

Greater Manchester Police, Fire and Crime Panel

Date: 20th November 2023

Subject: Greater Manchester Prisons & Probation (HMPPS) Reducing Reoffending Plan

Report of: Deputy Mayor Kate Green and Crime and Sandra Stewart Portfolio Lead
Chief Executive for Police and Crime

Purpose of Report: Greater Manchester Prisons & Probation (HMPPS) Reducing Reoffending Plan

The Panel is requested to:

1. Review the attached Reducing Reoffending Plan for HM Prison and Probation Service (HMPPS) in Greater Manchester. This is a refresh and progress update of the 2022 plan and it builds on the foundations laid since the new probation regions came into existence on 1 April 2020. It reflects the uniquely innovative approach to local co-commissioning and sets out to strengthen the benefits of working as one HMPPS. This plan will also support the delivery of the local Police and Crime Plan, Standing Together Plan. This is for information and a decision is not required.
2. Note the Progress of Greater Manchester Integrated Rehabilitative Services at Section 3.
3. Consider the comments regarding information Members have requested information on support available to those on probation orders with mental health issues at Paragraph 3.10.

Contact Officers

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BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

Equalities Impact, Carbon and Sustainability Assessment:

Specific cohorts of people on probation may be impacted by disproportionality related to protected characteristics. This will be considered during plan delivery and there is a 'Tackling Inequalities' workstream'. All of the Greater Manchester Integrated Rehabilitative Services are focused on reducing inequalities and there is an embedded whole system approach to women para 3.1.

Risk Management

Reducing reoffending work with a degree of in-built risk by the very nature of offending. HMPPS therefore also have to balance public protection responsibilities with risk management approaches to keep people and communities safe. This is threaded throughout the Plan and focused through delivering the order of the court.

There are system risks relating to 'headroom in the prison system' which are detailed in the report para 2.4

Legal Considerations

Nil.

Financial Consequences – Revenue

Nil

Financial Consequences – Capital

Nil

Number of attachments to the report:

Attachment A: HMPPS GM Reducing Reoffending Plan.

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

Nil

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

GM Probation are not part of GMCA.

1. Introduction/Background

- 1.1 The attached Reducing Reoffending Plan for HM Prison and Probation Service (HMPPS) in Greater Manchester (GM) is a refresh and progress update of the 2022 published plan. It reflects the uniquely innovative approach to local co-commissioning and sets out to strengthen the benefits of working as one HMPPS. This plan will also support the delivery of the local Police and Crime Plan, Standing Together, and one of the three key priorities in particular: Reducing Harm and Offending.
- 1.2 Since initial publication of the GM Regional Reducing Reoffending Plan, we have progressed the sign-off of a new Memorandum of Understanding with Manchester Combined Authority, which endorses our jointly designed and funded rehabilitative services. We are pleased to see collaboration between local service providers in Probation teams and high usage of services.

2. Overview and Context

- 2.1 Reducing Reoffending is the main remit for HMPPS in recognising that people who leave prison with strong foundations in place to make a success of their lives are less likely to reoffend. These foundations include a stable home, a stronger connection to family and local community, a steady job, and good health, free from substance misuse. For women, this means a gender-informed approach to deliver better assessments and interventions.
- 2.2 The GM plan highlights both progress made for the following priorities:
 - Training, skills and work
 - Drugs and alcohol addiction
 - Family, accommodation and readjustment to society
 - Delivering the order of the court
- 2.3 Senior leaders across prisons and probation are being encouraged to build relationships and have a co-ordinated their voice across local Reducing Reoffending Boards and meetings with external partners. GM probation Service (GMPS) is proud of their achievements, building services to offer real opportunities for change and keep communities safer as a result. There is more work to be done. There are strong relationships with local partners and a record of committing resources and funding to support collaborative approaches. There is much to be optimistic about, but neither

are we naïve about the challenges ahead. There are significant pressures in the across the criminal justice system and prison population.

- 2.4 The GM Probation Director has written to partners across Greater Manchester regarding the acute and exceptional demand which means that Ministers authorised a temporary measure – End of Custody Supervised Licence (ECSL) – that will see certain lower-level offenders in certain prisons released on licence up to 18 days ahead of their automatic release date.
- 2.5 More serious and higher risk offenders whose release is a matter for the Parole Board to assess will not be in scope. Those serving a sentence for any kind of sexual offence or who are on the sex offenders' register will also automatically be ruled out as well as those who have committed any violent offence with a sentence of more than four years. This will not apply in the youth custody estate or long-term high security estate and is not currently applicable to the women's estate. Prisoners released under ECSL will be subject to the same set of strict licence conditions and supervision processes as with a standard release. They will be liable to immediate recall to prison if they fail to comply. This process is being overseen by the central Gold Command team which includes senior probation leads, accommodation and Health representatives.
- 2.6 The Lord Chancellor also outlined a range of longer-term measures to reform use of prisons and these are summarised at Annex 1.

3. Developments:

3.1 Greater Manchester Integrated Rehabilitative Services (GMIRS)

- 3.2 As part of Justice Devolution arrangements HMPPS have devolved their national 'Dynamic Commissioning Framework' responsibilities for commissioning of services to GMCA. The devolved approach for Greater Manchester is entitled 'Greater Manchester Integrated Rehabilitative Services' (GMIRS). The GMIRS programme includes the following;
- The Whole System Approach to Women
 - Accommodation
 - Peer support
 - Education, Training and Employment
 - Dependency and Recovery

- Wellbeing

3.3 *The Whole System Approach to Women:* The Women's Service delivers to both women on probation and those at risk of entering the criminal justice system due to multiple unmet need. The support service is delivered by the GM Women's Support Alliance (GMWSA) and is provided by at the Women's centres in each Local Authority area. The whole system approach to women demonstrates prolonged reductions in reoffending and continues to surpass similar metropolitan areas by a significant margin.

3.4 The centres offer a full range of services and work towards empowering women helping them to achieve their full potential through a range of services. GMWSA aims to support women who may be facing difficult circumstances such as domestic abuse, homelessness, poverty, and unemployment. Additional funding has been provided to GMWSA over the next two years to improve women's health inequalities by providing a counselling and health worker service.

3.5 *Accommodation Support:* Since the beginning of the contract awarded to Ingeus in November 2021, referrals to the GM Integrated Accommodation Service have been significantly more than anticipated as part of the tender process. Overall, there have been over 5,000 referrals for accommodation support. This operates as part of a wider GM system of ABEN and Community Accommodation 3.

3.6 *Peer Support:* Community Led Initiatives (CLI) were awarded the contract for Peer Support in September 2021. CLI have collaborated with colleagues at GMCA and HMPPS to enhance the service for People on Probation as it is a high-demand service, and as a result, performance has demonstrated a positive improvement. A roundtable meeting between GMCA and HMPPS will be held to examine and discuss further restructuring of the service prior to any decision to extend or recommitment the current contract as a result of new services such as the Wellbeing hubs coming into being.

3.7 *Education, Training and Employment:* Achieve/Career Connect deliver the contract supporting people on probation to explore and access work and learning opportunities. They work closely with the other GMIRS providers, collaborating with them to achieve positive outcomes to ensure that people on probation receive a

seamless path to specialist support, helping to reduce re-offending and creating a successful pathway beyond their time on Probation. The contract was initially mobilised to deliver in the community and has since been rolled out in HMP Styal, Forest Bank and Hindley. There are consistently high referrals and engagement for the service along with positive outcomes to support individuals to help them achieve their learning and employment goals. In the first quarter of 2023, there have been 2629 positive outcomes from those referred to the service with 41 job outcomes.

3.8 *Dependency and Recovery (D&R):* The provision of enhanced substance misuse treatment pathways and treatment intensity for clients of the Probation Service is key to improving client engagement, subsequent treatment outcomes, and ultimately reduced reoffending. An enhanced D&R pathways and treatment is commissioned by Local Authorities and delivered by community providers. They provide a coherent treatment system for People on Probation and professionals. The use of D&R funding to enhance existing treatment systems delivers a comprehensive, client focussed offer which could not be replicated with a 'stand-alone' D&R service. Enabling Local Authority commissioners to co-ordinate D&R funds with other funding streams is critical to maintaining a high-quality offer across GM.

3.9 *GM Wellbeing Hubs:* Following the successful pilot between July 2022 and August 2023, the Wellbeing Service is the latest commissioned GMIRS contract. The duration of the contract will be for a period of 18 months to March 2025, with one additional 12-month extension period available. The Big Life group has been awarded the contract and have coordinated a successful local partnership of third sector organisations working across Greater Manchester to deliver 'The Wellbeing Service' from a hub located in every Local Authority area in Greater Manchester. The 'hub' allows support to be provided and delivered in a welcoming physical space and allows other interventions and services to be provided. This enhances the alignment of services avoiding fragmented delivery and increases support through sequencing of needs for People on Probation by recognising the voluntary and community assets that already exist within Greater Manchester communities.

3.10 *Greater Manchester Probation and Mental Health Support:* GMPS now have a team of staff dedicated to Health and Justice priorities, all 3 staff are fully embedded in regional health governance and are working to support the regional and locality

based priorities across the health and justice landscape. The team support a number of GMPS Mental health and Emotional wellbeing activities and co-commissions and take ownership of Mental Health Treatment Requirements . They have implemented a new governance approach to progress the role of our regional programme.

- 3.11 Alongside co-commissioning the Wellbeing Programme as part of GMIRS, GMPS continue to co-commission the Offender Personality Disorder service for People on Probation, this is co-commissioned with health and has great success regionally. In addition to this GMPS have a dedicated Chartered Forensic Psychologist resource working directly with complex cases, supporting staff across the region. Having completed an initial gap analysis and working with key governance groups we have also commissioned a number of small pilots linked to improving health and wellbeing, particular focus on improving mental health outcomes, through assessment and support. Whilst we are making good progress we acknowledge there are still gaps across the system.

Annex 1: Lord Chancellor Announcements

- Extending the Early Removal Scheme so that more foreign national prisoners are eligible for deportation
- Reforming short sentences to create a presumption that any sentence under 12 months will be suspended
- Reforming licence for indeterminate sentences of Imprisonment for Public Protection sentences
- Making use of prison space abroad
- Reviewing the use of recall for offenders on release who infringe the terms of their licence
- Considering whether to extend the early guilty plea discount to encourage people to plead guilty at the first opportunity
- Legislation to ensure rapists serve all of their custodial sentence, these measures won't be implemented until prison capacity eases.
- Urgent work to assess options for future capacity, including setting aside £30m funding to start acquiring land that will be required for this capacity.
- A new annual statement of prison capacity will include a clear statement of current prison capacity, future demand and the forward pipeline of prison build.