



Reducing Reoffending Third Sector Advisory Group (RR3)

28th June 2018

The Ministry of Justice, Petty France
London SW1H 9AJ

Present

Anne Fox – *Clinks*

Chris Stacey – *Unlock*

Emma Wells – *Community Chaplaincy Association*

Jacob Tas – *Nacro*

Laura Seebohm – *Changing Lives*

Linda Bryant – *Together for Mental Wellbeing*

Martin Blakebrough – *Kaleidoscope*

Mohammad Hanif – *Arooj*

Nicky Park – *St Giles Trust*

Peter Dawson – *Prison Reform Trust*

Riana Taylor – *Circles UK*

Richy Cunningham – *Humankind*

Elaine Fischer – *Clinks*

Luke Taylor – *Ministry of Justice*

Zoe Farrant – *Ministry of Justice*

Patrick Donajgrodzki – *Ministry of Justice*

Becky Wyse – *Ministry of Justice*

Alison Francis – *Ministry of Justice*

Rhian Williams – *Ministry of Justice*

Catherine Pearson – *Ministry of Justice*

Bettina Crossick – *HMPPS*

1. Welcome and introductions

- 1.1. Apologies were received from Beverley Williams, *Home Group*, Diane Curry, *POPS*, Jeremy Crook, *Black Training and Enterprise Group*, Rod Clark, *Prisoners' Education Trust*, Jess Mullen, *Clinks*, and George Barrow, *Ministry of Justice (MoJ)*.
- 1.2. Peter Dawson, *Prison Reform Trust*, was present from item 6.

2. MoJ/HM Prison and Probation Service (HMPPS) update

- 2.1. **New minister:** Following the resignation of Phillip Lee MP, Luke Taylor said there is a new Parliamentary Undersecretary of State, responsible for race, disproportionality, women, victims and mental health, Edward Argar MP. Catherine said that he is interested in engaging with stakeholders and it was noted that he attended a meeting with the Advisory Board for Female Offenders (ABFO) where a draft of the strategy was shared before publication.
- 2.2. **Parliamentary scrutiny:** The Justice Committee has published the [Young adults in the criminal justice system report](#) and the [Transforming Rehabilitation report](#). On Tuesday 26th June Rory Stewart received robust challenges when giving evidence to the Justice Committee, such as how much MoJ expects to get from the sale of HMP Holloway.
- 2.3. **Transforming Rehabilitation**
 - 2.3.1. Luke Taylor said the Justice Select Committee's Transforming Rehabilitation report has given MoJ the opportunity to respond in a direct way to some of the criticism. It will shortly be looking to engage people on how it works on some of the recommendations. It was noted there is a working group for the rate card. Luke said MoJ will be looking at commissioning in a much more coherent way.

2.3.2. Luke welcomed feedback from the group on the report, which included the following points:

- **Commissioning:** the group welcomed the report's focus on commissioning and recognition that engaging with commissioning processes can be prohibitive for small, specialist organisations who need to prioritise the needs of their service users. The group highlighted the challenge with outcome measurements and suggested commissioners focus more readily on whether voluntary organisations are being efficient and effective.
- **Market stewardship:** the group noted the report did not raise the issue of lack of market stewardship, which the group have experienced. For example, some Community Rehabilitation Companies consult with the organisations they subcontract as to how they can deliver the service but other organisations experience tier one contractors contacting them two days before delivery was anticipated to begin asking what service they would deliver and how much funding they need to deliver it. This was also the experience of an organisation that partnered with a tier one contractor: information was not shared as it was classified as confidential.
- **Ministerial stability:** the group questioned whether there would be sufficient ministerial stability and drive to solve the problems.

2.4. Reducing Reoffending Board: Luke Taylor said that Anne Fox has made a formal offer to the Cabinet Office for the RR3 to provide advice to the Reducing Reoffending Board, a recently convened inter-ministerial board which aims to reduce reoffending (see item 6).

2.5. Female offender strategy: Catherine gave an update on the [female offender strategy](#), published on Wednesday 27th June. She will do a session on the strategy in the September meeting.

2.5.1. Lord Farmer will undertake a further piece of work to review his findings through the lens of the needs of female offenders. Clinks will provide the secretariat for this and will lead a call for evidence.

2.5.2. The government will work with national and local partners to develop a National Concordat on Female Offenders. Catherine emphasised the importance of stakeholder involvement to ensure it has the right aims and commitments and is useful for people.

2.5.3. MoJ will work with local and national partners to develop a pilot for 'residential women's centres' in at least five sites across England and Wales. These will be five new centres in addition to existing ones. MoJ is open-minded around models about what those pilots would look like and is currently speaking with charitable trusts and foundations to see what will be possible there but funding will be done in partnership. There is no timescale but MoJ would like to start the process as soon as possible. Anne Fox offered the Women's Networking Forum's help with this and the National Concordat.

ACTION 1: Catherine to liaise with Laura Seebohm about the Women's Networking Forum supporting with developing a pilot for residential women's centres and the National Concordat on Female Offenders.

2.5.4. MoJ has also published police guidance on working with vulnerable women. It could publish guidance to support other vulnerable cohorts so Catherine welcomed the group's feedback on that.

ACTION 2: Group to contact RR3 secretariat with feedback for Catherine on whether it would be useful to publish police guidance on other vulnerable cohorts as well as vulnerable women.

- 2.5.5. The group welcomed the Secretary of State's openness in speaking about the reforms on the [Today programme](#).
- 2.5.6. Concerns were raised about health services banning people for life in response to violent or threatening behaviour and the need for MoJ and the Department for Health and Social Care to address this.
- 2.5.7. The group welcomed the ideas behind the strategy but was disappointed by a lack of leadership on the details. Catherine said this is why it is important to get the Concordat right.
- 2.5.8. Clinks has written with other ABFO members to the Secretary of State to say it welcomes the ideas in the strategy but that it lacks funding and a delivery plan.

2.6. HMPPS

- 2.6.1. Bettina Crossick, *HMPPS*, said that, given that HMPPS deals with operational issues and MoJ with policies and strategies, she will not send updates before the meeting unless there is something specific the group wants to be updated on.

ACTION 3: Group to send secretariat items they would like included on the RR3 meeting agenda or specific items they would like HMPPS or MoJ to update on. The secretariat will then pass this on to the relevant person.

- 2.6.2. The Innovation Grants have been awarded to 13 organisations for six of the seven themes: young adults; family ties; protected characteristics; health and wellbeing; safe custody; and education. Bettina noted that innovation can involve taking an existing idea and extending it or applying it to a new cohort or implementing an idea that was successful in prison in the community.
- 2.6.3. HMPPS has also now confirmed each of its strategic grants including: the infrastructure grant, which has been awarded to Clinks; a grant to Citizens Advice Bureau to support those affected by miscarriages of justice; a grant to Koestler Trust for an arts programme; a grant to Samaritans for the listeners scheme; a grant to Prison Radio Association for national prison radio; and a grant to Prisoners Abroad for support for British citizens subject to foreign criminal justice systems. Grants have also been awarded to Lucy Faithfull Foundation and Circles UK. Three Education Grants have been awarded to Prisoners Education Trust, The Open University and Education Training Foundation.

3. Models for commissioning services for people with protected characteristics

- 3.1. Patrick Donajgrodzki, *MoJ*, presented to the group on a new approach to understanding the needs of people with protected characteristics in commissioning services which MoJ's service improvement support team is piloting. The first cohort to be looked at was people with learning disabilities and difficulties. This included a self-assessment tool to determine how well a service is meeting the needs of people with learning disabilities and difficulties.
- 3.2. The group welcomed the approach as being useful. They liked how it links to legislation in terms of protected characteristics and that it would lead to a better understanding of need and highlight the need for more training. They identified the following potential risks:
 - That it should not translate into direct prescriptive commissioning
 - That there could be insufficient robust available data to identify people
 - That services could be overloaded with referrals
 - That there may not always be the services there to refer people to.
- 3.3. The group asked whether the team is considering how to make the Assessment, Care in Custody and Teamwork (ACCT) process more accessible. This is something Emma Wells said she could support with.

ACTION 4: Emma Wells and Patrick Donajgrodzki to discuss how Emma can support the team make the ACCT process more accessible.

ACTION 5: Patrick Donajgrodzki to share with the group an updated version of the self-assessment tool and links to existing resources once more testing has been done in July.

ACTION 6: RR3 members to contact Patrick if they are interested in supporting with testing and developing the model.

ACTION 7: RR3 members to share resources with Patrick that he could signpost to in the approach.

4. RR3 work update

4.1. RR3 papers

4.1.1. The paper from the special interest group on commissioning family services, *How to improve commissioning: lessons learned from the commissioning of prison family services*, will be published next week and will be available on the RR3 pages on Clinks' website.

ACTION 8: Secretariat to share commissioning paper with RR3 group once published.

4.1.2. The paper from the special interest group on accommodation, [*Meeting the accommodation needs of people in contact with the criminal justice system*](#), is complete, has been published on the Clinks website and sent to the minister for prisons and probation at his request.

4.1.3. A draft of the paper from the special interest group on substance misuse has been shared with attendees of the roundtable and Clinks is now working on finalising this, testing out audiences and the current policy context with Collective Voice. Information from the roundtable discussion as well as additional information since gathered from those who attended has also been used to inform [Clinks' submission](#) to the Advisory Council on the Misuse of Drugs call for evidence on transitions between custody and community.

ACTION 9: Clinks to test out policy messages of substance misuse paper and finalise the paper.

4.2. Prison estate transformation. The group are aware that the prison estate transformation team are developing changes to the function of a number of prisons and are concerned that these are being implemented without the input of the voluntary sector.

ACTION 10: Anne Fox and Peter Dawson to write a letter to Justin Russell to ask for clarity on the progress of prison estate reform in relation to estate transformation and re-categorisation.

4.3. ROTL vacancies board: At the last meeting Anne said that Clinks would consider how best to pursue a proposal from the Prison Reform Trust to develop a vacancies board for the Clinks' website for people on release on temporary licence (ROTL). Clinks has not taken this further as it needs to agree priorities with HMPPS and MOJ in light of the new Education and Employment Strategy and infrastructure grant. Clinks will continue to consider how this fits in.

ACTION 11: Anne Fox to consider how best to pursue a proposal to develop a vacancies board for the Clinks' website for people on release on temporary licence (ROTL).

4.4. RR3 review:

- 4.4.1. Anne updated the group with the progress of the RR3 review and noted that the group's new status as an advisory board to the new Reducing Reoffending Board will effect this.

ACTION 12: Secretariat to complete the review of the RR3, including speaking to the chairs of past special interest groups about their role and also George Barrow and Bettina Crossick about the potential for creating an RR3 briefing for ministers.

- 4.4.2. Beverley Williams who holds the accommodation seat is moving from *Home Group* to *Addaction*. We will not recruit anyone to the vacant seat yet until the review process is complete. Richy Cunningham has moved from *Humankind* to *Jigsaw Recovery Project*. Given that he is still in the substance misuse sector, Anne has recommended to MoJ that he keeps his seat.

5. Special interest groups update

5.1. Women's Networking Forum

- 5.1.1. The Women's Networking Forum met on 8th May in York. It was less well attended than the February meeting but there was a broad range of leaders from the sector present and a high level of engagement. Rachel Kinsella, Lecturer in Policy, Evaluation and Research Unit at Manchester Metropolitan University presented her evaluation of the Whole System Approach Women's Support Alliance. The attendees discussed the issues on women and sentencing raised in a consultation by the all-party parliamentary group on women in the penal system. This fed into [Clinks' response](#) to the consultation.

- 5.1.2. The next meeting will be held on 4th September 2018 in Bristol and the speaker will be Cullagh Warnock.

ACTION 13: RR3 group to encourage senior people in the women's sector to attend Women's Networking Forum meetings.

- 5.1.3. A group of leaders in the women's sector met with Secretary of State David Gauke on 16th May to discuss the female offender strategy. The meeting was generally positive. He understood the importance of community support and also talked about short sentences (for both men and women) being ineffective. He was taken with the intergenerational argument that the children of women in the justice system might go on to offend and gave clear signs that the new build women's prisons will not go ahead.

- 5.1.4. Following the female offenders' strategy the Women's Networking Forum now needs to refocus its agenda.

- 5.2. **Mental Health Act independent review:** The last meeting of the advisory panel was on the 23rd March. The [interim report for the review](#) (setting out problems identified so far and aspects for further consideration) was published on 1st May with the final report expected in autumn. The Mental Health Network of the NHS Confederation have published a short briefing looking at the review team's work to date, summarising the interim report and outlining the emerging priority areas.

ACTION 14: Secretariat to share the briefing on the Mental Health Act independent review's work to date with the wider sector through light lunch.

ACTION 15: RR3 group to contact Linda Bryant if they think of places where the briefing should be shared.

6. Reducing Reoffending Board

- 6.1.** Becky Wyse from the Offender Reform team at MoJ briefed the RR3 group on the Reducing Reoffending Board, which met for the first time on Tuesday 26th June. She said there was a sense at the meeting that there is a definite willingness to pull behind this and a motivation to address the issues.
- 6.2.** The following secretaries of state sit on the Board: Treasury; Health and Social Care; Justice; Education; Wales; Home Office; Cabinet Office; Communities, Housing and Local Government; and Work and Pensions. The Board has a term of 24 months and meets quarterly for 1.5 hour meetings. There are also official-level meetings on a weekly basis.
- 6.3.** The RR3 group said that the Board meetings should be used to call Secretaries of State to account for progress on a list of priorities while strategy should be discussed in the official level meetings. Becky said that David Lidington, chair of the Board, agrees that this is the best approach.
- 6.4.** Whether there will be funding attached to the Board has not yet been decided.
- 6.5.** Cabinet Office has formally agreed to the RR3 being the advisory group to the Board. The RR3 is an existing group of experts so Anne Fox offered the Board to use this rather than setting up a new group or not having an advisory board at all. Becky explained that she wants to scope out the role of the RR3 as an advisory board and then go to the Cabinet Office with an offer. The group said the Reducing Reoffending Board would need to share its terms of reference with the RR3 group and the RR3 group needs to see any papers and the minutes from the meetings, which it would keep confidential. Becky agreed that the RR3 group would need to be kept abreast of the Board's activities.

ACTION 16: RR3 to put together a proposal for how it will work as an advisory board to the Reducing Reoffending Board. This will be led by the secretariat and sent to the RR3 via email.

ACTION 17: Becky Wyse to tell Anne when she needs the RR3's offer by.

ACTION 18: Becky Wyse to ask the Reducing Reoffending Board if it is prepared to share the terms of reference, papers and minutes from its meetings.

- 6.6.** The Reducing Reoffending Board has identified five drivers of reoffending which it will seek to address: social care and exclusion; unemployment; mental health; addiction; and homelessness. The RR3 group commented on these:
 - The group raised the importance of the themes responding to the unique needs of women and suggested they are amended to achieve that.
 - There also needs to be a focus on inclusion and ensuring people feel that they belong.
- 6.7.** The group discussed what it wishes to see the Reducing Reoffending Board discussing and delivering over the next two years:
 - We should take a person-centred approach, tracking a person's journey in the first 8-12 weeks when they leave prison and identifying the barriers they face and what practical measures need to be taken to remove them. The RR3 group could support with this by taking the typical stories it repeatedly hears to a person-centred meeting.
 - We should be thinking about join-up between services. For example, people taken off methadone by health services due to funding cuts may re-enter the criminal

justice system. Banning people from public health services for abusive and violent behaviour will impact their health.

- The issue of public opinion was discussed. An example was given of an area where a Police and Crime Commissioner invested in reducing reoffending only to disinvest when the public told them this was not how they wanted the money spent.
- How families as a resource of support for people in the criminal justice system could be better utilised was discussed.
- How to ground this very senior board in the lives of the people we are trying to effect was discussed.
- Use of the term “reducing reoffending” was discussed. The RR3 group queried how meaningful it is for other departments.

7. Education and Employment Strategy

7.1. The RR3 group questioned the transparency of the [ROTL practitioner consultation](#) on how to increase ROTL placements and asked to be updated with its progress.

ACTION 19: Becky Wyse to put Peter Dawson in touch with the team who are running the ROTL practitioner consultation.

7.2. The group asked whether an implementation plan for the strategy could be shared with them so the group can provide advice and support and know when things are going to happen. The group challenged a lack of transparency here.

ACTION 20: Becky Wyse to speak to colleagues about the ROTL practitioner consultation and to consider the need for wider consultation with stakeholders, including voluntary organisations.