mental Partnership Trust Health and Substance Misuse
4.11.8 The Kent MAPPA Annual Report (2008) gives the latest information on MAPPA offenders and the impact on Kent. The 2008/09 MAPPA data is due to be published in October 2009 but is presently under embargo by the Ministry of Justice. The 2008 Annual Report shows that from April 2007 to March 2008 there were 1487 MAPPA eligible offenders in Kent. Of these 1030 (69%) were Registered Sex Offenders (national average is 63%), 342 (23%) Violent Offenders (national average is 32% and 115 (8%) Other Offenders (national average is 5%) (Figure AO). 58% were Level 1, 39% Level 2 and 3% level 3. 54 (3.63%) MAPPA cases were returned to custody for breach of licence. 3 offenders were sent to custody for breach of Sexual Offences Prevention Order (0.21%). 4 MAPPA offenders were charged with a serious further offence (0.27%). The national average for serious further offences is 0.16%.


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<th>Kent MAPPA Annual Report (2007/08)</th>
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<td><strong>Ordinary Management (Level 1)</strong></td>
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4.11.9 Sex offenders require specialist services as they are a different type of offender with a specific risk element and have different motivations for offending behaviour. There is a well established process in Kent to manage the risk posed by sex offenders based on a detailed risk assessment matrix to measure the risk of reoffending. This information provides a robust intelligence led approach and predictive analysis, which combines the expertise and knowledge of all three responsible authorities. The recent re-roll of HMP Maidstone to become a national centre of excellence for Sex Offender Treatment Programmes, and a population of around 70% Sex Offenders has raised the issue of managing risk effectively of any resulting impact on the county from this change, and there is a well managed process in place to anticipate and deal with any associated change. Registered Sex Offenders must register with the Police every year to update on their current situation and are tracked. Even if they register No Fixed Abode then Kent Police can still police these individuals effectively with random visits to known homeless locations and random home visits and address checks, based on a risk assessment updated every 16 weeks as a minimum through an intelligence led approach. This is a crucial opportunity for enforcement, boosts public confidence and increases Sex Offenders awareness that their situation is being carefully monitored and if they do not adhere to their conditions then they will be dealt with robustly. In 2008/09 Kent Police Authority invested an extra £750,000 in the management of sexual offenders. There is now an increase of 22 to 29 dedicated officers, including one officer to liaise with Fleming House (approved accommodation for serious and sexual offenders) and a Prison Intelligence Officer. In 2007/08 there were 64 registered sexual offenders in Kent per 100,000 head of population and the number of The number of registered sexual offenders cautioned or convicted for breach is 79 (7.67% of total Sex Offenders under MAPPA). Figure AP shows the 2007/08 locations of sexual offenders.
CASE STUDY: Offender C (Source: Kent MAPPA Annual Report 2008)

Offender C was sentenced in 2004 to seven years custody with three years extended licence for multiple indecent assaults and indecent acts on children. He groomed his own and other local children and sexually abused them.

Prior to release there was effective liaison with the prison Offender Supervisor, with this member of staff attending the necessary multi-agency meetings. Offender C was released in April 2008 and resided in a hostel. A joint probation and police home visit was conducted within two weeks of his release. During the MAPPA process there was close liaison with the children’s social workers. Through the information sharing process it transpired that one of the children had a sexual interest in young boys and was displaying sexualised behaviour towards them. As a result, this child was referred to the MAPPA process. The police were consulted regarding licence conditions and Offender C had a condition added to his licence so that he did not have contact with this child. One of Offender C’s other children was afraid of having contact with his father on release and a non-contact condition in relation to this child was added as a result.

Liaison took place between probation and the local drug agency in order to arrange appointments for Offender C, so that he could address his problem, since drug abuse had played a part in his offending. Liaison also took place with the Sex Offender Treatment Programme staff and the necessary assessments were arranged.

Offender C is compliant and making steady progress. He is addressing his drug problems and continues to attend appointments with the local drug agency. He is currently undertaking preparatory work before starting the group phase of his Sex Offender Treatment Programme. The positive and proactive liaison between the agencies continues in order to further reduce the risk he poses.

4.11.10 Since 2008 there has been a way for the three MAPPA responsible authority agencies (Police, Probation and Prison Service) to share information on the most serious offenders. ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons and enables agencies to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

4.11.11 Kent Police Prison Intelligence Unit reported that between January-June 2009 (Figure AQ) there were 115 MAPPA Prisoners released from Kent prisons to Kent addresses (14.45%) of all MAPPA offender flows in and out of the county. Whilst MAPPA offenders in other prisons nationally are released to Kent addresses (212 – 26.63%), the majority of MAPPA offenders flow out of Kent prisons to addresses nationally – 469 offenders (58.92%). It is the experience of Kent Police that MAPPA offenders tend to return to their home area at the end of their license where they have social and family structures to support them (although this can sometimes pose an issue of managing the victims if they are also located in this area). It is not their experience that Kent is adversely affected compared to other areas in the county on this issue, as every area has its own distinct challenges related to its logistical position.
FIGURE AQ: MAPPA PRISONER RELEASE PATTERNS – JAN-JUN 2009 (Source: Kent Police Prison Intelligence Unit)

MAPPA prisoners released from Kent prisons to Kent addresses
115 (14.45%)

MAPPA prisoners released from Kent prisons with addresses nationally
469 (58.92%)

MAPPA prisoners released to Kent addresses from prisons nationally
212 (26.63%)

Source: Dreamstime.com
Section 5: Conclusions

5.1 What we don’t know

5.11 One of the aims of this piece of research was to find out what we did know about the impact of prisons and offenders in Kent, but also what we didn’t know – where the gaps, barriers and challenges to developing an informed perspective where. As the research progressed it became apparent that although there is research into the issues facing offenders throughout their prisoner journey through prison and resettlement, this was generic and did not give a local perspective. It seems that this research is unique in providing a “helicopter” locality view of all the issues and services connected to offenders for a county – let alone a large, complex and diverse county as Kent. What is currently missing is a direct comparison of the holistic picture of inter-related services and partnership working in Kent with other local authority areas. Comparisons are somewhat limited to national and regional performance indicators which have a very narrow definition and do not convey the different and unique circumstances and operating context of each area. This limits the ability to draw a definitive conclusion as to whether Kent is suffering an adverse impact compared to other areas in the country. The Total Place Initiative Pilot Areas are focusing on “themes” which are important for their locality and mapping all the services and resources associated with this. Bradford are focusing on reducing reoffending as their “theme” for Total Place, and it would be interesting to work collaboratively with Bradford to share the initial findings of this report, and their Total Place outcomes. Building on this could be further dialogue with other local authorities who have identified the impact of prisons as an issue for their public services, to share best practice, learn from other operating and partnership models and thus help us to better assess Kent’s position in comparison. It could also offer interesting lessons about “mapping the money” – what is the collective worth and expenditure of all the services included within this report which are focused on offenders in Kent? It would be extremely insightful to have an idea of what the collective spend is across our public services to identify possible efficiency savings and compare with expenditure in other areas. Although the HM Prison Annual Accounts give a resource expenditure figure per prison this does not tell us what wider support services – preventative and resettlement focused added to this. It would also be interesting to map the flows of expenditure in different areas of the county and see if this correlates with the needs (e.g. if most offenders resettling in Kent do so in Medway, Maidstone and coastal towns, is this where services are intensified and most money invested?).

5.12 Data sharing restrictions are a feature of the landscape of partnership working and can present frustrating barriers and challenges to effective and efficient partnership working. The contributors to this research who work at a local operational level were exceptionally open and proactive in sharing information for this report, even where data was of a sensitive nature and not widely in the public domain (such as latest population statistics from the Prison Service). This says a great deal about the trust and quality of partnership working across our public services. However there were limitations to some of the data, which would have been beneficial for this project. The Prison Service is currently working with a rather archaic performance database known as LIDS which they use to store all the information about their current prison population. This system limits the ability to develop an informed view of trends in prison populations over time as data on individual prisoners is deleted automatically from the system once they have left the establishment for six weeks. In some cases as soon as an offender was released or transferred then their record was wiped, leaving no history or continuity of their progress through the prison system, other than a paper file they make take with them on transfer. The Prison Service and Probation have joined forces under NOMS but the development of a new shared data system has been deferred, so there is still progress to be made on this issue. This poses challenges for this report when requesting data on where offenders go to on release as the data was limited to the latest “snapshot” in time (i.e. of the day that information was generated from the system), and could not provide a picture of ebbs and flows in offender release patterns over time. The exception is HMP Sheppey Cluster who have been taking monthly release figures, but only since February 2009. This limits our ability to see if Kent has had increasing numbers of offenders released within its boundaries over time (e.g. the last five years) and what local authority area these offenders originate from, to see if we are experiencing increases from certain location (e.g. London boroughs).

5.13 There were also limitations in the data sharing on resettlement patterns from other sources. Currently data on where offenders are accommodated post release (i.e. those on license) is shared across several agencies – including Kent Police, Kent Probation and Prison Service. Personalised information and specific addresses cannot be shared due to data protection reasons, and also because this may open up Freedom of Information requests from the public and media which may present public order and protection issues (e.g. vigilant or revenge activity if known serious or sexual offenders addresses were accessible). The pooling of this intelligence into mapping depersonalised locations of those offenders on license would be useful to a) compare with other comparable local authority areas such as Essex b) see if there is a correlation between where support services for offenders are located and where offenders actually live and c) to build up a
picture of offender movements over time to see if there are any particular geographical trends within and out of the county. Such a piece of work may be achievable but would have to be developed jointly with the agencies involved and may be quite an intensive project. It may also be limited as address data does not tell you how suitable and sustainable that accommodation is, how long someone stayed there or where they moved onto. Any such project would have to be complemented by qualitative research (i.e. such as the SILK Housing Project proposal) to follow a case study selection of offenders on release and track what their accommodation patterns and needs were as they evolved over time. Given the prominence of housing and accommodation issues throughout this report, a multi-agency collaboration on this issue would be beneficial and give Kent a better informed perspective to plan policies and resources.

5.14 There are also data sharing frustrations at a regional and national level. Learning and Skills Council data on offenders accessing learning and training, and crucially the effectiveness of this (e.g. retention and completion rates and resulting increases in literacy and numeracy levels) is held at a regional level and only a summary figure for the South East was available. This does not tell us the Kent picture, nor can it tell us about our comparable performance with our neighbouring counties or “like for like” areas elsewhere in the region and beyond. National embargos on data are also a barrier to developing a well informed picture of our progress. Key performance indicators for NOMS and Prison Service are not always broken down per establishment and tend to give a regional or national summary figure. This again means that the Kent dimension cannot always be extracted, and given the diverse nature of the prisons in Kent it would be very useful to extract performance indicators per prison, to enable comparisons with other similar prison categories elsewhere in the country. National data is usually experiences a time lag – so most of the data for this report was based on 2007/08, which does not give the most contemporary picture or enable us to see if there are rapid trend changes in the data (e.g. to see the impact of recent expansion programmes in several Kent prisons or recent re-roll changes in prison populations). Some data is also embargoed nationally which meant it could not be included in the timescales of this report (such as the latest MAPPA figures which are embargoed by the Ministry of Justice until October 2009), but are publicly available now.

5.15 This report was commissioned as a broad overview of the issues and services involved in prisons, and for offenders post release in Kent. As such it can only provide a limited outline of the major issues involved for such as complex area of work which affects such a myriad of partners and services. If the momentum and goodwill generated by doing this research is to be maintained then Kent Public Service Board would have to define which particular areas of interest need more investigation and research, and if necessary commission further multi-agency collaborations to address these.

5.2 Conclusion

5.21 Kent has more prisons located within its geographical boundaries than any other local authority area in the country. Not only are there more prisons but we span the whole spectrum of prison establishments representing all but one category of prison, an age range of 15-80, both genders, 53 different nationalities and prisoners not only from Kent but all over the UK. This gives Kent one of the most diverse prison populations who have very distinct needs and require a broad variety of services to address these effectively. There cannot be just a single approach to offenders in a county with such distinct geography, logistics and variety as Kent. This has resulted in a complex web of organisations, multi-agency partnerships, governance arrangements, service level agreements and strategies to support the 4468 offenders in custody and 6442 individuals under the statutory supervision of Probation. Whilst 10,910 offenders is a relatively small percentage of around 0.6% of Kent and Medway’s combined population of around 1.5 million people, they have an adversely large impact. Offenders are amongst the most vulnerable and marginalised groups in society and characterised by their very complicated and inter-related needs, including mental health and substance misuse. They are more likely to come from chaotic, dysfunctional and disadvantaged backgrounds and just a few prolific offenders can account for a large percentage of overall offences committed. The harm and disruption that this group can cause to the wider community, their contribution to reoffending rates and public protection means that they rightly demand an intensive level of multi-agency support and resources. Research increasingly suggests that prison does not always offer a solution for the most vulnerable individuals, and the quality of community sentencing options and wraparound resettlement support can be much more effective in preventing re-offending.

5.22 The findings of this report indicate that although Kent has a very large and diverse prisoner population, it manages this effectively with Prison and Probation ratings usually “good” and both HMI Inspectorate Reports and Independent Monitoring Reports balancing areas for improvement with praise for the quality of services provided in the county and the commitment of the staff involved. Kent’s management of the most serious and prolific offenders and its contribution to public protection has received national praise. The personal dedication and expertise of the frontline practitioners working with offenders which we met during this research shone through, even when working in difficult situations and within limited resources. Although
Kent does take in offenders to its prisons from all over the South East region, the rest of the UK, and oversees, on release the majority of these tend to go back to the local authority area they originated from, and staff working with offenders are adept at supporting this transition and signposting to services in other areas accordingly.

5.23 What do we do well in terms of managing the impact of offenders & prisons in Kent?

- Nationally recognised community sentencing schemes such as community payback and restorative justice that are successful in reducing reoffending by almost 50%
- Customising the support services available in each of the prison establishments to meet the unique needs of the prisoner population
- Frontline staff working together effectively in partnership at an operational level, and being proactive in signposting offenders to other related services. Dedicated and passionate staff working within challenging prison environments, with a strong commitment to effective resettlement.
- National model of best practice in the Kent & Medway Resettlement Programme intensifying resettlement resources and expertise on the most prolific offenders who pose the biggest impact to Kent’s communities
- Public protection and risk management of the most serious and prolific offenders through a well-developed MAPPA process that has an intelligence led approach, coupled with robust enforcement
- Regularly reviewing our practice and services and identifying opportunities for continual improvement, such as the YOS Resettlement Audit Recommendations and resulting multi-agency workshops, and recommissioning mental health services based on the recommendations of the Mental Health Needs Assessment.

5.24 What are some of the unique challenges for Kent?

- Provide effective management and continual identification of areas of improvement for supporting Young Offenders in one of the most challenging areas of the county with two Youth Offending Institutions and a Secure Training Centre the only ones to support the whole of the South East region.
- Responding to an increasing case load of offenders in custody and those under the remit of Probation year on year, which is set to rise further with planned expansions of accommodation at HMP Sheppey Cluster
- Manage one of the largest concentrated prisoner populations in the county at HMP Sheppey Cluster, including balancing the divergent needs of an open resettlement prison, a closed prison for serious Cat B offenders with a long term stable population and one of the busiest local prisons in the county.
- Addressing the different locality needs in terms of housing & accommodation due to a shortage of affordable local authority housing in the West of the county and a surplus of low value, unsuitable private sector rented in deprived coastal towns in Thanet.
- Providing continuity of services such as education & training, mental health and drugs & alcohol treatment begun in custody into the community upon release, given the transient and unpredictable nature of offender movements within Kent and in/out of the county boundaries
- Finding creative and new ways to engage with a difficult client group who have very complex needs which span multiple services, and who may be disillusioned and let down by traditional public services in the past, and are difficult to maintain engagement and dialogue with
- Supporting offenders into sustainable employment at a time when unemployment is rising and there is more competition and pressure for jobs due to the downturn in the economic market. Also matching offender skills to employment and volunteering opportunities more effectively

5.25 Given these challenges there are of course areas for improvement and opportunities for further efficiency savings and more effective partnership collaboration. Although it was not within the Terms of Reference for this report to suggest recommendations, there are a few key areas where the leadership of Kent Public Service Board could have a beneficial impact on, and that would benefit from further research and policy review. These public policy questions are outlined below and Kent Public Service Board are invited to decide how they might like to proceed on this at the 21st September Public Service Board meeting where the findings of this report will be discussed in more detail.

5.26 How can public services better target preventative services and intervention for young people at risk of offending before they have the initial contact with the criminal justice system?

There are many targeted and intensive interventions for young offenders once they have had initial contact with the Criminal Justice System. However, many of the generic services available to young people such as youth clubs and after school activities will not appeal to or attract young people at risk of offending. Preventative and diversionary services available to disadvantaged and vulnerable young people may not meet the complex needs of those at high risk of offending, who are difficult to maintain and engage a relationship with when they become disillusioned and excluded from formal public services (such young people are more likely to be excluded from school, be in care or have a disruptive family background). We
have a great deal of intelligence about the kind of factors that may influence offending behaviour, and the characteristics of individuals who may go on to offend, so how could we target our resources towards this group more effectively? What could we do to better target suitable preventative activities which develop young people’s aspirations, confidence, life skills (such as decision making and coping mechanism) and self-esteem, before they are already on a well-defined path towards an offending lifestyle?

5.27 How could public services better co-ordinate to provide continuity and wraparound support for offenders whilst in custody and in the community, to improve their learning and skills levels, linked to employment?

There is often a lack of continuity of education, training and employment provision for offenders. Recent changes in the education provider contracts in prisons in Kent mean there is little information available as to how effective and relevant the courses are to the local labour market. Whilst multi-agency partnerships such as the Kent Employer Forum are linking up opportunities for offenders and bringing together private, public and voluntary sector providers, there are practical issues to maintaining continuity of training on release. This includes a lack of individual learning plans providing an electronic history of training and educational achievements and needs being accessible to wider partners (although this is being addressed by the Learning & Skills Council). There are also logistical reasons for disruption in education when an offender is transferred to a different prison which may not contain the same offer of courses, or on release if they go out of the Kent area where they may have started a connection with a local college, vocational work experience placement or employer. Some offenders may find that they do not have the coping skills to proactively seek out new opportunities for themselves if their existing training or employment is disrupted, and may find it even more difficult to know which option is best suited to them whilst there are such difficult market conditions which could exclude and marginalise offenders further. Kent’s public services are a big employer for the county, what more could Kent Public Service Board do to provide community leadership on this issue and lead by example by opening up volunteering, work experience and employment opportunities for ex-offenders (subject of course to the necessary risk assessments)?

5.28 How could public services work better together to provide suitable and sustainable housing and accommodation, as one of the key triggers to reducing reoffending?

Housing and accommodation for ex-offenders was the single biggest issue raised throughout this research by almost every public agency. There are specific challenges for housing offenders in Kent due to our geographic location, the population make up of certain areas which over a number of years of deprivation and neglect has concentrated vulnerable groups together and issues with demand and supply. Whilst the problems are well known, and many organisations are working hard to tackle these issues, what is needed is a more intensive piece of qualitative research to explore offender’s housing needs from their perspective to identify barriers and possible improvements, complemented by a more in-depth exercise to map the housing support available and correlate this with offender needs, release patterns and the location and intensity of existing service support. Could this issue benefit from a further piece of research which could be jointly developed and owned by the agencies involved, including private sector landlords and local authorities, to discuss the issues raised in this report and develop actions to tackle them?

5.29 How could public services work creatively to provide intensive support for offenders, especially those being released from prison to reduce the burden of high volume, low level reoffending?

Kent has developed excellent and nationally recognised models for working with the most serious and prolific offenders. Rightly so, these most high risk offenders absorb most of the resource and workload of enforcement agencies such as Kent Police and Kent Probation, in order to protect the public and reduce reoffending. However the most significant volume of reoffending lies with low level crime, which could be prevented more effectively if other agencies were able to support enforcement agencies in dealing with this burden. These types of offenders are well-known to many public sector and voluntary and community organisations – what creative solutions could Kent create to deal with low level reoffending, if it could gain the necessary resource by shifting the focus from enforcement to preventative services? One example could be devolving the youth custody budget to top-tier and unitary authorities to place a greater emphasis on local prevention and rehabilitative work, such as that proposed by the Youth Justice Board (August 2009). How could Kent lead the way on this issue if the LGC article confirming that the Youth Justice Board hope to have firm proposals on this by the end of the year goes ahead? Section 107 of the Policing and Crime Act 2009 received Royal Assent on 12 November 2009 and will come into force on April 1st 2010. The act makes three substantive changes to the Crime and Disorder Act 1998, namely:

- a new duty for CDRPs/CSPs to formulate and implement a strategy to reduce reoffending by adult and young offenders

p. 104
- a new duty on named partners to consider reducing reoffending when exercising their core functions (expanding powers under section 17 of the Crime and Disorder Act 1998)
- Probation becoming a responsible authority having previously been a cooperating body

These new changes should give an impetus to CDRP’s to reduce the burden of high volume, low level reoffending.

If you have any comments, feedback or suggestions about this report, or would like to find out more, please contact:

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5.3 References & Acknowledgements

This report has been compiled from secondary data sources such as existing strategies, inspection reports, protocols and website research. This has been complimented by primary data sources including interviews with key stakeholders from across the Public Sector and visits to HMP Maidstone, HMPYOI Cookham Wood, HMPYOI Rochester, HMP East Sutton Park (which is amalgamated with HMP Blantyre House) and HMP Sheppey Cluster.

The following references show the data sources for each section in the report, to avoid confusing footnotes. Acknowledgements to the staff whom without their openness and experience we would not have been able to illustrate the full impact of prisons in Kent, are also included.

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1 Section 17 states ‘Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder and reducing reoffending in its area’
2 The responsible authorities will be local authority, police, police authority, fire and rescue, primary care trust (England), Local Health Boards (Wales) and providers of probation services.
Section 1: Overall Context

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Figure A: Prisoner Journey Map
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Figure H: Mapping The Preventative Services Available In Kent To Those At Greater Risk Of Offending Kent Children’s Trust Parenting Strategy (2008)
Figure I: Support Service Available to Children & Young People At Risk of Offending and Families Affected by a Relative Being in Prison

Kent Children’s Social Services District Managers

Charlie Beaumont – Youth Offending Service – Kent County Council
Sarah Williams – Kent CAN
David Martinez – Children’s Social Services – Kent County Council
Marisa White – Children, Families & Education, Kent County Council
Section 3: During Prosecution & Custody

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3.13 Resettlement advice and support
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Figure U-Y: Kent Probation OASys 2008/09 Criminogenic Needs Analysis
4.3 Resettlement – Where Do Offenders Go On Release?
Figure AA: Prisoner Release Patterns – Jan-Jun 2009 – Kent Police Prison Intelligence Unit
Mark Powell - HMP Cookham Wood
Figure AD: Louisa Dordoy - HMP Sheppey Cluster
Figure AF: Helen Campbell-Wroe - HMP Rochester
Figure AE: Debbie Leach - HMP Blantyre House & HMP East Sutton Park
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Figure AK: Dedicated Support Services Currently Funded By Supporting People For Offenders – Kent Supporting People
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