Foreword

I am pleased to present this first Strategic Commissioning Plan for the National Offender Management Service, East Midlands. This plan will enable us to commission appropriate custodial and community services, whilst driving down costs and increasing delivery. At the core of this plan is reducing reoffending, and directing services to where they will have the most effect.

This plan shows the strategic direction of NOMS East Midlands, and how we will work closely with our providers to secure highly effective services. It also shows that partnerships, both within our own organisation and between us and external stakeholders, will be a key feature in our commitment to deliver services where they are needed. I look forward to working with colleagues across all these sectors to deliver this plan.

BEVERLEY SHEARS
Director of Offender Management, NOMS East Midlands
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Introduction
This is the first commissioning strategy and related action plan for the East Midlands in the new organisational environment. This plan has been consulted with internal stakeholders, private contractors and the voluntary, charity and social enterprise sector. It runs in parallel with the Reducing Reoffending Delivery Plan, which describes the key partnership activity undertaken by NOMS and other Government departments / agencies.

This plan is set against the backdrop of increasingly lean financial allocations, across NOMS and wider public service, and the achievement of trust status for each Probation Area. In addition the prison population demands we use our finite resources to full effect.

The East Midlands Region comprises 5 Probation Trusts, 15 public sector and 2 private sector prisons. We serve the courts in 6 counties, Nottinghamshire, Derbyshire, Lincolnshire, Leicestershire, Rutland, and Northamptonshire. Of the 17 prisons, several are of national significance; Foston Hall is a secure women’s establishment, Morton Hall holds Foreign National women prisoners, Glen Parva holds Young Offenders (17-22), Gartree is a category B allocation for prisoners sentenced to Life imprisonment, and Whatton is one of the national sex offender treatment centres. In addition we have three Senior and five Junior Attendance Centres.
Summary of Strategic Priorities

Strategic priorities 2010-2013

Our overriding strategic priority for 2010-13 is

- **To contribute to reducing re-offending in the East Midlands**

To achieve this our supporting priorities are:

- To keep the public safe by exercising the punishments of the courts, helping offenders to address factors contributing to their offending, working in partnership with public, private and voluntary, charity and social enterprise sector providers, and other Government departments and agencies, to manage and control those at highest risk of harming the public, and keeping those committed to custody, in secure and decent conditions.
- Organisational and cultural change to transform NOMS into a joined up service that is commissioning led.
- To use partnerships to deliver the strategic priorities.
- To raise public confidence in the criminal justice system.
- To undertake and refine the analysis of offender need across the East Midlands in both the community and custody and to commission services on the basis of that analysis. To prioritise the delivery of services, and to de-commission where appropriate.
- To deliver effective and ‘value for money’ interventions that address need based on the key pathways (accommodation, finance benefit and debt, children and families, education training and employment, attitudes thinking and behaviour, health, alcohol and substance misuse, abuse and domestic violence, women as sex workers), and ensuring public protection is central to the work that we do.
- To deliver effective Offender Management
- Contribute to the Government’s CONTEST counter-terrorist and extremism strategies
Needs Analysis

The needs of offenders for those supervised in community and in custody can be obtained by contacting the Partnerships Officer. Source material for this analysis includes data from OASys assessments, local needs analyses done at establishment and trust / area level, and data from courts. A special focus on women offenders and prisoners detained indefinitely for public protection will also be produced. These two groups in particular are important as NOMS addresses the recommendations in the Corston report, and the significant challenges and needs of the population sentenced to Indeterminate Sentences for Public Protection.

Commissioning action plan

Derived from these key priorities, the needs analysis and other initiatives, are a set of key actions that will take place over the forthcoming years; this action plan will be revisited quarterly to ensure performance is measured against key actions, that those actions remain the priority in an inevitably changing landscape, and to reflect new priorities and initiatives, as they unfold.

Appendix I describes the commissioning cycle and timeline.

Equality Impact Assessment

This plan, and its subsequent action plan, are being impact assessed. The action plan for the Impact Assessment can be obtained by contacting the Partnerships Officer. In addition, when commissioning or de-commissioning services and interventions, further impact assessments will be carried out.
Strategic Priorities in Detail

To keep the public safe by exercising the punishments of the courts, helping offenders to address factors contributing to their offending, working in partnership with public, private and voluntary, charity and social enterprise sector providers, and other Government departments and agencies, to manage and control those at highest risk of harming the public, and keeping those committed to custody, in secure and decent conditions.

We will

- Consult with Judges and Magistrates to identify their requirements and gaps in provision, and keep them informed about the range of sentences and interventions that are available to them.
- Commission community and custodial services from the 5 Probation Trusts, 15 public sector prisons and 2 private sector prisons, in the East Midlands region.
- Ensure MAPPA arrangements are in place and working effectively
- Review serious further offences and ensure subsequent action plans to address issues are carried out
- Ensure there are no escapes from custody
- Ensure that the custodial environment, is decent, and that services for the most vulnerable are in place
- Bring Attendance Centres into the family of NOMS provision in the East Midlands, and review the content delivered to ensure adequate opportunities to reduce reoffending according to need, and to encourage appropriate partnership working.

Organisational and cultural change to transform NOMS into a joined up service that is commissioning led.

At a recent consultation event, working together in a sharply defined way, in order to bring Probation and Prisons closer together to enable effective partnership working both within and external to NOMS, was seen as a major priority for the East Midlands. This event was the first opportunity for Chiefs, Chairs, Governing Governors, and team of the Director of Offender Management, to work collaboratively on a shared vision in the new organisation.
As a key priority this sets the tone for examining innovative commissioning arrangements across both Probation and Prisons and out into the third and private sectors. The ‘cultural shift’ element was seen as overarching and integral to everything we do.

We will:

- Bring together Chiefs, Chairs and Governing Governors at another collaborative event before the end of the third quarter of 2010 / 11.
- Run a ‘whole system approach’ event which will test key partnerships and collaborations in order to highlight blocks to effective offender management by the end of the second quarter in 2011.
- Use the ‘System Change Pilot’ to examine a new way of commissioning drugs services across Leicester, Leicestershire and HMP Leicester; this will entail devising a new model of delivery supported by partnership commissioning arrangements, and working.
- Review the way Psychological Services are delivered across the region, aiming to improve the service to Community Services, and to contribute to efficiencies. This will entail devising a new model of delivery across the whole of NOMS East Midlands.
- Review the level at which service should be commissioned (national, regional, or local) in order to get best value.
- Oversee the ‘Best Value Review’ process in line with the Specification, Benchmarking and Costing programme, to ensure efficient and quality service; specifically this year to examine the provision of Community Payback / Unpaid Work, and Victim Liaison, in Probation.
- Contribute to the process of competitive tendering for HMP Wellingborough

To use partnerships to deliver the strategic priorities.

Reduced reoffending cannot be delivered by NOMS alone; key partners have vital roles in working with offenders delivering their core services which supplement ours. Our key partnerships are explored and explicated more fully in the Reducing Reoffending Delivery Plan, which will be refreshed for 2010 to run along side this commissioning plan.

We will:

- Manage and chair the Regional Reducing Reoffending Partnership Board; this board is chaired by the DOM, and is an active and vibrant collection of partners all actively engaged on the reducing reoffending agenda.
• Work in partnership with Department of Health to deliver the actions in The National Offender Health Strategy, including the Government’s response to the Bradley Review which examined the extent to which people with learning difficulties and mental health problems could and should be diverted out of the criminal justice system.

• Deliver the European Social Fund initiatives that have resulted from NOMS being designated a Co-Financing Organisation.

• Continue to work with our partners who deliver their core services in partnership with NOMS, either directly or through contracts. For example, the Offender Learning and Skills Service, healthcare in prisons, debt advice, and ‘Working Links’ employment service.

• Continue to work with our partners to commission, co-commission and jointly commission, services with NOMS at Regional and Local level. For example the System Change Pilot.

To undertake and refine the analysis of offender need across the East Midlands for both those supervised in the community and in custody and to commission services on the basis of that analysis. To prioritise the delivery of services, and to decommission where appropriate.

We will:

• Conduct a needs analysis every year in order to inform the business priorities for the forthcoming year.

• Focus on key groups each year in order to give a more in depth examination of the needs; for 2010, women and offenders sentenced to Indeterminate Sentences for Public Protection, have been chosen.

• Examine the provision of accredited offending behaviour programmes and accredited drugs programmes to ensure a good fit with need

To deliver effective and ‘value for money’ interventions that address need based on the key pathways (accommodation, finance benefit and debt, children and families, education training and employment, attitudes thinking and behaviour, health, alcohol and substance misuse, abuse and domestic violence, women as sex workers), and ensuring public protection is central to the work that we do.

The pathway model is that specified in the Social Inclusion Report: accommodation, finance benefit and debt, children and families, health, alcohol and substance misuse, attitudes thinking and behaviour, education learning and skills, with the addition of two pathways specifically highlighting the needs of women, sex workers and abuse. The aim of any intervention is to protect the public and / or to reduce re-offending.
Demand for interventions will always be high; it is vital therefore, that resources are used in a targeted, and efficient way, and where we know we are likely to effect change.

**We will:**

- Provide, and / or work in partnership to provide, interventions that address all pathways
- Review these interventions against the needs analysis on a yearly basis in order to match availability with provision. In line with the Offender Management principles, ‘resource follows risk’.
- Work with Interventions and Substance Misuse Group (NOMS) to develop the accredited and non-accredited programmes portfolio, by contributing to the Effective Regimes Board, and using individual expertise existing in Prisons and Probation.
- Use the Census of Interventions (produced by Interventions and Substance Misuse Group), evaluation data, and the wider ‘What Works’ Literature, to develop a programme of de-commissioning/ re-commissioning across the East Midlands. Any resource liberated as a result of this exercise will either be used against necessary efficiencies, re-allocated against another priority or the mix of programmes re-negotiated with providers
- Examine more efficient delivery of interventions – for example clustering, contracting out, developing partnerships with Probation.
- Continue to oversee the implementation of the Integrated Drug Treatment System, with Health colleagues, and work towards the mainstreaming of this activity
- Continue to examine opportunities to deliver interventions for alcohol users, from both the clinical and offending behaviour perspective.
- Continue to respond to the Corston Report recommendations, and develop the services and interventions for women offenders across the region.

**To deliver effective Offender Management**

Integrated Offender Management (IOM) relies on partnership working between Police, Local Authorities, Probation, Prisons and other agencies. Nottingham is one of the pilot areas in England to adopt IOM.

**We will:**
• Empower a regional coalition of Probation and Prison staff to work through the blocks to end to end Offender Management; this group will be tasked with delivering a better service, using their executive authority to unlock resource, remove barriers, and enable staff.

• Support the delivery of IOM and roll out best practice across the region, building on the success off the Prolific and Priority Offenders, schemes.

**Extremism**

*We will:*

• Contribute the Government’s CONTEST counter-terrorist strategy including PREVENT in the community.

• Examine the role Psychological Services can offer to assist in the risk assessment of those identified as radicalised or at risk of radicalisation.

• Work with Interventions and Substance Misuse Group to develop risk assessments and interventions for this group.
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Appendix I Commissioning cycle and time line

1. Prioritise
2. Planning
3. Secure services

Offenders
Courts
Victims
Communities

Evaluate
Assess needs, demand & provision
Performance Management

Purchasing
Manage Performance & Supply chain

Delivery and provider development
Review supply & alignment options

Assess

Performance & Supply chain

Design services

Performance Management

Manage Performance & Supply chain

Delivery and provider development

Review supply & alignment options