



Ministry of  
**JUSTICE**

National Offender  
Management Service

NOMS Yorkshire & Humberside  
**Strategic  
Commissioning Plan**  
2010-2013

# Foreword



I am delighted to introduce this plan as the first NOMS Regional Commissioning Plan for Yorkshire and Humberside. It sets out our commissioning priorities for the coming year and should be considered alongside our Reducing Re-offending Plan and Business Plan to ensure a full understanding of the work of the regional NOMS team.

We have two distinct regional roles, to line manage services (public sector prisons) and commission services (including private sector prisons, probation services, bail support) to meet the needs of offenders and demands of the court. This document highlights our commissioning priorities which will be led by the Regional Managers responsible for improving service delivery in the region.

In common with other public bodies, we continue to operate in a challenging financial environment which will be with us for sometime. This presents a significant challenge, to make further improvements with less resource. A key driver for our commissioning activity will be a focus on efficiency and effectiveness as well as a sophisticated approach to delivery by targeting interventions at the right offenders at the right time to ensure optimal impact. This will ensure we deliver on our remit to protect the public, reduce re-offending and ensure public confidence.

In order to maintain a focus on improvement, alongside the reality of wanting more with less resource, I have commissioned a set of change programmes, led by Regional Managers; Annex A at the end of this document lists those that relate to our commissioning activity. These programmes reflect the need to change our approach in order to sustain and improve service delivery to ensure better outcomes for offenders, their families and communities.

I recognise that changes dating back to NOMS becoming an executive agency of the Ministry of Justice, including the move to a new regional structure, may have resulted in a lack of understanding about NOMS. I hope this focused plan provides clarity about our priorities for commissioning. Within it you will find the contact details for my senior management team, those being the people responsible for the delivery of our commitments. Please do contact us for further clarification if you wish.

The plan represents a significant challenge for a new regional team. We will deliver it in partnership with our stakeholders and build on our achievements and learning in years to come.

**STEVE WAGSTAFFE**

Director of Offender Management, NOMS Yorkshire & Humberside

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# Introduction

This plan outlines the context for NOMS commissioning in 2010 - 2011 and, drawing on our profile of offenders and identified needs within the region, identifies our priorities for this period.

NOMS is responsible for commissioning and delivering adult offender management services in custody and the community. However, the impact that we have on making our communities safer and reducing re-offending is substantially enhanced by working in partnership with other statutory bodies, and both the private and third sectors. Partnership working is reflected in our Regional Reducing Re-offending Delivery Plan. There is therefore a strategic link between our commissioning priorities and the activity undertaken with partners in this plan. Our organisational business plan is our third strategic plan which outlines how the regional NOMS team intends to work in order to achieve the full breadth of our responsibilities and priorities.

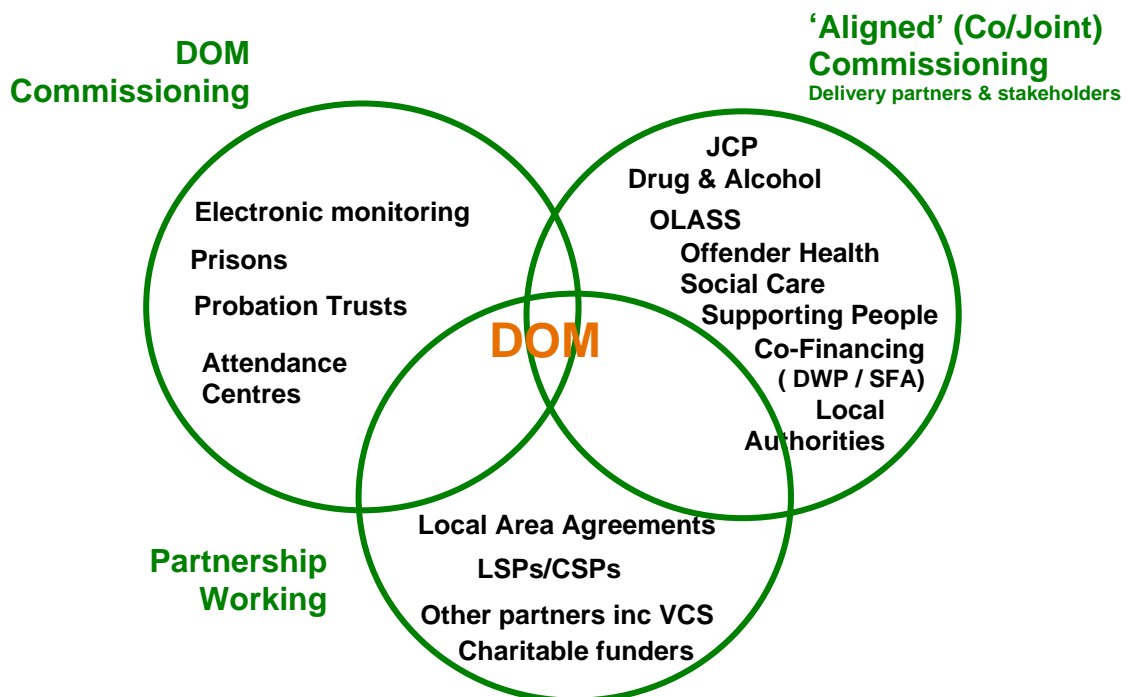
In developing commissioning practice within NOMS we aim to achieve competitive neutrality across all providers, and to improve engagement with diverse organisations, large and small. This includes involvement in the delivery of services, but also encompasses their engagement in the identification of need, the planning of services and, particularly in relation to the third sector, their capacity to represent users and local communities.

Within the Yorkshire & Humberside region there are there are fifteen prison establishments and four Probation Trusts. The prison estate includes a young offender institution, two female establishments and two high security establishments. Two prisons in the region are run by the private sector. Our Probation Trusts are North Yorkshire, Humberside, South Yorkshire and West Yorkshire Probation Trusts. The Trusts supervise offenders serving community sentences and offenders who are released under license from prison. A full list of Prisons in the region and Probation Trust details can be found at Annex B of this plan.

# Background

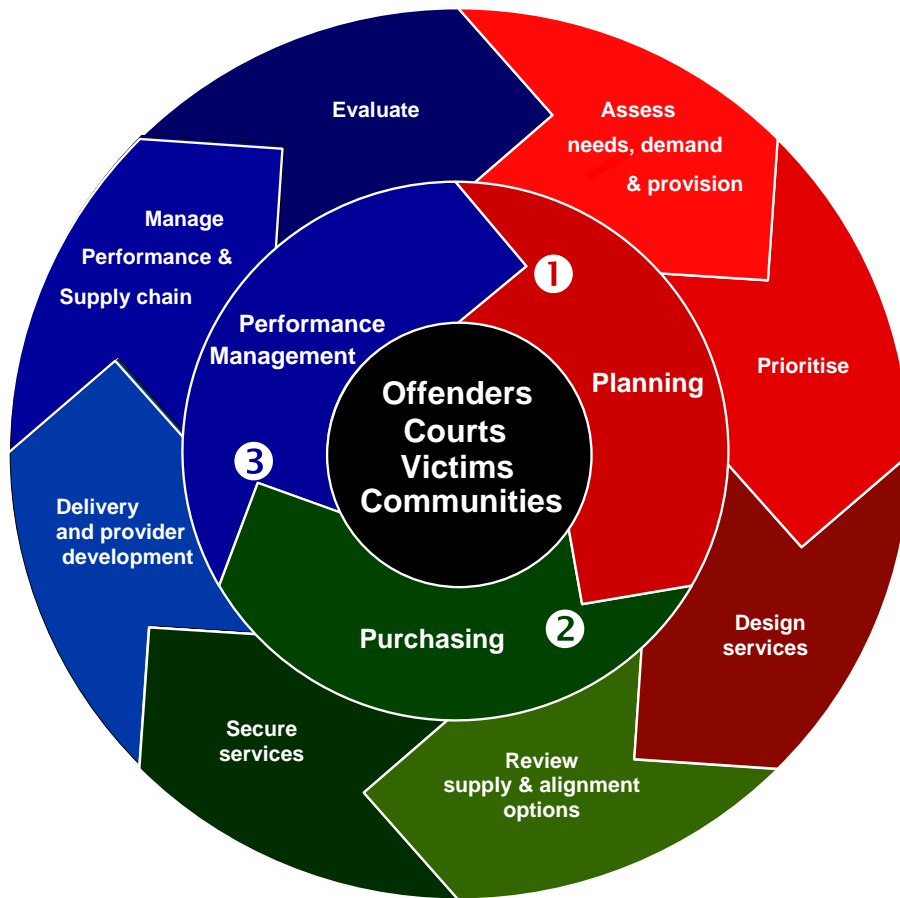
From 1<sup>st</sup> April 2009 a new regional structure was implemented nationally. The former prison Area Manager and Regional Offender Manager (ROM) structures were brought together under one Director of Offender Management (DOM) for Yorkshire and Humberside, with a particular emphasis on achieving greater integration across correctional services. The DOM is accountable for the achievement of the reducing re-offending target in region and responsible for all adult offender management services in the region. These services are delivered in a hybrid model that incorporates both line managed services (public sector prisons) and commissioned services (private sector prisons, probation, bail support, attendance centres and electronic monitoring).

Commissioning in NOMS operates at national, regional and local levels. In addition, it incorporates direct commissioning and 'aligned' commissioning (joint and co commissioning) and partnership working. The relationship between these elements is illustrated below:



The Director of Offender Management, working with public and private sector prisons and Probation Trusts, will engage regionally and locally to ensure partners' priorities inform delivery plans and in turn, that partners' commissioning plans are influenced by NOMS. The development of Probation Trusts means that local areas have greater authority to 'problem solve' and commission the services and delivery models that will deliver the best outcomes for their locality.

The regional commissioning cycle is illustrated in the diagram below:



# Values

In the delivery of prison and probation services, and in our approach to commissioning, we will adhere to our core values. This means that we will:

be objective and take full account of public protection when assessing risk;

be open, honest and transparent;

incorporate equality and diversity in all we do;

value and empower staff, and work collaboratively with others;

treat offenders with decency and respect;

embrace change and innovation; and

use our resources in the most cost effective way.

# Context

The context for both regional and local commissioning is challenging. Demand for services is growing, with more people being sent to prison and more receiving community disposals. There is a continued risk that the economic climate will have a negative impact on crime – in relation to acquisitive and substance misuse related crime in particular.

At the same time, NOMS – in common with all public sector agencies – faces significant budgetary constraints. It is clear that a key driver for commissioning will be the need for a relentless focus on efficiency and effectiveness in order to maintain service delivery and manage demand. This will require us to ensure that all regional commissioning and decommissioning is guided by the best available evidence on what works, and targeted at those offenders where intervention will deliver optimum impact. This will include high and very high risk of harm offenders (including Indeterminate Sentence Prisoners), those with a high likelihood of re-offending (including Prolific & Priority Offenders), and female offenders. The need to prioritise investment, however, does not mean that offenders who fall outside these groups will not receive an appropriate service. Indeed, there may be options to achieve greater efficiency and effectiveness by identifying ways of diverting these offenders into alternative provision in order to ensure a more intensive focus on priority groups. Alternative provision may include Integrated Offender Management, community based provision and services provided by the Third Sector.

The constraints and challenges that we face are real, but there are also opportunities. These arise from progress that has been made to date, in addition to national developments that will impact on our operating environment. They include:

Progress in relation to the Probation Trust programme. All Probation areas in the region have achieved Trust status.

Implementation of the Probation Best Value regime, which has seen Best Value Reviews undertaken in respect of Victim Contact and Unpaid Work and further areas of service delivery identified for review in 2010-2011.

The development within NOMS of specifications by the national Specifications, Benchmarking & Costing Programme.

Implementation of the NOMS Co-Financing programme tackling offender employment across custody and the community.



Improving Health, Supporting Justice - the national Offender Health Strategy has been published. This incorporates recommendations from the Bradley Review and will provide focus and momentum in addressing both the physical and mental health needs of offenders.

Royal Assent has been received for the Policing and Crime Act 2009. This means that Probation Trusts are now a responsible authority within Community Safety Partnerships. In addition, all of the responsible authorities will have a duty to consider re-offending in the exercise of all their duties.

The availability of reducing re-offending data at local authority level supports us in the identification of priority places and prompts us to identify what the data may be telling us in relation to best practice.

The pressures faced on public expenditure across all partners reinforces the impetus to develop collaborative, integrated approaches that minimise duplication of effort and achieve greater value for money, with services that translate into solutions that work at a local level. Examples of this already developing within the region include Integrated Offender Management, and the Bradford Total Place initiative.

Initial work has been undertaken within the region to explore the scope to increase the proportion of Yorkshire and Humberside prisoners who are held in prison establishments within the region, and to seek to 'cluster' populations within establishments in order to facilitate partnership working and continuity 'through the gate'.

The provision for women offenders, developed in the Together Women pilot in the region, has been extended with further one stop shop provision for female offenders being funded by NOMS.

## Reducing Reoffending Delivery Plan (RRDP)

The Reducing Re-offending Delivery Plan identifies how we work in partnership, across the sectors, to achieve a reduction in re-offending in the Yorkshire and Humberside region. It sets out how we work across the 'Pathways' (Accommodation, Health, Drugs and Alcohol, Finance & Debt, Attitudes and Behaviour, Employment and Skills, Children and Families) addressing offender needs with partners. This Commissioning Plan complements the work of the RRDP- however further details about agendas shared with partners will be found in the RRDP. The plan is available on request.

## NOMS Yorkshire & Humberside Business Plan

The Business Plan is the NOMS overarching plan for the region. It identifies the main priorities of the region, sets out the resources we have to deliver our priorities and the targets we have to achieve. Both this Commissioning Plan and the RRDP support the achievement of the overall Business Plan. The Business plan is available on request.

# Commissioning Priorities

## Responding to Need and Demand

Our commissioning priorities are drawn from the analysis undertaken of offender need and regional demand, in conjunction with our understanding of the context in which we will be operating during 2010-11. (A summary of our regional offender need profile is available in the Annex D document.) These priorities are identified across distinct but inter-related themes:

**A. Developing commissioning practice in the region:** This will incorporate a focus on through the gate initiatives, further refinement of need and demand analysis, and improved communications. We will seek to ensure that commissioning is aligned with key regional partners to enable access to mainstream services, greater efficiency for all, and the avoidance of duplication.

**B Priority offender groups:** In order to achieve optimum impact from our resources, we will prioritise those offenders who pose a high or very high risk of harm to the public (including Indeterminate Sentence Prisoners), and those who present a high or very high likelihood of re-offending (including PPOs and offenders in this category who are not subject to statutory supervision but engaged within Integrated Offender Management). In order to enable this prioritisation to be meaningful, we will seek to enable the diversion of low risk cases into alternative but appropriate provision. In addition, we will maintain the current focus on women offenders, and seek to improve service delivery outcomes for black and minority ethnic offenders.

**C Priority offender needs:** In 2010-2011 we will focus on accommodation and employment, health (including physical well being, mental health, and substance misuse which covers drugs but also alcohol, and alcohol – related violence), engagement with the Think Family agenda – to promote desistance as well as invest in the prevention of inter-generational offending, and our contribution to the Prevent agenda.

# Commissioning Commitments

Our approach and the priorities identified are reflected in the following proposed activity (numbering does not reflect priority order)

## A. Developing Commissioning Practice

1	Help to ensure Probation Trust benefits realisation.
2	Oversee the Best Value Reviews undertaken by Probation Trusts.
3	Following the commissioning of BASS 2 (Bail Accommodation and Support), ensure a smooth transition between providers and a focus on delivery including specific attention to women offenders.
4	Re-commission Doncaster prison following end of current contract.
5	Review the delivery of Prison Psychology services in order to identify the potential to reconfigure delivery for improved targeting of activity, improved management of the demand for assessment reports, greater collaboration with health partners and greater access for offenders in the community.
6.	Implement the change programme for regional population management – maximising the number of prisoners from Yorkshire & Humberside who are located in establishments in the area and developing population clusters to facilitate through the gate services and the engagement of partners.
7	Increase the availability of performance data from providers that can be broken down in respect of both gender and ethnicity.
8	Continue to develop our analysis of reducing re-offending data at locality level in order to enable both ourselves and partners to better understand how to improve performance.
9	Disseminate learning from research on effectiveness, offender segmentation and Criminal Careers.
10	Disseminate the National Occupational Standards for Commissioning that is being developed by the Academy for Justice Commissioning working with Government Skills.
11	Establish improved information regarding the proportion of the NOMS overall budget that is spent on private and voluntary sector provision.
12	Seek greater innovation by engaging local communities across the region in reducing re-offending, supporting improved performance.

13	Develop and implement a communication strategy to promote greater understanding of NOMS within the region.
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## B. Priority Offender Groups

1	Review the role of Attendance Centres in the region, examining efficiency and consistency in respect of targeting, throughput, compliance and enforcement, programme content, diversity and stakeholder engagement.
2	Work with NOMS providers in the region to maximise the appropriate use of electronic monitoring provision, and Home Detention Curfew (HDC) ensuring performance is analysed in relation to diversity.
3	Implement the change programme for Interventions, focussing on matching current accredited interventions against assessed need, profiling Indeterminate Sentenced Prisoners and reviewing accredited programme delivery across custody and community in order to deliver improved targeting and greater efficiency.
4	Continue to support the development of Integrated Offender Management (IOM) within the region, drawing on any learning from the national evaluation.
5.	Work with Probation Trusts to ensure effective liaison with sentencers.
6.	Implement the regional change programme for women offenders in the region in order to further develop the availability – and sustainability – of appropriate services.
7	Develop the implementation of the Offender Management model across Prison and Probation.
8	Improve learning from Serious Further Offences (SFO) reviews by analysing and disseminating data from these incidents and improving the timeliness and quality of Parole reports.

## C. Priority Offender Needs

1	As part of the Regional PSA 16 group, work to ensure that suitable accommodation for offenders can be obtained and sustained.
2.	Via the European Social Fund employability programme and partnership working including PSA 16 delivery, enable offenders to secure employment or engage in training or education that will lead to employment.

3	Review drugs interventions across NOMS in the community and custody, with a particular emphasis on diversity and on ensuring that services are integrated 'across the gate' with offender management.
4	Increase the availability of alcohol provision for offenders in both custody and the community who are harmful/hazardous or dependent drinkers. There will be a particular focus on those whose alcohol consumption is related to violence (including public disorder, domestic abuse, and drink driving)..
5	Develop "Think Family" practice across custody and the community in working with offenders and their children and families to secure better outcomes through integrated services.
6	Support an integrated approach between Offender Management and Health. As part of the Offender Health Delivery Plan, increase offender access to and engagement with appropriate physical and mental healthcare provision through joint commissioning opportunities.
7	Sustain and develop our engagement – across custody and community – with the Prevent objectives in the Government CONTEST Strategy.

# Contact Us

NOMS in Yorkshire and Humberside is led by the Regional Director of Offender Management, Steve Wagstaffe. Steve leads a team of Regional Managers, contact details are listed below.

Together the senior regional team are responsible for the implementation of the plan. If you have queries about the plan, please do get in touch with us.

Regional Director of Offender Management – Steve Wagstaffe

[Steve.Wagstaffe@noms.gsi.gov.uk](mailto:Steve.Wagstaffe@noms.gsi.gov.uk)

Regional Manager Custodial Services –Amy Rice

[Amy.Rice@noms.gsi.gov.uk](mailto:Amy.Rice@noms.gsi.gov.uk)

Regional Manager Community Services – Howard Mills

[Howard.Mills@noms.gsi.gov.uk](mailto:Howard.Mills@noms.gsi.gov.uk)

Regional Manager Commissioning – Jenny Bowles

[Jenny.Bowles@noms.gsi.gov.uk](mailto:Jenny.Bowles@noms.gsi.gov.uk)

Regional Manager Finance and Performance – Linda Wight [Linda.Wight@noms.gsi.gov.uk](mailto:Linda.Wight@noms.gsi.gov.uk).

Organisation Development Manager – Daniel Mills

[Daniel.Mills@noms.gsi.gov.uk](mailto:Daniel.Mills@noms.gsi.gov.uk)

# Annexes

## Annex A NOMS Yorkshire and Humberside Regional Change Programmes

### Women's Change Programme

The aim of the programme is two fold:

to reduce the female prison population, increasing the number of women worked with in the community with specialist support provided by gender specific service provision;

to reduce the re-offending rates of female offenders in our region.

The programme will be managed by Clare Cornmell with the Senior Responsible Officer (SRO) being Jenny Bowles, NOMS Regional Commissioning Manager. The project will be overseen by a change board made up of Third Sector providers of services to women, the Governor of New Hall and Askham Grange and Probation.

For further information please contact [Jenny.Bowles@noms.gsi.gov.uk](mailto:Jenny.Bowles@noms.gsi.gov.uk)

### Interventions Change Programme

The first phase objective's of the programme focus on the appropriate commissioning of accredited programmes to meet priority offender need and delivery models which maximise impact between custody and the community in a cost effective manner. The programme is led by Diana Bathgate, the NOMS Interventions Manager, with the SRO as Jenny Bowles. A change board is being devised.

For further information please contact [Diana.Bathgate@noms.gsi.gov.uk](mailto:Diana.Bathgate@noms.gsi.gov.uk)

### Indeterminate Sentenced Offenders Programme

This programme aims to ensure better assessment and management of indeterminate sentenced offenders in custody and after release. It should impact positively on both the stock and flow of ISPs through sentence. The programme is led by Bob Davies with Howard Mills as the SRO.

There are likely to be several work streams which will cover pre sentence, in custody and post release phases. The work will commence with a 'lessons learned' phase.

For further information please contact [Bob.Davies@hmpps.gsi.gov.uk](mailto:Bob.Davies@hmpps.gsi.gov.uk)



## Efficiency Savings Project

The Project will identify financial savings and drive efficiencies within public sector prisons in the region. NOMS nationally is required to deliver savings up to £417m over the next 2 years. This project will form a part of the DOM's strategy to deliver the required regional savings. The SRO is Amy Rice, Regional Custodial Manager.

Objectives include:-

To capture all regional efficiency work that has already been identified and formulate onto a live action tracker.

Co-ordinate delivery of the work already identified once agreed with SRO.

Co-ordinate the delivery of efficiencies once agreed by SRO.

Design and implement a robust system to capture and deliver future efficiencies prior to the project ending.

Identify, in particular, efficiencies of up to £15m through initiatives which span more than one establishment and/or more than one part of NOMS/MoJ.

Establish a "minimum cost" for each establishment, being the cost below it will be impossible to operate a minimum "hotel" service.

For further information please contact [Andrew.Knutton@noms.gsi.gov.uk](mailto:Andrew.Knutton@noms.gsi.gov.uk)

## Closeness to Home

The project will implement a controlled prison population management within the region. It will deliver a change in regional service ensuring that prisoners of 18 years and over are allocated to establishments closer to home. The SRO is Amy Rice.

In addition the project hopes to lead to the integration of Young Offenders and Adults in current Male Cat C establishments, HMYOI Northallerton, HMP Leeds, HMP Wealstun & HMP Everthorpe. It is important to note that the integration of Young Offenders will be subject to clarification regarding legal and policy issues.

The objectives of the programme will be achieved by:

Ensuring that Adults and YO's are held closer to their home

Integrating YOs and Adults across the region (if legal and policy positions are agreed)

Modifying the allocation of prisoner places by the courts

Managing direct transfers within region to deliver a more effective service for Y&H

For further information please contact [Andrew.Knutton@noms.gsi.gov.uk](mailto:Andrew.Knutton@noms.gsi.gov.uk)

## **Electronic Monitoring**

The project aims to ensure more effective use of electronic monitoring in the region for adult offenders subject to community orders and on release from custody. The project is led by Val McNerney with Howard Mills as the SRO. For further information please contact:

[Valerie.Mcnerney@noms.gsi.gov.uk](mailto:Valerie.Mcnerney@noms.gsi.gov.uk)

## **Attendance Centres**

The project aims to review the senior attendance centre provision across Yorkshire & Humberside and identify future requirements for attendance centre provision and delivery arrangements. The project lead is Val McNerney with Howard Mills as the SRO. For further information please contact:

[Valerie.Mcnerney@noms.gsi.gov.uk](mailto:Valerie.Mcnerney@noms.gsi.gov.uk)

## Annex B Prison Establishments and Probation Trusts

### Prison Establishments

There are 12 prison establishments in the region. Some are open – the inmates may be allowed to work outside the prison and may be allowed home visits with restrictions. We also have a mix of male, female and young offender establishments.

**HMP/YOI Askham Grange** – an open female prison/young offender institution with a mother and baby unit. Currently clustered with HMP/YOI New Hall. Governor Marian Mahoney.

**HMP/YOI Doncaster** – a closed male local contracted out prison. Director John Biggin.

**HMP Everthorpe** – a category C training prison. Governor Alec McCrystal.

**HMP Hull** – a closed male local prison. Governor Paul Foweather.

**HMP Leeds** – a closed male local prison. Governor Rob Kellett.

**HMP & IRC Lindholme** – a category C training prison & Immigration Removal Centre. Governor Bob Mullen.

**HMP/YOI Moorland Closed** – a category C training prison & YOI institution with Restricted Status. Governor Tom Wheatley. **HMP/YOI Moorland Open** – an open male training prison, currently clustered with HMP/YOI Moorland Closed. Governor Tom Wheatley.

**HMP/YOI New Hall** – a closed female prison & young offender's institution. Governor Marian Mahoney.

**HMYOI Northallerton** – a closed young offender's institution. Governor Norman Griffin.

**HMP Wealstun** – a category C training prison. Governor Norma Harrington.

**HMYOI Wetherby** – a closed juvenile secure college of learning. Governor Will Styles.

**HMP Wolds** – a category C contracted out training prison. Director Dave McDonnell.

Within the geographical area we also have two High Security Prisons, Wakefield and Full Sutton.

### Probation Trusts

#### York and North Yorkshire Probation Trust

Thurstan House  
6 Standard Way  
Northallerton  
DL6 2XQ  
Chief Executive: Pete Brown

#### West Yorkshire Probation Trust

Cliff Hill House  
Sandy Walk  
Wakefield  
WF1 2DJ  
Chief Executive: Sue Hall

**South Yorkshire Probation Trust**

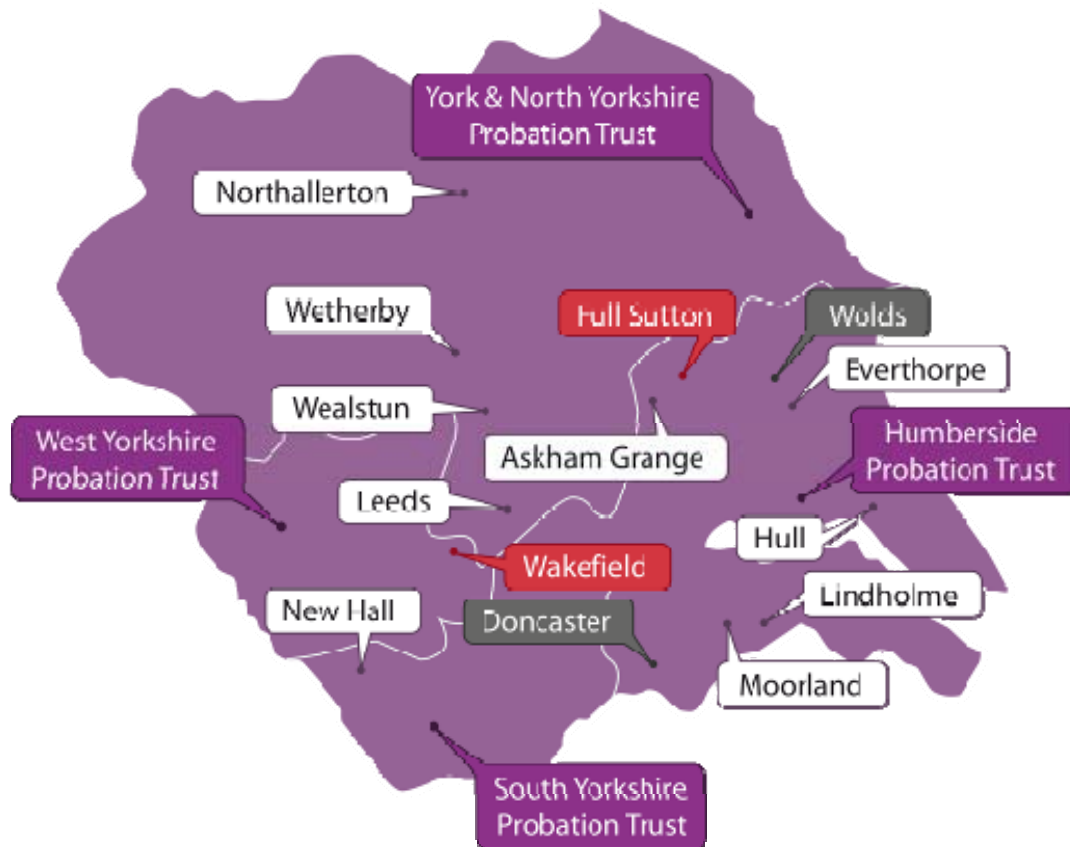
45 Division Street  
Sheffield  
S1 4GE  
Chief Executive: Roz Brown

**Humberside Probation Trust**

21 Flemingate  
Beverley  
East Yorks  
HU17 0NP  
Chief Executive: Steve Hemming

## Annex C Glossary

BASS	Bail Accommodation and Support Services
CDPs	Crime & Drugs Partnership
CSPs	Community Safety Partnerships
DAAT	Drug and Alcohol Action Teams
DSOs	Detention Service Orders
DWP	Department of Work and Pensions
IPPs	Indeterminate sentences for Public Protection
ISPs	Indeterminate Sentence Prisoners
JCP	Jobcentre Plus
LAA	Local Area Agreements
LCJBs	Local Criminal Justice Boards
LSC	Learning and Skills Council
LSPs	Local Strategic Partnerships
MAPPA	Multi-Agency Public Protection Arrangements
OASys	Offender Assessment System
OLASS	Offenders' Learning and Skills Service
PCTs	Primary Care Trusts
PPOs	Prolific and other Priority Offenders
PSA	Public Service Agreement
RRDP	Reducing Reoffending Delivery Plan
SFO	Serious Further Offence
SLA	Service Level Agreement
VCS	Voluntary and Community Sector



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