

Localising justice

How can we increase local VCS involvement in
service design and delivery?



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Introduction

This is the first in a series of Clinks discussion papers that aims to inform Clinks Members and to stimulate debate of the issues that are expected to feature heavily in the new coalition Government's rehabilitation Green Paper, due for publication in November 2010.

This paper explores the new coalition Government's commitment to 'localism' and what it may mean for Voluntary and Community Sector (VCS) organisations working with offenders. It discusses some of the issues that may support or hinder the Government's vision of an increased role for the VCS in the design and delivery of local criminal justice services.

Clinks would like to invite you to participate in this debate. As a voluntary organisation working with offenders, what would help you become more involved in a local 'rehabilitation revolution'? See the end of this paper for further details.



Other Clinks papers in this series will cover:

- **The Big Society:** Constraints and potential
- **Payment by results:** What does it mean for voluntary organisations working with offenders?
- **Innovative services for a rehabilitation revolution:** What could go to market?
- **A new focus on measuring outcomes:** Where do we start?

The coalition Government and 'localism'

The new Government has signalled very clearly its intention to de-centralise decision making and to shift power as quickly as possible from the national and regional levels down to the local level, in a radical recasting of the relationship between Government and people.

Eric Pickles, Secretary of State for Communities and Local Government has said that, "I have three very clear priorities: localism¹, and we'll weave that into everything we do from parks to finance to policy. My second priority is localism, and my third is...localism."

The intention is for a Localism Bill to be passed in November 2011, setting out how power will be devolved to give neighbourhoods and local authorities control over economic growth and regeneration and to give residents the right to instigate local referendums on any local issue and to veto excessive council tax increases.

These commitments are inextricably linked to the Government's 'Big Society' agenda², which seeks to:

- Get people more involved in their communities through volunteering, group membership, community activism and charitable giving;
- Give local people full access to the information (data) that will equip them to shape services in terms of their governance, design and delivery;
- Strengthen the VCS through support for the creation of mutuals, cooperatives, charities and social enterprises, with start-up finance available from the Big Society Bank, an independent organisation that will work and invest its funds through existing financial intermediaries like social investors and community lenders;
- Enable the VCS to collaborate on an equal footing with public and private providers to design and deliver services that will meet the priority needs of local communities.

Agreement has yet to be reached over what constitutes a 'local area' in these contexts, but the indications are that in many instances it will be defined as a neighbourhood or ward – very local indeed.





Voices calling for localised justice

'Localism' in criminal justice is by no means a new concept, and a range of commentators of all parties and persuasions have for some time been urging reinvestment from expensive and unproductive custodial options into locally-responsive, community-based approaches to crime. The following are just three examples:

- The All Party Parliamentary Local Government Group's 2009 inquiry³ into justice in communities, *Primary Justice*, called for a new approach to criminal justice that would be local, community-based and focused on prevention, enabling local areas to use available resources wisely to achieve the best outcomes for their communities.
- A report, *Do Better Do Less* (2009)⁴, published as part of the Howard League's two year *Commission on English Prisons Today*, suggested that strategic local partnerships should be formed, with local authorities as lead partners, bringing together representatives from the criminal justice, health and education sectors, with local prison and probation budgets fully devolved and made available for justice reinvestment initiatives.
- A House of Commons Justice Committee report published in January 2010, *Cutting Crime: the case for justice reinvestment*⁵, called for reinvestment from costly custodial options into local crime prevention, crime reduction and community justice.

Localism and criminal justice reform

In his first keynote speech as the new Secretary of State for Justice, on 30 June 2010⁶, Ken Clarke affirmed the Government's commitment to reducing prison numbers and working closely with the VCS to implement more effective rehabilitation strategies.

Alongside pledges to reform court practice and legal aid, he announced a full review of sentencing – a more constructive approach based on a 'rehabilitation revolution' and an understanding that rigorously enforced community sentences can be effective in protecting the public and reducing reoffending.

In both these contexts the Government sees VCS organisations as 'crucial to our success', envisaging a much larger role for them in getting offenders away from the 'revolving door of crime and prison'.

This work will be funded through a new system of 'payment by results', giving providers a clear financial incentive to keep offenders out of crime, find housing, get a job etc.

Ken Clarke emphasised that this policy is still being developed and will be more fully set out in the Autumn 2010 Green Paper, but in the present financial climate the aim will be to pay for it through justice reinvestment to achieve a virtuous circle of reduced reoffending, fewer victims, and better value for money.



He cited as an example the current piloting of Social Impact Bonds in Peterborough Prison, where social investors in a new service (provided by St Giles Trust) will only be paid on the results achieved. Government now wants to expand this approach, to encourage VCS organisations to grow and work with increasing numbers of people and to turn more lives around.

Although this speech provided very welcome commitments to reductions in prison numbers and a greater emphasis on involving VCS organisations as providers of innovative rehabilitation and community based services, it did not explicitly focus on localising justice and indeed appeared to suggest that some VCS organisations might be asked to 'scale up' successful approaches across larger geographical areas.

A much greater local focus for new criminal justice policy was evident, however, in a speech delivered to the Policy Exchange on 23 June 2010⁷ by Nick Herbert, Minister for Policing and Criminal Justice.

He proposed a strengthening of the local 'chain of justice' to empower local community and voluntary organisations to play an increased role in reducing reoffending, 'fostering a resurgence in community activism to galvanise action by local groups, encouraging communities to share responsibility for making their neighbourhoods safer'.

This speech highlighted the Government's policy intentions to:

- focus on early intervention, with local police working to prevent as well as detect crime;
- adopt new multi-agency approaches to problem behaviour;
- develop 'community sentences which are robust and effective, with a focus on reducing reoffending, where offenders are got off drugs, where they complete requirements to work'.
- achieve 'prisons with a purpose, free of drugs, where offenders work and the system focuses on preparing them for release'.
- shift the emphasis to results and outcomes, with accountability through locally elected officials rather than police authorities.

Nick Herbert asserted that 'action-oriented' local co-operation will be vital to this process, forming a key building block of the 'Big Society'.

He recognised, however, the diversity of resources available to local communities in terms of time and ability and therefore proposed that local services, such as neighbourhood policing teams, should have a clear role in enabling and encouraging communities: 'we can devolve funding, power and decision-making to local groups, and encourage the voluntary sector to run innovative services that provide value for money'.



From all this work it would appear that much remains to be clarified in terms of the Government's intentions for out-sourcing and localising innovative rehabilitation and community provision for offenders.

Although 'payment by results' is consistently presented as the key funding mechanism for all this work, there clearly remain uncertainties about the most appropriate levels at which to commission and procure services.

Current Government thinking appears to range from 'upscaled' models with larger VCS and private providers (possibly prime providers delivering at local levels through sub-contractors) contracted to deliver core rehabilitation and community services over large geographical areas, to very 'localised' models with services jointly commissioned and procured at neighbourhood levels to meet locally identified needs.

It therefore seems there is a key debate to be had in the lead up to the Autumn Green Paper about which services will be most appropriately commissioned and at what level and scale.

Key questions on localism and CJS reform

- What are your previous experiences as prime or sub-contractors working in partnership to deliver larger scale contracts?
- Which services for offenders could successfully be 'upscaled' and which should be locally commissioned?





An enhanced role for the police in localised justice

Whatever combination of commissioning models is adopted, there is clear evidence of the Government's intention to give the police a greater role in the localisation of justice in a new (July 2010) Home Office consultation paper, *Policing in the 21st century: reconnecting police and the people*⁸.

This contains proposals to make police more available and responsive, more locally accountable (through elected Police and Crime Commissioners), and more effective, while delivering better value for money.

One option under consideration is to give the new Commissioners enabling powers to bring together Community Safety Partnerships at the force level to deal with force wide community safety issues.

The Government also sees a potential future role for Commissioners in respect of the wider Criminal Justice System (CJS) as further reforms develop, but will immediately look to place a reciprocal duty on Commissioners and other criminal justice services to cooperate with each other, to help ensure that the decisions each CJS partner takes on priorities and investment will take full account of the implications for others.

In terms of localising justice, the paper envisages:

...radical reforms across the criminal justice system which - as with policing – will be focused more on the needs of local communities rather than on Whitehall. We will enable organisations to work together on rehabilitation to cut re-offending rather than being pulled apart by conflicting national targets and initiatives. We will have helped partners to work together with a focus on outcomes not processes. (Chapter 5: 'Tackling crime together')

This will be achieved by:

- enabling and encouraging people to get involved and mobilising neighbourhood activists;
- developing and implementing a radical CJS reform strategy;
- stripping away unnecessary prescription and bureaucracy in the partnership landscape.

There is clearly considerable cross-over here with the wider Big Society agenda, with neighbourhoods increasingly seen as a focal point for partnership activity in criminal justice, and neighbourhood policing teams seen as one of the main vehicles for achieving this shift.

The Home Office intends to work with the Office for Civil Society (in England) to develop a way forward with the voluntary and community sector, including mutuals, cooperatives, charities and social enterprises. They will encourage English forces to sign up to local compacts between themselves and the voluntary sector, which set out some key principles about how they work with each other.

A new crime strategy will be published later in 2010, setting out in greater detail how the approach to preventing and reducing crime will be reshaped in the Big Society.

The police are thus being seen as increasingly important partners in the localisation of criminal justice, working alongside other players to achieve locally agreed, common goals. The intention is to strip back and simplify statutory duties and free partners to develop their own structures which will enable them to respond to different local circumstances, expectations and priorities.

Key questions on an enhanced role for the Police

- What principles should be included in local compacts between the Police and VCS?
 - What would help local VCS organisations to engage meaningfully with the Police?
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Building on existing local structures and systems

Many of the building blocks for a more localised approach to justice were already being put in place under the last Government, albeit without any concomitant commitment to reinvestment from prisons into community-based alternatives. These included:

- The creation of Probation Trusts as independent bodies governed by their own local Boards and managing their own budgets, commissioned by regional Directors of Offender Management to deliver statutory obligations and to achieve the reducing reoffending targets set out in their Service Level Agreements.
- The establishment of a Best Value regime that required Probation Trusts to review their services, assess how effectively and efficiently they were delivering, and make improvements. These could involve changes to in-house service delivery, or contracting services out to other providers.
- The division of each Probation Trust into Local Delivery Unit areas, co-terminus with top tier local authority areas, to facilitate closer joint working with other partners operating at local authority level through Local Strategic Partnerships etc., and with discretion to commission some local offender services to meet statutory requirements.
- Statutory changes to Crime and Disorder Reduction Partnerships (now re-named Community Safety Partnerships - CSPs) effective from 1 April 2010, making Probation a responsible authority⁹, and making CSPs accountable for reducing local re-offending by adult and young offenders.
- The creation of local Integrated Offender Management teams, bringing together staff from all agencies engaged in local criminal justice partnerships within a single, coherent structure for the management of repeat offenders¹⁰.
- The piloting of Total Place¹¹, taking a 'whole area' approach to public services within 13 local authority areas, mapping the spend of each participating agency to identify and avoid overlap and duplication between organisations. Two pilot 'Total Place' areas (Bradford and Lewisham) included a particular focus on crime and offender management. This approach appears likely to receive continuing support from the coalition Government, with Eric Pickles backing the idea of 'Place-based Budgets' in a speech on 6 July 2010.¹²
- An increasing focus on the 'Personalisation' of health and social care¹, with services being specified and purchased from a wide range of providers to meet the unique identified needs of each individual service user. Prior to the election, the potential for this model to be adopted within the CJS was receiving increasing attention from commissioning agencies.



Emergent ideas about new local structures and systems

It is not yet clear how far these existing systems and structures will be retained by the new Government, and with what new local accountabilities to connect them more strongly with the Big Society agenda.

It is, however, apparent that local work to reduce re-offending will be strongly linked to the new Commissioner's responsibilities and that there will be an enhanced role for the police at neighbourhood level.

There are also indications that Integrated Offender Management will be expected to play an important role as the 'hub' of local work to bring all partners and community stakeholders together to tackle repeat offending.

Beyond this, a number of quite radical ideas are emerging from the current review by the coalition Government of the mechanisms for delivering a 'rehabilitation revolution' at the local level, although it remains to be seen which of these will 'win through' in the Autumn Green Paper.

Restructuring of statutory Criminal Justice agencies such as Probation would not necessarily require primary legislation and could therefore be implemented within relatively short timescales.

Some of the ideas that currently appear to be receiving favourable attention, alongside the overriding emphasis on 'payment by results' include:

Probation seen as facilitators and commissioners rather than providers.

Under this model Probation Trusts might retain their statutory responsibilities for court reports, close monitoring of high risk offenders, and recalls to custody, but become commissioners of all the other services they currently deliver.

There are obvious tensions in this debate, around how much commissioning responsibility Probation would retain, in light of Government commitments to locally driven commissioning, and how much current Probation work would be outsourced.

In this scenario there would be potential and probably encouragement for redundant Probation staff to set up social enterprises to tender for newly outsourced services.

New social enterprises to deliver local rehabilitation services.

Incentives from Government to encourage the development of new social enterprises (including offender-led businesses) to deliver local rehabilitation services.



Key questions about potential new local structures and systems:

The model of choice in this new environment might well be Community Interest Companies rather than registered charities, because of their ability to set up rapidly and start trading, and their simplified governance structures compared with traditional charities which require oversight by Boards of Trustees and compliance with complex charity law and financial requirements.

- Which of Probation's current services could / should be outsourced to other providers?
- What would be the implications for your organisation of a rapid rise in social enterprise?



What will it take to increase local VCS involvement in service design and delivery?

The new Government's commitment to devolve funding, power and decision-making to the local level, and to encourage VCS organisations to run innovative, cost-effective services, clearly represents a huge opportunity for the sector to mark out and occupy a much more significant role in reducing offending and rehabilitating offenders.

Service users should also be enabled to play a much more influential role in the design and delivery of services.

There are, however, a number of dangers inherent in this situation, namely:

- The public perception of offenders as a group 'undeserving' of help, potentially resulting in very variable investment of local budgets in community-based CJS services, and a lack of community engagement in volunteering with or by offenders;
- A disproportionate burden of expenditure falling on the poorest areas with the highest levels of social exclusion and crime;

What are the challenges to local VCS involvement in service design and delivery?

- Women and BME offenders not receiving the specific local attention that they require;
- Providers of 'performance based contracts' excluding offenders who may be 'harder to help', leaving them with minimal support and at high risk of reoffending.

There are also some real structural challenges to overcome if the VCS is to be involved as a full partner in the design and delivery of effective, locally-driven responses to crime.





Involving the VCS in local service design

Whatever structures and systems are put in place at local level for the commissioning of services to support the ‘rehabilitation revolution’, there will clearly be a need for overarching joint strategies to be developed and implemented in ways that enable close involvement by local voluntary and community stakeholders.

These will require:

- Effective leadership and facilitation;
- Good, regularly updated mapping of statutory, voluntary and community partners and the establishment of active networks for information sharing and joint action;
- The establishment of clear, simplified commissioning cycles and processes across the local CJS, enabling VCS involvement in the identification of needs, the setting of outcomes, and the modelling of local services to achieve a reduction in re-offending;
- Effective and meaningful representation of voluntary organisations and community groups on strategic bodies and other relevant CJS governance structures, and funding to support this;

- Good infrastructure support for the creation and development of VCS organisations, and to support the Sector’s ability to respond to new challenges;
- Locally-informed decisions about which elements of service should or could go to the market and which need to be retained by public sector providers (to meet statutory duties);
- The pooling of place-based budgets to enable joint commissioning of services / mixed funding models.

Based on Clinks’ experience of local development work in the South West region¹⁵, and the findings of a recent report prepared for Clinks by Inclusion¹⁶ that reviewed engagement and partnership work in selected London boroughs, it appears that the current local partnership picture within the CJS is complex and highly fragmented, and is often characterised by poor communication and engagement with VCS organisations.

Unlike VCS partners working in adult health and social care or in children’s services, VCS organisations working with offenders and their families have not typically been actively involved in Local Strategic Partnerships, nor well linked to their Criminal Justice Boards, Community Safety Partnerships or Integrated Offender Management governance structures.



An example of effective LIO brokerage

As Appendix 2 shows, this is largely because VCS organisations working within the CJS have not historically been well linked to their Local VCS Infrastructure Organisations (LIOs)¹⁷ and may therefore not be logged on searchable directories of local VCS organisations, nor included in established VCS communication networks via e-bulletins etc.

However, as depicted in Appendix 3, LIOs are well placed to take on an enhanced brokerage role to support engagement between VCS organisations and CJS agencies, and to facilitate better linkages between strategic CJS groupings and a wider VCS network.

If this is to become effective, LIOs will need continuing information about the CJS and support of the kind provided through NAVCA's 'Supporting Work with Offenders Project'¹⁸.

They will also require funding to build the necessary capacity for such work. This may be very challenging at a time when many local authorities are already withdrawing their funding support for local infrastructure work.

An example of effective LIO brokerage

Gloucestershire benefits from a strong and active Local VCS Infrastructure Organisation- Gloucestershire Association for Voluntary and Community Action (GAVCA). GAVCA's GlosAssembly project supports the development of a strategic voice for the VCS in the county. Other GAVCA services include support for volunteering and organisational development, a large searchable online VCS database, and an information-sharing website, www.Gloshub.org.uk.

GlosAssembly has been working with Gloucestershire Criminal Justice Board (GCJB), Gloucestershire Probation Trust and Clinks since mid-2009 to develop mutual understanding and improve information-sharing between the VCS and local statutory CJS agencies and structures.

With support from both Clinks and NAVCA, a multi-agency event was convened by GlosAssembly in March 2010 at which all partners were encouraged to think creatively about future partnership work across the county and at neighbourhood level.

A small planning group (GlosAssembly, GCJB, Clinks) has been taking forward the recommendations from the event.

GCJB has provided funding for GlosAssembly to facilitate and support VCS representation on its Reducing Reoffending Working Group, Communication and Engagement Working Group, and more recently on the IOM Board. A CJS-specific e-bulletin has been developed to keep partners well-informed about partnership developments, and the first meeting of a new VCS Strategic Criminal Justice Group is due to take place in Autumn 2010.



An example of VCS 'self-help'

In local areas where LIOs are not sufficiently strong to play an effective brokerage role within the CJS, it may be that local VCS organisations working with offenders could be supported to adopt new 'self help' approaches in order to develop a collective strategic voice and to build collaborative bidding capacity.

This might be of particular benefit to small voluntary and community groups that currently have very limited capacity and hence little opportunity to bid for contracts.

Key questions about involving the VCS in local service design

- What is your experience of VCS engagement in local CJS strategies?
- How could VCS involvement in service design be improved?
- Could LIOs play a bigger local brokerage role, or are there other ways of achieving this?
- What would help smaller VCS organisations to get involved?

An example of VCS 'self-help'

In Devon, a grouping of small local VCS organisations is currently seeking charitable funding to establish Devon ReForm as an active Forum that will bring together and provide information and support for all the VCS organisations working with offenders and their families across Devon, Plymouth and Torbay, in order to:

- Give a strong voice to the VCS in the local CJS, especially the small and dispersed community-based organisations that work both directly and indirectly with offenders and their families, but that at present are rarely heard of;
- Provide a point of contact for Probation and other statutory partners to engage with the sector at both strategic and operational levels.

They are aiming at the earliest opportunity to register Devon ReForm as a charitable company with its own Board of Trustees, to give the Forum its independence, and enable it to act as a legal entity.

This will enable the Forum to submit bids on behalf of consortiums of local organisations, especially the small organisations that at present tend to be excluded from contracting opportunities.



Involving the VCS in local service delivery

The local operational picture is at present quite complex and confused, as shown in Appendix 1, and does not provide a clear starting point for new commissioning approaches.

Often partners are unaware of one another's activities as commissioners and providers, and potential resources can remain hidden and untapped. Opportunities for members of the community to volunteer with offenders, or for agencies to recruit volunteers including ex-offenders, can also be hard to find.

A more concentrated 'place-based' approach should enable all work with offenders to be jointly mapped by all relevant agencies, so that the strengths and weaknesses of the local market are much better understood and can inform local joint commissioning decisions.

If the local market is to be transformed into one in which local voluntary and community groups and volunteers can truly play a bigger part in the delivery of innovative services, many local areas will require an intensive 'invest to save' approach; to build local VCS capacity and develop the local VCS market.

The Government's encouragement of mutuals, cooperatives and new social enterprises (such as Community Interest Companies and offender-led businesses) will also require an investment of support at local level to help them to get started and to bid for contracts.

This will take time, effort and investment, but it is not yet at all clear what mechanisms the Government will introduce to facilitate these changes, nor which CJS agencies or partnerships will be made responsible for this kind of development work.

As Appendix 4 suggests, creating a virtuous circle of strategic and operational engagement and partnership will require effective local leadership and facilitation to ensure that all stakeholders can play their parts at appropriate levels within the whole area system.

Allowing each local area to decide on the most appropriate model to outsource its CJS services is also likely to result in the adoption of a wide range of different solutions, rather than a single model.

These might, for example, include:

- the tendering of a single local contract to one prime provider, which would sub-contract individual elements of service to smaller local sub-contractors;
- the development of local VCS consortiums (such as Devon *ReForm*) that could bid for work collaboratively in competition with other providers;
- A mixed economy of local providers tendering for discrete contracts, as happens currently – 'leaving it to the market'.



The VCS will therefore experience varying degrees of local turbulence depending on what outsourcing model is adopted, with some organisations prospering and others probably failing.

The implications at local level of the new ‘payment by results’ approach for small to medium-sized VCS organisations also have yet to be unpicked, given that such organisations are entirely reliant on achieving full cost recovery at the point of service delivery. The ability of the Big Society Bank and other social investors to provide the levels of investment capital and loan finance that will be required to fund a wholesale transfer of public services to the VCS currently remains uncertain.

These are likely to be difficult issues for small, and sometimes inexperienced, Boards of Trustees to grapple with given the concerns about Trustee liability and compliance with charity law / financial regulations that these new financial models will provoke.

It may however be that some mixed funding models could usefully be adopted at the local level to soften and smooth out these changes, by bringing together elements of loan finance, small grants, and pooled budgets held and spent by CJS commissioning partnerships on locally tendered contracts.

A sharper Government focus on outcomes-based commissioning will provide a further operational challenge to the sector, given the finding from a recent Demos report ¹⁹ that even large and sophisticated charities struggle to measure their Social Return on Investment (SROI).

VCS organisations working with offenders still lack a consistent, coherent methodology that is acceptable to CJS commissioners as a means of demonstrating the ‘distance travelled’ by users of their services. Smaller (and sub-contract) organisations will therefore undoubtedly need lighter regulatory burdens in terms of outcomes measurement, and ready access to softer, more appropriate methodologies.

Key questions about involving the VCS in local service delivery

- What kinds of capacity building support will be needed at local level to enable the VCS to play a bigger part in service delivery? Who could or should provide that?
- Will it matter if local areas take radically different routes to outsourcing service delivery?
- Should Government monitor what is working where, and share the learning? How should this be managed?
- What might the implications be for your organisation of the different models for outsourcing service delivery?
- What are your organisation’s views on ‘payment by results’?
- What would help your organisation to adapt to the new funding models?
- How ready is your organisation to measure and demonstrate its outcomes to funders?



How to contribute to this debate

Clinks would be very interested to know how you think the localisation of justice will affect your organisation, so that we can incorporate your views into our feedback to Government, to inform the rehabilitation Green Paper.

In particular, we would welcome your thoughts about how the shift towards localism might be made to work in practice for your organisation or your local area.

To contribute to this debate, please email your views and ideas to lesley.frazer@clinks.org

Report by:

Lesley Frazer

Policy and Partnerships Manager

Clinks

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About Clinks

Clinks supports the Voluntary and Community Sector working with offenders in England and Wales.

Clinks aims to ensure the Sector and all those with whom it works, are informed and engaged in order to transform the lives of offenders. It does this through:

- Providing representation and voice
- Promoting the Sector
- Influencing policy and campaigning
- Providing information and publications
- Running training and events
- Providing services and support
- Undertaking research and development.

It is a membership charity with a network of over 4,500 people working to support the rehabilitation of offenders.

www.clinks.org



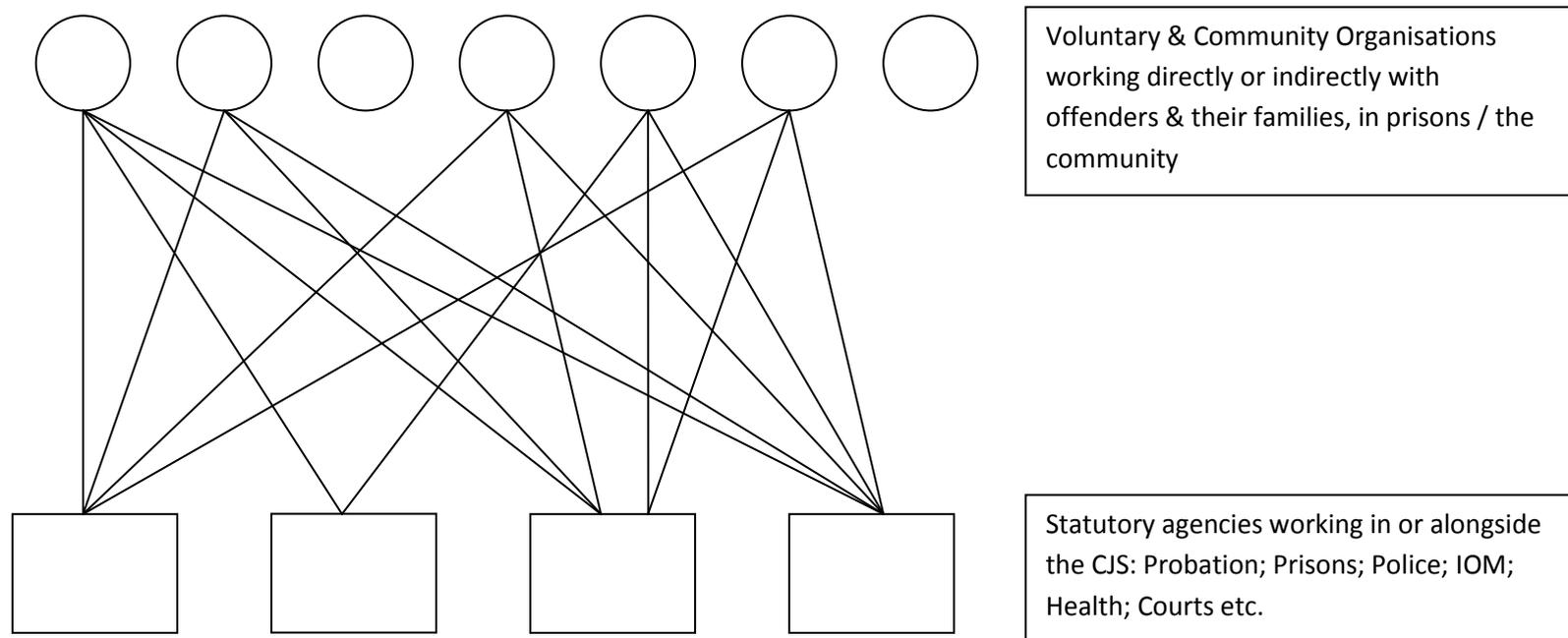
References

References

1. Eric Pickles speaking at a Total Politics event in central London on 10 June 2010. For further details, see <http://www.planningresource.co.uk/news/ByDiscipline/Policy/1009379/Pickles-deadly-serious-localism/>
2. See David Cameron's speech on 'Our Big Society Plan' (31 March 2010) at: http://www.conservatives.com/News/Speeches/2010/03/David_Cameron_Our_Big_Society_plan.aspx
3. See full report at: <https://member.lgiu.org.uk/whatwedo/Publications/Pages/primaryjustice.aspx>
4. Full report available at: <http://www.howardleague.org/index.php?id=835>
5. See full report at: <http://www.publications.parliament.uk/pa/cm200910/cmselect/cmjust/94/94i.pdf>
6. See the full speech at: <http://www.justice.gov.uk/sp300610a.htm>
7. See the full speech at: <http://www.homeoffice.gov.uk/media-centre/speeches/nick-herbert-policy-exchange>
8. Find the full paper at: <http://www.homeoffice.gov.uk/police/policing-21st-century/>
9. Until the Policing and Crime Act 2009, which made Probation Boards/Trusts 'responsible authorities' on CDRPs/CSPs, Probation was not a statutory partner in these partnerships, but was expected to co-operate with them and was frequently represented on partnership boards.
10. See information at: <http://www.justice.gov.uk/about/integrated-offender-management.htm>
11. See information at: <http://www.localleadership.gov.uk/totalplace/>
12. See information at: <http://www.publicpropertyuk.com/2010/07/07/lga-and-eric-pickles-back-total-place-approach/>
13. See information at: <http://www.scie.org.uk/adults/personalisation.asp>
14. Community Interest Companies (CICs) are limited companies, with special additional features, created for the use of people who want to conduct a business or other activity for community benefit, and not purely for private advantage. This is achieved by a "community interest test" and "asset lock", which ensure that the CIC is established for community purposes and the assets and profits are dedicated to these purposes. For more information, see: <http://www.cicregulator.gov.uk/>
15. For more information about Clinks' South West Development project, see: http://www.clinks.org/services/regional-work/south_west
16. Inclusion (June 2010) A report to Clinks - Reducing re-offending in London: a review of the work of non-criminal justice organisations in seven London boroughs
17. LIO: Local Infrastructure Organisation – a charitable body such as a Council for Voluntary Service that typically provides a range of support services for all the Voluntary and Community Sector (VCS) organisations within its area. Many LIOs have Volunteer Centres attached to their organisations or work very closely with them.
18. Funded through Clinks, the Supporting Work with Offenders Project is designed to offer Local Infrastructure Organisations (LIOs) the support, information and resources they need to effectively support local VCS organisations that work with offenders, ex-offenders and their families. See: <http://www.navca.org.uk/localvs/supportingoffenders/navca.htm>
19. Demos (2010) Measuring Social Value may be downloaded at: <http://www.demos.co.uk/publications/measuring-social-value>

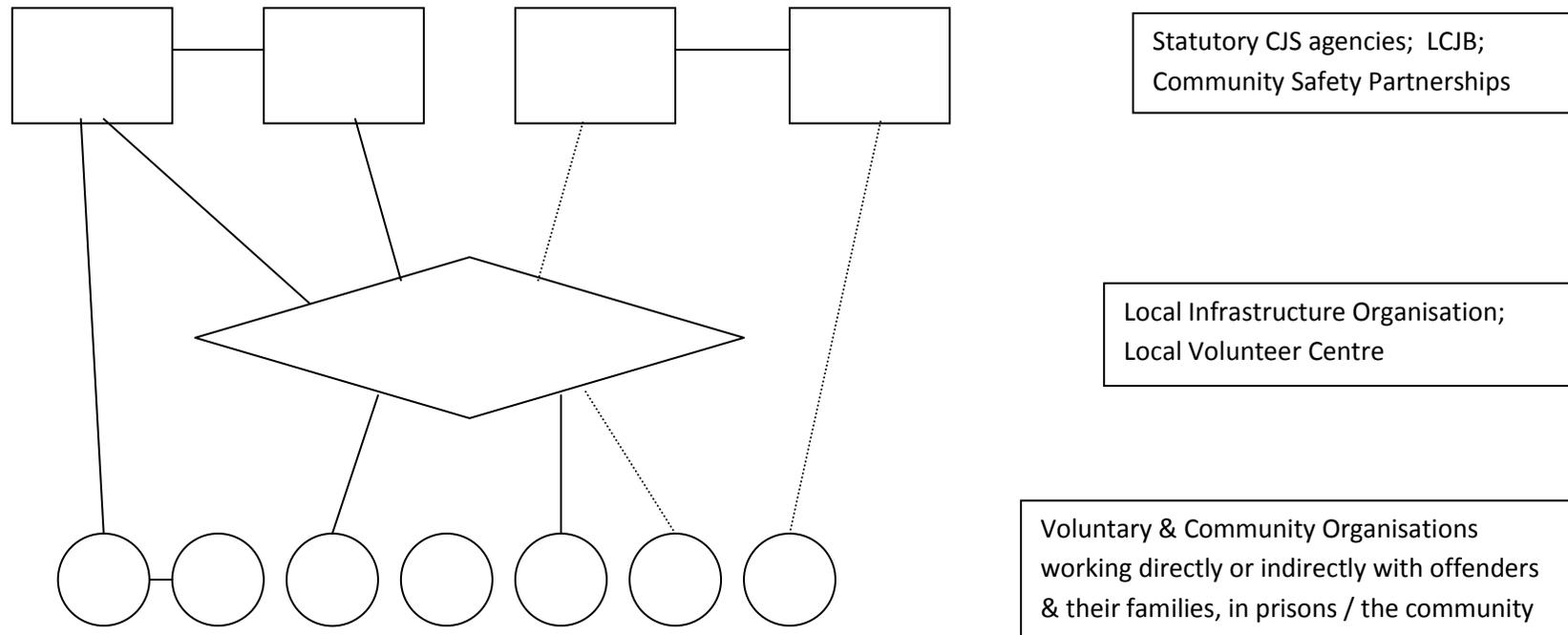
Appendix 1 - The current local partnership picture: operational

- Typically, within any Probation Local Delivery Unit area, there are a significant number of VCS organisations engaging in partnerships at many levels with different statutory partners in the Criminal Justice System, through a variety of formal and informal agreements and funding arrangements.
- This results in duplication of commissioning / provision, and severely strains the capacity of small VCS organisations to engage effectively with a range of statutory partners.
- All of this work is usually poorly mapped and information about both statutory and voluntary services for offenders and their families is not well communicated or widely shared.
- Often partners are unaware of one another's activities as commissioners and providers, and potential resources can remain hidden and un-tapped.



Appendix 2 - The current local partnership picture: strategic

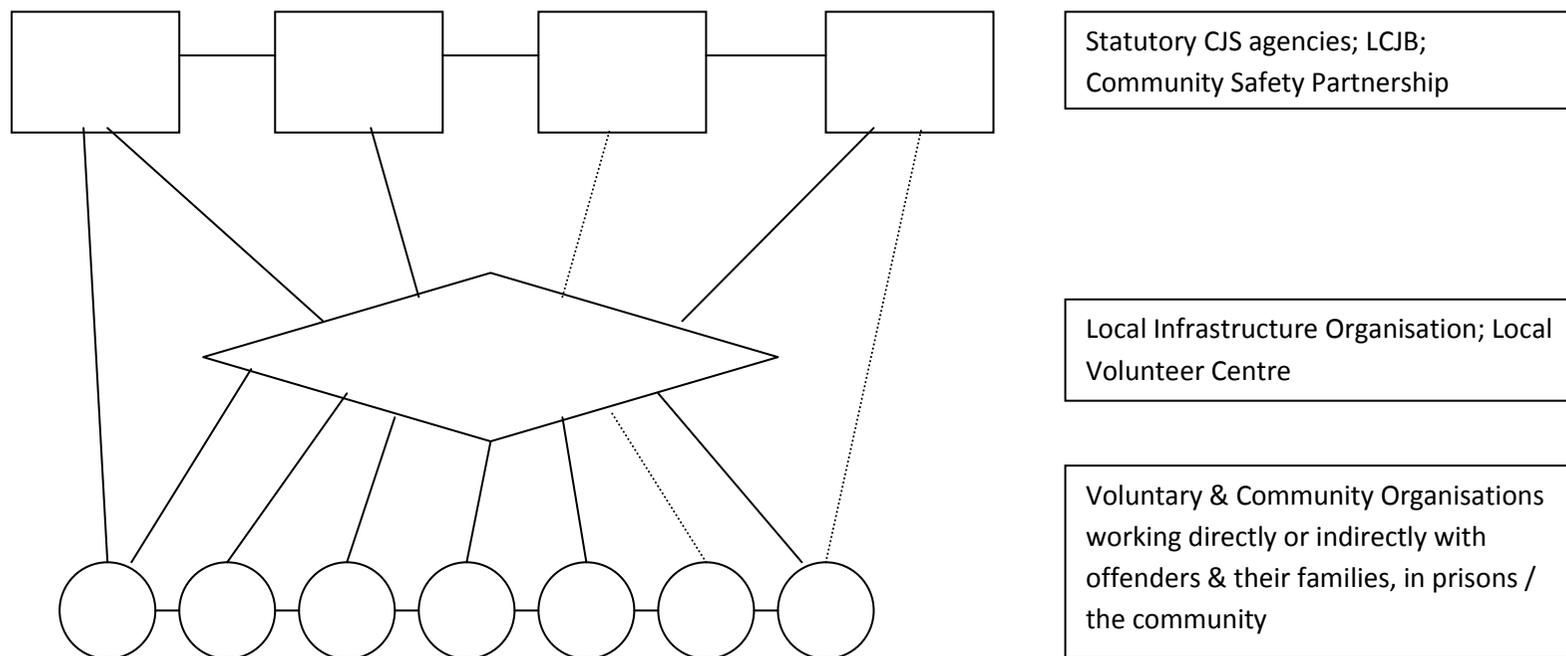
- Historically, VCS organisations working with offenders have not been well linked to their Local VCS Infrastructure Organisations (LIOs – such as Councils for Voluntary Service). They may therefore not be logged on searchable directories of local VCS organisations, or included in established VCS communication networks via e-bulletins etc. Identifying VCS organisations working with offenders can therefore be problematic.
- LIOs are typically well connected to their Local Strategic Partnerships and play key roles in identifying and supporting VCS and community representatives to sit on strategic thematic groups, and in enabling wider community engagement with strategic plans. They are also often part of the same organisation as the local Volunteer Centre.
- However, many LIOs are not knowledgeable about CJS agencies and structures. Although sometimes well linked to Community Safety Partnerships, they may struggle to identify VCS representatives other than from mainstream or victim support organisations that have limited knowledge or experience of direct work with offenders. They may also be reluctant to encourage volunteering with or by offenders, because of their unfamiliarity with CJS agencies and concerns about managing risk.



Appendix 3 - The potential role of Local Infrastructure Organisations

In Clinks' experience, LIOs are very well placed (where they are already strong and well connected) to take on brokerage roles between strategic CJS groupings and statutory CJS agencies and the VCS organisations that work with offenders and their families, but only if they can be helped to understand this new area of work, and adequately funded to take it on.

- This may involve developing more active links with all the CJS agencies and structures in their local areas; outreach work to identify VCS organisations working with offenders; extending their existing database to incorporate CJS organisations and new CJS search features, developing a CJS-specific e-bulletin to enable a two-way flow of information between VCS and strategic/statutory partners; identifying and supporting representatives on CJS governance and strategic structures; convening and facilitating meetings or forums; working with statutory agencies to convene strategic multi-agency / commissioning groups.
- Given appropriate preparation, LIOs can also support volunteering with and by offenders through their local Volunteer Centres.
- In these ways LIOs can become the sustainable 'glue' in local partnership working within the CJS, not only to support strategic engagement, but to facilitate operational partnerships through the sharing of information across a well-mapped network and the encouragement of volunteering.



Appendix 4 - A virtuous circle of strategic and operational engagement and partnership

