



Ministry of
JUSTICE

National Offender
Management Service

Strategic and Business Plans 2009-10 to 2010-11





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Preventing victims by changing lives

The National Offender Management Service operates through providers and partners in the public, private and third sectors to manage offenders in an integrated way. Our work protects victims, reduces re-offending and makes communities safer. What work needs to be done and who does the work is based on evidence and driven by ensuring value for money.

Our Statement of Purpose

We work to protect the public and reduce re-offending by delivering the punishment and orders of the courts and by helping offenders to reform their lives.

Our Vision

As part of the wider justice service we will give the public confidence in our ability to protect the public and reduce re-offending.

Our Values

In delivering prison and probation services, 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.

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Contents

Foreword by the Lord Chancellor and Secretary of State for Justice	4
Foreword by the Director General	5
Introduction	6
The NOMS Agency Purpose and Vision	9
The NOMS Agency Organisation	13
Part One – The Strategic Plan to 2011	21
The Strategic and Delivery context	22
The Strategic Priorities to 2011	25
Aligning Supply and Demand	27
Improving Efficiency and Effectiveness	28
Improving the System	32
Financial Planning	34
Part Two – The Business Plan for 2009-10	37
Aligning Supply and Demand	38
Improving Efficiency and Effectiveness	38
Improving the System	42
Annexes	53
Annex A – DSO3 Balanced Scorecard	54
Annex B – DSO4 Balanced Scorecard	55
Annex C – Corporate Change Portfolio	56

Foreword

by the Lord Chancellor and Secretary of State for Justice



In July last year, I announced the publication of an Agency Framework Document for the National Offender Management Service – an executive agency of the Ministry of Justice responsible for delivering adult offender management services in custody and in the community across England and Wales.

I made it clear that I would hold the Agency to account for its performance against specific targets and objectives and that these would be published in its first set of plans.

This document sets out the Agency's agreed strategic priorities for the period 2009 to 2011 and explains how the Agency will work to deliver them to improve offender services. Two important elements of the Agency's approach are to develop more streamlined systems and structures and to maximise the use of commissioning to give a local focus to work, with processes that are benchmarked and tested by competition. I am assured by the Director General that the Agency will work closely with the rest of the Ministry and with partners across the criminal justice system to achieve its objectives.

These plans build upon the Government's previous offender management reform programme and the considerable progress that has been made to date in reducing re-offending. I am confident that the measures outlined in this document will help the Agency to develop even more effective offender management services in custody and the community, and I am equally convinced of the commitment and dedication of the Director General and the rest of the Agency staff in bringing these plans to fruition.

A handwritten signature in black ink, appearing to read 'Jack Straw'. The signature is fluid and cursive, with a long horizontal stroke at the end.

Jack Straw

Lord Chancellor and Secretary of State
for Justice

Foreword by the Director General



These Strategic and Business Plans set out the detail of what we aim to achieve over this planning period and how we propose to do it. The plans explain our work in meeting the Ministry of Justice departmental strategic objective of protecting the public and reducing re-offending and puts into context the Agency's role in contributing to wider Public Service Agreements.

The challenges we face in delivering our ambitious objectives are considerable. We must sustain and build on the excellent work being done by staff in prisons and probation – staff who work in challenging circumstances, with some of the most vulnerable and demanding people in society. We also have a critical role to play in satisfying a consistently high level of public and media interest in our work, and in winning and maintaining the public's confidence in the service we deliver. As an Agency, we must continue to strive for even more efficient and effective delivery in our vital work to protect the public and reform offenders, as we ensure that the punishments of the court are carried out and offenders are managed effectively across the custody and community divide.

We have increasing evidence that what we do can make a difference to society. There has been a significant decline in adult re-offending since 2000 and latest figures show a further fall of 13% between 2005 and 2006. With continued effort and commitment I am confident that we can build on this and achieve further reductions in the future.

There has been much early progress but the scale of what the Agency is tasked to achieve should not be under-estimated. The change is significant and must be achieved with finite resources – but I also know that the Probation Service, the Prison Service and our partners are capable of meeting these challenges. I am confident that the professionalism of all staff, with leadership of the very highest quality throughout all parts of the organisation will ensure success.

A handwritten signature in black ink, appearing to read 'Phil Wheatley'.

Phil Wheatley, CB
Director General

Introduction

1. The National Offender Management Service Agency (the Agency) was launched as an executive agency of the Ministry of Justice (MoJ) in July 2008. This is its first published Strategic and Business Plan.

- The Agency's Business Plan for 2009-10, summarising what was achieved during 2008-09 and the objectives and targets to be achieved in 2009-10.

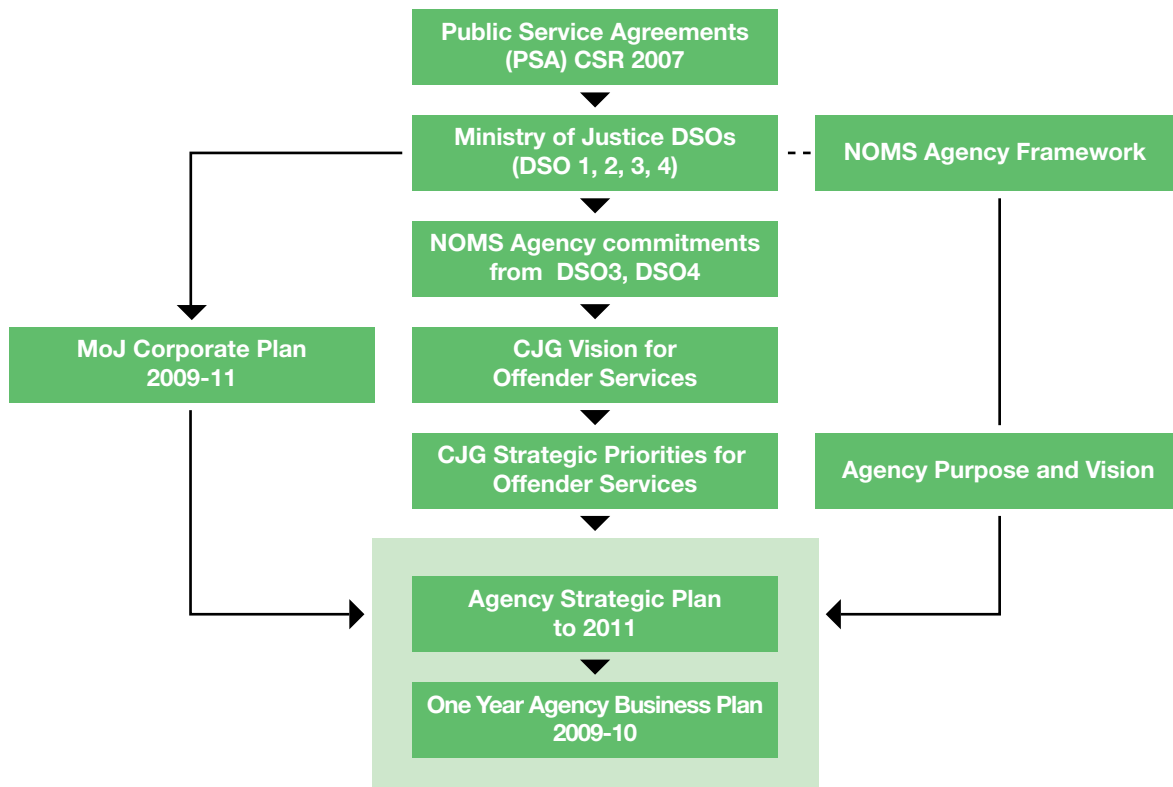
The Structure of the Strategic and Business Plan

2. The document is in three main sections:

- An overview of the purpose and vision of the Agency, describing how it is developing its approach and structure based on a new business operating model;
- The Agency's Strategic Plan setting out at a relatively high level its medium to longer term objectives, targets and assumptions for the Spending Review period to 2010-11; and

Seeing the Plan in Context

3. The Agency's plans have not been developed in isolation. The structure and content of the document are driven and shaped by the obligations placed on the Agency through a series of related higher level documents, as illustrated in the following diagram:



Summary of Priorities and Objectives

4. A fair and effective criminal justice system must provide justice for victims and local communities, punishment and reform for offenders and value for the taxpayer. This means delivering the most effective and cost efficient interventions to punish and reform offenders and working with local communities to tackle the offences that cause the greatest concern. The public needs to have confidence that the Agency is working on behalf of the communities that it serves. This is why we must make sure that justice is visible to all.

5. The document sets out the nine strategic priorities set for the Agency by the MoJ and shows how these priorities have been translated into a series of objectives. The nine priorities are grouped under the three main challenges that the Agency faces during the current strategy period and beyond:

• Aligning supply and demand of correctional services

- i. Continue to deliver a major building programme to ensure there is sufficient prison capacity to meet demand (based on current projections); and carry out day-to-day monitoring and management of supply and demand for prison and probation resources.
- ii. Work with the Criminal Justice Group on longer term supply and demand; and on reviews of high priority segments of offenders, to develop strategies for more effective use of resources.

• Improving efficiency and effectiveness

- iii. Deliver workforce reforms to improve flexibility, including a new pay and grading system, underpinned by job evaluation systems.
- iv. Drive efficiency in prison and probation providers through better specification benchmarking and contract management.
- v. Cost, specify and implement service changes for women offenders, as set out in the National Service Framework and the developing project to divert women from custody.
- vi. Align intervention and other reducing re-offending resources to deliver best overall outcomes and value for money.

• Improve the system

- vii. Complete implementation of the existing plans for offender management; and agree priorities for extending offender management with Criminal Justice Group.
- viii. Agree with Criminal Justice Group a commissioning strategy defining how NOMS' commissioning system will evolve, and decision-making will be devolved to localities, over the CSR period.
- ix. Continue to implement the existing agreed organisational changes.

The NOMS Agency Purpose and Vision



The NOMS Agency Purpose and Vision

Purpose and role

6. The National Offender Management Service is an executive agency of the MoJ and operates within the Ministry's regulatory framework. The Agency was established to join up prison and probation services, to enable offender management to be delivered more effectively and to strengthen and streamline commissioning to improve efficiencies and effectiveness. Within the MoJ, the Criminal Justice Group (CJG) takes the lead in developing the strategic and regulatory framework for adult offender services. The Agency is then responsible for commissioning and delivering adult offender management services for England and Wales within the strategic policy framework that has been set. It is also responsible to the Youth Justice Board (YJB) for the services it provides for children and young people remanded or sentenced to custody and to the United Kingdom Borders Agency (UKBA) for the custodial places provided to hold detainees being considered for deportation. The Agency also has a key role in influencing other Government Departments in order to address the needs of offenders, and in providing sentencers with information on the costs and benefits of sentence options.

7. In delivering the sentences and orders of the courts effectively, the Agency commissions providers from the public, private and third sectors to:

- Carry out the punishments imposed by the courts;
- Protect the public from offenders and communities from the impact of crime;
- Reform offenders and reduce re-offending;
- Deliver the sentence plans in accordance with the courts' requirements;
- Take account of risk, and the needs, wishes and rights of the victims of crime; and
- Make the best use of resources.

8. To meet its twin aims of protecting the public and reducing re-offending, the Agency will:

- Ensure that prison and probation services coordinate their work in managing offenders;
- Work in partnership centrally and at local level through Local Criminal Justice Boards with others in the criminal justice system in support of truly joined-up offender management; and
- Work with local government, the NHS, Learning & Skills Councils, Job Centres and others to secure the housing, health, employment, training pathways to deliver offender rehabilitation more effectively.

9. To achieve better outcomes and value for money, the Agency will:

- Act upon evidence of the effectiveness and value for money of services in setting resource priorities and commissioning providers, selecting the best value providers through a competitive process, increasing investment in effective services and disinvesting from ineffective services;
- Delegate maximum authority to the frontline consistent with the efficient delivery of equitable national standards, with a much leaner HQ to reduce overheads and facilitate local and regional empowerment;
- Make better use of evidence and management information at all levels, to highlight what works and what does not, and allocate resources accordingly;
- Seek best possible alignment between supply and demand, working closely with sentencers;
- Encourage constructive challenge to historic patterns of delivery, whilst continuing to deliver proven correctional services well and harnessing the skills and creativity of people and organisations across the criminal justice system;
- Invest strongly in our people, maximising their potential to work flexibly to meet these challenges;
- Improve efficiency of offender management services year on year, streamline management, reduce overhead costs, and advance the productivity of the workforce;
- Make sure that resources follow risk to the maximum possible degree; and
- Deliver all services with decency, valuing diversity and promoting equality.

10. The Agency Director General is responsible for commissioning adult offender services and delivering through a range of providers from the public, private and third sectors. To drive commissioning forward, the Agency Director General, through the Agency Chief Operating Officer, will assign responsibilities to ten Directors of Offender Management (DOM) for the nine English regions and Wales. The DOMs will be responsible for:

- Allocating resources across their region/ Wales in accordance with offenders' needs, sentencers' demands and public protection requirements, with reference to value for money and 'what works' principles as the key drivers for the whole system;
- Applying the national specifications for service delivery, maintaining appropriate separation between specifying requirements and choosing providers;
- Selecting providers on merit, with payments linked to costed service specifications;
- Using robust SLA/contract management to incentivise high performance and to identify and tackle poor performance by prisons and probation areas, both individually and in collaboration and to improve efficiency year on year;
- Delegating maximum authority for commissioning and partnerships to the local level consistent with efficient and effective delivery, given the crucial importance of Multi Agency Public Protection Arrangements (MAPPA) to public protection and local area agreements to rehabilitation; and
- Managing regional partnerships with strategic health authorities, Government Offices and others to maximise resources available to reduce re-offending within each region.

11. A streamlined Agency headquarters will provide the ten DOMs with effective support and challenge by:

- Securing and allocating to the ten DOMs the resources they need to fulfil their duties;
- Developing and agreeing national standards and specifications for service delivery;
- Monitoring performance and intervening where performance or efficiency is causing concern, or otherwise in accordance with Ministers' requirements;
- Commissioning and providing those services which are most cost-effectively managed nationally; and
- Facilitating coordination across Wales and the regions where needed to support national standards, and sharing good practice.

13. The Agency's own statement of its purpose and vision reflects its aspirations as an organisation and describes the approach it will take in delivering its commitments.

Vision

12. The Criminal Justice Group (CJG) and Youth Justice Board (YJB) are responsible for defining the strategic priorities to be delivered by the Agency, based on their vision for offender services for adults and young people respectively. CJG, YJB and the Agency will work in unison, pooling expertise and resources to shape and take forward the vision and strategic priorities and working towards a more efficient and effective criminal justice system that puts victims at its heart and in which the public are confident and engaged.

to learn from each other

The NOMS Agency Organisation



The NOMS Agency Organisation

14. The creation of the Agency provides a unique opportunity to rationalise the operating model for the delivery of offender services and establish a new structure that will stand the test of time. Getting the changes right will have long term benefits for public protection and reducing re-offending as well as for work in prison and probation areas. The Agency Framework Document (AFD) explains how the Agency will work and the relationship between the Agency and the MoJ.

15. The AFD also defines the governance arrangements for the Agency. The Permanent Secretary is the Departmental Sponsor and supporting him in that role is the Offender Management Supervisory Board (OMSB). OMSB provides strategic supervision of the Agency and oversees implementation of the recommendations from Lord Carter's review¹ of the prison system in England and Wales.

16. The Agency has established a portfolio of benefits led change programmes with governance and support arrangements to ensure that the substantial agenda for change is delivered successfully over the long term. A portfolio management function oversees the co-ordinated delivery of the current change programmes and identifies and drives the dependencies across the portfolio. The portfolio function provides monthly reporting on the various elements of the change portfolio and supports the Agency's Change Management Board by exposing the decisions that need to be taken and the issues that need to be managed to deliver effectively the agenda

for change. The change programmes will deliver measurable benefits, including cashable savings that will contribute directly to the MoJ Performance and Efficiency Programme (PEP) which is in place to ensure delivery of the £1bn savings required across the department. Annex C provides an outline of the portfolio governance arrangements and the projects within each of the change programmes.

17. Across the change portfolio the critical deliverables are:

- The **Strategy and Regulation Programme** will develop the overarching strategy for offender management services, commissioning and competition to improve efficiency and effectiveness, a longer term exercise aligning supply and demand, and the regulation framework. This programme is led by the CJG.
- The **Prison Capacity Programme** will deliver the additional custodial capacity needed to meet the projections of future demand on the criminal justice system. To date, an additional 4,200 prison places have been provided and a total of 10,200 additional places will be delivered by the second quarter of 2011. Plans to commission three new prison clusters will be announced during 2009.
- The **Probation Trusts Programme** will deliver the transition from Probation Boards to Trusts and see the establishment of up to 42 Probation Trusts. Six Trusts have already been established and by April 2010 all Probation Boards will have had the opportunity to move to Trust status.

¹ 'Securing the Future: proposals for the efficient and sustainable use of custody in England and Wales'

- The **Workforce Modernisation Programme** is a key enabler for achieving a more efficient and effective workforce across the public sector Prison Service. The programme will create a modern flexible workforce where staff are equipped to deliver their challenging roles most effectively and efficiently. Policies and procedures will be streamlined and new grievance and attendance policies have already been implemented. A pay system that provides incentives, rewards fairly and provides control of future pay bill growth will be introduced alongside clearly defined career structures and progression arrangements to support the development of staff.
- The **Specification, Benchmarking and Costing Programme** provides the Agency with one important means by which the move to more efficient and effective processes will be supported. Costed service specifications will enable the transition to selecting providers on merit and paying for services provided and support choices by the business about what services should be delivered and at what cost. Benchmarked operating models will support improvements in practice, efficiency and delivery.
- The **Organisation Restructure Programme** will ensure a lean and fit for purpose organisation structure which has started to merge the former National Offender Management Service (NOMS) headquarters, which already included the National Probation Service (NPS) with Her Majesty's Prison Service (HMPS) headquarters, including the regional and area level offices. Directors of Offender Management (DOMs) will be appointed in all regions and will be accountable for the delivery of all NOMS services in the regions. Two DOMs are already in post.
- The **National Offender Management Information System Programme (NOMIS)** will provide a seamless flow of offender information across the custody-community divide through the provision of a collection of IT applications. On the probation side, a single national database is being set up for the probation organisation and a new probation case management system will be implemented in probation areas. On the prison side, implementation of Prison NOMIS for public prisons will commence in 2009 to replace a legacy case management system. In addition, the redevelopment of the offender risk assessment system as a single national system across prison and probation areas will enhance the sharing of information and ensure consistency in risk assessment of offenders.
- The **ICT Programme** will support and enable other programmes in the portfolio to deliver their objectives through joined up and streamlined IT.

Organisational development design principles

18. Delivering the Organisation Re-structure Programme is one of the major challenges that the Agency faces. A number of key design principles have been identified to ensure the new structure is fit for purpose and we are clear there needs to be:

- Greater accountability devolved to DOMs and their regions, within an efficient shared service infrastructure;
- A leaner, simplified headquarters;
- More joined up working across the system;
- Improved performance while maintaining a grip on operations; and
- Strengthened Service Level Agreement (SLA)/contract management to drive up performance.

These design principles are explained in the sections that follow.

Greater accountability devolved to regions

19. Organisational changes are being finalised to strengthen regional and local accountability, particularly in ensuring that other agencies deliver their responsibilities for providing offender services.

20. Probation remains a nationally accountable and locally focused service. There is a commitment to regional, rather than functional management of the prison estate including women, young adult and foreign national prisoners, except for high security prisons.

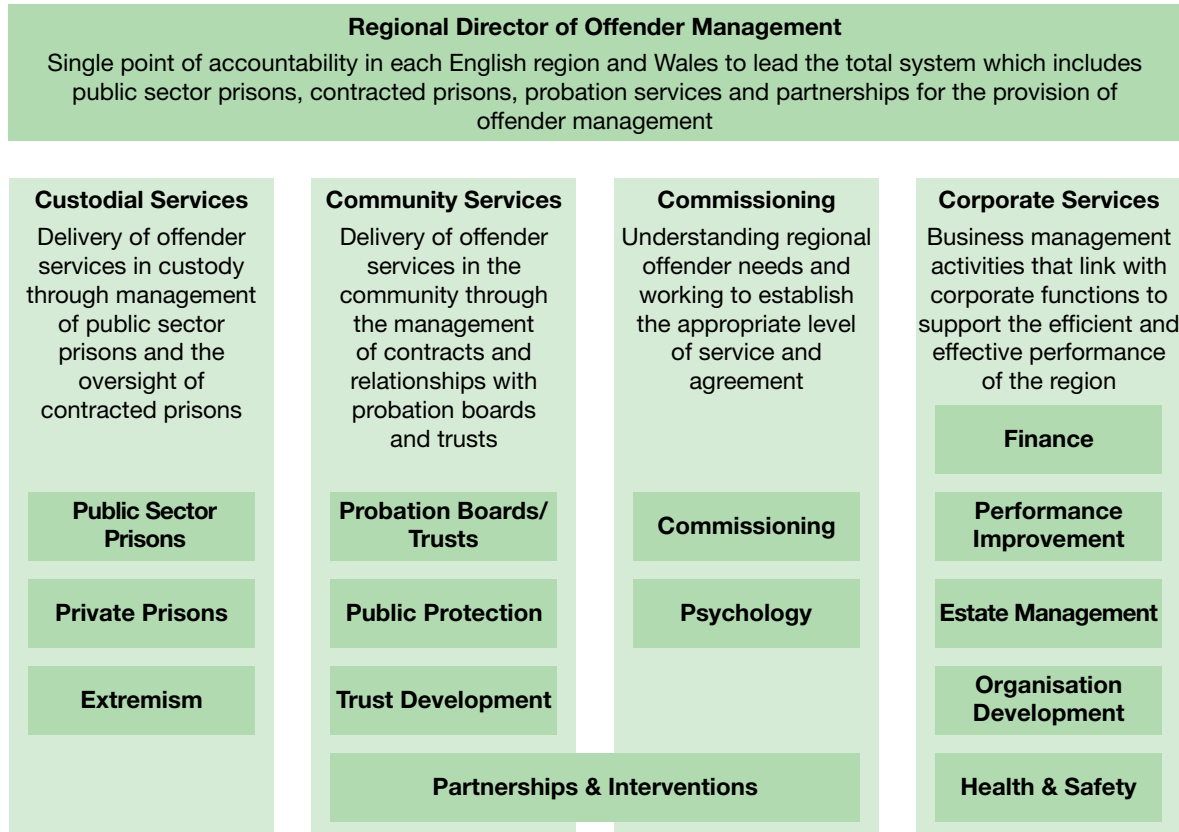
21. DOMs and their supporting structures within the English regions and Wales will be part of the Agency's headquarters arrangements. The DOMs will be responsible for allocating resources across their region and commissioning services at a local level, through SLAs and contracts of developing sophistication. Each DOM will be accountable for contract management and effective performance of the probation and public and contracted prison services in their region.

22. Resource allocation (people and funds) will be based on effectiveness, risk, cost, volume, strategic importance and complexity of activities against an agreed set of priorities. Each DOM will have the freedom to allocate budgets to services in order to achieve their performance targets within a national framework set by the Agency. Consistency of national specification and standards will be visible across the regions and Wales without stifling innovation and best value – any case for variation will be based on clear evidence of need and what works. The effective NOMS shared service infrastructure will provide support for DOMs to ensure that transactional or common services are provided consistently and efficiently, avoiding wasteful duplication.

Leaner, simplified headquarters

23. Strategic policy is the responsibility of CJG with operational policy driven from within the Agency. The Agency and CJG are working together to minimise duplication. Span of control (the number of direct reports to any manager) will be appropriate to ensure effectiveness of performance as well as opportunity for development.

Functional Regional Core Model



Note: 1. Excludes High Security Prisons which are managed together as a group

24. Delivery will be achieved by the lowest possible headcount level consistent with being as efficient and effective as possible. Activities will be undertaken once and leveraged across the organisation – not duplicated at headquarters and regions. Some operational services (e.g. laundry for prison establishments) will be managed at a national level where it is demonstrated that this will represent the most efficient and effective use of resources.

More joined up working across the whole system

25. The needs of the public and victims must be at the centre of what we deliver. Providing a firm grip on offenders throughout their sentence is what we do: from ensuring control and order is maintained in prison to managing offenders effectively in the

community and across the community and custody divide to reduce re-offending and protect the public. We cannot deliver on our own. Reaching out to work with other organisations in both the public, private and third sectors, is critical to our success – for example, engaging centrally and through Local Criminal Justice Boards to improve working of the criminal justice system or working with others to secure the housing, health, employment, training and other services to support effective offender management.

26. All delivery providers – public sector prisons, contracted prisons, community and third sector – will be encouraged and enabled to work together more effectively and collaboratively at all levels. By joining up the work of the prison and probation services, we can better supervise

offenders across the custody and community divide. This will enable us to deliver our outcomes more effectively and efficiently target our limited resources in the right places and at the right offenders.

27. Staff that are directly employed will be equipped to do their job and have opportunities to develop. The Agency will be known for working with providers who share the same values.

28. The objective is to have consistent standardised sets of information improving the quality and the accessibility of the information and minimising administration.

Improving performance

29. We will deliver the services that have the greatest impact on protecting the public and reducing re-offending. This includes those that the courts require, based on the right specifications, through commissioning, service level agreements and contracts. Providers will be selected on merit, with competition used to ensure we are getting the best service delivery possible for the resources available. The Agency will maintain a clear separation of the responsibilities and processes for deciding what services are to be provided, by whom and to what performance level from the responsibilities for service delivery.

30. NOMS will be impartial in relation to bids from public, private and third sector providers, seeking to appoint the best value provider. Competition will challenge poor performance, drive innovation and continuous improvement and provide high quality and sustainable outcomes for offenders and ensure that public money is being spent effectively.

31. The predictability and transparency of the cost of services will be increased. Robust contract and SLA management with clear accountability will take place at the appropriate level for all services. For public prison services, the line accountability from local to regional to board level and upwards to Ministers and Parliament will be maintained. For probation services, accountability is to the DOM and the NOMS Agency Board and upwards to Ministers and Parliament nationally and will be developed further via the Trust model and associated contract arrangements.

Business Operating Model

32. The Agency has developed a new business operating model to underpin its role and purpose and provide the basic framework needed to deliver services to both customers and end users. The operating model has the Agency's customers and end users as its focus and recognises external drivers and constraints. It also covers both hard (structures) and soft (style and behaviour) dimensions, defines required capability areas and production thresholds and describes, at a high level, how the Agency intends to meet its business objectives. In addition, the operating model covers geography and deployment issues as well as environmental issues.

33. Some of the main external influences on the Agency are as follows:

- Sentencing patterns;
- Wider Government policy, including on competition;
- MoJ and wider CJS strategy;
- Funding flows (including funds for delivery partners such as Health and Education);

- Prison population and probation caseload pressures;
- Strategic shifts from delivery partners; and
- The obligations of Executive Agency status.

34. The Agency's plans are based necessarily on assumptions about the rate of growth that is sustainable with available facilities and resources and the Agency's ability to achieve a certain balance between demand and supply. If those assumptions change, then the model will need to be reviewed.

35. The Agency's processes will be designed to ensure that stakeholder requirements are met and strategic intent delivered. This means operating effective and efficient processes that will guarantee safe and secure offender management, with offenders treated humanely in decent surroundings and being given both the opportunity and encouragement to address their offending behaviour.

36. The effectiveness of processes will be assured by thorough monitoring against realistic but challenging performance targets and a comprehensive audit of compliance against performance standards. It must always be clear what is to be delivered, at what cost, what benefit it will bring, when it is to be delivered and how it is to be measured. The Agency places emphasis on effective risk management and a clear process of robust benefits realisation management as pre-requisites to successful delivery.

37. The Agency will deliver high quality offender services through its regional and local structures, using a balance of appropriately standardised corporate processes combined with local innovation at the most efficient cost. The Agency will

organise and shape its structures around its main processes and ensure that those processes support the key information and financial flows to and from its identified stakeholders. It will also monitor and anticipate any factors driving change to those flows, processes and organisation.

38. The Agency will operate a strong corporate centre that has the capability to provide the right level of guidance and direction, as well as seizing opportunities to exploit further the concept of delivering shared services in ways that reduce cost, increase consistency and embed best practice. However, the Agency will also continue to develop and encourage innovation at local level to drive continuous improvement.

39. The Agency's stance is to be open, straightforward and accountable in all that it does, building trust from Ministers, partners, stakeholders and, ultimately, the general public.

40. The Agency will seek to raise further the performance of our people as set out in the MoJ 'People Proposition'. At the centre of the Proposition is the ambition to foster high-performing individuals and teams delivering excellent services across the MoJ. We will define and encourage organisational behaviours, aligned with business strategy and management infrastructure. The Agency will operate within a system of rewards, protocols, leadership profiles and role specifications that reinforce expected behaviours, values and beliefs and help ensure that everyone's performance can contribute to the intended business direction. Standard corporate processes will enable quick decisions and clear accountabilities. But without the right people, the right processes will never ensure success, so there is an underlying emphasis on

building the attributes and behaviours amongst all employees that will collectively lead to success. Appropriate leadership is vital and the operating model will drive the behaviour of senior management to ensure that it thoroughly complements the strategy, management structures and processes.

Part One – The NOMS Strategic Plan to 2011



Part One – The NOMS Strategic Plan to 2011

The Strategic and Delivery context

41. A fair and effective criminal justice system must provide collective benefit: justice for victims and local communities, punishment and reform for offenders and value for the taxpayer. The Government's vision is for a criminal justice system (CJS) that puts victims at its heart and in which the public are confident and engaged. It will be effective in deterring offenders and bringing offences to justice through simple and efficient processes.

42. Our starting point is that the public must be protected from those offenders who pose a threat. This is why prison is the right place for the most dangerous, serious and the most persistent offenders. But we need both prison places and effective community punishments to achieve the best outcomes for victims and the public. For less serious offenders, tough community sentences can be more effective in punishing and reforming them than a short custodial sentence. And for minor offences, fines can also provide effective punishment.

43. Public confidence in the CJS has risen in recent years but we still need to do more to demonstrate to communities that the system is on their side in delivering justice. There is still too wide a gap between the reality about crime, and the public's perception. The Agency has a key role to play in increasing the visibility of justice being delivered: through the introduction of high visibility jackets so that the public can clearly see the contribution that offenders make to the community; through Citizens' Panels providing local communities with a greater say in the types of projects undertaken by

offenders; and by working with partners to respond to emerging crime priorities to tackle the offences, such as knife crime, that communities are most concerned about. The Agency also has a key role in improving efficiency and effectiveness within the criminal justice system, as part of wider alignment of capacity and through improving performance locally.

44. Over the next three years both the Agency and the wider MoJ will face three significant challenges:

- Demand for offender management services is increasing. We are increasing prison capacity and modernising the estate to meet these demands but **aligning the supply and demand** of resources across prison and probation will remain critical to delivering an efficient, effective system.
- There are tight funding constraints for other activity after we factor in the increase in capacity. This means that we all need to plan how to achieve our goals with limited resources. We must work to **improve efficiency and effectiveness** in all areas.
- We must **improve performance and public confidence** by devolving decision making to the lowest level possible to support efficient and effective delivery. This will mean providing more responsibility and accountability to the frontline to make the decisions that will best support local needs and reflect community concerns.

45. The Agency's plans also support four main themes set out in the MoJ Corporate Plan to describe how the Department will go about delivering its purpose and objectives. These are to:

- **Reform public services** by strengthening democratic involvement in our justice system by involving front line staff and local communities in decision making, while ensuring value for money to the taxpayer;
- Build **a justice system that inspires public confidence** – a service where civil and criminal justice is not only done but seen to be done. We must provide more information about how it works to serve the public – in particular victims, the vulnerable and their families – and ensure that it is demonstrably on their side;
- **Listen to victims and the vulnerable**, ensuring their voices are heard in all aspects of our work and putting them at the heart of the Criminal Justice System; and
- **Involve communities in justice.** We need to inform, consult and involve communities better in decision making. Communities expect to know that offenders are being punished effectively and rightly expect that the justice system is on their side.
- PSA 13 – ‘Improve children’s and young peoples’ safety’. Ensuring that there are strategies in place to ensure children’s safety whilst in custody;
- PSA 16 – ‘Increase the proportion of socially excluded adults in settled accommodation and employment, education or training’. The MoJ contribution to this involves the following two indicators:
 - The proportion of offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence; and
 - The proportion of offenders under probation supervision in employment at the end of their order or licence.
- PSA 24 – ‘Deliver a more effective, transparent and responsive CJS for victims and the public’;
- PSA 25 – ‘Reduce the harm caused by alcohol and drugs’ by ensuring that offenders get referred for drug or alcohol treatment where applicable; and
- PSA 26 – ‘Reduce the risk to the UK and its interests overseas from international terrorism’. The Agency and partner agencies contribute to the counter terrorism PSA through work to counter the risks posed by extremist offenders.

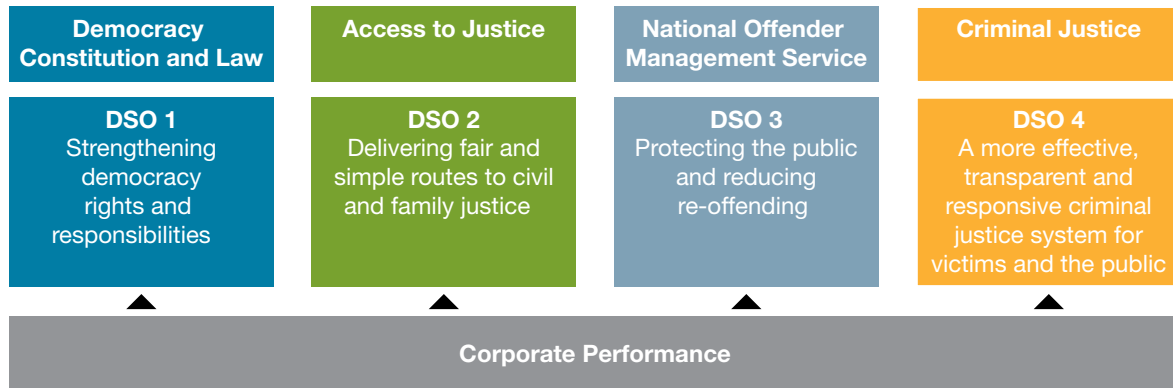
The strategic direction being established now will position the Agency for the next three year planning period.

Delivering for the public

46. The Agency contributes mainly to PSA 23, ‘Make Communities Safer’, which contains the cross-government priority action of ‘Reduce re-offending through the improved management of offenders’. The Agency is responsible for ensuring the **number of proven offences committed by adult re-offenders to reduce by 10% between 2005 and 2011**. It also supports delivery of other PSA targets including:

47. In delivering these targets, the Agency will play a full and active part in helping to achieve the wider MoJ Ministerial Departmental Strategic Objectives (DSOs). The MoJ has four DSOs (see diagram below) which set out the outcomes the MoJ will deliver to the public by 2011.

The MoJ Structure and DSOs



48. The Agency contribution will be to ensure that cost-effective offender services and interventions are commissioned and provided to:

Deliver DSO3: Protecting the public and reducing re-offending. The Agency leads on this DSO. We will need to deliver a significant reduction in overall and serious re-offending by the end of the CSR period. The Agency is responsible for managing delivery of the adult targets. DSO 3 contains the following four high level outcomes:

- Reducing re-offending;
- Protecting the public;
- Increasing the efficiency and effectiveness of service delivery; and
- Through work to counter the risks posed by violent extremist offenders.

Support delivery of DSO4: A more effective, transparent and responsive criminal justice system for victims and the public. The Agency is responsible for managing relevant sentences of the courts and helping to increase public confidence. DSO 4 contains the following high level outcomes that are most relevant to the work of the NOMS Agency:

- Increasing the efficiency and effectiveness of the CJS;
- Increasing the transparency of the CJS so that it inspires confidence in local communities; and
- A more responsive CJS that has the needs of victims and witnesses at its heart.

49. There are a number of high level indicators that will enable us to measure success against each DSO. These will be monitored through the respective DSO scorecards (Annex A and Annex B), which have been designed and assured to ensure that there is a balanced suite of measures and indicators to support performance analysis and management. The scorecards were developed following consultation with senior stakeholders throughout the MoJ (including the NOMS Agency Board) by development of a strategy map, agreement of key drivers that are high influence and high impact and subsequent identification of key measurement points for these.

The Strategic Priorities to 2011

50. The Agency has been set very clear strategic priorities by the MoJ to support delivery of the Government Public Service Agreement (PSA) targets and the MoJ Departmental Strategic Objectives. The nine priorities are as follows and are grouped under the three main challenges that the Agency faces during the current strategy period and beyond:

- **Aligning supply and demand of correctional services**

- i. Continue to deliver a major building programme to ensure there is sufficient prison capacity to meet demand (based on current projections); and carry out day-to-day monitoring and management of supply and demand for prison and probation resources.
- ii. Work with the Criminal Justice Group on longer term supply and demand; and on reviews of high priority segments of offenders, to develop strategies for more effective use of resources.

- **Improving efficiency and effectiveness**

- iii. Deliver workforce reforms to improve flexibility, including a new pay and grading system, underpinned by job evaluation systems.
- iv. Drive efficiency in prison and probation providers through better commissioning, specification and benchmarking and contract management.

- v. Cost, specify and implement service changes for women offenders, as set out in the National Service Framework and the developing project to divert women from custody.
- vi. Align intervention and other reducing re-offending resources to deliver best overall outcomes and value for money.

- **Improve the system**

- vii. Complete implementation of the existing plans for offender management; and agree priorities for extending offender management with Criminal Justice Group.
- viii. Agree with Criminal Justice Group a commissioning strategy defining how the NOMS commissioning system will evolve, and how decision-making will be devolved to localities, over the CSR period.
- ix. Continue to implement the existing agreed organisational changes.

51. To demonstrate its success in these areas by 2010-11, the Agency will:

Align supply and demand by:

- Delivering a total of 5,000 new prison places through the capacity programme, acquiring the sites for prison clusters with outline planning consent granted;
- Delivering a NOMS estate strategy covering the period up to 2014, which includes an asset management strategy for the prison and probation estate;

- Engaging more effectively with sentencers – both through DOMs ensuring that service provision is aligned with demand from the courts in their area, and offender managers providing consistent advice to sentencers based on improved knowledge of outcomes, availability and cost of service provision; and
- Diverting more women offenders into community based services from prison and by starting to divert appropriate offenders with mental health problems into wider health provision.

Improve efficiency and effectiveness by:

- Providing clear responsibilities and devolved accountabilities to DOMs, ensuring that effective assurance and reporting processes are in place;
- Devolving decision making to enable DOMs to determine the service mix within their regions as part of robust SLA and contract negotiations, unless it is demonstrated that it is not efficient to do so;
- Robust SLA/contract negotiation and management;
- Setting some SLA/contracts across the prison and probation boundary, for specific pathways or offender groups where this approach delivers the greatest value for money;
- Having clear performance frameworks in place at provider, regional and national level that take account of outcomes/ effectiveness, efficiency and value for money;
- Ensuring that all offender management services are more aligned at the point of delivery, through closer working with partners in the public, private and third sectors; and
- Delivering improved industrial relations and staff survey outcomes.

Improve the system by:

- Working with partners across government to ensure the delivery of all relevant Public Service Agreement targets;
- Providing the DOM with an increasing role in selecting who provides offender services in their region, using the commissioning system to deliver greater value and improved performance;
- Altering service delivery patterns as a result of better understanding of different offender groups and segments, supported by the availability of more sophisticated specification, benchmarking and cost information;
- Rolling out the principles of offender management to wider offender groups; and
- Delivering strengthened partnerships, by extending joint commissioning arrangements for some services and driving better information sharing across agencies;
- Agreement of a clear ICT strategy, including the implementation of a data sharing system which will enable staff across prison and probation to share core information required to support offender management; and
- Delivering an improved finance system which will increase transparency of costing, pricing, resource allocation and form a central part of provider performance assessments.

52. This will mean there will be fewer victims through better targeted and more cost effective delivery, the system will continue to manage rising demand effectively and the new organisational arrangements will be fully implemented and embedded. The following section describes in more detail the challenges and opportunities in delivering these actions.

Aligning supply and demand

53. The Agency currently deals with around 260,000 offenders each year and has managed rapidly increasing demand pressures effectively, including the delivery of new prison capacity. Probation caseload has increased and the prison population has grown rapidly. Much of this is a result of an increased focus on protecting the public. However, overall capacity is stretched and resources to meet further increases in demand are limited. Developing a more strategic response to managing the demand for offender services is critical for the success of NOMS.

54. Lord Carter's review of prisons estimated that 70% of the increase in demand for prison places between 1995 and 2005 was due to increases in the custody rate and sentence length, with the remainder made up of an increase in numbers and a more serious offence mix. The Carter review (2007) recommended a number of measures to ensure we meet the increasing demand in the short, medium and long term, but on a whole-system basis covering both custody and community and seeking a better balance between the two. This included a significant expansion in the prison capacity.

55. The Ministry of Justice aims to ensure demand is managed effectively, both to remove the current emergency prison population measures and to ensure there is sufficient headroom to enable effective delivery. It will do this by:

- Developing a more coherent approach to the penal policy framework to support the aims of sentencing;
- Working with the proposed new Sentencing Council to better predict and manage demands on the system;

- Identifying ways to divert some offenders out of the criminal justice system or into more effective offender management services; and
- Developing a CJS Alignment Mechanism to prioritise demand across Government in a more efficient and cost effective manner.

56. NOMS will be an intelligent delivery partner to MoJ which will:

- Commission and deliver benefits-focused and affordable offender management;
- Reform services to align more closely with the requirements of the sentence and effective management of offenders;
- Help develop and implement future penal policy and CJ strategies and broader CJS alignment activity;
- Ensure that offender managers provide information and advice to courts based on the effectiveness of sentence disposals across the sentencing purposes, affordability and cost effectiveness, and will complete sentence plans on the same basis;
- Improve public confidence in dealing with offenders and the way we manage demand; and
- Manage prison capacity to meet the required standards on decency and safety and ensure control is maintained.

Delivering prison and probation capacity

57. The Agency will deliver a more effective and efficient operational estate to support the delivery of all NOMS services including a local presence to support the delivery of Multi and Local Area Agreements. Specifically the Agency will:

- Develop and deliver an Asset Management Strategy so that the condition of the existing asset is well understood; is inspected appropriately; maintenance work is effective and efficient; and a significant improvement in the sustainability of the asset is made;
- Agree a decommissioning plan for 5,000 existing prison places to be closed;
- Ensure, through the Capacity Programme, that in total 96,000 prison places are available by 2014;
- Ensure that the first new prison cluster will begin taking prisoners by 2012, with a further two on track to deliver in 2014;
- Profile expected future demand on the prison estate and agree an estates strategy for the period to 2019;
- Develop an appropriate probation estate including those probation services that have moved to a Trust; and
- Develop an effective measure of probation capacity.

Finding a balance between custody and community

58. Improvements in the detection of crime, indeterminate sentences, enforcement of sentences and public protection have combined with longer determinate sentences to contribute to a rising prison population. Rigorously enforced community sentences have a key role in punishing and rehabilitating offenders.

59. By the end of the current strategy period, the Agency will aim to make available more intensive alternatives to short term custodial sentences for less serious offenders assessed as not posing a risk to the public. Additional funding has been provided to support this work and the Agency will monitor results closely to

ensure that the desired outcomes are produced in terms of demand management.

60. To allow and complement this development, the Agency will work with sentencers to improve understanding of, and confidence in, these community sentences through its work on enforcement, pre-sentence reports and assessments, and through their local communication. The segmentation² work outlined in the next section may also suggest further priority groups who could effectively be punished and rehabilitated outside custody, and therefore reduce demand, along the same lines as the ‘Diverting Women from Custody’ project³. Similarly, there might be scope for dealing with some offenders outside the criminal justice system altogether, and Lord Bradley’s report⁴ on mentally disordered offenders will help in this respect.

Improving efficiency and effectiveness

61. The MoJ Performance and Efficiency Programme (PEP) is in place to ensure delivery of the £1 billion of efficiency savings required across the Department. As the largest area of expenditure within the MoJ, the Agency will make a contribution of more than £500m towards the overall cashable efficiency target over the three years of the strategy period. The drive has been to achieve savings primarily through reducing administration and overheads and by simplifying processes – hence protecting resources for essential front line work with offenders.

² ‘Segmentation’ – the identification of groups based on offending patterns

³ ‘Diverting Women from Custody’ – one of the actions in response to the Corston Report

⁴ Lord Bradley’s review into diverting more offenders with severe mental health problems and learning difficulties away from prison into more appropriate accommodation.

62. The Agency will use the Offender Management Model⁵, strengthened commissioning arrangements and a range of change programmes to ensure the most effective and efficient use of available funds. Embedding the current phases of offender management will continue to better align resources, including the available interventions, with prioritised offender needs. Benefits from the introduction of the initial phases of offender management have enabled resources to be redeployed to meet the demands of increasing workloads.

63. The Agency has already initiated a series of measures to drive efficiency and effectiveness both through business as usual and the corporate change portfolio. These measures include the 'core day'⁶ savings in the public sector prisons, greater clustering of prison operations and the successful move to provide transactional services through a Shared Service Centre.

64. Where there has previously been competition for correctional services, including for the escorting of offenders to courts and in the management of some prison establishments, there have been real benefits, including improved business results and significantly lower cost to the taxpayer. Some of those improvements have been delivered in the public sector, which has been energised by the more competitive environment. NOMS will build on what has been achieved, to ensure that it commissions services from the most effective providers, whether from the public, private or voluntary sector. The Agency will implement the MoJ strategy

for the competition of offender services to drive value for money and performance improvement, to encourage innovation and to tackle poor performance. A NOMS competition board, with MoJ representation has been established to provide governance and oversight and the developing framework of specifications will support any competition. Under the competition strategy, NOMS will:

- Invite private and third sector bids to manage the first two prison clusters. This will allow time for the public sector provider to demonstrate engagement with the wider reforms including workforce modernisation, before setting the procurement strategies for the third cluster and any subsequent competitions;
- Re-compete in the open market (public, private and third sectors), the management of those prisons that have previously been competed and where contracts and SLAs will be expiring;
- Use benchmarking against specifications to highlight underperforming or expensive prisons in the public sector and implement a programme to drive the required improvements in 2009-10. Prisons that do not meet the required standards will be put out to competition without a public sector bid; and
- Take forward a programme of reviews in Probation Trusts, to test existing services against specifications and Best Value (BV) principles. This will include identifying through competition alternative providers for those services that do not meet the minimum criteria. The BV programme will address Unpaid Work and victim contact services first, with the first reviews completed by March 2010.

⁵ Offender Management Model – The Framework under which offenders are managed in a consistent, constructive and coherent way throughout their sentence.

⁶ Core day – An initiative to produce efficiencies by introducing a standard core day for all prisons.

65. The outline timetable and programme of prison competitions is as follows;

Prison	Type of competition	Current Contract/ SLA Expires	Call for Competition
Buckley Hall	Re-compete manage only SLA	June 2010	June 2009
Doncaster	Re-compete manage only contract	Aug 2010	Aug 2009
Blakenhurst ⁷	Re-compete manage only SLA	Aug 2011	Aug 2010
Manchester	Re-compete manage only SLA	Oct 2011	Oct 2010
Wolds	Re-compete manage only contract	Jan 2013	Jan 2012
Cluster 1	New build cluster	n/a	Summer 2009
Cluster 2	New build cluster	n/a	Tbc
Cluster 3	New build cluster	n/a	Tbc

Offender management change portfolio

66. A key challenge for the Agency's benefits led change portfolio is to deliver cashable savings while improving services. The **Specification, Benchmarking and Costing Programme** will enable the Agency to target resources where they have the most impact and provide greater clarity on costs and levels of service delivery. The Agency will develop a robust framework of costed service specifications to define the outputs to be delivered to different offender groups, for use in service level agreements and contracts. The creation of benchmarked operating models to support the service specifications will drive improvements in practice to achieve greater efficiency.

67. The framework of service specifications will:

- Expose choices for commissioners about which services should be delivered, to which groups of offenders, at what level of quality and cost;
- Enable provision to be aligned more closely with need;
- Provide a basis for identifying and addressing provision that is less cost effective; and

- Support any competition and Best Value activity.

68. The specifications will define a target cost and the minimum acceptable quality required for each service. NOMS will be supporting providers to deliver, but there will be clear implications for those that cannot meet the specified quality and cost, including the possibility of competition.

69. Further savings will be generated from other programmes within the Agency's change portfolio. These include:

- The **Organisation Re-structure Programme** is working to establish a lean, fit for purpose organisation structure. The Agency brings together the former NOMS HQ and HMPS Headquarters and has exploited opportunities to reduce central duplication and to build stronger, more streamlined regional structures. The high level designs for headquarters and regional offices are complete and DOMs for each of the English regions and Wales will be appointed early in 2009. Further details of the support for DOMs are currently being worked up and will be implemented during 2009-10. The programme will deliver efficiencies both nationally and at regional level by removing duplication between

⁷ Decisions have not yet been taken as to the scope of any competition given Blakenhurst is now part of the Hewell cluster.

previous structures, making better use of accommodation and streamlining of processes.

- The **Workforce Modernisation Programme** is a key enabler to achieving a more efficient and effective workforce. The 2007 Carter Report recommended that 'the Government urgently pursue modernisation of the HM Prison Service workforce, beginning by setting out a costed case for reform'. Updating our workforce systems has the potential to improve our efficiency, provide mitigation against proven equal pay risks and improve ways of working. The Workforce Modernisation Programme will enable a more efficient and effective public sector prisons workforce by:
 - Defining, and where appropriate changing, roles in establishments;
 - Reducing the layers of management in establishments;
 - Increasing the flexibility in the way that we deliver our business;
 - Streamlining and simplifying policies and procedures;
 - Implementing a pay system for all directly employed Agency staff that provides incentive, rewards fairly, and provides control of future pay bill growth; and
 - Introducing clear career structures and progression arrangements to support development of our staff.
- Implementation of the re-scoped **National Offender Management Information System (NOMIS) Programme** will also deliver the savings agreed in its final business case. This initiative is targeted to deliver £10m cashable savings in 2010-11, with a total of £100m cashable savings over the lifetime of the system. Once implemented, NOMIS will enable

further IT-enabled modernisation of operational processes.

- By increasing capacity, the **Prison Capacity Programme** will ease pressure on existing resources by freeing up resource to focus on core areas of delivery and by reducing the potential call on expensive police cells. Replacing old accommodation with more modern prison establishments will lead to savings in overhead and running costs. Over the longer term, building large prison clusters will offer considerable efficiency and effectiveness savings through the opportunity to replace up to 5,000 places in old, inefficient buildings.
- The **ICT Programme** will provide important opportunities for further IT-enabled business change, modernising complex and inefficient operational processes.

Sustainable Development

70. Sustainable development is a priority for all parts of the Agency and forms part of the Agency's drive for efficiency and effectiveness and to reduce its adverse environmental impacts. The Agency inherits from HMPS and Custodial Property a well-established programme of work. This includes the Carbon Management Plan which aims to:

- Improve energy efficiency and reduce carbon emissions;
- Raise awareness and support for effective carbon management with staff and prisoners;
- Reduce the amount of waste sent to landfill;
- Improve recycling rates and provide training and job opportunities for prisoners;
- Ensure the beneficial management of the flora and fauna on the prison estate

in accordance with wildlife legislation and best practice through a Biodiversity Action Plan;

- Require sustainable construction measures to improve energy performance of new buildings; and
- Achieve BREEAM “excellent” ratings.

Information on progress can be obtained from the Annual Sustainable Development Report (www.hmprisonservice.gov.uk/abouttheservice/environmentalpolices/sustainabledevelopmentreport/).

71. The MoJ has developed a Sustainable Development Action Plan (SDAP) which was published in February 2008. The plan sets out how the MoJ and its agencies will improve their performance under the Government’s sustainability agenda and meet targets for sustainable operations on the Government estate. It includes a detailed action plan with short and medium term targets in key areas such as energy management, water consumption, waste and recycling, biodiversity, transport and travel, procurement and communications. The Agency will play its part in taking forward the MoJ SDAP, which is available on the Internet (www.justice.gov.uk/publications/sustainable-development.htm).

Improving the system

72. Over the last 10 years the Government has delivered a step change in the way offender services are delivered. The Agency now needs to improve the system further to meet its assigned targets and challenges from the CSR07 PSAs. Public confidence in the criminal justice system also remains a key issue. We know that while we have delivered improvements, the public does not necessarily recognise this and the

requirement for effective management of offenders, particularly high risk offenders, has never been higher. We need to continue to raise performance so that we can make our proper contribution to cutting crime by reducing the recycling of offenders through the criminal justice system while protecting the public from the most serious and violent.

73. Adult re-offending rates fell a further 13% between 2005 and 2006, as part of a longer term decline that has seen rates fall nearly a quarter between 2000 and 2006. The number of serious re-offences has also fallen. The improved re-offending rates represent less crime and fewer victims in England and Wales, which is our ultimate aim. This reduction in re-offending is something that the Agency is well positioned to build on, with the prisons and probation services working more closely.

74. Delivering further significant improvement in public service delivery will not be easy. Many offenders have complex needs associated with their offending, including difficulty in accessing suitable accommodation, substance misuse issues, mental health issues, poor educational achievement and work histories. Providers within the CJS must work ever more closely with partners to tackle these complex problems in a coherent way across government. The Agency will play a full role in delivering public confidence. This will be achieved through a number of means: by aligning supply with demand; managing risk effectively; delivering the sentence of the courts and, importantly, engaging with local communities, victims and witnesses.

75. The Government has recently set out its expectations for the way in which public services need to be delivered in the Cabinet Office document *Excellence and Fairness; Achieving World Class Public*

Services. This is focused around three themes: empowering citizens; fostering a new professionalism; and providing strong strategic leadership. The three key principles drawn from the broader public sector reform agenda are set out below:

- **Personalised services:** tailored to tackle the criminogenic needs of the offender through the offender management model in order to reduce re-offending;
- **Devolved decision making to localities:** engaging local communities in the delivery of justice and allowing front-line staff and partners to prioritise and improve service provision through the commissioning and joint commissioning systems; and
- **A coherent national framework with strong regional responsibility** delivering sufficient capacity, holding localities to account and addressing poor performance by guaranteeing minimum service standards through specifications and competing failing providers.

76. Offender managers take on much of the responsibility for personalised services. They provide continuity, assessing offenders, preparing pre-sentence reports, and then managing the sentence across the prison and community settings. In doing so, they make recommendations to personalise the services provided to each offender, within the framework of the sentence, according to the risk they present and what is required to reduce re-offending. They also make choices about where to target the available resource most effectively.

77. Communities need to know that justice is being delivered at a local level. This means increasing public confidence by making justice more visible and tackling the crimes that cause the most concern to local people. By devolving more decision making to localities, we want to move

towards a system where local providers can better prioritise the available resources according to local communities needs.

78. At a regional level, the DOMs will have line management and service level agreement (SLA) management responsibilities for public prisons and Probation Boards and contract management responsibilities for Probation Trusts and their private sector providers.

79. The Agency will provide staff and partners with a clear framework within which to operate, with support to enable them to deliver better services. We will achieve this through increased devolution, supported by strategic leadership. The Agency will develop and deliver a commissioning (and joint commissioning) system, underpinned by costed service specifications captured in robustly negotiated and managed service level agreements and contracts. These service specifications will be based on the best available evidence and provide individual offender managers with a clear framework within which to operate. The Agency's Organisation Re-structure Programme will create a new simplified national and regional structure to manage this system, while competition will enable choice and drive performance and continuous improvement across the sector.

Targeting resources

80. The Agency will work with the CJB to ensure that interventions are targeted at the right offenders through delivering layered assessment and defining 'core offers' to different groups of offender. Specific groups may include young adults who are most likely to become prolific offenders, offenders serving less than 12 months in prison and female offenders. The Agency will support the development of new strategies in these areas and ensure they are implemented.

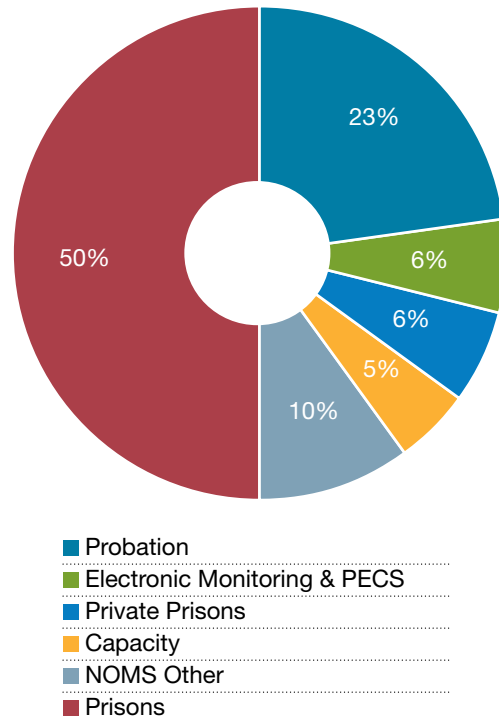
81. The Agency will continue to work with our partners at departmental level to enable resources to be aligned to deliver the wider services needed by many offenders, as set out in the reducing re-offending pathways⁸. This partnership working has been central to the successful delivery of partnership arrangements such as the Prolific and other Priority Offender (PPO) programme, and the Multi-Agency Public Protection Arrangements (MAPPA). The integrated offender management approach provides an opportunity to build on these successes. An opportunity and a requirement, since CJG has estimated that up to 50% of the resources necessary to manage offenders and reduce re-offending lie outside the criminal justice system.

82. Influencing Local Area Agreements will also be important to this agenda. We can expect to deliver more as many partners have agreed how to deliver local priorities together, to develop strong partnerships and to create joint commissioning arrangements. These will support the wider social exclusion, reducing re-offending, safer communities and counter-terrorism agenda. Particular priorities for offenders include: improving accommodation, drug and alcohol treatment and employment.

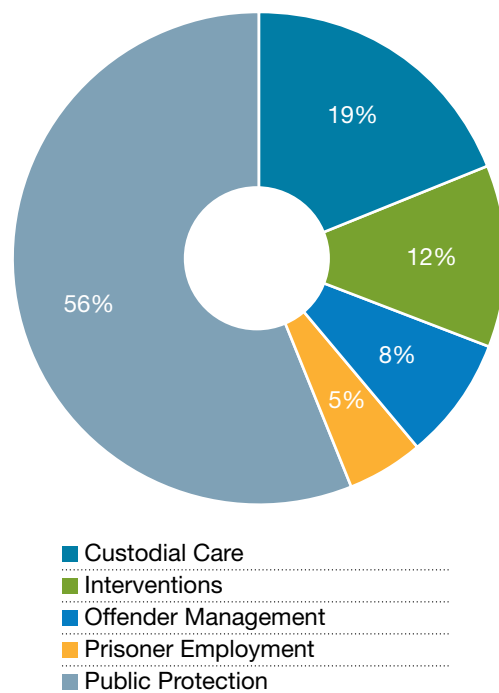
Financial Planning

83. NOMS funding is predominantly focused towards front line delivery services, with the balance including custodial property, maintenance costs and shared services. This is illustrated below:

2008-2009 Budget allocation by Business Area (£M)

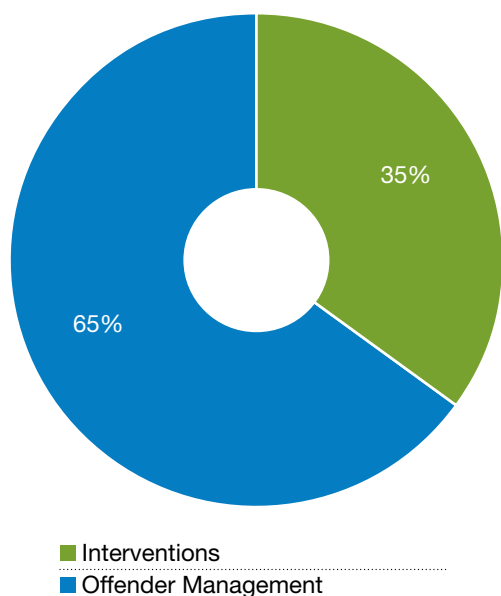


Allocation of Prison Resources 2008-2009



⁸ Reducing re-offending pathways: accommodation; mental and physical health; drugs and alcohol; employment, learning and skills; finance, benefit and debt; children and families; and attitudes, thinking and behaviour

Allocation of Probation Resources 2008-2009



84. NOMS is building on a period of significant investment in the criminal justice system. The total budget for offender services has grown rapidly in recent years, (see the table below) in part reflecting increasing population pressures. Since 2001-02, the resource budget for offender services has increased by more than 50%.

85. Over the same period prison and probation populations have increased by 20% and 36% respectively.

86. In order to meet the immediate pressure of an increasing prison population, the Agency is required to invest a significant proportion of its budget in new capacity, which will add an additional 20,000 prison places by 2014 – increasing total capacity to 96,000 places. This large scale building programme, including Lord Carter's recommendations, accounts for a total cost of £1,200 million between 2008-09 and 2010-11.

87. There has been significant investment in probation services in 2008-09. The probation grant increased by approximately 8% in 2008-09, with £17 million extra funding to ensure capacity for offender management is maintained and £40 million to accommodate greater use of intensive alternatives to custody.

88. However, the financial settlement requires the Agency to find savings of more than £500 million over the CSR period (to 2010-11). The table below gives the overall resource budget position for NOMS, including prisons and probation over the strategy period.

Resource Budget for Offender Services 2001-02 to 2007-08

Resource Budget (£m)	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08 (Plan)
NOMS (HQ)			12	20	791	860	1,012
HMPS	2,119	2,281	2,302	2,409	2,034	2,254	2,190
Probation	596	610	811	881	821	880	909
Total	2,716	2,891 +6.4%	3,126 +15.1%	3,310 +21.9%	3,646 +34.2%	3,994 +47.0%	4,111 +51.4%

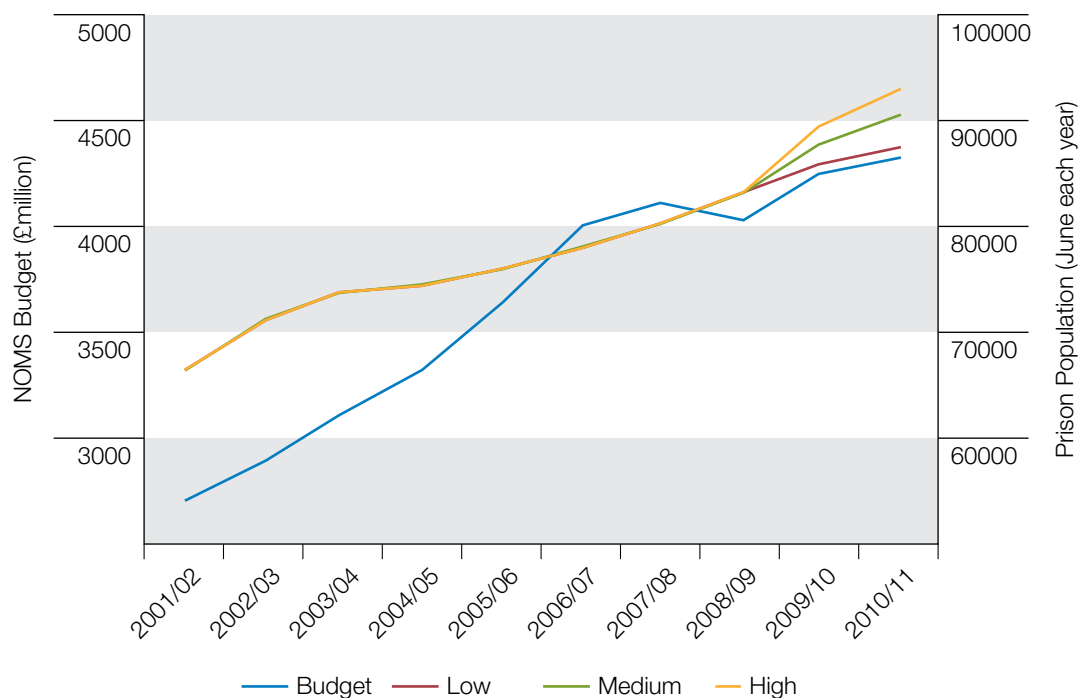
1. Numbers subject to rounding.

2. Percentage increases are expressed in real terms.

£m	2008-09	2009-10	2010-11 Indicative
Gross requirement (including growth and inflation)	4,116	4,474	4,466
2008-09 savings	(81)	(81)	(81)
Net requirement	4,035	4,393	4,385
Reduced scope of proposed plans		(99)	
Savings requirement	0	(171)	(256)
NOMS Resource allocation	4,035	4,123	4,129

90. The Agency will pursue innovative and cost-effective reforms to the current system, to deliver savings and increase service effectiveness so that it can deliver effectively within available resources. The principle is to reduce administration and overhead, protecting resources for essential front line work with offenders, so far as is possible.

89. Financial plans are in place to deliver the savings required to ensure that the Agency can operate within available resources without putting at risk our ability to deliver key outcomes. The planned savings contribute directly to the overall MoJ PEP programme which is ensuring the effective delivery of financial plans. We do not expect the financial climate to change or improve significantly after the current spending review period, so we need to adopt a long-term strategy for operating within reduced means.



Part 2 – The Business Plan for 2009-10



Part Two – The Business Plan for 2009-10

The Challenge

Aligning the supply of and demand for correctional services

By the end of 2009-10, the Agency will:

91. Deliver milestones associated with a major building programme to ensure there is sufficient prison capacity to meet projected demand (based on current projections); carry out day-to-day monitoring and management of supply and demand for prison and probation resources.

- Deliver the funded increase in capacity of 2,600 new prison places in 2008-09 and ensure that the required standards on decency and safety are met and that control is maintained.
- Deliver a further 2,600 prison places in the financial year 2009-10.
- Carry out the day-to-day monitoring of the prison population including identifying where the population is starting to divert from the projections. The Agency will also monitor Probation Service capacity closely to inform choices about how these resources can best be used to deliver sentences that protect the public and reduce re-offending.
- Maximise available accommodation to minimise the potential cost and impact of having demand for prison places exceed in-use supply.

92. Work with CJG on longer term supply and demand and on reviews of high priority segments of offenders, to develop strategies for more effective use of resources.

- Contribute to the CJG strategic review of supply and demand issues and implement any agreed recommendations.

The Challenge

Improving efficiency and effectiveness and delivering the required saving contribution to the MoJ PEP programme

By the end of 2009-10, the Agency will:

93. Deliver workforce reforms to improve flexibility, involving new pay and grading systems, underpinned by job evaluation systems for directly employed staff and those in probation, as well as clear career structures.

- The Agency will use the Workforce Modernisation Programme to put in place a new job evaluation system and pay and grading structure for the Prison Service. Discussions with the objective of achieving a negotiated settlement linking pay with structural reform are ongoing.

94. Deliver the cashable savings to contribute to the MoJ PEP programme and drive efficiency in prisons and probation including through better commissioning, specification and benchmarking.

- Implement the early priorities identified by the Specification, Benchmarking and Costing programme to deliver cashable savings in prisons and probation during 2009-10.
- Embed effective budget monitoring and control to ensure planned savings are achieved.

- Improve the range and reliability of cost and performance data for use in the planning process and develop thinking to link specifications to financial allocations and internal business planning.
- Develop and test new measures of efficiency and value for money.
- Implement new structures for NOMS national and regional HQ, delivering planned savings by reducing duplication, reviewing accommodation needs, implementing headcount controls and reducing the level of investment in consultancy and agency staffing.
- Establish a new Workforce Board to consider and address the manpower issues affecting the delivery of planned savings.
- Implement Service Level Agreements and Contracts for all prisons and probation areas in 2009-10.
- Complete the appointment of DOMs to all English regions and Wales and ensure DOMs and their staff have the capability to drive greater efficiency in the services they commission.
- Continue priority work towards a comprehensive framework of costed service specifications for all offender services, with national specifications for Unpaid Work and Victim Contact completed by April 2009; and those associated with the NOMS capacity and competition programmes to be completed by March 2010.
- Start to develop a series of costed service specifications for women offenders in custody and in the community, as stated in the National Service Framework for Women. During 2009-10 two women's specifications will be produced – one will be an “as is” costed specification for a whole public sector women's prison, the other a specification for core probation services that are delivered to women offenders in the community. Both these specifications will be used to inform SLAs and contracts.
- The Agency has introduced gender specific standards for women, as recommended by the Corston Report¹⁰. It has also undertaken a review of the women's estate, piloted and reported findings from a new model for the women's full search and developed the Women's Awareness Training Programme (WASP) specifically for those working in women's prisons.
- Further action is being taken to implement other agreed recommendations from the Corston Report, in order to reduce the number of women in prison and to provide additional services in the community for women offenders and women at risk of offending. This will include building capacity of one-stop-shop services and further developing bail support services to better meet the needs of women. It is proposed to invest in existing Third Sector providers to enable them to work with courts, police, probation and other statutory agencies, to provide support and services to women in the criminal justice system.

95. Cost, specify and implement service changes for women as set out in the National Service Framework⁹ and the developing project to divert women from custody.

96. Implement measures to improve the effectiveness of community services.

⁹ National Service Framework for Women Offenders, published 30 May 2008.

¹⁰ Corston Report – A report by Baroness Jean Corston of “a Review of Women with Particular Vulnerabilities in the Criminal Justice System”. Published in March 2007.

- Complete the assessment of all Probation Boards for Trust status.
- In line with the findings from the recent review by Louise Casey, 'Engaging Communities in Fighting Crime', the Agency will contribute to the new 'Community Engagement across the CJS' Green Paper and explore ways to inform, consult and involve communities in reducing re-offending and protecting the public. The Agency will ensure that the methods used to consult with communities are consistent across the CJS to avoid duplication and ensure consistency.
- Explore ways of building on the success of 'Community Payback'. Ensuring that the public are fully involved in identifying work projects for offenders to undertake; and aware of the positive and visible impact that unpaid work projects can have on the local community and environment.
- Deliver the specific targets still to be agreed with Ministers for 2009-10.
- Improve the effectiveness of end-to-end offender management by:
 - Embedding delivery of phases 1-3 of the Offender Management (OM) Model;
 - Implementing the pilot projects identified in the OM Strategic Review and issuing practice guidance tiering rules;
 - Piloting Video Conferencing Technology; and
 - Embedding ASPIRE by April 2009.
- Develop and implement a programme of Best Value reviews of probation services with the first reviews to be completed by March 2010.
- Provide Boards and Trusts with information to engage with sentencers.
- In addition, the Agency will monitor performance across community services to ensure that all agreed performance targets for 2008-09 are met or exceeded:
 - The number of accredited domestic violence programme completions in the community is at least 2,397;
 - The total number of accredited sex offender programme completions is at least 1,249;
 - The total number of accredited offending behaviour programme completions is at least 12,545 (excluding sex offender and community domestic violence);
 - The number of offenders starting a Drug Rehabilitation Requirement (DRR) in probation is at least 16,277;
 - The total number of DRR completions is at least 5,818;
 - The number of alcohol treatment requirements (ATR) completions in the community is at least 1,635;
 - The proportion of Accredited Programme starts in the community that meet the relevant programme criteria is at least 81%;
 - The number of unpaid work completions to be at least 47,347;
 - The proportion of unpaid work offender days which are lost because of stand-downs on the day to be at most 3.5%;
 - 60% of breaches of community orders are resolved within 25 working days of relevant failure to comply;

- 90% of licence recall requests to reach NOMS Post Release Section within 24 hours of the decision by the Offender Manager;
- The percentage of cases that reach the six month stage without requiring breach action to be no less than 71%; and
- 70% of orders of licences are completed successfully.

97. Implement measures to increase the effectiveness of custodial services.

- Effective delivery of custodial services, covering services delivered by prison establishments, is essential in reducing re-offending and protecting the public, particularly by keeping secure those offenders presenting the greatest risk. This means making sure prison places are available for dangerous offenders. Our ability to align the service capacity and demand depends on the availability of accurate and timely forecasts of demand, need and supply, for use in planning and commissioning the necessary services and interventions.
- End to end offender management, spanning an offender's time both in custody and the community will ensure that outcomes achieved in prison can be built upon after release to aid with rehabilitation. Offender supervisors in prison will work closely with offender managers in the community to ensure that sentence plans are delivered consistently and make effective use of resources.
- Deliver the specific targets yet to be agreed with Ministers for 2009-10.
- Continue to review internal systems and processes to ensure that they are cost-effective and do not add unnecessary administration.

- Ensure that offenders are held safely and decently and treated in accordance with their human rights and recognised standards. Monitor progress through assessments of whether individual establishments meet agreed objectives and SLA or contract obligations; demonstrate good performance relative to other providers, audit and HMCIP/IMB/Ombudsman reports and investigations.
- Establish the NOMS Competition Board to ensure effective implementation of the CJD competition strategy for prisons; including establishing effective procurement strategies, effective governance and competitive neutrality systems that ensure bids can be considered fairly and equitably.
- Develop and agree a programme to drive continuous improvement and to challenge expensive or underperforming prisons in the public sector, building on what was achieved under the previous performance testing regime.
- Agree with Ministers the procurement strategies for the management of future new build prisons.
- Implement the new arrangements for searching women prisoners into all appropriate establishments by April 2009.
- Implement the findings from the review of prisoners serving Indeterminate Public Protection (IPP) sentences.
- Complete implementation of the HR Operating Model, including full transfer of recruitment processes to the Shared Service Centre and release of remaining HR staff in establishments.

98. In addition, the Agency will continue to monitor performance to ensure that all performance targets for 2008-09 are met or exceeded:

- Maintain performance on serious assaults and overcrowding; and deliver improvements in race relations.
- Completion of interventions to address offender criminogenic need and measures of rehabilitation and resettlement across the pathways out of offending, including offenders in settled accommodation and offenders in employment;
 - The total number of accredited sex offender programme completions is at least 1,081;
 - The total number of accredited offending behaviour programme completions is at least 6,782 (excluding sex offender and community domestic violence);
 - The total number of drug treatment completions is at least 7,101; and
 - The rate of positive mandatory drug tests in prisons is less than 9.3%.
- Ensuring the new HR Operating Model delivers the number and quality of recruits required to staff the Capacity Programme.
- Reducing staff sickness levels.

The Challenge

Improving the system

By the end of 2009-10, the Agency will:

99. Achieve agreed objectives and targets designed to help with Reducing Re-offending.

- A large proportion of crime is committed by people who have previous convictions. Reducing re-offending makes an important contribution to an overall reduction in crime. Progress has been made in reducing re-offending,

achieved by a combination of addressing the root causes of offending behaviour, reducing social exclusion and working across government through the pathways out of offending. The frequency of re-offending forms part of PSA 23, 'Make Communities Safer'. Proven re-offending is measured by the number of offences for which a re-offender is convicted in a one-year period following discharge from prison or commencement of a community sentence.

- PSA 23 also includes a focus on reducing the most serious sexual and violent offences¹¹. Reducing these offences is important in protecting the public from the most dangerous offenders. The level of serious re-offences is measured in PSA 23 by both the number of re-offenders who commit at least one proven serious offence and the total number of proven serious offences committed in the one-year follow-up period. Whilst no formal target has been assigned for this indicator, the intention is to ensure there is a reduction in the number of these offences. The Agency will work with both CJG and YJB to achieve a better understanding of the reasons for changes in performance.
- Develop more effective arrangements for the management of offenders sentenced to less than 12 months in custody.
- Deliver the Reducing Re-offending programme, working with CJG to set the strategic direction and engage partners across government. Working in partnership with others to deliver

¹¹ Including homicide and child destruction, attempted murder, wounding or other act endangering life, causing death by dangerous/careless driving, causing death by aggravated vehicle taking, possession of firearms with intent to endanger life, rape, sexual assault, sexual activity without consent, abuse of children through prostitution and pornography, trafficking for sexual exploitation.

the adult and youth milestones in the National and Regional Reducing Re-offending delivery plans and the Reducing Re-offending Third Sector Action Plan.

- Contribute to the Joint DH/MoJ Offender Health Strategy to be published early 2009.
- Work with CJD and the Office of Criminal Justice Reform (OCJR) to explore how the criminal justice system can improve its involvement in reducing re-offending, involving active engagement with LCJBs.

100. In addition, the Agency will continue to monitor remaining progress towards the achievement of the specific targets agreed for 2008-09:

- The number of offenders under supervision who find and sustain employment during 2008-09 is at least 14,430;
- The percentage of offenders in employment at termination of their order or licence during 2008-09 is at least 40%;
- At least 26% of prisoners enter employment on release from prison during 2008-09;
- The percentage of offenders in settled and suitable accommodation at the end of their order or licence during 2008-2009 is at least 71%;
- At least 80% of prisoners move to settled accommodation on release from prison during 2008-09; and
- Number of referrals to Learning & Skills Council (LSC) during 2008-09 is at least 48,588.

101. Achieve agreed objectives and targets aimed at protecting the public (inc. effective delivery of MAPPA).

- Ensure that courts have accurate pre-sentence reports, so that they can

determine whether offenders should be sentenced to an indeterminate sentence of imprisonment for public protection (IPP).

- Ensure that offender managers produce quality reports for parole hearings, particularly in relation to offenders serving sentences of IPP.
- Ensure offenders are supervised effectively when they are in the community, either on licence or on community order.
- For offenders assessed as presenting a high risk of harm, we will strive to protect the public as best we can, by assessing and managing risk with appropriate controls, seeking the correct interventions and taking enforcement action, based on existing best practice and guidance.
- For offenders who have already shown themselves to be dangerous, these three core tasks are especially critical. For that reason, the Multi-Agency Public Protection Arrangements (MAPPA) provide a vital framework, within which the Police, Probation and Prison Services collaborate to assess and manage the risk presented by offenders convicted of the most serious sexual and violent offences. The three lead Services work with “duty to co-operate” agencies such as local authorities, Youth Offending Teams (YOTs) and Primary Care Trusts (PCTs), to manage the most serious sexual and violent offenders. The fulfilment of MoJ statutory obligations in relation to MAPPA are monitored by the Public Protection Unit (PPU). The PPU has introduced qualitative and quantitative standards against which the NOMS Agency will begin to measure the effectiveness of how MAPPA are run in all 42 probation areas once robust data has been collected.

- Where the behaviour of offenders under licensed supervision in the community gives cause for concern that their risk to the public is escalating, we will ensure that they are recalled to custody.
- We will also protect the public by supporting delivery of PSA 26 ('Reduce the risk to the UK and its interests overseas from international terrorism') by tackling the radicalisation of individuals within the prison system [see the following section].
- We will achieve specific targets yet to be agreed with Ministers for 2009-10.
- Develop and implement a public protection strategy for the Agency, by bringing together operational best practice and guidance into a coherent whole, having examined and reviewed practice and guidance to ensure it is fit for purpose.
- Review thresholds of cases managed at MAPPA levels 1, 2 and 3, to ensure a consistency of assessment and offender management across all 42 areas.

102. The Agency will also continue work to achieve the following objectives and meet or exceed the following specific targets agreed for 2008-09:

- No Category A escapes from prison;
- The rate of escapes from prison and prison escorts is no more than 0.05% of the average prison population;
- Fewer than 1 escape for every 20,000 movements by contractor escorts;
- Improve the capability of prison and probation services to manage the risk posed by extremism and radicalisation;
- Assess and manage the risk of harm presented by offenders in the community effectively in a significant proportion of cases;
- Offender managers to produce accurate and timely reports for the Parole Board, particularly with regard to offenders serving indeterminate sentences; and
- Areas to manage offenders effectively in the light of the MAPPA Guidance, as demonstrated by compliance with relevant standards and key performance indicators.

103. Work to counter the risks posed by violent extremist offenders.

- Terrorism poses a complex threat to control and order in prisons and to public protection; and it is predicted that the number of violent extremist offenders in prison and under supervision is likely to increase over the planning period. The Agency has a significant contribution to make to the Government's efforts to reduce the risk to the UK and its interests overseas from international terrorism, by reducing the risk of individuals becoming or remaining violent extremists whilst in prison custody and ensuring that arrangements are in place to ensure offenders are effectively supervised post-release.
- As part of the Agency's strategy to manage the risks posed by violent extremist offenders, we need to raise awareness and ensure that staff are equipped to tackle key risks such as extremism and to work with partner agencies and across Whitehall to deliver the Government's 'CONTEST' counter terrorism strategy. This includes working with local delivery partners to support vulnerable individuals and prevent them from becoming terrorists or supporting violent extremism.

104. During 2009-10 the Agency will:

- Continue implementation of the NOMS Agency Extremism programme across prison and probation services; and

- Provide advice and guidance to front-line offender managers supervising terrorist offenders on release from custody.

105. Complete implementation of the existing plans for offender management; and work with CJG to agree priorities for extending offender management to a wider range of offenders.

- The current version of the Offender Management Model was published in June 2006 and rolled out in three phases:
 - Phase I (March 2006); Offenders on community orders and licences;
 - Phase II (November 2006); Crossing the custody/community boundary for high/very high risk of harm offenders and PPOs; and
 - Phase III (January 2008); Offenders serving IPP sentences.
- During 2008-09 the Agency is consolidating implementation of these first three phases, so that it is more effective at providing a personalised service to around 180,000 offenders in the community and 16,000 in prison. As recommended by the 2007 Offender Management Strategic Review, the Agency will ensure that continued implementation focuses on:
 - Achieving outcomes;
 - Improving the quality and effectiveness of sentence planning; and
 - Embedding the cultural change required to support the reforms.
- The Strategic Review also recommended that decisions should be made on future phases based on feasibility and affordability. The Agency is working with CJG to develop a strategy on how best to apply the core

principles of the model to further groups of offenders, while taking into account the resource and capacity constraints on the system. The core principles to be taken forward and the challenges faced in applying these have been agreed. The next stage of work will develop options for a differentiated approach to offender management, taking account of what will have the greatest impact in achieving desired outcomes for particular segments and of who is best placed to fulfil the OM role. The strategy will act as a basis for working up more detailed delivery and implementation plans.

106. Agree with CJG a commissioning strategy defining how the Agency commissioning system will evolve, and decision-making be devolved to localities, over the CSR period.

- Build on Phase 1 of the Commissioning Strategy to develop a commissioning system that enables offender managers to ensure that personalised packages of interventions can be delivered effectively to offenders. There will also be joint work to develop the tools to enable effective commissioning and contracting of services nationally, regionally and locally.
- By March 2009 the Agency will develop and agree with CJG a strategy for how the agreed approach to commissioning can be substantially implemented. The strategy will act as a basis for working up more detailed delivery and implementation plans and to support the development of SLAs for 2009-10.

107. Complete the existing agreed organisational changes agreed as part of the Organisation Restructure Programme.

- So far during 2008-09 the Agency has taken the following action towards this:

- Published the overall vision and strategic objectives for the re-shaped NOMS Agency;
 - Set up a formal Restructure Programme as part of the corporate change portfolio to make sure that the organisational changes are properly thought through and co-ordinated;
 - Set up the Specification, Benchmarking and Costing Programme to work out how we can use our tight resources to deliver prison and probation services in the most efficient and effective way and to the best standard possible to protect the public and reduce re-offending;
 - Conducted pathfinder projects for the DOM role in London and Wales;
 - Appointed the first DOMs in the South East and South West and begun the recruitment process for other regional appointments;
 - Carried out detailed work exploring options around the creation of Probation Trusts and established governance and process for the transition;
 - Merged key policy teams at headquarters from prison and probation to help deliver policies for how we work with offenders to reduce re-offending, that work both inside and outside prisons;
 - Planned the delivery of substantial efficiency savings to ensure the organisation can operate within available resources next year;
 - Brought together the way that performance in prisons and probation is measured, to give a better sense of what is being done well and where our attention needs to be focused; and
 - Continued work to join up offender management, particularly for high risk groups.
- 108.** What is still to be achieved:
- Establish visible leadership with consistent messages and actions;
 - Develop better understanding of the need for change;
 - Refine HQ structures;
 - Develop a formal partner engagement model;
 - Complete the transition to Probation Trust status;
 - Deliver planned savings;
 - Develop and introduce enhanced core processes;
 - Upskill staff in core skill areas;
 - Finalise the new regional structure; and
 - Continue to develop collaborative partnership working arrangements.
- 109.** NOMS will continue to seek ways to broaden its appeal as an employer of choice to all parts of the community and achieve its black and minority ethnic (BME) recruitment targets of 6.3%.
- 110.** Professionalisation of the Service will continue through accredited courses on entry to the Service with custodial care national vocational qualifications (CCNVQs) and clear career development plans for all employees, to ensure they are fully trained (in both competence-based and personal development requirements) in order to successfully fulfil their role and future potential within the organisation.
- 111.** The skills contribution of staff will be recognised through a simple and transparent total reward package, with a cultural emphasis on reward based on performance rather than entitlement.

112. Leadership quality continues to be enhanced through the Leadership Qualities Framework, a new leadership strategy and the roll-out of the 360 degree assessment and personal development planning for all senior managers during 2008-09. Quality leaders will be central to the success of workforce modernisation, which will have fewer management layers and will work on the principle of pushing work and decision –making down to the lowest level at which it can be competently performed.

113. Establish and develop effective partnership working and relationships.

- The Agency attaches considerable importance to positive, mutually beneficial relationships with its partners and other stakeholders in the interests of delivering public protection and reducing re-offending outcomes for offenders and the wider public. It recognises that it needs to do more to understand its stakeholders and engage constructively with them, in everyone's interest including tax payers. During 2008-09, the Agency will be completing an analysis of its business and stakeholder relationships, with a view to making the necessary improvements and establishing the baselines from which it can continue to work at its key relationships during 2009-10 and make further improvements as necessary.
- Reducing re-offending PSA delivery plans for adults and young people and the new shared PSAs commit departments across Government to engage with this agenda. The Agency will work with a range of providers and agencies to secure provision around the seven pathways and address the diverse and multiple needs of offenders in order to reduce re-offending and protect the public. The Agency is also developing effective relationships with

other agencies including the police and private and Third Sectors to achieve alignment of objectives, strategies and resources of stakeholders and partner organisations in the reducing re-offending agenda. Effective reductions in re-offending and protection of the public are not just within the remit of the Agency. The range of key partner and other stakeholders includes:

- The judiciary
- Regional Government Offices
- Local Criminal Justice Boards
- Community Safety Partnerships (in Wales)/Drug Action
- Other CJS agencies
- The Third Sector and Trust Funders
- Local authorities
- Other Government Departments and their agencies, particularly HM Treasury, DoH, DCSF, BERR, DCLG, DIUS/LSC and the Home Office (UKBA)
- The Police and Security Service
- Crime and Disorder Reduction Partnerships
- The private sector [not just contracted prisons and escorts]
- Regulators including Her Majesty's Inspectorate of Probation, Her Majesty's Inspectorate of Prisons, the Prisons and Probation Ombudsman, IMB
- Key groups with overlapping interests such as the Prison Reform Trust, NACRO and POPS
- Offenders and ex-offenders themselves

- Clinks Taskforce on service user engagement – ensuring services are accessible, relevant and effective
- Office for Security and Counter-Terrorism (OCST), Security Service and Special Branch.
- By the end of 2009-10, the Agency will have further strengthened partnerships yielding results including:
 - Targets set for offenders in settled accommodation and jobs and joint delivery in train;
 - Robust regional and local performance management systems in place, backed by clear governance;
 - Joint commissioning arrangements for specified services;
 - Better management information as a result of data exchange mechanisms and better performance measurement; and
 - Principles of joint working embedded across local CJS.

Youth Justice Board

114. The Agency has a particularly important relationship with the YJB, which represents one of its main commissioners and is the body responsible for setting strategic objectives involving young people.

115. So far during 2008-09 the Agency has taken the following action:

- Continued to work with the YJB to enable Cookham Wood to become a dedicated young person's establishment by June 2008. Cookham Wood has now opened and is gradually receiving young people;
- Reviewed the provision of accommodation in the North West, with a report provided to the Commissioner and Chief Operating Officer, resulting in

Hindley providing specialist care and accommodation for young people and Lancaster Farms being dedicated to young adult male offenders. Hindley becoming a single site meets the YJB's secure estate strategy;

- Contributed to the review of the allocation strategy for young people;
- Worked with the YJB to enable Wetherby to open a specialist unit for young people;
- Completed a review of restricted status, resulting in young people who require a higher level of security being held in the young people's estate; and
- Worked with the YJB on the Government's response to the independent review of restraint.

116. What is still to be achieved:

- Continue to work with the YJB to develop the young people's estate to meet their Secure Estate Strategy:
 - Support the YJB as agreed on further capital development (March 2009); and
 - Agree and develop proposals for individual programmes of work with the YJB, such as behaviour management (March 2009).
- Implement the recommendations set out in the independent review of restraint.
- Participate in SLA negotiations with the YJB for 2009-10:
 - Negotiating the SLA;
 - Providing operational and safeguarding support visits;
 - Providing a system to monitor stability and provide enhanced case management for complex young people;

- Centrally support the Substance Misuse Service; and
- Roll out e-Asset across the Young People's estate.

Offender Health

117. Offender Health is a joint policy unit of the Department of Health (DH) and the MoJ. The Unit works to improve the health and well-being of prisoners and people in the CJS to ensure they receive a standard and range broadly equivalent to that available in the community. Its core business concerns the funding and oversight of health services in prisons – a responsibility that only transferred to the National Health Service (NHS) in 2006. Offender Health has recently concluded its consultation on strengthening the health services available to people in other parts of the CJS – and is currently exploring opportunities in Her Majesty's Courts Service (HMCS), and the Police and Probation Services.

118. The key deliverables for Offender Health for 2009-10 are to:

- Support the ongoing development of health services in prisons;
- Support a clinical IT system to be rolled out across the private and public prison estate;
- Implement and monitor the Integrated Drug Treatment System (IDTS) across the prison estate and the development of an Offender Health Substance Misuse and Alcohol Plan;
- Develop a regional strategic approach to court diversion/liaison based on the Mental Health Effective Practice Audit Checklist data;
- Develop liaison between the NHS and NPS;

- Facilitate and deliver Lord Bradley's review, commissioned by the Minister for Justice in December 2007, to find ways in which more offenders with severe mental health problems can be diverted away from prison and into more appropriate accommodation;
- Deliver the agreed recommendations from the Corston Report¹² that relate to Offender Health;
- Support Lord Kamlesh Patel's review¹³ of prison drug treatment to examine and consider the recommendations arising from Pricewaterhouse Coopers report "A Review of Prison Based Drug Treatment Funding, December 2007"; and
- Deliver "Improving Health, Supporting Justice", the Offender Health and Social Care strategy to improve the health care of offenders (and those at risk of offending) across the whole of the care pathway including police, courts and community.

Third Sector

119. Working in partnership with the Third Sector means that we can achieve much more than we ever could working alone. The Third Sector provides a significant and unique role: campaigning for change; giving a voice to people from local communities; giving a voice to service users and designing and delivering innovative and creative services that make a difference.

120. So far during 2008-09 the Agency has taken the following actions:

- Initiated discussions with Trust Funders on joint planning;

¹² A Review of the Needs of Women with Particular Vulnerabilities in the Criminal Justice System

¹³ A national prison drug treatment review group announced on 17 March 2008

- Commenced a review of the national Third Sector stakeholder groups to ensure that they are effective for partners and for the Agency;
- Committed to deliver the set of outcomes in the Action Plan 'Working with the Third Sector to Reduce Re-offending';
- Given a clear commitment to create an environment where diverse groups can have a voice and where their needs are taken into account when designing and delivering policy; and
- Begun to establish pragmatic procurement and grant making processes in support of increased and better targeted Third Sector engagement.

121. What is still to be achieved:

- Completing the review of national Third Sector stakeholder groups;
- Commencing a review of operational policy for prisons and probation in relation to working with the Third Sector;
- Beginning to map prison and probation funding and contracting arrangements with the third and private sectors as the basis for examining and reporting on trends;
- Continuing to establish pragmatic procurement and grant making processes; and
- Publishing a review of prison and probation policy around grants to Third Sector organisations.

Seek ways to increase levels of user and stakeholder satisfaction.

122. The engagement and support of service users and stakeholders is central to DSO4 and increasing public confidence. A key measure of successful delivery will be whether the public has confidence in MoJ and the work it does. As such this

outcome is both a facilitator for, and a measure of, our success. DSO 3 (and other DSO outcomes) will be underpinned by support from sentencers who are both the key customers of the Agency 'products' and the suppliers of those who will be subject to them. The Agency will need to ensure that it supplies the right products – accurate, useful, and timely Pre Sentence Reports – to the courts and that it follows those with the right service – efficient and effective community and custodial punishments – to maintain a relationship that serves both parties interests well and, more importantly, delivers quality, value for money and reassurance to sentencers and the public.

Agency Key Performance Indicator targets 2009-10.

123. The 2008-09 suite of agency KPIs and targets were the result of an unsophisticated amalgamation of HMPS and National Probation Service targets that reflected the management and performance reporting of the separate and distinct businesses prior to April 2008. A more focussed and closely integrated set of KPIs has been developed for 2009-10.

Key changes for 2009-10.

124. The most significant change for 2009-10 is the integration of outcomes for the Agency as a whole – this is reflected in the revised indicators for education; employment; and the proportion of the workforce that are from ethnic minorities. The rate of drug misuse indicator has been expanded to include buprenorphine which will mean that the indicator needs to be re-baselined. Indicators on the total number of programmes delivered will no longer be reported as national KPIs but will be managed by DOMs through contract management. These data will still be reported by the NOMS Agency.

Target setting approach

125. In line with our approach to target setting for 2008-09, and in support of Local Area Agreements and the NOMS business model, responsibility for negotiating performance levels has been transferred primarily to the DOM wherever possible, operating within a national framework. There are some exceptions to this default position where national commitments require minimum targets levels to be set nationally and/or regionally.

126. This will mean greater flexibility in setting targets. Targets will meet local need and final targets will be informed by local knowledge and circumstances. For the performance year 2008-09 this approach was highly successful for probation.

127. DOMs will be expected to set challenging targets that take into account recent work to identify inefficiencies and proposals from the specification, benchmarking and costings programme. Target negotiations are ongoing for 2009-10 and outcomes will be published in April 2009.

NOMS Agency Key Performance Indicators 2009-10

Indicator	Notes	Target Guidance
Reduce re-offending (PSA 23)	This is the National PSA.	10% reduction
No Category A escapes	Prison only.	National
Rate of escapes from prison and prison escorts to be no more than x% of the average prison population	Prison only.	National
Fewer than 1 in x escapes from contractor escorts	Prison only.	National
% of orders or licences successfully completed	Probation only.	Regional Minimum
The rate of drug misuse in prisons is less than x% as reflected by those testing positive in mandatory drug tests	In 2009-10 includes buprenorphine (target will reflect this). Prison only.	Locally Set
The proportion of accredited programme starts that meet the OGRS/Risk of Serious Harm eligibility criteria where relevant to be at least x%	Ensuring the right offenders are on programmes.	National
The percentage of offenders in employment at termination of their sentence, order or licence to be at least x% (PSA 16)	Integrated agency indicator.	Locally Set
The percentage of offenders in settled and suitable accommodation at the end of their sentence, order or licence to be at least x% (PSA 16)	Integrated agency indicator.	Locally Set
The rate of serious assaults is less than x.x% of the prison population	Prison only.	Locally Set
The percentage of prisoners held in overcrowded accommodation is less than x% across the prison system	Proxy for capacity measure. Prison only.	National <26%
Staff sickness does not exceed an average of x.x days per annum in public sector	Integrated agency indicator.	National
Ethnic minority staff for the NOMS Agency, expressed as a proportion of the workforce who have declared their ethnicity, is at least x.x% by April 2010	Assuming a joint prison and probation target.	Regional Minimum

Annexes



Annex A

DSO 3 Scorecard

<p>Results</p> <ul style="list-style-type: none"> 1.1 Reducing Re-offences (PSA 23) 1.2 Reducing Serious Re-offences (PSA 23) 1.3 Fulfilment of MAPPA obligations 1.4 Prison security 1.5 Risk of extremism & radicalisation across the prison estate (PSA 26) 1.6 Efficient & Effective Community services 1.7 Efficient & Effective Custodial services 1.8 Decency, Safety & Respect 	<p>Partners & Stakeholders</p> <ul style="list-style-type: none"> 2.1 Effectiveness of partnership working with other government departments to deliver the seven pathways (contributing to PSAs 16 & 25) 2.2 Effectiveness of relationships with private & third sectors 2.3 User & stakeholder satisfaction: <ul style="list-style-type: none"> - The public - Sentencers - Victims - Offenders
<p>Processes & Systems</p> <ul style="list-style-type: none"> 3.1 Influencing demand 3.2 Maximising sentence delivery 3.3 Delivery and maintenance of prison capacity 3.4 Quality of end to end Offender Management 3.5 Quality of assessment & management of offenders' Risk of Harm 3.6 Capability to tackle extremism & radicalisation in prisons 3.7 Degree that interventions are focused to greatest impact 3.8 Quality of reducing reoffending services for less than 12 month custodial sentences 3.9 Effectiveness of contract and Service Level Agreement management at National/Regional/Local levels 3.10 Quality of Information Systems to support delivery 	<p>People, Knowledge & Information, and Organisation</p> <ul style="list-style-type: none"> 4.1 Skills and diversity of staff 4.2 Quality and supply of leadership 4.3 Knowledge and application of what works 4.4 Knowledge of unit costs 4.5 Accurate and timely forecasts of demand, need & supply

Annex B

DSO 4 Scorecard

<p>Results</p> <ul style="list-style-type: none"> 1.1 Public confidence in the Criminal Justice System 1.2 Local community confidence in local CJS 1.3 Victims and witness satisfaction 1.4 Rate of offences brought to justice 1.5 Efficient use of resources 1.6 System aligned (including knowledge and capacity) 1.7 Sentences & penalties (including fines) complied with and enforced 1.8 Asset recovery 1.9 Magistrates' court and Crown Court timeliness 	<p>Partners, stakeholders & customers</p> <ul style="list-style-type: none"> 2.1 Appropriate communication (including expectations management) 2.2 LCJB capacity to identify & deliver local priorities 2.3 Quality of service to victims 2.4 Quality of service to witnesses 2.5 Effective engagement with OGDs and partners
<p>Processes</p> <ul style="list-style-type: none"> 3.1 Appropriate access to legal aid 3.2 Attrition in CJS 3.3 Speedy, streamlined, efficient & effective processes 3.4 Effective custodial & community sentences 3.5 Appropriate & effective response to young offenders 3.6 Effective focus on priority groups & areas 3.7 Quality of plans to address unjustified race disproportionality 3.8 Fair and effective legal framework 	<p>People, Information and technology</p> <ul style="list-style-type: none"> 4.1 Forecasting, evidence, analysis 4.2 Employees as advocates of whole CJS 4.3 MoJ Workforce capacity/capability 4.4 Speedy flow of accurate & relevant information across CJS boundaries 4.5 CJS paid staff and volunteers represent communities served

Annex C

Managing the NOMS change portfolio

