



## **Reducing Reoffending Third Sector Advisory Group (RR3)**

### **Via Zoom**

Tuesday 21<sup>st</sup> June 2022

#### **Attendees:**

Jessica Mullen, Clinks (Chair)  
Noori Piperdy, Clinks (Secretariat)  
Adam Moll, The Social Interest Group  
Alasdair Jackson, Recycling Lives  
Bernie Bowen-Thomas, Safer Wales  
Carolyn Houghton, Rethink Mental Illness  
David Morgan, Entrepreneurs Unlocked CIC  
Dez Brown, Spark2Life  
Ellie McNeil, Liverpool and Sefton YMCA  
Francesca Cooney, Prisoners Education Trust  
Helen Dyson, Nacro  
Josh Stunell, bthechange CIC  
Khatuna Tsintsadze, Zahid Mubarek Trust  
Paul Grainge, Recoop  
Peter Atherton, Community Led Initiatives CIC  
Peter Dawson, Prison Reform Trust  
Pippa Goodfellow, Alliance for Youth Justice  
Tina Parker, PACT  
Tracy Wild, Langley House Trust

#### **Officials:**

Alana Ajani, Head of Prison Strategy and Implementation (Race Action) HMPPS  
Bettina Crossick, Head of Third Sector Engagement and Grants Programme, HMPPS  
Chris Gunderson, Head of Future Regime Design, HMPPS  
Ian Wybron, Head of Future Prisons and Digital Policy, MoJ  
Paul Archer (can't find this person on attendance list or master distribution list or google but he was on the call)  
Rachel MacLennan, Third Sector Engagement and Grants Programme, HMPPS  
Rebecca Jones-Roberts  
Ruth Boyd, Head of Stakeholder Engagement, HMPPS  
Stephen O'Connor, Deputy Director of Probation Policy, MoJ

#### **Apologies:**

Lisa Dando, Brighton Women's Centre  
Vicki Markiewicz, Change Grow Live  
Stephen O'Connor, Deputy Director of Probation Policy, MoJ

#### **Welcome and introductions**

1. Jessica Mullen gave apologies for Stephen O'Connor, MoJ, Lisa Dando, Brighton Women's Centre, and Vicki Markiewicz, Change Grow Live.

**2. Prisons Strategy White Paper – Ian Wybron, Head of Future Prisons and Digital Policy, MoJ**

- 2.1. Ian Wybron provided background information on the consultation response to the Prisons Strategy White Paper. The White Paper was published in December 2021. It set out a substantial set of commitments for the next two years to create a longer-term vision of the prison system and included 19 consultation questions to gather views from key stakeholders. 155 responses were received, including those from stakeholder organisations which encompassed different sized organisations. The consultation also included responses from Prison Officers, people in prison and interested members of the public. Alongside this, ministerial roundtables were held to support direct engagement with ministerial teams.
- 2.2. The analysis phase was conducted by Ian's team in partnership with analysts, to draw out some of the key themes and findings. They found support for a range of measures, including investment in reducing reoffending, through the development of resettlement passports and proposals around security and safety. Respondents encouraged a further push on the digital agenda. Several challenges were raised including to the size of the prison population and prison building. They also noted the overrepresentation of people from racially minoritised backgrounds.
- 2.3. In terms of the government response, they sought to achieve a balance in responding to consultation feedback with attempting to highlight some of the developments and progress that has been made since the publication across the different thematic areas of the white paper.
- 2.4. There is a strong interest in:
  - Tackling the issue of Friday releases including through legislation when parliamentary time allows.
  - Legislating to enable apprenticeships in prison working with the Department of Education.
  - An additional £25 million investment in prison security, such as drugs trace detection, mobile phone blocking, and intelligence management systems.
  - Piloting a Residential Women's Centre in Swansea, which is due to open in 2024.
  - Looking at how the Ministry of Justice (MoJ) can provide community-based alternatives to short custodial sentences.
  - Opening HMP Five Wells in March 2023, delivering 1,700 prison places.
  - Opening HMP Fosse Way which is due to open in Spring 2023.
  - Outlining the conclusion of the Security Investment Programme.
  - Progress on digital upgrades.
  - Rolling out Employment Advisory Boards.
- 2.5. When moving on to the delivery phase, there are ideas already in progress, including things in the policy development phase and the operational space. A key focus is how progress can be monitored effectively and ensuring delivery plans are robust.
- 2.6. In relation to the issue of race, Ian Wybron expressed his gratitude for the letter coordinated by Clinks. There is an acknowledgement in the White Paper consultation response of the issue of overrepresentation of racially minoritised individuals and they have set out a commitment on improving outcomes for that group. This will be addressed through the Race Action Programme (RAP), which seeks to develop inclusive policy agendas, and situating this alongside ongoing equalities work on White Paper proposals and policies.
- 2.7. Minister Atkins discussed some of these themes at the Modernising Criminal Justice Conference. He explained that his director is interested in garnering additional views from the RR3 in four areas:

- **Accommodation.** The team highlighted the desire to understand any early learning from the Community Accommodation Service Tier 3 (CAS3) specification, outstanding barriers to accessing good accommodation services, and what the impact of private rented sector reform might be.
  - **Employment** outcomes, looking at the Employability Innovation Fund and the literacy strand within that.
  - **Resettlement passports.** The team would like continue engagement around this, including testing thinking around the passport process and the content of passports.
  - **Safety.** The White Paper outlines the Innovations Taskforce and they will be thinking about what sort of knowledge and expertise the team would be able access in its development.
- 2.8. Alana Ajani highlighted the work being done between the RAP team and Ian Wybron's team. She will work with Ian and his team in relation to inclusive policies, which is a central pillar of the RAP, governor autonomy, and the equality impact assessments.
- 2.9. Jessica Mullen invited Khatuna Tsintsadze and Dez Brown to open discussion on the points around race, given that the RR3 group and other parts of the voluntary sector felt the response around race within the Prisons Strategy White Paper consultation was not as specific as it could be. The group were also keen to understand what appropriate measures around fast-track adjudications would look like, how they might be developed, and what the role of the voluntary sector in that might be. She asked what the plans are for engaging the voluntary sector.
- 2.10. Francesca Cooney admitted that she was disappointed that there was no mention in the consultation response to queries of the Prison Education Service, and how it would be any different to what is currently in place. She asked why progress in relation to digital upgrades is so slow, despite the MoJ mentioning that support for this is overwhelming and the ministerial commitment to in cell technology and closed prisons. She also asked for clarification around the Prison Innovation Fund and the link to literacy.
- 2.11. In relation to digital, Ian Wybron stated there is a way to go in terms of building the evidence base, however there will be positive outcomes in relation to rehabilitation and staff efficiency. However, there is still a case to be proven, given the challenges of physically implementing these in some prison estates. In relation to the Employability Innovation Fund, the literacy initiatives are linked to employability. Ian Wybron explained that an employment lead can explain the specifics of this fund in further detail in another session.
- 2.12. Francesca Cooney responded that there is evidence around Digital technology in HMP Wayland and HMP Berwyn, specifically the review of HMP Wayland which was completed by the MoJ Research Team. However, added that it is difficult to have a further evidence base, because the work isn't happening in many other places. She highlighted that evidence shows the impact of improved digital infrastructure on the behaviour of people on the wings, reduction in self harm and improved safety, as well as the positive impacts on staff and the freeing up of staff time. In terms of the literacy strand, she expressed that it would be a shame if this sat within the Employability Innovation Fund, because literacy encompasses so many positives. She referenced a recent Ofsted report that looks at reading for pleasure in prisons. She concluded that reading is an important way of engaging people in other education further down the line, but only if it not viewed as mandatory.
- 2.13. Ian Wybron thanked Francesca Cooney for her clear feedback and assured this would be passed back to his team.
- 2.14. Peter Dawson commented that it was very encouraging to hear about the governance and clear action plan. He asked if this is going to be a transparent process, not

just for accountability purposes but also for the people voluntary sector organisations hoping to respond and collaborate on this.

- 2.15. Ian Wybron responded that there is a huge effort across the Prison policy and HM Prison and Probation Service (HMPPS), to take the commitments within the White Paper and provide the infrastructure that gives both Minister Atkins and the Deputy Prime Minister, assurance on their key priority areas but also across the whole one hundred and fifty commitments. In relation to transparency and sharing of that work, he did not have answer on this specifically.
- 2.16. Bernie Bowen-Thomas followed on from Francesca Cooney's point around literacy and employability. She called for a wider look around literacy, given the understanding of the complexity of needs for many women across prison estates, she fears they may not relate or engage with this. She stated that from a male equalities impact perspective, this could inadvertently disenfranchise women's access to such opportunities.
- 2.17. Dez Brown asked what targets could be shared to communicate where this work is heading in relation to tackling disproportionality of racially minoritised people within prisons.
- 2.18. Jessica Mullen echoed this point around clear aims. In relation to appropriate measures to address any additional disproportionality from fast-track adjudications, Jessica added that it is already known that adjudications are disproportionate, and so if those appropriate measures are in place, why aren't they working at present, what do they need to be to make them work in the future? She commented that this level of detail is missing within the White Paper.
- 2.19. Alana Ajani responded that there is need for performance indicators within prisons. Her team are working directly with the Data Analysis Service Team within HMPPS to look at how robust the data is, what sort of measures would make sense, and when these can be delivered and implemented.
- 2.20. Ian Wybron explained that these activities are in the development stage and that his team will reach out to RR3 group members on this matter.
- 2.21. Jessica Mullen stressed the need for engagement with the RR3 group and more widely with the voluntary sector, in relation to racial disproportionality as this is an area that the voluntary sector feels has been neglected.
- 2.22. Dez Brown concluded that he was disappointed by the White Paper consultation response. From his perspective, he felt that clear performance indicators are not in place, and the recommendations do not really address the issue of race.
- 2.23. Alana Ajani expressed that this is a key priority for the RAP.
- 2.24. Khatuna Tsintsadze echoed disappointment about the sparse response around race. She stated that the RAP is largely invisible in prisons currently, and with less than 21 months left of the programme, she would be surprised if it delivers something significant and sustainable. She added that the RR3 group are looking for commitment from the MoJ, not other programmes and departments, which she felt is not reflected in the consultation response.
- 2.25. Jessica Mullen said that there is mention of engaging with the voluntary sector in policy proposals, but less about the role of delivering services.
- 2.26. Ian Wybron responded that there would be rounded support for that, and asked for a further illustration of where this has been done better in the Probation Service.
- 2.27. Jessica Mullen stated this is explicitly mentioned as an intention in the Probation Target Operating Model, which flows through to engagement with the voluntary sector on a commissioning programme.
- 2.28. David Morgan welcomed the discussion around apprenticeships, but asked what the view is on self-employment, which he viewed as underrepresented in the prison journey for resettlement and rehabilitation.

- 2.29. Ian Wybron added he would take this comment away and come back with a specific response. He recognised that self-employment is not directly mentioned.
- 2.30. Paul Grainge asked about purposeful activity for older people in prison, and those serving long sentences, as there is nothing within the consultation response to suggest this is a priority.
- 2.31. Ian Wybron responded that there is an ongoing requirement to revisit the equalities assessment policy.
- 2.32. Alana Ajani stated within HMPPS they are seeking to add a recommendation around inclusive policymaking. She will be working with future projects to ensure each of these have an equality assessment.
- 2.33. Jessica Mullen offered engagement with voluntary sector experts around those issues, for example, what the potential unintended consequences for older people in prison might be.

### **3. Future Regime Design – Chris Gunderson, Head of Future Regime Design, HMPPS**

- 3.1. Chris Gunderson stated that HMPPS are in the building phase for a new National Regime Model by February 2023. It will then be decided if, how this is implemented, and sequenced, and what expectations are placed on governors within the next financial year, however this will take years to roll out fully.
- 3.2. He described key aspects of the Prison Regime Design process. It will be based on the Local Population Profile (LPP), which is a local needs assessment tool used by a prison to generate a picture of the needs of the population. They also include a Relevant Regime Framework which sets the national requirements and priorities for each prison type.
- 3.3. The idea is that the LPP and regime framework tools are used to create the prison Tiered Regime Offer, which sets out their response to need and the national requirements.
- 3.4. The Tiered Regime model is proposed to be made up of three parts:
- The Foundation Tier has been created to safeguard sufficient delivery of statutory entitlements and reasonable regime standards.
  - Tier 1, the core curriculum activities which include educations, interventions, resettlement services, health, industries, work and other contracted and/or traditional regime services.
  - Tier 2, the extra-curricular enrichments activities enable tier 1, tailored to meet the needs of people in prison so that they benefit from the core curriculum. It will provide skills and information ready for when people are released into the community. Tier 2 is a space for innovation, for prisons to create the best regime offer through person-led, staff-led, or voluntary sector activities.
- 3.5. It is recognised that purposeful activity in previous years has not understood that success for each individual is different, and people's skills, strengths, and interests have not been reflected.
- 3.6. The proposal will be for a national expectation around voluntary sector representation within tier 2 within every prison, however this will be blended across tier 1.
- 3.7. Under the model, prisons would be expected to produce a statement of intent listing the number of people in prison in full time and part time tiered activities. This would be signed off by the Prison Group Director who must satisfy themselves it meets safety, sufficiency, quality, and quantity locally. It will provide a picture of intended delivery which can then be measured against.
- 3.8. The new addition of a quality measure will assess the quality of delivery as well as the impact on the individual.

- 3.9. It will be updated quarterly, so that as resources change, they can show a progression throughout the year, providing HM Inspectorate of Prisons and HMPPS with a live narrative. This will link into the local Regime Management Plan (RMP).
- 3.10. Chris Gunderson introduced the settlement model concept, which is the vision for the new operating principle of the first phase in custody. The planned commitment is that every person in prison will receive a personalised regime plan throughout their time in custody.
- 3.11. The National Regime Model outlines three stages, Arrival and Assessment, Acclimatisation and Activity, Allocation and Advancement:
- Arrival and Assessment (0-5 days):
    - All people in prison enter Arrival as per policy.
    - Immediate needs are managed.
    - There is a focus on safe arrival and immediate support.
    - Assessments and screenings (existing and new) are sequenced and built to avoid overload.
  - Acclimatisation and Activity (6-21 days):
    - The suite of first phase assessments feeds a single resource (ideally digital) forming an accessible and shared Prisoner Profile.
    - As soon as possible people will receive key worker contact to establish a relationship and complete a TIME assessment and Page 1 record of key information.
    - Second contact will then agree a Personalised Regime Plan and then tailored activity will commence as soon as is practical.
  - Allocation and Advancement (21-30 days):
    - At the point of sentencing, categorisation and allocation decisions will be made based on the existing offender flow model but also now informed by the prisoner profile and picture of need.
    - Advancement will be achieved where national expectations are met but will depend on the needs of the individual.
    - Acclimatisation and activity phase will be reviewed, and products refreshed at all significant stages, e.g., transfer of Cat D move.
- 3.12. Jessica Mullen opened the discussion by noting the potential for further engagement around this via a Special Interest Group.
- 3.13. Dez Brown asked about the role of the chaplaincy in relation to the transition to a new regime.
- 3.14. Chris Gunderson confirmed that they are engaging with the chaplaincy, who are represented on the project's steering group. Any further ideas are welcome on this.
- 3.15. Adam Moll welcomed the more nuanced local approach to resettlement planning. From a voluntary sector perspective, he asked about the tier 2 interventions, and how the evaluation framework to establish if an intervention is purposeful and has been impactful. He asked whether this evaluation framework will be shared across the prison estate, so a smaller voluntary sector provider can expand its delivery network.
- 3.16. Chris Gunderson responded that evaluation is complex and is one of the biggest design challenges, they are looking at a principle of the quality framework to follow several people on their journey. He welcomes any thoughts on this and the long-term impact.
- 3.17. Francesca Cooney asked about education assessments and recommended that literacy and numeracy assessments be pushed back to the third or fourth week of the settlement process, which she feels would enable more accuracy. She asked who owns and shares information around neurodiversity screenings. She commented that the new Heads

of Employment, Skills and Work, which are being piloted in six prisons, will be involved and have responsibility for regime and activities.

- 3.18. Alasdair Jackson asked how this model will be received amongst governors.
- 3.19. Chris Gunderson explained that this has been presented to the Governance Forum and feels there are solutions to be offered. Governors are engaging with the design process.
- 3.20. In relation to the Heads of Employment, Skills and Work, conversations are taking place around how the regime model expectations sit with different roles. In relation to neurodiversity, the principle is to create a digital platform to provide a clearer and efficient profile of all those assessments and sequence those assessments.
- 3.21. Tina Parker asked about procurement and commissioning for the voluntary sector.
- 3.22. Paul Grainge asked for further details on the consideration for the use of peer support in this model.
- 3.23. Chris Gunderson reflected that peer supporters are a critical part of tier 2 and wants to allow for local innovation.
- 3.24. In relation to procurement and commissioning, Chris Gunderson stated that this work must be aligned to the commissioning model.

#### **4. Updates**

- 4.1. Rachel MacLennan gave an update on the Third Sector Strategic Partnership Engagement Framework, presented at the last RR3 quarterly meeting.
- 4.2. This is going to have high level principles of how HMPPS work co-productively and in partnership with the voluntary sector, how they plan to develop and maximise engagement and raise the profile of the voluntary sector.
- 4.3. They held their first stakeholder engagement event in May, where people from HMPPS, charitable trusts, foundations, the Cabinet Office, and the Home Office attended. They discussed what they wanted to see in the framework document.
- 4.4. The next steps are to pull together a core working group with representatives from all stakeholders, to draft an outline of the partnership approach.
- 4.5. An outline will be drafted and sent out to the representatives of the core group over the next few weeks. This draft will then be brought to the RR3 to get their input.
- 4.6. Jessica Mullen stated she will continue discuss the consultation response, and will have a meeting with Marie Southgate, Director of Prison Policy at Ministry of Justice. Jess shared that the letter received from Victoria Atkins regarding the publication of the consultation response had a one-line reference to the letter authored by Khatuna around race and signed by others. She felt this is an inadequate response and will be writing to her again.
- 4.7. Following the lifting of the government's Covid-19 framework, the Covid-19 SIG will be ending. A final briefing will be pulled together reflecting all learning outcomes from the group. She welcomed thoughts around a potential final meeting.
- 4.8. Jessica Mullen reflected on coordinating a SIG on Future Regime Design, following on from Chris Gunderson's presentation in this RR3 meeting.
- 4.9. A delivery plan is being developed for the implementation of the Female Offender Strategy, and there is similar plan on how they will tackle racial disparities. Stephen O'Connor discussed three key areas of focus being around data, pre-conviction processes, and then what happens to people in HMPPS' care. Jessica Mullen is hoping for a SIG that identifies four or five key indicators.

#### **5. Close**