



## Closing the Humber Gap

Transforming rehabilitation  
in the sub-region

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The landscape of criminal justice is changing. The Government's Transforming Rehabilitation agenda signals not only a radical shake-up of probation services, but has significant implications for Police and Crime Commissioners (PCCs) and the prison service, as well as for probation trusts and providers of services for prisoners, offenders in the community and ex-offenders. At the same time, other changes are taking place, particularly in relation to the commissioning of health services, which have implications for how prisoners and those charged with an offence are assessed and can access services.

These changes take place against a backdrop of economic uncertainty and in the context of spending cuts, which are impacting on statutory and third sector services, including those charged with providing services to offenders, victims of crime and whose shared aims are to reduce reoffending and prevent crimes occurring in the first place. While there are signs of economic recovery, many areas are yet to see the fruits of this.

### *The Humber Context*

Even before the financial crisis of 2008, some areas have experienced long-term economic stress, high levels of (often, long-term) unemployment and the associated social pressures that come with this. The Humber sub-region is one such area. While it faces huge opportunities in the shape of potential growth in the low-carbon economy in particular, these can only be fully grasped if the sub-region finds a way to unlock the potential of its people and – having identified the potential market for new growth and jobs – find a way to close the skills gaps that exist.

Three questions stand out. First, given the skills gap and the higher than average levels of poverty and crime levels, is there a need to make stronger links between community safety and economic strategy? Second, how can the institutions, organisations and individuals that make up the Humber sub-region – not just those working within criminal justice – make the best of these changes in creating safer, more stable and prosperous communities? Third, in seeking to achieve their ends, is there a need to work together better, not just within disciplines or localities but also across services, sectors and the sub-region?

Critically, these questions are not just about justice services and how they work together in this new context to best serve victims and offenders. They should signal the beginning of a much wider conversation about how we improve the outcomes for all our neighbourhoods, through taking a genuinely strategic approach to community regeneration, health inequality and, of course, crime reduction.

This conversation needs to involve the frontline but with strategic leadership coming from the top of our local authorities and key agencies. It is only through this that the conversation can develop into action: based on a shared understanding of the relationship between national policy, area-wide strategy and local delivery. The test of leadership in the area will be whether we can together become less reactive, less protectionist – genuinely arguing beyond our own sectional interests – in working

together for the broader social and environmental wellbeing of the area and the people who live and work here.

In January 2014, the RSA brought together commissioners and providers in the sub-region with the aim of beginning to address these questions and more and to increase shared understanding of this landscape and its implications. The conference sought to build confidence amongst key stakeholders that working together, and with the grain of policy changes, they can better meet the needs of deprived communities with poor health and wellbeing outcomes. It aimed to begin a process of identifying the assets – real and potential – that the sub-region has and to develop a framework for unlocking these.

This note includes edited précis of presentations and discussion that took place. It tries to identify some of the common themes that emerged and in particular where there was agreement on some immediate priorities for action. A key challenge identified was the need to both have a manageable process for overseeing and communicating change, while engaging a wider group of organisations and individuals beyond criminal justice. To this end, this paper will be disseminated widely across the sub-region and will help to inform further discussions with potential providers and wider partners.

## Contributors

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- *Tony Margetts, Substance and Misuse Manager for East Riding Council*
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# Summary

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If it is possible to summarise a mood, one of the participants of the RSA's Closing the Humber Gap conference put it well. Had we all gathered together a year ago, he said, discussion would have focused on why the changes taking place within justice services – in particular, the Government's Transforming Rehabilitation agenda – should not, even would not, happen. He concluded that now the focus is on how the biggest shake up of justice services for 30 years can be made to work for the individuals and communities of the Humber sub-region.

As this document shows, there are still significant concerns about the potential impacts and risks involved in the reforms and how these will work alongside other changes, including those within health commissioning and reductions to funding. The shift in mood is not just a pragmatic one; it is also an acknowledgement that some of the proposals aim to tackle key systemic challenges. For example, a point made by several participants was the fact that the Government had now 'caught up' with providers in recognising that the current approach to people serving short-term sentences was inadequate and not cost effective.

More prosaically, as the Ministry of Justice (MoJ) has pushed through the agenda, there is increased understanding about what the new arrangements could look like. Justice services are highly complex, reflecting the multiple needs of offenders and the different commissioning arrangements that have evolved, often in piecemeal fashion. Transforming Rehabilitation signals less the latest evolution, than a radical shake up and it has taken some time to work through some of its implications. It ushers in major changes to probation, prison and resettlement services and arrives at a time when the wider ecology of the justice system is changing: including policing, and drug, alcohol and mental health services.

From our discussion, it seems clear that no one – including Ministers and officials – has all the answers to the questions raised by this flux; no one yet knows precisely how all of this will fit together. While this creates uncertainty, it also provides an opportunity to help shape the future. The Government is clear that it sees PCCs as critical to shaping commissioning strategy and it is testament to the Police and Crime Commissioner for Humberside, that his office have been working to engage not just the four local authorities, commissioners and providers in the sub-region, but also with the other PCCs that will make up the new Transforming Rehabilitation contract package area (CPA): North Yorkshire and Lincolnshire.

## *The new geography*

This takes us to the first major challenge identified by speakers and participants of Closing the Humber Gap: the new geographical dynamics involved. How can new commissioning arrangements ensure that those local services providing effective local solutions are protected and that gaps are identified? Choice and diversity is not the same as duplication; how will contracts still offer a diversity of provision and be sensitive to the different pressures in different areas: in housing supply and employment for example?

There was consensus amongst many attendees that there was a need to get better at linking this localism to a sub-regional offender journey.

As some of the speakers stressed, the Humber is at the centre of the CPA, includes the only major male resettlement prison within this – HMP Humber – with over 1000 prisoners being released each year. Levels of crime in the Humber sub-region are higher than the national average with the area serving the largest client group within the CPA. This provides an opportunity, and confers a particular responsibility for Humber agencies to think strategically not just about the sub-regional journey but how this can help to shape arrangements across the CPA. As Lord Haskins says, the Humber sub-region – and particular areas within this – has faced some major social and economic challenges over a prolonged period of time. He argues that the opportunities presented by the energy sector in particular require an increase in confidence, aspiration and strategic approaches. Those qualities emerge loud and clear in the discussions we had about the justice challenge.

### *Humber Justice Framework*

There was wide consensus that in responding to the new geographical and commissioning arrangements that are emerging there was an urgent need to establish a ‘one team’ approach. To this end there was appetite for a Humber-wide framework that ensured that commissioners and providers within the sub-region – including the new community rehabilitation companies (CRCs) – could be better supporting in navigating themselves through this new landscape. It would also be used to make better connections between policy, strategy and implementation so that funding and provision could be better prioritised and co-ordinated.

For the purposes of this document we will call this the Humber Justice Framework; the name can come later and there were a number of suggestions made about how this could be designed to build on existing strategic arrangements, including the Humberside Criminal Justice Board, and its scope. Described by one participant as a “Humber LSP (local strategic partnership) with purpose and meaning”, the aspiration would be to strengthen inter-agency and cross boundary collaboration, reduce the risks of duplication and disinvestment in one area impacting elsewhere, and help to deliver better services at less cost. Participants had concerns about the risks that may come with the new CRC arrangements and in particular payment by results approaches to managing offenders and through the gate services, including fear that harder to reach offenders may be reduced in priority.

The Humber Justice Framework and its new Leadership Board, would need to build on existing relationships and connect key partners on a senior level – including the PCC, Chief Constable, senior local authority representatives, prison governors, NHS health and justice commissioners – and would need to formulate robust governance arrangements to ensure accountability. The Board should build on the current focus on restorative justice and principles that focus on prevention, early intervention, effective liaison and diversion and the provision of co-ordinated services in the community.

It was suggested that underneath the board should sit a Joint Commissioning Group that could utilise any pooled budgets agreed by the board and, taking their lead, look to jointly commission services in a cost effective and sustainable way. Any contracts

agreed with providers would be managed by this group and reported to the Board on a quarterly basis. Any commissioning should aim to tackle the underlying needs of repeat offenders and once commissioned, community-based services would need to work collaboratively with the police to reduce crime and anti-social behaviour and rehabilitate offenders with multiple needs.

### *Widening the circle of friends*

At the same time as stressing the need to build on the strength of relationships already forged and trust established, there was a recognition that the PCC and justice services need to ‘widen their circle of friends’. There was broad agreement that the starting point for any framework should be expansive in how it defined its stakeholders and partners. So, it should certainly include the four local authorities that make up the sub-region and health services but for some the framework should also bring together much wider public sector functions and the community and voluntary sector, including those working within children and social services, housing, education and employment to ensure a system-wide approach to tackling some of the tractable problems faced across the sub-region.

Some of these questions can be taken care of through membership and governance design. But in reaching out and influencing wider stakeholders whose actions could unintentionally undermine core justice aims, there was significant support for the need for to think as much about voice and vision as much as process. There was considerable emphasis on the influencing role of the new framework and the need to reach out to not just decision makers and budget holders, but on thinkers and innovators, employers and social entrepreneurs. A particular issue was raised by several participants about the need to retain sentencing independence but to better engage magistrates and the judiciary about the implications of new provider arrangements and in particular the extension of licensing.

If the Humber Justice Framework can begin to create ‘one team’ it needs a coherent account of not just what that team looks like but also its core purpose and values. Inevitably when talking about justice services there is a lot of focus on how different parts of the *system* work; the structures, budgets and processes that are used to manage work day-to-day. There was a broad consensus that in order to play a wider influencing role, in shaping the CRC offer and in reaching out to wider stakeholders, including the public, a shared *culture* and compelling *vision* needed to be created.

### *Culture*

There was general consensus that there needed to be a significant change in culture focused on shared enterprise, and a more extensive and robust evidence base. There was some discussion about the need to be more honest about what has not been working so well, as well as seeking to protect good practice, and the need to challenge each other and avoid protectionism. To this end there was appetite for a much clearer focus on developing a broad conception of the offender journey and being clear about what should be happening at each stage and who is and should be involved. While prevention was always ideal, there was pragmatism about the realistic scope of agencies and the need to focus attention as far up stream as possible.

The PCC has talked about the importance of protecting the ‘orchids’: the projects and practice that are spread around the sub-region but often largely out of sight and precariously funded. This argument was well supported and there were particular concerns about whether in this emerging ‘new world’ the best of the existing one can be highlighted and protected. As Paula Grant argues, in changing culture a good starting point will be to focus on the things that resonate with the frontline: restorative justice, the important role of service users (both victims and offenders) and the core role of constructive relationships in supporting and modelling new ways of behaving.

While much of the discussion focused around the adult male estate, this needed to include considerations around the women’s estate and the important interventions that can take place as young people make the transition to adulthood. It was agreed that service users needed to be seen as a core asset going forward and that their engagement needed to be mainstreamed and supported by things like ‘rehabilitation communities’ (building on existing service user forums), offender employment and mentoring opportunities. Within this the role of victims was seen as essential, particularly in relation to restorative justice approaches.

There was some unresolved questions around whether the new commissioning framework would encourage providers to focus on offenders that are easier to work with and to what extent priority should be explicitly on those people with multiple and complex needs. Whatever the outcome of these discussions, resources are tight and being spread thin. Effective service user engagement across these groups, not only provides important information about what is working and not, it has been shown to be a cost effective way of securing better outcomes.

At its core, any vision would need to be clear about purpose and values, but at the same time there was considerable support for greater innovation, developing a more entrepreneurial approach, and being able to operate and think more like private sector organisations. Some felt this innovation was already there and just needed to be identified and supported. Likewise, in developing a vision for Humber justice services some participants felt this was relatively straightforward and that much of this was already in place in relation to current emphasis on making the community feel safe and that they lived in an area that was prosperous.

Certainly, in developing such a vision, thought should be given to what already works but there was also some appetite for a greater emphasis on rehabilitation culture and on public engagement. Whatever the eventual outcome, the core aim would be to be able to articulate a unity of purpose that appeals to bidders, investors and potential partners as well as service users and the wider public.

## *Evidence*

Rachel O’Brien uses the analogy here of bringing together different slices of a cake. To stretch her analogy, if the Humber Justice Framework is about aligning the different slices that we need and the vision is about the icing, do we know enough about the ingredients? Again and again people talked about protecting good practice, building on what works and making sure the tanker of new commissioning does not crush the local examples that work well. But do we really know what works?

There was a concern that all the existing knowledge, innovation and quality might not be properly fed into the CRC and that this would undermine the objective of influencing the delivery model. Going forward there would also be a need to reconcile the issues around data-sharing that were raised. If we are to be able to work on the geographical scale proposed, this means addressing issues around consistency within region and beyond, between existing agencies and with the new CRC. In the meantime, everyone who attended the conference agreed that there was an urgent need to undertake a mapping exercise across the sub-region. Most of the information is there but we need to excavate this so that there is greater shared knowledge about what the Humber sub-region has to offer and any evidence there is on what works best.

Longer term, there will be a need to make this map more three-dimensional. Where are the gaps in services and evidence? What are the paths between different projects and services – the networks and relationships that bind us together? Where do these need to be strengthened and who needs to be included?

This is quite a ‘to do’ list for the PCC and others working in this area. But as Matthew Grove made clear, he is committed to taking some or all of these things forward. Not just because this will benefit the citizens of the Humber sub-region but also because if we get this right, we can provide a model of working across our contract package area and beyond.

*“I’m even more convinced now that we need this high level governance arrangement ensuring accountability and making sure we are getting the biggest possible bang for our bucks. This needs to involve a much wider range of players and ensure we all understand the impacts of our actions. If I disinvest £1 million into a certain project, the end result might be a £20 million hit to the NHS in five years’ time. We have to avoid this. What I implore you to do is set out your own shop window; I know what fantastic work you do. But sure you can explain the good work you are doing and if you can, quantify it. We already are ahead of the game. I want us to be the best possible contract area there is and to provide a model others are proud to learn from.”*

## Next steps

There were three key immediate issues that arose from the discussions at the RSA conference, all of which have since been agreed for further action by the Police and Crime Commissioner. These are:

- 1. Develop a clearer ‘vision’:** the aim would be to build on existing work and to develop a clearer and more accessible narrative, which links shared purpose, strategic leadership and delivery. This work will be led by the Police and Crime Commissioner’s Office but needs to be something that speaks to local authorities and wider partners as much as it does to justice services. This work will begin in March 2014 with participants and wider stakeholders asked to have an input.
- 2. Create a ‘Humber Justice Framework’** (the actual name to be decided, informed by this vision and focused on a process of joint working, collaboration and accountability



across the sub-region. The challenge for this will be to create a leadership culture that is genuinely challenging, guards against protectionism and is able to make difficult decisions where needed, focused not on individual or organisational interests but on agreed priorities for action and in the wider interests of the community. A key question for this new governance framework will be how it retains what works now in terms of joint working mechanisms, but adds value in terms of working with senior local authority representatives and the 'wider circle of friends' mentioned here. This work has begun and suggestions will be circulated alongside vision in March.

**3. *Undertake a mapping exercise.*** This work has begun and the first stage of this will be completed in March 2014. The aim of this will be to bring together information about services (statutory, private and voluntary sectors) across Humber sub region. Broadly speaking this will be against each of the seven pathways and will cover a broad range of services available to offenders (including young people and women).

The mapping will provide a shared landscape of services in the area, but not detailed information about the links that exist, gaps in services and so on. However, the aim is to capture information about: the scope of provision, capacity, willingness to work with offenders, broad barriers and challenges and any evaluation/evidence of outcomes available.

There are a number of other actions that have already come out of the Closing the Gap Conference and some distinct suggestions made that need to be followed up. For example, what is the best way to better engage local authority leaders? There was agreement that magistrates and employers were an important stakeholders. How could they be engaged in this process. There will be more questions like these to be answered but the aim here is to outline the outcome of the conference, to bring together thinking so it can be shared more widely and to thank everyone that played their part.

## Matthew Grove

### Police and Crime Commissioner for Humberside

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As Police and Crime Commissioner, I am not here to deliver everything and I am not the expert. It was a fantastic relief when I got elected to find so many people who are. The people that do; who are protecting the public of this area, doing everything they can to reduce offending. The RSA brought together those people who can influence the sub-regional response to the changing policies and economic pressures we all face and which are shaping the complex community safety landscape, in particular the Government's Transforming Rehabilitation agenda.

We are seeing organisations being restructured; many of them have worked so successfully over such a long time that many of us are now incredibly nervous at the risks. So, there are dangers but there are also fantastic opportunities. We know there is a strong link between offending and the prosperity of business in the area and it is a testimony to the maturity of this area that Lord Haskins, the Chair of the Humber Local Enterprise Partnership is involved in this debate. We need to build on that strength and shape how we are to get the best for our people out of the changing landscape that we have in front of us.

Government has just woken up to the fact that most of the 50,000 people serving short-term prison sentences each year are receiving no guidance and no probation supervision on release. This was a national disgrace that many of you have been working hard to do something about. We have to ensure that we do not lose all that work, while others learn from what you have done and reap the fruits. The Police and Crime Plan gives us a good foundation to build on and has been hugely influenced by the work you have done; what you do works and building on this is the best way, the most effective, efficient way to protect the public.

*One of my greatest concerns is that while we have the best 'shop' in the land, our shop window is almost non-existent.*

We cannot just sit on the sidelines and snipe at what the Government is proposing. Such an approach loses any potential influence you may have to guide and reduce the risks of some of the less good decisions that can come out of government. I have consistently spoken very

positively about the potential, about what can be gained from the proposals. I have also made sure that I am on the Liaison Committee at the Ministry of Justice (MoJ) and the Home Office, and am one of four or five PCCs who regularly attend. Just as importantly, I am working with the police and crime commissioners in our new Transforming Rehabilitation contract package area: Alan Hardwick in Lincolnshire and Julia Mulligan in North Yorkshire. We have met and are going to put in place a commissioners' governance framework for the contract package area; this way we have a greater chance of positively influencing the successful Transforming Rehabilitation prime provider of services when they are selected.

Local authorities are also absolutely vital partners in this emerging regeneration picture and in community safety. Police cannot achieve what needs to be done to protect the public if we are not working closely with the local authorities. I think there is a slight

weakness in the criminal justice board locally. It does not have that local authority representation. I think that is something we really do need to correct. It is quite striking that from a policing budget point of view we have available about £180 million, but if you look across the force area at the local authority spend it is somewhere, including health, £3 or 4 billion.

Now with the challenges we all face to trim budgets and to be as efficient as we can, we have got to be really careful that we do not make cuts that whilst not having a significant impact on our own organisations have devastating effects further down the line. The service that is going to have the biggest problem is health. It is tempting to think that health services have not experienced the scale of cuts that many other public services have undergone. But they have got a huge growth in demand, which is probably greater than the cuts others are having to deal with. That is why I've tasked my deputy to keep that conversation going, to make sure that the local authorities fully understand they are valued, vital partners, and that we will do everything we can not to make decisions that damage them, and hopefully we are encouraging them to do the same.

We also need to engage the judiciary and magistrates. When it comes down to issues of sentencing and how to deal with offending once guilt is established, I do not think at the moment the courts are well tapped in to public opinion. My experience is that when people come to me to raise concerns, they start off by saying they are coming to complain about the police. But they rarely are. They are coming to complain about the judicial process, about sentencing and about how they have been dealt with as a victim or a witness. I think the judiciary are going to have to adapt and this is happening. What I see in our regular meetings with victims is that their number one priority is not punishment, it is not wanting other people to have to go through what they went through. I think one of the ways to change public opinion is by giving a voice to victims; they are a potentially powerful ally. Of paramount importance are those individuals and organisations who have been working with victims and who are delivering services that can reduce offending and will do so in the future. Whatever happens, there are not lots of people with the expertise, with the knowledge and experience to actually deliver what is needed. I want to make sure that we together maximise the potential of Restorative Practice.

One of my greatest concerns is that while we have the best 'shop' in the land - we have shelves that are full of products that deliver what the public needs - our shop window is almost non-existent. We do not sell ourselves and we do not maximise the very best things that we do. That is something that I cannot impose but we have to do something to put that right. Whatever I do as an individual PCC needs to be based on the strength that comes from joining together. I implore you to continue to work closely together to maximise the potential we have out there to make sure that those very best schemes, projects, initiatives that we have worked so hard to develop continue, flourish and continue to protect the public by reducing re-offending.

We have to be really clear about what is about to happen to probation and to the rehabilitation of offenders: it is about to be turned into a business. Now in business there are only a handful of questions that actually count. One is, who's your customer? Second is, what do they want? And the third is, how much are they going to pay?

We see our customer as the offender who decides he's going to use our services. We see it as the local authority that's co-funding it, all sorts of things. But be really, really clear. In future, the customer will be the prime provider. You need to be thinking about whether in providing your services to that customer, are they going to want what I'm doing? Will they compare me to others and say; actually, you are twice as expensive? Can you get ahead of the game by looking around and rationalising, look at cutting your costs, look at improving your services, look at marketing yourselves in a more effective way so that providers would not dream of going anywhere else?

## Peter Wright

### Chief Executive, Humberside Probation Trust

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Before I get to the changes and challenges we face, I want to flag up the uniquely Humberside element of probation over the last 40 years; we were the Humberside Probation Service between 1974 and 2001, the Humberside area of the National Probation Service. In reality nothing much changed between 2001 and 2008. But this year is the year that Humberside Probation will move on to be something different. So, what are the main elements of the Transforming Rehabilitation that ushers in this change?

First, the creation of a public sector national probation service (NPS) working to protect the public. Second, every offender released from custody will receive statutory supervision in the community. That will extend to those sentenced to less than 12 months imprisonment, which has been a massive gap. It has made no sense whatsoever to supervise those sentenced to 12 months or more and leave that group, that revolving door group, with no supervision whatsoever. Third, nationwide, through the prison gate resettlement service we have put in place, the market will be open to a diverse range of new rehabilitation providers. A chunk of the work that we do will be put out to market. Fourth, new payment incentives for market providers will focus – according to MOJ’s website – ‘relentlessly’ on reforming offenders.

*Sometimes, it feels like we are running criminal justice services with our friends.*

The first step will be the setting up of a national probation service and this will be part of the National Offender Management Service (NOMS) with all staff employed as civil servants.

The national probation service will encompass seven new regions: there will be a move away from Humberside into a bigger region encompassing the whole of the northeast of England from the Scottish borders to the south of Lincoln. The national probation service will absorb 55% of probation trust staff. It will focus on public protection, working courts, offender assessment and reporting. This includes enforcement: reporting to courts, pre-sentence reports and parole reporting. Probation staff currently seconded to prisons and youth offender teams will be part of the national probation service. Specialist interventions providing sex offender assessment and programming will also be part of the national service.

What will be the role of the CRC? In total, 45% of probation trust staff will belong to CRC Humberside, Lincolnshire and North Yorkshire, a pretty big area (and a mouthful). The CRC will focus on medium and low-risk of harm offenders and on reducing offending. It will be responsible for interventions, but above all it will be a company in private ownership.

These changes present two huge challenges. First, if the NPS and CRC do not work together then we are not going to get anything like the quality of offender services that we have got currently. The second big challenge is the challenge to all of us. Innovation. Sometimes, it feels like we are running criminal justice services with our friends. We know each other; everyone has worked together for a long time. But we cannot do the same thing as we have done before. The CRC is going to face reduced

budgets, it is going to face working with partners, and it is going to need to do things differently. The RSA Transitions project and my enthusiasm for it, is about doing things differently, looking at how we work with offenders, and looking at how we can innovate.

So we need to work together but not to do what we do now, because some of the things we do now, if we are honest, we do not do too well. Where is the innovation and particularly, where is the innovation that allows the NPS to protect the public at least as well as we do now and better? I look to the NPS providing protection to the public in the same way and with the same confidence that we have got with MAPPA. The challenge of the NPS in terms of public relations is going to be that if we say it is about protecting the public, does it do that every single time? That is a huge challenge.

The challenge for the CRC is to be a commercial enterprise, but deliver services with partners, in a way that's innovative and new, and delivers the outcome of producing re-offending. The CRC will need to work to persuade the public that the right approach is not the hang them and flog them one: this has been an on-going issue for me as a probation manager. If we are serious about reducing re-offending, the general public need to be persuaded that is the right approach. The CRC will need to put in a lot of work into sentencing and liaison. Currently, two thirds of the work that we do originates from the courts, the other third managing license releases. So as these changes are rolled out, we are going to have to talk to magistrates. I respect the need for sentencer independence; what is needed is greater confidence about sentence options.

Much of this is about building the right relationships. Offenders respond well to an on-going relationship with someone who they think is taking an interest in their lives and that person needs to be able to judge when is the right time for different interventions. Whoever this individual is, we must keep a hold of all the evidence that highlights the importance of the relationship between an offender and the key person that works with them.

## Scott Young

### Detective Superintendent, Humberside Police

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The police service has become more collaborative over the last 10 years. Innovations have been significant. MAPPA (multi-agency public protection arrangements), PPOs (prolific and priority offenders), MASH (multi-agency safeguarding hubs) and IOM (Integrated Offender Management); all are bringing crime down and protecting the public. Collaboration has been significant. However, there is now a risk that the partnerships that we have developed could fragment. As we look working with a new partnership agency, that is a challenge. We have built trust and should not forget how powerful that is. In welcoming a new partner into the midst of criminal justice in the sub-region, we need to build a relationship of trust around how we operate.

Neither should we forget that we do some things really well. It is often reported that we do not manage offenders on short-term sentences, but in this sub-region we have embedded processes and these have worked. We need to retain these things as we enhance other areas of business. One area we are currently working on is effective sentencing, which can make a real impact on policing. Sentencing should be specific to the individual and the crime that they have committed, so that agencies can get together and ensure delivery is appropriate and will reduce re-offending. We also need effective through the gate services and this means prisons need to engage effectively with local community services, because only then will we realise the potential benefits of local prisons dealing with local populations. Another key area for policing is community policing because if we are not engaged in offender management arrangements as a true partner, then community sentences will not be community sensitive. So, although we are operating on a sub-regional level, there is a need for localism.

The service is changing to meet these challenges. If you had asked us 10 years ago how we operated: the response would have been ‘arrest people and get them into custody’. We have developed, grown in partnership and realise that what really works, is looking at outcomes; focusing on what is right for the offender. The new operational practices we are starting to develop are about engagement of individuals on the street. They are focused on early intervention and the question of whether we could divert or refer at the right time, rather than bringing someone into custody. We are developing in-custody assessment procedures to ensure that we have timely interventions and we know that this impacts on reducing re-offending. Changing our practices is about retraining and re-educating. It can be really difficult and one of the risks is that we overload the system and would not then be in a position to offer a quality of service.

*We have built trust and should not forget how powerful that is. Neither should we forget that we do some things really well.*

The Police and Crime Plan has provided a clear: in a challenging landscape it is directed towards reducing crime, protecting the public and delivering a quality service. While it trips off the tongue easily, delivery is more difficult. But the plan is aligned directly with our partnership agenda. To achieve this in a sustainable way, over the next

12 months the service is going to restructure. The geographic boundaries as they are now will disappear, and many parts of offender management will sit within a different function at a force level. This means ensuring we have the right things in the right places; making sure that things that could work across the entire area are delivered this way, instead of piecemeal in Hull or Grimsby or Scunthorpe. If we can effectively coordinate commissioning of services and specific interventions together, we will ensure that we work together in realising the shrinking resources in a better way to deliver the right outcomes.

We have started on some of this work. This includes innovative work around youth triage, which works successfully in Hull, reducing re-offending and reducing first time entrants. It includes female adult assessment and triage that is starting to operate with very few re-offenders. In achieving these changes, we have worked in partnership, bringing services together and this means operating in a different place. We are moving our services from the back end of our systems, where it is more difficult to work with those offenders and may be too late, to the front end. That sometimes requires a shift in mind-set about how our structures work. The Transforming Rehabilitation agenda is an opportunity to start restructuring ourselves to deliver better outcomes.

Competition for funding is going to be challenging. There are lots of overlapping areas and we all bid for the same money. This results in some protectionism. In avoiding this, we need to address how we commission services that will deliver the best outcomes. We also need to make sure that savings made by operating in a new way are reinvested back into the front end of those interventions that do work, rather than holding them elsewhere in our organisations.

The management of offenders will continue to be a challenge and I am concerned that the CRC may become overloaded. There is a need for careful consideration around MAPPA offenders, particularly MAPPA level 1. When we talk about those types of offenders, those individuals will come under NPS, we know many of them are violent offenders, would be repeat offenders which would come into the IOM arena. If there is no effective interface between those two organisations, then who will manage them; MAPPA? NPS? What happens when there is not a 'MAPPA offence'; who needs to get involved.

We cannot know what the CRC is going to look like. We cannot say what the police service is going to look like a year from now. We have got a new operating model but we do not yet know the detail. But I have confidence that the right conversations are taking place and that we will continue to transform as a police service; we will transform together and continue working in partnership to reduce crime and re-offending.



# Ed Cornmell

## Governor, HMP Humber

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For many people, prison is seen as the end of the justice journey: we catch, we convict, and we send people to prison. Many tabloid headlines suggest that this is the end of the story. That is not reality. Prison is not the end of the journey; it is a mere staging post for many. The headline that is really important in driving some of the changes around us and certainly the Transforming Rehabilitation agenda is: “47% of people released from prison re-offend within 12 months”. Re-offending costs billions of pounds. The Police and Crime Plan talks about preventative measures and getting upstream with crime, and one of the significant factors we can deal with are the people that come through our system and preventing re-offending.

Prisons have a really important part to play in that. The prison service within the sub-region sees its role as a significant one, but we are by our very nature closed institutions and our work goes largely unseen by the public. When we discuss public confidence, we need to remember that people’s understanding of what happens within the walls of the prison is limited.

In building public confidence, we need to ‘open up’ and show what we are about. There is a practical challenge for the prison service if we are to explain what we do and forge some of the connections that we need within the community. We need an increased, as I would describe it, porosity or permeability of our perimeter so that people can come in and see what we are about. Partners can come in and work with us. This in turn will improve the lot of people when we let them go; helping them to engage with the community and services outside.

*To make Transforming Rehabilitation work, we need to provide the right kind of rehabilitative environment within our prisons.*

The significant changes around Transforming Rehabilitation are matched by changes within the prisons estate. We sit within a large new contract package area (CPA), and we are going through our own set of reforms and changes. The emphasis on resettlement that comes through Transforming Rehabilitation, the changes

to through the gate services and the stress on closeness to home and localism in the community; these are the things we need to focus on and which have real value to us as a community.

To make Transforming Rehabilitation work, the service needs to provide the right kind of rehabilitative environment within our prisons. We need the right receptive culture to work with partners, doing all we can to make a real impact on re-offending levels and for the reforms to allow us to work with people in the right way. So what does this mean in practice? I will work with the community rehabilitation company (CRC) to provide that enabled environment where resettlement services can be provided within the walls of the prison to promote and permit effective release and resettlement. This is a key responsibility of the prison service and always has been. The work with the National Probation Service (NPS) on risk management, the embedded probation staff within the prison walls continues but with a renewed focus.

For many years, we have gone through a round of ‘salami slicing’ and budget cuts; effectively year-on-year savings. But this only got so far. We have recently gone through a wholesale competition exercise where a large number of prisons were put up for competition, and from that we have gained awareness of a different delivery model within prisons. The formation of a public sector benchmark was developed within that competition process, which focused on core public service delivery within the prison environment and increased outsourcing of peripheral services and other services within the prison estate.

That is relevant in this context because resettlement services now largely provided by prison staff will be provided by contractors and partners. The through the gate services will enhance and change that service delivery but will sit alongside our benchmark focused on achieving results and cost savings. The benchmarking process we have been through within prisons is about a reduction of overall operating costs and a reduction in staffing and that is a significant proportion of our budget. So contextually we are operating in an environment with a lot less staff, and that presents its challenges with partners coming through the door. That is a familiar story for many people and within many public services, but it should focus people’s minds that we are trying to get better for less. Benchmarking requires us to work differently and our engagement with the CRCs coming through the gate is essential.

The prison estate has also changed. On the back of the competition process and the argument that a merger would produce year-on-year cost efficiencies in the region of £3 million per annum, two category C prisons near Brough – HMP Everthorpe and Wolds – merged to form one prison, HMP Humber. HMP Humber, will provide 1,062 places, and we release that kind of number every year into the community. That requires us to focus on the people leaving and going back into our community; making sure that we get that right in terms of re-offending and the rate of return to crime.

*The prison service is dedicated to creating the right kind of rehabilitative environment that is receptive and able to support the new service providers coming in.*

Transforming Rehabilitation presents further changes to the estate. There have already been closures and reconfiguration within the region. The contract package area of North Yorkshire, Lincolnshire and the Humber sub-region aligns and has had significant impact on this reconfiguration. We have seen the closure of HMP YOI North Allerton, the only adult male

category C prison in North Yorkshire and a partial closure at HMP Hull. This really focuses attention on the prisons that remain and delivery across HMPs Lincoln, Hull, and now Humber. The new contract package area and creation of new resettlement arrangements, makes the relationship between these prisons, wider services and the new CRC essential to get right.

The prison service is dedicated to creating the right kind of rehabilitative environment that is receptive and able to support the new service providers coming in. That porosity – bringing people in to engage and deliver services – is crucially important. We want to create the right mind-set amongst people leaving and ultimately amongst the people locked up. Increasingly these are going to be local people. If you are an adult male offender serving more than 12 months you are likely to be serving it within HMP Humber if you’re convicted within North Yorkshire, the Humber sub-

region and Lincolnshire. The focus for HMP Hull and Lincoln is those serving less than 12 months. In that vital focus on short-term sentences, the relationship between the CRC and HMPs Hull, Humber and Lincoln will be really important.

So what are the challenges and opportunities from the perspective of a prison governor? First, there is the sheer size of the CPA stretching as it does across North Yorkshire to the south of Lincolnshire. Geographically the Humber sub-region is at the heart of that overall CPA and this puts HMPs Hull and Humber in a strategically central position, while presenting a real challenge in terms of our capacity to resettle people to the further extremes of the CPA. The flow of offenders coming into HMP Humber from HMP Lincoln (those people serving more than 12 months who were sentenced and required to be in a category C environment out of Lincoln), present a new challenge.

So, we have a new landscape and face some significant challenges; we have got to flow into a region that we have not worked in before. The physical merger of HMP Humber over the next 12 months is a significant organisational challenge alongside a reduction in overall staffing and operating costs and a benchmarking programme, which is affecting HMP Hull as well. And at the same time, I believe that we have to do more to ‘open our doors’ and be more receptive to some of the partnerships and collaborations required of us.

So, we need to think about what could we do differently to enhance our offer. This presents another challenge: the tension between localism and a highly centralised system. Both HMP Hull and Humber need to and want to engage with the community but we also operate in a structured way under the Ministry of Justice (MoJ) and National Offender Management System (NOMS). We are responsible and accountable nationally for making sure we deliver a local service, while responding to our central accountability.

*What absolutely shines out of the reforms is a significant opportunity to play a central strategic role centrally within the CPA.*

What absolutely shines out of the reforms is a significant opportunity, at least from the prison perspective, to play a strategic role centrally within the CPA. Our ability, the size of our prisons means we have got to be at the heart of the new delivery model for the CRC. Although it may not feel like it internally, prisons are relatively static and have a foothold in our communities against the backdrop of wider changes. Central control and accountability provides stability to continue to deliver the best service we can. .

Significantly, through the porosity and permeability of our perimeter walls, we provide partners and the community with a microcosm of our world; a space where a selection of our more challenging people have ended up in the justice system, who need some assistance and support to go out there and not go back to a life of crime. Prisons can provide a jumping off point where we can focus services and ensure that we enhance delivery. In working with the CRC that will be a significant benefit to us. Most importantly, the motivation to want to work in partnership and the desire to change lives absolutely shines out; colleagues within the prisons estate are keen for the reforms to do better at reducing re-offending.

What about the Humber sub-region more broadly? I think in terms of day-to-day operation our biggest challenge is our ability to interface and work with, not just the

local authorities in the Humber region, but also North Yorkshire and Lincolnshire. The ability to do this is obviously a challenge. In rising to this, we need to provide services and engagement *across* community safety partnerships, reducing re-offending strategies and boards and we need to form quality low-level partnerships.

But for me there is something more. We need to harness this opportunity and approach the future in a different way, to innovate as well as to preserve and conserve what we have got. And it is really important to get the structure right to enable us to do that, to have the quality partnerships that we need to deliver the work in the right way.

We have got to make the best of our strategic position as the Humber sub-region with partners, demonstrating we have the ability to lead change. This is within our grasp and the strength of partnership that we have had historically should be the main driver in that. Ultimately our shared drive and desire to make positive change is the reason why we have to work differently together: the Transforming Rehabilitation agenda is an opportunity to do that.

## Chris Jewesbury

### Head of Health and Justice Commissioning, NHS England in Yorkshire and Humber

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NHS England is still a new organisation but is probably a year or two ahead of the probation service in terms of the reforms we have been through. Underpinning the new structures is our core role of upholding the NHS constitution, including the principle that the NHS belongs to us all. That includes people in prison, in police custody, those who are offending where sometimes their health needs are exacerbating their offending behaviour.

We have three main roles. First, we provide system leadership; the glue that tries to keep this new, potentially fragmented health service together. Second, we are there to ensure that Clinical Commissioning Groups (CCGs) have the resources to commission the services they need to assure delivery. Third, we are direct commissioners where either there is a potential conflict of interest for GP-led CCGs (like primary care services), or where the scope is such that it would not make sense for a CCG in a local area to act as commissioner. That includes specialised services, health services for those in the armed forces or within the justice system. Having been one of the ‘Cinderellas’ of the NHS, health and justice is now one of the four key areas that we commission across the country.

We have 10 health and justice commissioning teams, more or less mirroring the National Offender Management Service (NOMS) regional structure. Our primary role is commissioning the full range of health services needed by people detained in prison, in young offenders institution (YOIs) and secure children’s homes. That includes primary healthcare, mental healthcare, substance misuse services and arranging secondary care. From 2015, we are taking on responsibility for commissioning for healthcare in police custody suites, sexual assault services and for developing liaison and diversion services. We are not responsible for the healthcare for the two thirds of offenders who are serving their sentences in the community, who fall under CCGs and substance misuse leads within local authorities.

*Having been one of the ‘Cinderellas’, health and justice is now one of the four areas that we directly commission across the country.*

As a group, offenders have high levels of health need but struggle to access services. This has an impact on their health and can exacerbate existing health inequalities; the majority come from poorer neighbourhoods and marginalised backgrounds where life expectancy is already lower on average. Offenders are more likely to smoke, misuse drugs and/or alcohol, to self-harm, attempt suicide and die prematurely compared to the general population. There are also high levels of mental health need (including co-morbid problems) amongst the offender population and a significant overlap between these needs and substance, with high-levels of dual diagnosis. One in four of the prison population are thought to have a borderline learning disability and up to 30% of adults in the criminal justice system have ADHD, which is

often undiagnosed. These characteristics alone or combined can be a barrier to access to services. Yet, we know that meeting offenders' health needs can contribute to reducing re-offending. From a health services perspective is not to always easy to differentiate between victims and offenders. And it should be noted that a high number of people who are offenders have been victims of sometimes fairly serious crimes in the past, including abuse, including sexual assault.

The health needs of offenders in the community are worse than those within prisons; when someone goes to prison one of the first things that happens is that they have a health screen. This is something that has been absent in the community and which the liaison and diversion project begins to address. It aims to ensure that needs are identified and met, to assess people and support links into appropriate services. This does not necessarily mean creating new services but ensuring that we identify the correct pathway and improve appropriate and timely access. It aims to provide information to the police and the courts so that they are able to make informed decisions about charging, sentencing and post-sentencing services. It aims to divert people within and beyond the justice system'; that will not always be about replacing sanctions but providing a greater range of alternatives at any point throughout the journey.

We are currently in a two-year pilot phase and in Yorkshire and Humber the youth diversion scheme in Wakefield has been identified as our pilot scheme. We are continuing to work with existing schemes, which were initially funded nationally by the Department of Health. So, for example, we work with NAViGO on the South Bank, and aim to support them over the next couple of years in beginning to deliver the new model. By the end of the two-year pilot, if the national pilot is successful, then we will be able to access national funding from the Treasury to roll this scheme out across the country. The level of funding, which has been talked about has been up to £50 million, so for a Yorkshire and Humber population (which accounts for about 10% of the national total) that potentially accounts to around £5 million. So, if we use it wisely, this is money that can start to make a difference.

*New partnership arrangements have to be established to provide pathways from criminal justice providers into health services.*

The liaison and diversion project is about supporting a multi-agency approach, linking up different health services but also about linking them up with the criminal justice system. That involves liaising with a range of providers, helping to facilitate disposal, treatment and support options, and supporting police and courts to ensure procedural fairness. We are operating across the

system, at all points of intervention, from pre-police custody through to voluntary presentation, to the police, right through to sentencing decisions made within the courts. To this end, new partnership arrangements have to be established as to work effectively we need to provide pathways from criminal justice providers into health and substance misuse services. Offender needs are complex and it is going to be a complex job getting this right.

This will be supported by creating a hub and spoken model with a core team and effective links to all existing services. It will be different in different areas. The core team will be commissioned by NHS England with responsibility for assessment and managing risk, case identification, screening and assessment, management and

leadership, spread across the system. Our leadership role will be focused on making sure the system is effective and on creating that collaborative multi-agency and multi-disciplinary environment. Essentially, we are asking the core team to do is undertake a triage role and to provide a response service which is available 24/7, 365-days a year.

So what won't we do? We will not cover section 136 of the Mental Health Act, for the very important reason that this is about people who should not be in the criminal justice system, but who should be in the health service. Just as police call an ambulance when they come across someone who has had an injury in the street, we need to move towards a similar response when they come across someone in the street who's experiencing acute mental health problems. For similar reasons, liaison and diversion does not link in with the street triage pilots that are taking place across the country. Longer term, I think there may be some learning from those pilots, which we will need to incorporate. Liaison and diversion is not about providing custodial in-reach services as we are already commissioning those; it about thinking about how some of those pathways work more effectively. It is not about providing post-release services, which you might think is rather a strange given the Transforming Rehabilitation agenda, but the challenge is to think about how do we take advantage of the changes in pathways and systems which liaison and diversion will create, to create a more effective post-release interface between criminal justice service and health services.

Within the Yorkshire and Humberside area, I am responsible for working with four Police and Crime Commissioners (PCCs) 22 CCGs, 15 local authorities and what will be three community rehabilitation companies. This is a fairly complex commissioning landscape. Then we have got different partnership arrangements, so from a health service perspective, Health and Wellbeing boards are really important and we need to strengthen the link between these and PCCs and community safety partnerships. We are in a co-commissioning world; we have less money than we had before and none of us can commission what we need on our own. That means developing a shared understanding of what it is we are collectively trying to achieve. It means being clear about our geographical scope: are we looking to deliver services on a police force area basis? Or are we looking to do it on a local authority level? There are good arguments for and against each option and we need to work this through and think about the impact on existing services and their local variations.

*Resettlement prisons should ensure is that we get better at identifying need and ensuring that these are met.*

Transforming Rehabilitation creates specific challenges. It will impact on the offender population within prisons and the way in which we meet their health needs. It will have an impact on how the population moves around each prison, but also on services in the community. Resettlement prisons should ensure is that we get better at identifying need and ensuring that these are met in the community when people are released. That is something that as health and justice commissioners we are already trying to achieve.

As we get better at identifying the needs of people coming out of prison, as liaison and diversion starts to identify need, one potential outcome is an increase in demand within a landscape that is already stretched and struggling to meet all the needs that are being presented. We are in danger of creating potential pinch points and

conflicts within the system. We need to think, now, about how we will manage that and what some of the solutions might be. This is going to require honest, robust conversations.

We also need to work through how the liaison and diversion initiative will impact on the work which CRCs. It may look like we are talking about different ends of the journey: the beginning of the path where we have liaison and diversion, and towards the end where we have Transforming Rehabilitation. In reality we are talking about a cycle; taken together liaison and diversion, Transforming Rehabilitation and new CRCs provide the opportunity to break that cycle at different points. But that means joining those different aspects of the service together and ensuring that those clearer pathways from the criminal justice system into health and substance misuse services are created. Part of the Government's aim for the health service reforms has been to ensure that commissioning decisions are made locally. One of the key starting points for those commissioning decisions is a joint strategic needs assessment. Local partners need to ensure is that those health needs of people involved in the criminal justice system are reflected in these assessments and asking why they are not there if they are missing.

This is important, as these documents will inform the health and wellbeing strategies for each area. In terms of influence NHS England, works with Public Health England who are more directly responsible for substance misuse commissioning and can ask the right questions in terms of substance misuse plans, about how they inform or how they work with the criminal justice system. We can also work with our colleagues within NHS England about how we can ensure the key commissioners of local services, CCGs, are making the right links. With much of this, we are at the beginning of a journey and we do not even know what all the questions are yet; we certainly do not know all the answers. It is only by working together that we can do both.



## Jonathan Martin

### Senior Commissioning Manager, Ministry of Justice

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I will be leading the competition for this CRC area. I am not in charge of all of the different bits and the transitions into probation; there are lots of busy people making sure that process of procurement works. My role is to lead the competition in Yorkshire and Humberside and to engage with bidders and stakeholders to make sure that we have a clear understanding of the local position before we make any decisions. The procurement process is still getting up and ready and the bidder engagement is about to start. It is important in this context, is that I understand how the Humber sub-region is stepping up to meet the challenge of delivery. I want to commend those in the Humber sub-region for what you are doing to rise to the challenges and develop a coherent approach.

There is a lot of commitment in the area to getting Transforming Rehabilitation right; people want to cooperate and I have heard the some really interesting approaches and different co-commissioners are starting to engage with providers and the wider economy.

*The messages about victims and the importance of restorative justice are pushing against a very open door.*

This is a slightly odd-shaped CRC area. It is a big challenge and making localism work is going to be very difficult. This is certainly impossible to do from London, which is why I want to be up here as much as I can as things develop. We need to see the development answers for all types of offenders across all areas, and that is going to be an important message that I will be giving to bidders. It is not just about picking the easy to change or the easy to find; bidders need to win the competition for the whole of the area and across the whole of the Humber sub-region.

This will result in innovation and co-operation because people will need to share and develop best practice and make an argument for why their bids will be adding value. The answers, particularly for large rural areas and those with very mixed provider bases, will be about co-operation and engagement. The PCC has already steps to get things moving.

So, where are we with the procurement process and timetable? Well, we now have a long list of bidders and we will be starting the process of engagement soon and this will run through February and March 2014, in particular trying to get bidders to engage with the local providers and commissioners. They need to understand how things work here and how they can start to work with others to shape the future. The MOJ has also given some money to ACEVO who will be co-ordinating the voluntary sector to organise events whereby current providers – tier 2, tier 3 – to use our language, can meet bidders. My approach is not to have one event for this large CRC; it is to have events in North Yorkshire, Lincolnshire and the Humber sub-region. There is not one answer for the sub-region, but I am keen for bidders to meet with the stakeholders, the PCCs, the police forces and the health services across the three areas.

At the same time others are leading on the change over from probation trusts to new providers. That is not part of the competition process but about setting up the

companies and the new structures. We have heard quite a lot about the challenges of doing this split and keeping business as usual going. It is important that I continue to keep the links with stakeholders throughout the current contract management to ensure we get a sense of how this is working. The aim is still to award contracts later this year.

I do have some other hats, including work on the specification of offender management, victims and restorative justice. The messages coming from the sub-region about victims and the importance of restorative justice are pushing against a very open door and NOMS will be looking across the country for solutions. My sense is that everybody has wanted more permission to do more and that Transforming Rehabilitation does offer the opportunity for that. There are opportunities for good, local co-operation and across North Yorkshire, Humberside and Lincolnshire and am pleased that the three PCCs in these areas are trying to develop a common understanding.

## Lord Haskins

### Chair, Humber Local Enterprise Partnership

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The Humber Local Enterprise Partnership (LEP) is to create jobs in what is a pretty difficult environment. This is not just an issue for the Humber sub-region but links to the national picture and indeed the global market.

There was an article recently in the Economist that I found startling. It was about the impact of technology on jobs across the world, and gave some historic figures. In 1900 one in three Americans worked on farms, today it is one in 50. The forklift truck has devastated jobs in docks, in farms, in factories. 25 years ago I went to look at a robotic warehouse in Chicago: it was just robots doing jobs which 10 years before had been done physically. If you go today to an Amazon warehouse in Milton Keynes there are people in it but against the size of what is happening, the sheer bulk of stuff that is being done, the amount of labour involved in it is tiny.

The Economist estimates that in 20 years time there will be less need for GPs because computers will be able to do the biometric diagnosis that doctors do now. More and more computers will be able to work out things that we currently need human beings to do. There will be a lot less police officers because the levels of crime are reducing in the developed world because of technological solutions to the things that officers did before. A company in America in the photography business was sold for £1 billion dollars: it had 30 million customers but employed 13 people. Kodak, one of the great brand names of the world, which at its peak only 30 years ago employed 140,000 people, has gone.

So that is all a bit frightening and in responding there is a temptation to be Luddite. Coming to the Humber 50 years ago there were huge numbers of low-skilled jobs in fishing. In food, my own company employed 3,000 people in Hull. Today, I've long since left the company, it employs 15 people. We had dairies; we had milk floats running around creating lots of jobs. Now a single dairy in London is bigger than all the dairies that existed in the north of England 20 or 30 years ago. A dairy in those days was producing 10,000 gallons a day. Today it is 1 million gallons a day. The pace and scale of automation is quite frightening and supermarkets have played their part in that.

Yet, when the LEP has looked at the situation, in an area of relative high unemployment we have chronic skills shortages. This is an extraordinary paradox.

*Ex-prisoners have a lot going against them. But if they can overcome those barriers*

If you talk to those in the leisure business, the food industry, in agriculture, you will find that people are saying they cannot get the people. That is why migrants come from Eastern Europe, because the people locally either do not want the jobs or do not present themselves for those jobs. The leisure business is facing exactly the same situation. In the high tech chemical industry down the road you will find that there is a chronic shortage building up as people who went into that industry 30 years ago are coming up to retirement. There is a gap behind them in jobs to be created and the same is true in marine engineering. A year ago in Grimsby

there were three boats going out to do basic maintenance on the gas rigs and the offshore wind farms, now there are 12. Most of those boats are staffed by people flying in from Denmark and from Germany on a Sunday night, staying in the hotels in Grimsby, doing the work and then going home on a Friday night. It is an extraordinary position.

So the skills situation is by far the biggest problem that the LEP faces. Although unemployment is high, there are opportunities for all in all levels of employment here. A few months ago Phillips had some relatively low-skilled jobs. They advertised and they got 600 people for tests. They did a basic literacy and numeracy test and 25 people passed. Now, that is pretty frightening on one side. But on the other hand, and my reading of this, is that anybody who has got the basic literacy and numeracy is not applying for that job because they have a job. Probably the biggest issue is not literacy, not numeracy; it is employability. In the Herald Tribune recently, there was an example of a high-skilled job, what they call high integrity welding, which is what Siemens will need here. A 19-year-old who decided to go for it and go for the training is now earning £26,000 a year doing that job. Now that shows that where people are dedicated, when they understand where the jobs are, they can get them. There are a huge number of jobs still in the public and private sector in the whole healthcare area, even with the funding squeeze taking place. Social care needs are going to result in hundreds of thousands, perhaps millions of jobs in the next 20 years.

The LEP's priorities therefore are skills, investment, getting the Siemens of this world to come here, and we are moving slowly to get other people to invest. There are lots of exciting things in the pipeline, which need to be pushed along. Creating an infrastructure, which again will create jobs, whether it is to prevent floods (we have had a lot of floods around in the last few months and a very large amount of money is going to be spent on that), or creating the railway line (we hope to electrify the railway line at the other side of the river) new jobs will be created.

I am very engaged in making sure that the local authorities work well with each other right across the Humber. We have four local authorities and they all play a much more prominent part in economic development than they did in the past. Successive governments have been badly mistaken in running down the role of local government when it comes to local economy and social regeneration. We had the greatest form of local administration before the last war in this country where health, education, all the big issues were managed locally. By decimating that, taking that to the centre we have undermined the integrity and the efficiency of our system. I am very keen to engage the local authorities more in the future alongside business.

So where does the issue of offender employment sit? Take my own company Northern Foods: my father-in-law who started and ran the business had a Quaker background. He was hugely keen and committed to the business of employing ex-prisoners, and he always argued, and I follow him in underlining this, this was bloody good business.

We have got people at all levels of the business, ex-prisoners who come into the business. Because we paid particular attention to them we got a very positive response from them, have become more committed than the run of the mill employee. And 40 years on we are a more tolerance society in many ways. But prejudices are very easily stirred up by the media. For example, the media is creating a huge scare about migrants, which is simply out of proportion to the reality. Of course any Bulgarian or Romanian

who is coming here is coming to work but the issue still stokes the feeling that there are people here who should not be. We see similar misconceptions and prejudices stoked up about people on benefit and ex-prisoners. The perception is that crime is soaring. Crime is going down. My argument with the politicians is that rather than play the game they should get up and tackle these misconceptions. Political leadership is about grasping nettles like that and telling people they are wrong, rather than going along with populism.

Because when you do, you can see the positive things that can be done. Ex-prisoners have a lot going against them: their social background, a sense of exclusion, prejudice, lack of business engagement and lack of support. But if they can overcome those barriers and if services, employers and the community, help them to overcome those barriers, they can find meaningful and rewarding work in the Humber area. This will benefit them but also makes a contribution to that jobs challenge we all face.

I think what is lacking in this area more than anything else, is self-confidence and self-respect; there is that sense that we off the beaten track and as a result of that people become very inward-looking and inward-thinking. I've been lucky because we are at the side of talking about something that is very exciting, a new industry, renewable industry that has made us look outwards. Interestingly it also made other people look at us so that the central government, Prime Minister and everybody is more interested in what's going on here, now, than they've ever been before. If you say, well if we all work together and there's a prize at the end of the day, then people begin to concentrate. Securing the City of Culture for 2017 will help to boost confidence, and not just for Hull. If you get those little winners then it helps to create the self-respect.

## Rachel O'Brien

Project Director, RSA Transitions

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In responding to shifting landscape around us, much has been said about the role of collaboration and collective action in influencing eventual shape. But, generally, individuals and organisations struggle to work together as well as they could when they remain unclear idea about what it is that they are being asked to sign up to and why. We hear a lot about the pieces of the cake that we need to wedge together: the different agencies involved in delivering justice and through the gate services; the economic pressures and opportunities; and, of course, the significant changes to commissioning. We want to embrace joint working in responding to the national policy agenda in a way that delivers the best outcomes for the sub-region, neighbourhoods, and individuals and for our own sense of purpose.

And the strength of criminal justice networks across the Humber sub-region is impressive; it has been referred to as a ‘circle of friends’ and those relationships, that trust and expertise is critically important and must not be lost. But if we are honest, it often involves the same people, in the same rooms, and with the same empty chairs. There are weaknesses in partnership working: across the Humber, between the south bank, the north bank; between the four authorities that make up the sub-region and between community and custody. Of course, there are powerful historical, geographical and funding issues at play here. But the challenges we face require us to close these gaps, without ignoring specific local contexts. As Lord Haskins has argued, the Humber itself needs to be seen not as a divide but as a huge potential asset bringing jobs in the energy sector. As the new CRC emerges, our challenge is not just to develop a strong ‘shop front’ for the sub-region but also to strengthen the offer across the wider contract package area.

*Do we also need a shared model of change for this new world?*

The challenges we face require us widen that circle of friends: to untap the latent potential and assets within our organisations and communities. This means reaching out to wider stakeholders and being more expansive about what we mean by collective action. That task becomes much harder if we not have a clear and compelling shared *vision*. There is a lot of agreement about broad aims and some of the operational and procedural changes that need to be made in the context of reduced resources. But do we also need a shared model of change for this new world; a narrative of why and how we do what do that has wider resonance? And if so, what could this look like?

The RSA asked some of these questions as it developed the practical dimensions of its Transitions project with HMP Humber. The aim of sharing this here is not so much to suggest that this thinking can be transported wholesale in the sub-region (although we hope that it has something to add). The aim is rather to make the case for linking – often complex and jargon-laden practice – to vision around what needs to change. So first, what is Transitions?

The project was developed in 2011 by a small group of RSA Fellows working within justice services and social enterprise. Our starting point was prisons and the innovations already taking place but largely uncelebrated and evidenced. What would

happen if, instead of piecemeal innovation via stealth, the best approaches were brought together and the evidence base on impact strengthened? How could the public be brought closer to the realities of the prison system? In the context of reduced public spending, our focus was on unlocking potential social assets within prisons (amongst service users, families and the workforce) and the wider community (amongst the public, employers and services), and on physical assets owned by the MoJ but laying fallow. Could providing a single co-location space for agencies and others to work closely alongside prisons, but from the ‘outside in’, increase capacity and improve the resettlement offer on release?

Since late 2012, the RSA has been working with HMP Humber to refine the Transitions model in relation to a 45-acre site adjacent to the prison. In developing our proposals, we consulted with hundreds of stakeholders across the sub-region, including prisoners, families, staff, employers, local statutory and voluntary services, civic leaders and the wider community. We have drawn, amongst other things, on RSA’s Connected Communities programme, which explores practical social network approaches to social and economic challenges, with specific focus on how disadvantaged or marginalised groups might become more resilient and involved in designing solutions.

This work is based on a growing body of evidence that shows our connections to other people, the context and nature of these relationships, and the extent to which we have networks of support, matter greatly in shaping our behaviour, life chances and wellbeing. These insights are generally not reflected in the way we design and run core public services, particularly within the prison service. Our contention is that a significant gap remains in understanding the role that offenders’ networks – informal and formal – have on what we call their *rehabilitation capital*. This is, in short, the range of things – personal, social, community and cultural – that will make them less likely to commit crime. Inevitably, many of these reflect NOMS’s existing seven resettlement pathways. But we believe that explicitly focusing on networks and how to increase their breadth, quality and strength, could shape how the pathways are approached and help transform rehabilitation.

*Significant gap remains in understanding the role that offenders’ networks – informal and formal – have on what we call their rehabilitation capital.*

We argue that similar issues face prisons when it comes to strengthening *rehabilitation culture*. Many working within the prison system lack the external networks and freedoms they need to succeed in what they are, increasingly, charged with doing: reducing reoffending. There are particular challenges faced by many offenders – a lack of positive networks and of disempowerment – that are mirrored by the prison service.

Transitions core arguments may be obvious to those within justice services but as is so often the case with issues relating to crime, common sense is worth repeating. Crime is a social problem and needs a more social response. Rehabilitation is a process of (re) socialisation to active citizenship and this process needs to involve more of ‘us’. In practice, this means prisons becoming more ‘porous’ as Ed Cormmell has put it.

So what does this mean in practice? It means doing much more to embed the prison and its residents in its local economy. We are planning to create six light industrial units on site and additional business units. In shaping these and targeting potential partners, we have focused on the skills and aspirations of offenders *and* the needs of the local

economy. If there are skills gaps within the low-carbon market, how can we give service users the best chance of securing work in this on release? If there is a shortage of welding and logistics skills, can we offer offenders opportunities to develop these? This means engaging employers as potential self-enlightened partners.

In practice, it means treating offenders as important social and economic assets: as potential employees, not cheap labour or forever volunteers and encouraging employers across sectors to do the same. New CRCs are likely to emphasise the role of peer mentors and the important part that ex-offenders can play. We should be saying, that is great, where can they add value as paid employees and how can we support this? This means being brave about the argument for offender employment because this is not about competition for jobs but about utilising the specific experience and skills that ex-offenders can bring to what we are all trying to achieve.

In practice it means ensuring Transitions benefits local people and services as well as offenders. So our health and wellbeing centre aims to provide a gym that can be used by the community, staff and offenders. Our plans for growing food include increasing allotment spaces for the neighbourhood and a cafe that serves local produce to the wider community.

Perhaps, most importantly, our vision of a networked prison, our focus on rehabilitation capital and culture, significantly widens our potential circle of friends and the potential for innovation that comes with this. It places people's skills, aspirations and relationships at the heart of what we are trying to do. It means identifying the wider (sometimes cheaper and 'softer') interventions needed to better link people to positive networks, encouraging us to see the tens of thousands of visitors each year as potential assets and partners, as well as service users. In practice, this vision means emphasising the role of the entire prison workforce has as a potential source of rehabilitation capital. It means that residential officers – the lifeblood of prisons – not being seen as key holders but vital to prisoners' day-to-day journey to overall levels of rehabilitation culture.

So this is the emerging Transitions vision. RSA will continue to develop the narrative and practical work, including developing a diagnostic and audit tool with our evaluation partners to enable us to measure rehabilitation capital at key stages of the offender journey, and assess institutional rehabilitation culture.

Too often the justice system struggles to respond to complex individual needs and a major stubborn social problem without the required social response in place. To say that making further headway in rehabilitation is too important to leave to prisons, justice agencies or top-down government approaches is not intended to do a disservice to those who work at the front line. Neither is it intended to imply that there is a magic bullet. Rather, it is to argue that a response to reoffending based on understanding and strengthening the broader networks needed to boost rehabilitation culture and capital is more likely to reap rewards. And if this is not the right starting point, well what might you start with?



## Tony Margetts,

### Substance and Misuse Manager for East Riding Council

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Almost every bit of the criminal justice system is going through a big change of some description and this provides a mixture of challenges and opportunities.

We are all facing problems with the money and we are complaining about losing funding. But we are spending money on doing things that we may not have thought through we well as we could and have not been properly assessed. There was a long period when there was quite a lot of public money coming into services and this was often invested in new projects or special programmes. I think it would be fair to say some of them worked better than others.

As we move back into the mainstream with all those projects, we need to see what is working and what is not, and assess what has changed in the world since it all happened. We also need to think about doing things differently. For example, drug rehabilitation requirements (DRRs), alcohol treatment requirements (ATRs) and alcohol activity requirements (AARs) have all been introduced in the last 10 years. They are all court orders relating to substance misuse related offending. But, particularly, if you look at DRRs, they were very much designed in the days when, if you were a drug related offender, you were probably taking heroin and you probably were not on methadone and you probably needed to be. So the order was about getting you onto methadone, testing you to see if it was working and taking you back to court if it did not. Now we have a much more developed treatment system: we do not have vast numbers of heroin related offenders not in treatment. People are taking new and different drugs and the testing often will not work with them. The point is that we need to use this opportunity to ensure we have adapted to this new world and there must be a lot of other things that we're doing like that that need a bit of looking at and addressing.

## Pippa Robson,

### Partnership Coordinator for the North Bank Forum

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The North Bank Forum is a voluntary sector umbrella infrastructure organisation. We have a number of members across Hull and East Riding, some in West Yorkshire as well, and we do some work in Grimsby and in North Yorkshire as well. Four days a week I am funded through a NOMS and ESF co-financed programme that supported consortia building capacity within the voluntary sector. A key aim of that programme was to help build a supply chain for the new CRCs. We have looked a lot at the Transforming Rehabilitation agenda and the possibilities it raises for the voluntary sector.

Reading between the lines, the reason that NOMS and other commissioners want the voluntary sector more involved is because they are often more likely to be an employer of ex-offenders in themselves. As organisations, social enterprises tend to

have more of a focus on how can we employ people who are far from the labour market for whatever reason. So what we are looking at, mainly with organisations from Hull but others as well, is how can VCS organisations, come together and facilitate a smoother client journey.

Some of the difficult questions that this work has raised includes whether voluntary sector organisations are ready to get engaged with something like this. This is not just about taking on ex-offenders – I think a lot of VCS organisations already do some of this – but are they ready to take on some aspects of case management. What are the conflicts of doing that kind of work? How do you safeguard your existing client group and if you work with a lot of very vulnerable people, is it okay to take on ex-offenders? What things do you need to take into consideration?

There are a lot of opportunities here. So, for example, one of the organisations involved, Goodwin Development Trust, is part of the Fare Share programme, so they have warehousing and a food distribution centre working with community food partners. They are well placed to get involved in something like this and are now offering placements to ex-offenders. The voluntary sector can be more innovative because it is generally just freer to set its own direction. The development of the Transforming Rehabilitation agenda has been an interesting process. One minute it seems as though there's going to be very little opportunity to engage, that there's no new money. But other times I think, how can CRCs innovate and genuinely change the way things are done if they don't involve the voluntary sector.

## Paula Grant, Chief Officer, Voluntary Action North East Lincolnshire

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We work closely in North East Lincolnshire, with the Safer and Stronger Communities Partners. As part of the Police and Crime Commissioning campaign, we led the work on the Humber Safer Future Communities Network, which involved voluntary and community organisations across the Humber. Essentially, there are three areas that broadly join us together.

First, is to share what we know and build on the voluntary and community sector (VCS) work already there. One of the challenges we identified when doing the Safer Future work was that the majority of VCS organisations in the Humber sub-region operate on a very local level, not on a Humber or even regional level. They do not operate in a remote way, either at a Humber or wider-region level. Those that are pan Humber, tend to be coordinating bodies, not actually at the sharp end. There is here an opportunity to work better with those volunteer networks, who are totally committed to this agenda. The volunteers are mostly involved as a matter of pure personal choice and to give back to their community.

So, we need to do more to explore those volunteer networks that support individual organisations and look at how we can embrace that capacity. We also need to identify the opportunities to unite us from a voluntary and community perspective. Clearly we must not forget the victims while we are busy working with offenders.

Voluntary and community organisations work with both cohorts of people, and that presents both challenges and opportunities. For some groups working with offenders is a very difficult arena as empathy understandably goes to the victim. So, how do we get that balance right? Restorative justice springs to mind. We are very committed to that in North East Lincolnshire and have a restorative justice champion, Marcus Czarnecki who leads that work. More specifically, we have been looking at restorative practice approaches to work both with offenders and victims. Should we be doing more together in using those methods and developing restorative practice approach across the region? It is really important to understand both perspectives and the VCS can act as advocate in that capacity.

The second area is partnership work. Shall we call it a ‘One Team’ approach? We have a good track record at the four locality levels. What is stopping us from translating that to the Humber sub-region? What are the barriers in the way? There are huge benefits of working together as one team, but we all need to be very clear about our roles and responsibilities, as we pull together for the same outcomes. We have not clearly outlined our specific roles and responsibilities yet. From a volunteer’s perspective, they are very clear why they are doing a specific piece of work. From a voluntary and community group perspective, it is also often clear. We need to think about our own organisation’s perspective and about people within them. What are their real roles and responsibilities on this agenda and how could they be enabled, empowered, supported, to invoke them better if we were trying to work as Team Humber?

Finally, it is essential to be able to improve our understanding, via different case studies and methodologies, what it is that prevents a crime being committed by an offender in a locality. How much of that is generic and what is local? What does the rehabilitation journey look like and again, what are our respective contributions on that journey? A better shared understanding of this will help to clarify the Humber perspective and how we can all contribute to that. So, I believe that our focus needs to be on innovating from solid foundations and strengthening mutual trust.

## Stuart Minto, North Lincolnshire, Safer Neighbourhoods

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A year ago, we would have been talking about why the Transforming Rehabilitation reforms should not happen and all the risks and the challenges that it gives us. So first, we now have to accept that this is going to happen and make it work. And I think we can. With one PCC, four Crime and Disorder Reduction Partnerships (CDRP0, four councils, four health and wellbeing boards, there are challenges in terms of bringing all that together. But we have got outcomes that everybody wants to deliver. So across the four local authorities, making communities safer and more prosperous is a common theme. They have all come up with the same questions and the same answers in terms of what we need to do whether we live in Hull or whether Grimsby or Scunthorpe.

Second, we need to invest in that overlap and those shared outcomes that we all want to deliver. The police budget is around about £150 million. The combined budget of the four local authorities is just under £1 billion. So in terms of making this happen, if we can identify where the shared outcomes are, where the overlap is, we can start to utilise some of that funding. Third, we need to be innovative. We are innovative already and we should not throw the baby out with the bathwater. We do have some challenges in terms of bringing the four areas together but there are some very good examples of where we do this already. And in each area, there is some very good practice and we need to share that. We are not starting with a blank sheet of paper: what we are doing is taking our innovative practice and developing it further with some new partners on board.

There are some big strategic challenges in terms of the reducing reoffending strategy that we have all worked very hard on. And there are some very specific operational challenges. I currently work in a building that's owned by the police, is run by the council, has got 10 different organisations in it that all work to shared outcomes, manage the same offenders and work with the same victims. As things change, we need to ensure that we do not damage, what we have already. And there will be examples like that in Hull and in North East Lincs and in East Riding. For example, we are actually getting very good engaging people before they get to prison and that is because of the IOM process. We have a small number of people that commit a disproportionate amount of crime, and very few of them go to prison. If we can identify those people that are hurting local communities most, we have got a very wide-ranging carrot and stick approach in terms of managing them and supporting them. In North Lincolnshire, that involves the voluntary sector, whether this is a drugs service, or social enterprises linked to housing. If people are going into prison, we are sharing information and we are involved in the sentence planning process, and then managing them back into the community. If amongst the changes we lose the IOM approach we are going to have some big challenges, because it has proved that if you concentrate on the right people and you get the right people round the table to deliver those shared outcomes, you can make it work.

## Rick Proctor, Divisional Commander for Hull

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We are in a really good position. Our success has been built very much upon partnership working. From the Hull perspective, we have seen crime fall significantly over the last 10 years by in the region of something like 50 %. This is around 37,000-38,000 less victims of crime. That has been achieved by what I describe a tripartite arrangement; a partnership that is very much about the police working with the public and with our partners, both statutory and voluntary.

However, what we are finding now is some evidence that this is levelling out. As one my colleagues in the youth justice scheme, says, this is about the thickening of soup. This is now about a cohort of offenders that are difficult to shift. In Hull is

Minerva has been very much about looking at those offenders many of whom have short sentences. We are fortunate to have been supported through local authority funding to drive some of that forward and make a difference. Now the government have woken up to this.

So we have experience of working with those offenders serving 12 months and under: we now have a great. We can use some of that great thinking and innovation shown by Minerva, and what Transitions is trying to do, to actually bring good practice together.

Austerity brings many challenges, but it brings opportunities for us too. The opportunity for us is to bring together a lot of those cross cutting themes. Currently we have a joint strategic intelligence assessment and we have a joint strategic needs assessment. We have a common cause and need to bring these things together to make an impact on those health inequalities and crime and disorder issues.

It is no surprise: if you look at the areas of Hull where people are dying 10/15 years too soon, it is the same areas where crime and disorder are extremely high.

## Feedback and information

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Since this document was finalised the Police and Crime Commissioner has commissioned RSA Transitions to undertake a mapping exercise of through the gate services in the Humber sub-region. This will help inform discussions with new providers going forward and the aim is to build further on this work in the near future, focused on looking at where better links need to be made and gaps in provision.

Another key issue raised by participants was the need for a central vision and framework that would bring commissioners and providers together and support accountability. The RSA is now working with the Humberside Criminal Justice Board on taking some of participants ideas forward.

We will update participants of Closing the Humber Gap on these activities and how you can participate. In the meantime, if you have further ideas or feedback to share with us, please do email Akhtar Uddin (Transition's new administrator) on [administrator.transitions@rsa.org.uk](mailto:administrator.transitions@rsa.org.uk)

This document will be loaded on the Transitions page of RSA's website and will soon be joined by the final papers emerging from the Transitions feasibility study.

[www.thersa.org/action-research-centre/community-and-public-services/transitions](http://www.thersa.org/action-research-centre/community-and-public-services/transitions)