



NATIONAL PROBATION SERVICE  
for England and Wales

*National Directorate*

***PUBLIC PROTECTION AND  
COMMUNITY SAFETY  
APPROVED PREMISES AND OFFENDER  
HOUSING STRATEGY FOR HIGHER RISK  
OFFENDERS***

**This strategic planning document is set out with a first part to include: introduction, executive summary, related strategies, principles, aims and objectives, project brief and scope, contextual information and action.**

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An extensive 'Supporting Document' is available setting out the strategic plan and full details of the strategic development in the seven key 'work streams':

- The strategic case for making housing available for offenders particularly for crime reduction or public protection objectives
- Move-on options including mainstream housing and access to housing related support
- Emerging findings of the Pathfinder Project and their implications.
- Review of the provision of bail beds in Approved Premises
- Review of the role and purpose of Approved Premises
- The future of specialisation within the Approved Premises estate
- Increasing the community understanding of the public protection benefits of accommodation

Each 'work stream' sets out where we are now, where we need to be, and how we are going to get there. 'Additional considerations' for each work stream will include risk assessment issues, diversity, and features of completion. The supporting document is designed as a future reference document to provide a source of further detail.

## **1. Executive Summary**

- 1.1 The vision of the Approved Premises and Offender Housing Strategy is to establish sufficient, and appropriate, accommodation and housing for high-risk of harm offenders to include a well-defined purpose and role for Approved Premises. For Approved Premises particularly, it will form the basis of significant modernisation. The strategy will provide very clear *national* direction with planning and co-ordination determined *regionally* and the services delivered *locally*. The vision will be achieved by the implementation of the strategic plan.
- 1.2 The strategic plan tackles future supply and provision from the perspective of targeting resources, particularly the resource of Approved Premises. In the interests of protecting children, victims and other members of the public, this strategy is focused on high and very high risk of harm offenders. It is based on the conclusion that at present, housing resources are often not well configured in respect of public protection objectives and that a long-term programme of change is required to maximise effective usage of both the Approved Premises estate and other housing resources in the community. It complements the work being undertaken on the National Rehabilitation Plan and will enable the National Offender Management Service to deliver its public protection responsibilities.

### **1.3 Better matching of supply of and demand for housing high risk offenders**

- **Approved Premises have developed expertise in managing higher risk offenders and they have become an essential resource for probation officers, Courts, the Parole Board, and Multi-Agency Public Protection Panels. This strategy does not indicate a change of direction. It affirms a longer term trend in the interests of public protection.**
- **The National Probation Directorate will develop a ‘strategic case’ document for use by Probation Areas (and NOMS Regional Managers), and a project to improve public understanding of the contribution of appropriate housing to public protection.**
- **In the longer term a universal offender housing assessment tool (plus the Offender ‘Passport’ System and OASys) will add to improved data collection and this will be formatted to enhance the policy making fora at local levels to include Regional Housing Boards and Supporting People Commissioning Bodies.**

Probation Areas will be required to work together regionally to research and evaluate need and future need regarding Approved Premises and offender housing through the creation of a regional template. This will be an important contribution to the foundation of NOMS and should;

- **Inform key decision making bodies (for example, Supporting People Commissioners and Regional Housing Boards) who influence the supply of different types of provision (for example, ‘floating support schemes’, supported accommodation, etc) and specifically to contribute to the five year Supporting People strategic plans.**
- **Allow for a rationalisation and reconfiguration of resources, for example the creation of a network of Approved Premises across a region designed to meet need.**
- **Ensure that in the interests of public protection, Approved Premises resources are targeted at (OASys) ‘very high’ and ‘high’ risk of harm offenders. Some Approved Premises will be permitted to additionally take medium risk of harm cases – but only where the enhanced supervision and residential regime of Approved Premises will significantly influence the effectiveness of treatment delivery.**
- **Improve the adaptability of the Approved Premises estate with regional organisation, co-ordination and operational mechanisms that additionally offer an economy of scale in keeping with the regional focus which forms an essential part of the NOMS structure.**
- **Make a more flexible use of existing supply through regional structures with improved performance and streamlined arrangements to place, manage and re-locate the highest risk of harm offenders.**

#### **1.4 Improve matching of level of risk of harm to type of housing provision**

The National Probation Directorate will:

- **Establish a ‘National Exchange Scheme’ to enhance arrangements for those few high risk/high profile cases which cannot be resettled by normal arrangements within the Area or the region. Typically this would be where resettlement in the home area would place victims or others at risk, where such relocation would be unacceptably distressing for victims, or where it is necessary in the interests of public order or to prevent injury to the offender.**

As part of the regional collaboration, the opportunity should be taken to:

- **Ensure arrangements to accommodate and supervise the small number of the ‘critical few’, long-term cases, which continue after the period of statutory supervision has ended.**
- **Create provision to hold and supervise high risk or high profile offenders in unusually urgent situations.**
- **Identify ways in which the resources and regimes of Approved Premises provision can be developed to enhance the work of the Multi-Agency Public Protection Panels (including National MAPP Panels)**
- **Ensure resources are targeted (and ‘gate-kept’) at (OASys) very high and high risk of harm offenders so as to maximise both the enhanced supervision opportunities of Approved Premises and the support packages available to those in community housing enabling the best possible protection of the public**

#### **1.5 Improve delivery, effectiveness and performance**

Given the unlikelihood of significant resources being allocated to the Approved Premises estate, the strategy sets out a direction that includes the National Probation Directorate:

- **Improving regimes and quality of practice by the introduction of ‘quality standards’, renewable ‘approval’ of premises and some ‘roll-out’ of the Pathfinder Project (dependant upon the Evaluation Report and resources).**
- **Increasing the effectiveness of Approved Premises by introducing tighter admission policies which should lead to improved targeting of resources on the high risk of harm cases and, where appropriate, medium risk of harm cases if enhanced supervision and a residential regime would increase the effectiveness of treatment.**
- **Defining ‘enhanced supervision’ and constituent criteria with reference to public protection benefits**
- **Concentrating resources on those Approved Premises that can take the most high risk cases and improving security/staffing/staff training accordingly.**
- **Evaluating the feasibility of re-focussing the current work in pre-trial cases by the NPD being clearer about bail case admission criteria,**

**the assessment purpose of placements, and proactive move-on to reduce the overall length of stay for bail cases. (To include Approved Premises based Bail Information).**

- **Devise a new ‘transfer of cases’ Probation Circular to enhance arrangements for the transfer of high risk of harm offenders especially where this is a necessary part of protecting those at risk of harm.**

#### **1.6 Improve value for money**

The National Probation Directorate will:

- **Further improve value for money, capacity and quality of provision by decreasing the number of empty beds and also increasing bed-spaces by freeing ‘sleep-in’ rooms where appropriate.**
- **Address effectiveness and value for money by the creation of a pan correctional services project to research the opportunities to divert defendants from the unnecessary use of Approved Premises and remands in custody. This has particular regard for women and for mental health cases.**
- **Undertake a review of those Approved Premises designated ‘Mental health specialist’ to determine their ‘added value’, effectiveness and future.**

#### **1.7 Create an Approved Premises estate which is fit for purpose**

The National Probation Directorate to:

- **Support the closure of excess beds in sub-standard, high maintenance, buildings identified as part of the regional audit of need.**
- **Support additional Approved Premises provision where identified as part of the regional audit of need and where there is a sound business case and resources are available for capital investment.**
- **Require regions to commence a programme of reconfiguration of resources to end mixed provision and create an estate of facilities with single sex admission only. This will be the opportunity to ensure there are Approved Premises provisions which can manage those women who present significant risks to others but also build**

**regimes, practice and partnerships which better meet the specific treatment and resettlement needs of women offenders.**

- **Concentrate resources on improvements to the Approved Premises estate rather than expansion with priority given to security and public protection measures.**
- **Approve premises for specialisation only where there is evidenced need supported by a robust business case and as part of a regional plan.**
- **The centre will retain a function for ensuring consistent development and an integrated estate. This includes planning and oversight of any pilots or projects of a national significance.**

## **2 Aims and objectives**

- 2.1 The aim of the strategy is to ensure that Approved Premises and other accommodation make an optimum contribution to public protection.

The objectives of the strategy are to provide a framework for discussion and consultation facilitating the development of detailed implementation plans which will include:

- the business case for making appropriate housing available for high risk of harm offenders and the contribution it makes to public protection
- a strategic approach for the housing of high risk of harm offenders to include the requirements for 'move-on' provision
- in respect of Approved Premises specifically, a definition of the future public protection role and purpose, a review of the provision of bail beds, a consideration of the need for specialised hostels, consideration of the implications of Pathfinder Pilots and a clear model for the future development of the estate.

## **3 Project brief and scope**

- 3.1 There is a detailed statement regarding the brief for the project set out in the project initiation document (dated 7 May 2003), 'Public protection and community safety Approved Premises and housing strategy for offenders' and the Partnership Programme Project Profile document (dated 14 May 2003) of the same title. The brief is:

- To set out the strategic case for making appropriate housing available in all areas to offenders but particularly those who for public protection or crime reduction objectives, require enhanced supervision to include the national management of high risk/high profile offenders
- To increase communities' understanding of the public protection benefits of greater availability of, and access to, appropriate housing for those requiring enhanced supervision in the community.
- To re-define the role and purpose of Approved Premises.
- To integrate the emerging findings of the Pathfinder Projects and their implications.
- To review the provision of bail beds in Approved Premises.

- To identify the extent that there is a need for specialist provision and identify successive projects which might deliver.
  - Define the requirement for move-on options including mainstream housing, access to housing related support.
- 3.2 The emphasis of the project is the high and very high-risk offender group.
- 3.3 The first version of the strategy has been produced in a timescale which has not allowed the collection of detailed research data which would normally be expected to be available. The strategy has not been completed with any indication of what future resources might be available to achieve implementation. Further, planning has taken place during a period of significant change when the working arrangements for the new National Offender Management Service have yet to be defined.
- 3.4 The intention is that a first version of the strategy is produced which can be used for wider consultation and dialogue and with more detail added as a next stage.
- 3.5 The final strategy will be a clear framework but is envisaged as ‘over-arching’ and having a ‘parental’ role. It will facilitate development rather than be determinate. It will be a strategy which sets out the direction for the future and enhances the consistency and co-ordination for future provision. The challenge will be in meeting this brief whilst promoting initiative, responsiveness and flexibility at regional and local level.
- 3.6 The strategy will therefore focus at a strategic level on the arrangements between the National Probation Service and other partners as well as within the component parts of the National Probation Directorate. For example, at a regional level in respect of the Government Offices for the Regions (GORs), Regional Housing Boards and Probation Service regional managers, and at probation area level where a base of knowledge and experience lies and where any strategy and policy will impact on provision and service delivery.
- 3.7 It should be noted that the strategy will not address the more general issue of homeless offenders. The national strategic planning to tackle homeless offenders will be the focus of the National Rehabilitation Plan for the correctional services.
- 3.8 This project will not be a detailed proposal for specific developments nor will it enter into costing or details of local area need. It will not set performance target for local areas but it will require local data collection and subsequently the development of regional plans.

## 4 Outcomes

4.1 The outcome consists of a strategy which has been devised following consultation with key stakeholders including service delivery personnel and:

- Will enable future delivery of public protection
- Enables the highest risk offenders to be placed in accommodation which is commensurate with the level of risk of harm that they present and which contributes to the safest and best possible long term arrangements for the resettlement of offenders in the community. (The right offender in the right accommodation at the right time).
- Offers the opportunity for the development of regimes, practice and partnerships appropriate for the management of women who present a significant risk of harm to others and which specifically meet their treatment and resettlement needs.
- Is compatible with the recent finding of the 'High risk sex offender accommodation, management and treatment' project (evaluation of options).
- Has the capacity to influence other national, regional, and local strategies, planning and decision making.
- Might assist the understanding of communities, victims and the wider public of the benefits of greater availability of, and access to, appropriate housing especially for those requiring enhanced supervision.
- Achieves 'end to end' management of offenders integrating resettlement and protection of children, victims and other members of the public.
- Is compliant with current, and anticipated, criminal justice legislation.
- Is consistent with the structures and philosophy underpinning the National Offender Management Service.
- Allows for amendments, refinement and additional detail at later stages.

## 5 Principles

5.1 A set of principles underpins the strategic plan:

- The strategy must contribute to the aims of the National Probation Service and the National Offender Management Service and enhance service delivery.
- Public protection and the interest of victims are paramount.
- The issues of diversity must be integral throughout.
- Approved Premises and accommodation provision should be systematic and defensible.
- Value for money must be demonstrated.
- Collaborative partnerships and regional coordination offer the best structures for effective provision of both Approved Premises and 'move-on' social housing.
- Regional structures offer the best framework to overlay small-scale specialist residential treatment provision in the wider national interest.
- There needs to be a range of services and provision to meet the range of requirements and requirement will change over time.
- Provision and supply needs to be closely integrated with Service need but different geographical areas may have different needs.

## **6 Background to the project and context for the strategy**

- 6.1 The concerns of the public and media interest in the management and resettlement of high risk offenders in the community has been acknowledged in the design of this strategy. The depth of public feeling has not been underestimated. There are very high expectations on the Probation Service to protect the public. The National Offender Management Service will inherit this expectation; hence long-term strategic planning is crucial to success.
- 6.2 Approved Premises play a key part in the community management of those offenders most likely to cause harm to the public. The contribution that they make to the work of the Probation Service, Parole Board and Multi-agency Public Protection Panels is very significant. Approved Premises have become the primary resource in community-based risk-management. This Approved Premises and Offender Housing Strategy is, therefore, a contribution to public protection arrangements.
- 6.3 The decision to complete a strategy for the future of Approved Premises and the housing of offenders originates from a range of sources. In 1999 HMIP published a thematic inspection report on the work of approved premises recommending that 'A strategy for offender accommodation linked to the wider public protection strategy' be devised. The Halliday Report (July 2001) included a recommendation that the Home Office should establish a review of the existing 'intermediate estate' for accommodating and managing offenders in the community with the aim of developing a strategic plan. Further, HMIP published a thematic inspection report 'Through the Prison Gate' in 2001 concluding that 'the two services (prison and probation) should work together and develop a partnership plan which included 'assistance in securing suitable housing for prisoners after release, taking account of risk and need assessments'. The same year saw the publication of 'Shelter and Protection, an inspection of the work of Langley House Trust with recommendations reiterating the need for a strategic plan from the National Probation Directorate. A further influential publication is the 2001 Social Exclusion Unit Report "Reducing re-offending by ex-prisoners'. Changes to the criminal justice system and the creation of the National Probation Service, militated against progress until 2003.
- 6.4 There are, of course, different models of assessing risk of harm and different definitions. In this supporting document, and the strategic plan itself, the term 'high risk' refers to high risk of harm to another and the definitions are taken from OASys<sup>1</sup>. It is not to be confused with risk of re-offending.

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<sup>1</sup> LOW – no significant current indicators of risk or harm

- 6.5 The strategic plan will take account of emerging criminal justice legislation as well as with other strategic planning, including the creation of the new Offender Management Service (NOMS). Integration with Government Offices in the Regions and the plans of other key agencies, to include the Department of Health and housing providers, are a key design feature.
- 6.6 Amendments to the Homelessness Act 2002 have made ex-prisoners a priority for housing if they can demonstrate an additional vulnerability. Supporting People, to which a proportion of the Probation Service's budget has been redirected, has identified ex-prisoners as one of a number of vulnerable groups who can be helped. There is a responsibility for Local Authorities in the strategic prevention of homelessness and the provision of services.
- 6.7 Existing resources have developed in a piecemeal way. They have lacked a regional or national dimension, and have responded to, rather than anticipated, need. The development of approved premises and 'move-on' accommodation reflects local interest and opportunity. The strategic and policy links between accommodation and effective risk management have not always been made. The need for a national strategy has never been more critical or timely. Investment must be justified and defensible. Coordination of resources is vital to ensure value for money. Whatever the level of enthusiasm and effort to innovate with new projects or build capacity from local areas, there must be a national lead which reflects on one hand the needs of offenders and criminal justice agencies and the needs of communities and victims on the other. Acknowledgement must be paid to the wider change agenda as forecasts about crime and sentencing, new sentences and technological developments (electronic monitoring and tracking) will all influence future need. We need to move from a position of ad-hoc provision, through a process of planned change based on reliable data, to ensure capacity and provision in the future.
- 6.8 The Approved Premises estate consists of 100 hostels with about 2200 bed spaces. The cost of the provision in 03/04 is £52 million. Probation Areas are also likely to have strong links with other providers, especially the local authorities under Multi-Agency Public Protection Arrangements (MAPPA) and providers such as Langley House Trust, Addullum Housing and Stonham Housing where provision may be funded by Supporting People under a contractual arrangement. Placing high and very high risk offenders in the community as part of a structured plan of resettlement

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MEDIUM – identifiable indicators present. Offender has the potential but unlikely to do so unless there is a change of circumstances.

HIGH – identifiable indicators present. The potential event could happen at any time and impact would be serious.

VERY HIGH – imminent risk of serious harm. The potential event is more likely than not to happen imminently and the impact would be serious.

which manages the risks they present in the safest possible way, appears to remain, however, a very difficult task in too many cases.

- 6.9 This strategy is an important milestone and marks the commencement of a new, more co-ordinated and planned approach. The strategy will demonstrate a direct link to the Home Office aims of crime reduction, delivery of justice through effective and efficient investigating prosecution, trial and sentencing and through support of victims. It should make a contribution to the confidence of the public in criminal justice, in reducing crime and the fear of crime and also to the effective execution of the sentences of the Courts so as to reduce re-offending and protect the public.
- 6.10 Further, the strategy will be seen to make a clear contribution to the aims of the National Probation Service, in particular, protection of the public, reducing re-offending, ensuring the proper punishment of offenders in the community, ensuring offenders' awareness of the effects of crime on the victims of crime and the public and the rehabilitation of offenders. Importantly, however, the strategy anticipates the commencement of the National Offender Management Service and is compliant with its principles and the anticipated operational arrangements.
- 6.11 As an investment objective, the strategy will make a contribution to the National Probation Service target of a reduction of 5% in reconvictions, improved attendance at accredited programmes, and contribute to the National Probation Service's responsibility for the delivery of public protection.
- 6.12 The Criminal Justice and Court Services Act 2000 introduced a new statutory duty on police and probation from April 2001 to make joint arrangements for the assessment and management of the risks posed by sexual and violent offenders and other offenders who may cause harm to the public. However, offenders, and particularly dangerous offenders, can only be managed successfully in the community by MAPPPs if the resources to manage them exist. This justifies the investment in planning for the future.
- 6.13 Placing the right offender in the right accommodation at the right time is critical to tackling re-offending and public protection. Working with offenders, for example through rigorous treatment programmes, or putting into place comprehensive surveillance and security features is not possible without the offender being housed in appropriate accommodation. Accommodation, therefore, is the most important single factor in successful resettlement. Crime is estimated to cost £60 billion (1999/2000) annually. The strategic investment in accommodation will not

prevent crime or more victims but it could impact significantly and expenditure should be regarded as a cost benefit investment.

- 6.14 Without an offender being appropriately accommodated, a Court order or the conditions of release on licence, are difficult to enforce. Being given the authority to supervise offenders in the community is a serious responsibility and the public deserves the right to have confidence that offenders are being supervised effectively. When offenders have a succession of insecure homes and float from short-term accommodation to short-term accommodation, they are vulnerable to negative influences. They are more likely to miss appointments, it is harder for the Probation Service and police to keep in touch with them, and for offenders, their attendance at accredited programme sessions, or attendance at substance misuse centres, for example, becomes very difficult to sustain. Stability of accommodation and stability of *appropriate* accommodation is therefore essential for the Probation Service and its partners to deliver a plan of intervention in response to a comprehensive assessment and to manage them successfully. Within this context, 'appropriate' will mean accommodation which the offender can live in, manage successfully and sustain. It must also be accommodation which makes the best possible contribution to management of the risks of harm.
- 6.15 Housing and accommodation is a subject of some complexity, particularly as many offenders lose their accommodation on entry into prison, or shortly before release, or need alternative accommodation (sometimes out of area) in the interests of victim or public protection. Further, the transfer of cases and geographical re-location is not always straight forward. Some high risk offenders will already have their own accommodation but this may be unsuitable (and unacceptable) for a number of reasons. Others, who might be homeless, might have a record as an anti-social tenant or have significant arrears. Such features themselves create barriers to the access of housing even before the issue of risk of harm is added. Some offenders serve very short sentences and professional intervention might fail because of the quick turn around time and, at the present time, release without supervision is a further barrier to ensuring these matters are picked up at an early stage and worked with. Offenders are allocated different types of accommodation in different locations depending on a complex mix of factors, including the offender's personal preferences or resources, the accommodation which provides access to necessary services, or that which is necessary in the interests of public protection.
- 6.16 In respect of the management of risk of harm to others, it is simply not possible to operate the same level of surveillance and monitoring of homeless, or transient, high risk offenders as it is when the location is known, has been carefully selected/approved, or both. It is more difficult to

keep track of the suitability of accommodation when it changes daily, to keep in touch with the offender, install electronic monitoring, promote information exchange, advise nearby schools or other facilities of potential increased risks and so on. Insecure, or lots of changes in accommodation, does little to calm the fear of former victims. Even high risk offenders are not necessarily going to stay under supervision for a great length of time. However, the longer they are in suitable, settled, accommodation, the more likely they might be to stay after supervision has been completed. At least then all the agencies, and local communities, know where they are and there can be long term arrangements to monitor them.

- 6.17 For some of the high-risk offender group, treatment is an option and can be successful, so the points already made about resettlement are additionally relevant.
- 6.18 Research (Home Office OASys pilot study 2001 not published) suggests that stable accommodation can make a difference of 20 per cent to the likelihood of re-offending. This is likely to be linked to the fact that it is the key to accessing other community resources from GPs, to the payment of benefit and the provision of all the elements which contribute to successful rehabilitation and successful resettlement. It could be that up to three times as many ex-prisoners with an address on release go on to find employment compared with those without. Lack of accommodation does not enable relationships to be renewed or developed yet close ties can be an influence on the motivation to break the offending cycle. Many offenders are, of course, parents. As well as the cost of a family break-up, the implications for children and their security and safety are paramount.
- 6.19 On occasion new initiatives have an impact on homelessness which is not foreseen. For example, the higher discharge grant is an incentive to leave prison registered 'homeless' whilst the introduction of early release on electronic monitoring is an incentive to produce an address. The integration of planning and an inter-departmental approach are therefore both critical to change.
- 6.20 The strategy is complicated, carries a number of significant risks, will take an unprecedented degree of inter-agency coordination and be an open-ended commitment taking some years to achieve change. However, excellence is achieved by continuous improvement and development. A good deal can be achieved in a short space of time with a minimum of resources. Nonetheless, the speed of implementation, and the range of implementation, will ultimately depend on the resources which can be allocated to it.

## **7 Related strategies**

- 7.1 There is a raft of interconnecting strategic plans including those in the process of commencement, those under development and those at the stage of implementation.
- 7.2 The NPD Project Managers will ensure that although each strategic plan is independent and clearly focussed, it is compatible with the strategic plans for other areas of practice and that where appropriate the connections with other strategies are explicit. It is through the integration of strategic plans that the public are best protected.
- 7.3 Strategic integration includes the correctional services National Rehabilitation Plan. Within the National Probation Directorate the National Sex Offender Management Strategy, Mentally Disordered Offenders' Strategy and the Strategy for Women are particularly relevant. Integration and compatibility with this strategy will be designed throughout.
- 7.4 Some Probation Areas will already have accommodation strategies, resettlement strategies, protocols with other agencies and organisations, or joint strategies or policies with the HM Prison Service. Many Probation Areas will have staff dedicated to assisting offenders or prisoners maintain their accommodation and there are initiatives within prisons over England and Wales geared to resettlement, particularly the pilot schemes contracted to NACRO and operated in 28 prisons which focus on employment and accommodation integral to the Custody to Work initiative. There will also be some regional agreements or strategies and a range of policy, strategy and arrangements for provision being intensively worked on.
- 7.5 Since the commencement of the project to design a strategy for Approved Premises and Offender Housing, the Government has announced plans for the commencement of the new correctional services organisation 'National Offender Management Service'. Whilst details of the new arrangements are to be developed, it is considered that this strategic plan is consistent with the key principles of the National Offender Management Service as set out in the report by Patrick Carter 'Managing Offenders, Reducing Crime – a new approach' (2004) Strategy Unit.

## 8 Action

- 8.1 There is a very wide range of potential action which could contribute to this strategy as noted in the commencement of the Supporting Document. It has been important to filter all the ideas and opportunities to create the cohesive and comprehensive package set out in the Executive Summary. Although a challenging agenda, it will achieve the improvements and changes necessary to ensure that services can meet future demands.
- 8.2 However, with limited resources to undertake implementation, the way forward is to identify a 'first phase' of implementation to:
- Establish underpinning structural changes
  - Enact those changes which are not onerous or resource intensive but which could lead to necessary improvements and be adopted quickly as part of a full scale Approved Premises modernisation programme
  - Prioritise those changes that enhance public protection.
  - Prioritise those changes that would be most helpful in securing the pathway for NOMS

The scale of the first stage and the speed of implementation will be dependent upon the resources that can be allocated. Each task will require its own action plan.

8.3 The implementation of the strategy and achievement of the required changes will take the form of pieces of work with full project status. Some of these projects will be run in parallel, others will be sequential. Other changes may not receive project status but can be actions incorporated into the normal business plan.

The following outlines the project route map:

<b>By July 2004:</b>
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Produce a draft strategic plan and supporting documentation which is:

- Acceptable to the SRO
- Acceptable to the Project Board
- Meets the need of the Project Initiation Document
- Have commenced a process of internal dialogue and approval of draft strategy (Director General, Ministers, etc. as determined).

- Have released the draft for wider consultation (National Probation Service, partners and other relevant agencies) in accordance with dialogue and consultation plan to be agreed by Project Board.

**By 10 December 2004:**

- Have completed dialogue
- Advised SRO and Project Board on results of consultation and dialogue
- Submitted final strategy for approval

**By February 2005:**

- Have agreed resources, priorities and full action plans

**By February 2005:**

- Have commenced implementation

*In addition to the above processes, the NPD will commence work immediately on the following elements of the strategic plan as part of planned priorities for 2004/05 in anticipation of acceptance of the strategy:*

- Continued the development and implementation of a universal housing assessment tool as detailed in the National Rehabilitation Plan
- Advise Probation representatives on Regional Housing Boards and Supporting People Commissioning Groups, specifically on the opportunities of the forthcoming Supporting People reviews and five year planning cycle
- Continue to develop the plans for a National Exchange Scheme with a view to implementation as soon as practicable.
- Following the report from HMIP on the inspection of case-transfers that is expected in 2004, issue a Probation Circular on case-transfer practice requirements.
- Draft 'Quality standards' for Approved Premises
- Research feasibility of renewable approval for premises and draft structure and approval criteria to support a change to the system.
- Devise evaluative criteria for effectiveness of currently designated 'mental health' Approved Premises and commence evaluative study.

## **Annex A**

### **Strategy development personnel**

Senior Responsible Officer	Liz Hill
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### **Project Reference Group**

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Claire Cooper	Office of the Deputy Prime Minister
Helen Cash	NPD Supporting People and Accommodation Advisor

## **Annex B**

### **Project references**

'Thematic Inspection of Approved Premises'  
HM Inspectorate of Probation 1999

'Through the Prison Gate'  
HM Inspectorate of Probation 2001

'Reducing Re-offending by Ex-prisoners'  
Social Exclusion Unit 2003

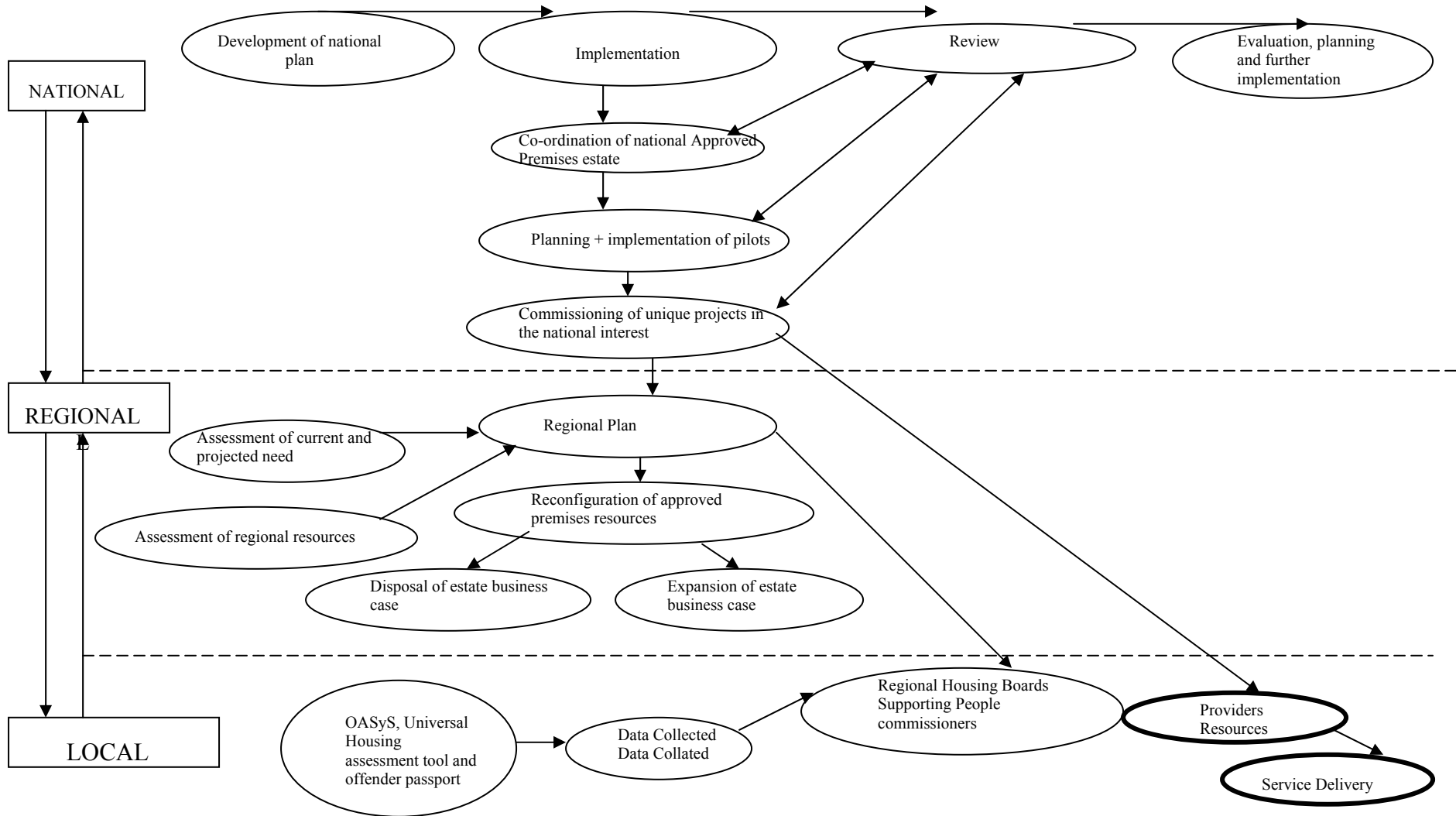
'Managing Offenders – Reducing Crime'  
Patrick Carter Home Office Strategy Unit 2004

'Making Punishment Work'  
John Halliday Home Office 2001

V8 CP June 2004  
Amended 28 June 04

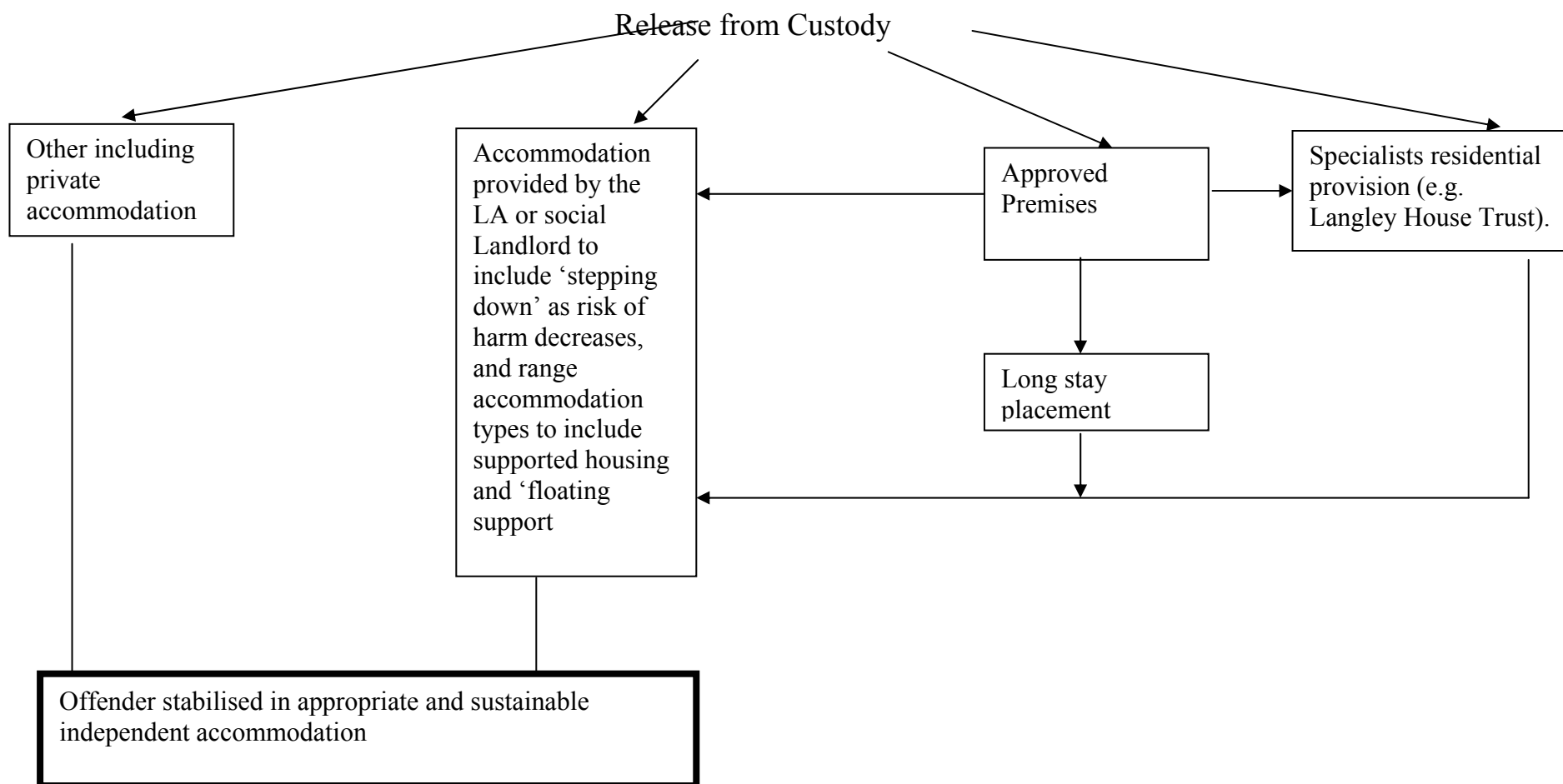


**APPROVED PREMISES AND OFFENDER HOUSING STRATEGIC PLAN**  
***INTER-CONNECTIONS MOSAIC 2***



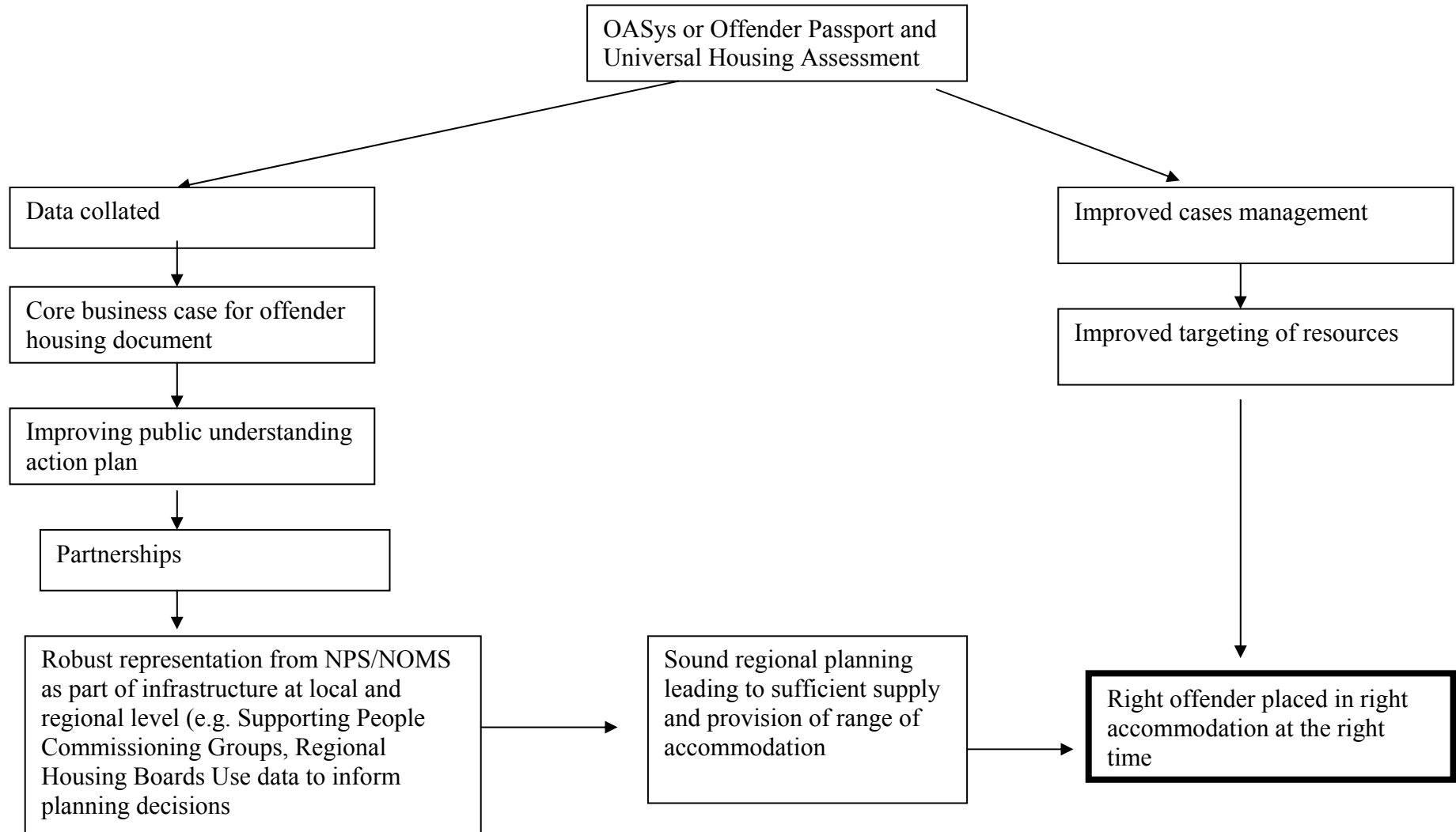
# APPROVED PREMISES AND OFFENDER HOUSING STRATEGY PLAN

## PATHWAYS TO SAFEST POSSIBLE RESETTLEMENT IN THE COMMUNITY



# APPROVED PREMISES AND OFFENDER HOUSING STRATEGIC PLAN

## STRATEGIC PATHWAYS AND A FRAMEWORK FOR SUSTAINABLE DEVELOPMENT



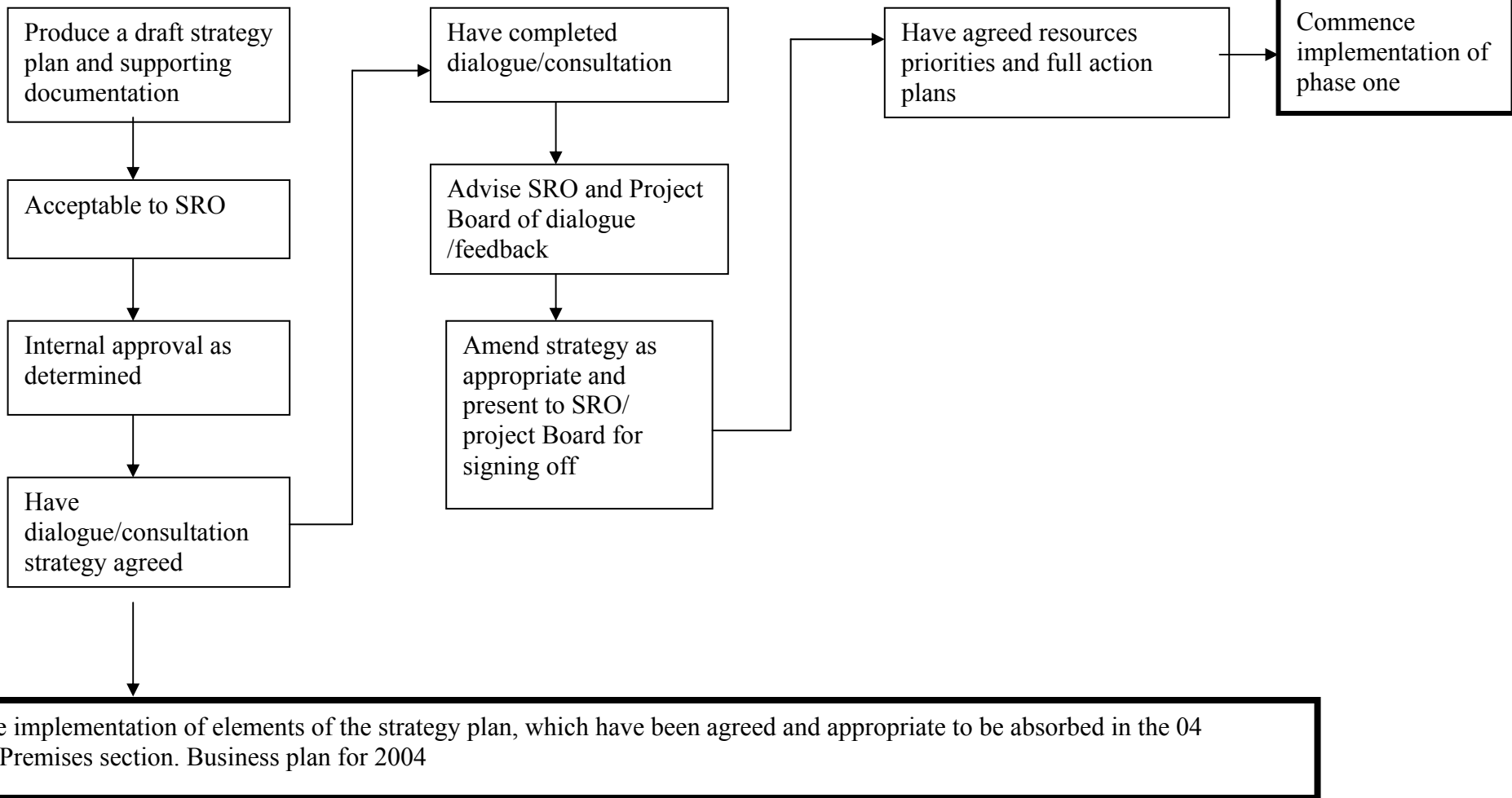
# APPROVED PREMISES AND OFFENDER HOUSING STRATEGIC PLAN

## TIMELINES

JULY 2004

SEPTEMBER 2004

OCTOBER 2004



# APPROVED PREMISES AND OFFENDER HOUSING STRATEGIC PLAN

## MODERNISATION OF APPROVED PREMISES ESTATE

