



National Offender
Management Service

National
Probation
Service



Transforming Delivery of Probation Services in England and Wales

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National Probation Service, NOMS

Agenda

1) NOMS Delivery Model

2) Why Transforming Rehabilitation?

3) System Design

4) Implementation

5) Post-Implementation Governance & Assurance

National Offender Management Service: Some facts

Probation:-

170,000 Offenders under supervision in the community, 250,000 including pre-release. 19,000 staff

1 National Probation Service

21 Community Rehabilitation Companies

Prisons:-

86,000 People in prison

106 Publicly operated prisons

14 Prisons under contract

And

Prisoner escorts and electronic monitoring



The NOMS delivery landscape

PUBLIC SECTOR



PRIVATE / THIRD SECTOR

Probation's evolution

1907, First
Probation
Service
established

1920s,
Probation
Committees

2000,
Probation
Boards

c.2010,
Probation
Trusts

2014, National
Probation Service &
CRCs



Transforming Rehabilitation

2010 Coalition Government commitment to reform probation

Reoffending Rates remained stubbornly high

Increasing diversity in provider base = innovation

Use of PbR to tie costs to outcomes

Recycling savings to extend services to <12mth prisoners

Aligning prisons with community provision

Identification and ring-fencing of 'public interest' functions

Informing System Design: Payment by Results Pilots

The Peterborough prison
TTG* Pilot

The Doncaster prison
TTG* Pilot

Primary Focus <12 months prison (no statutory follow up at time)

Up to 8% reductions in reoffending

Lessons for Transforming Rehabilitation

Reducing Reoffending: supported by-

- Intervention: Flexible, responsive, needs-focussed...
- Local Databases: Case management, risk + needs ast & monitoring, & sharing
- Through the Gate Services: Prison/community provider cooperation, meet at gate
- Partnership Working: strategic links, co-location, pro-active relationships & coms...
- Availability & capacity of support services
- Volunteers: positive including peers, "Volunteer Passport" supports retention

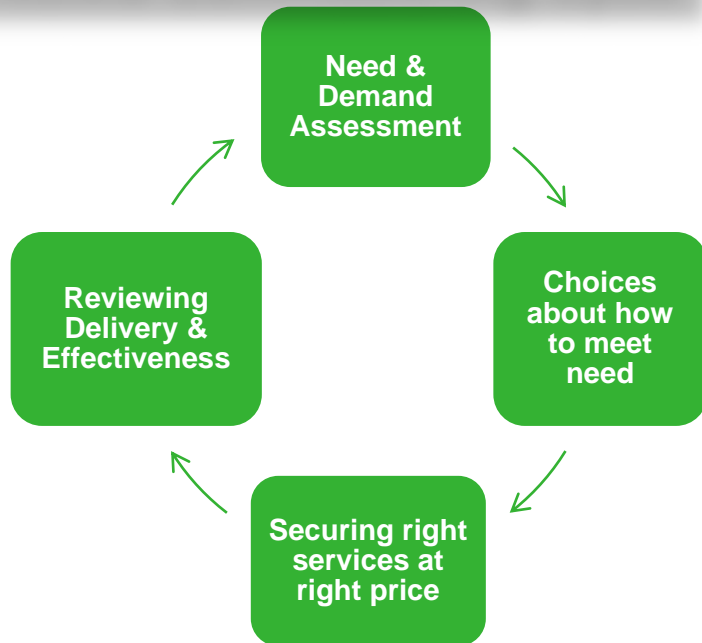
Innovation, Funding and Efficiency: questions-

- How much flexibility in use of funding?
- Where is risk and incentive located?
- Which reconviction measures to inform payment?

Informing System Design: Evidence-informed commissioning



NOMS Commissioning Cycle



NOMS Commissioning Intentions*

3 Priorities for services NOMS wishes to secure:

Effective Offender Services
Enhancing Public Protection
Support to address offending behaviour

6 Overarching Commissioning Intentions

NOMS Evidence and Segmentation*
Provides explanatory information and evidence to help providers & commissioners decide on best value choice and targeting of services, linked directly to delivery of the commissioning intentions

*NOMS Commissioning Intentions for 2014, and NOMS Evidence and Segmentation (Companion Document) 2014

Commissioning Intentions/Evidence & Segmentation

1. Enhance Public Protection and ensure a safe decent environment and rehabilitative culture

1. Fair collaborative approach. Staff skills support desistance: Target risk & build on strengths & belief.

Balanced approach to enforcement & support, perception of fair sentence & circumstances understood, involvement in aims and planning sentence, expectation/belief in ability to change, practical work.

2. Strengthening integration of service delivery between directly funded, co-commissioned providers and wider partners

2. Integrated holistic “journey” experienced. Relationships, interventions and services aligned.

Drugs/alcohol mis-use, impulsivity, attitudes, social networks, family relationships, employment, leisure, homelessness, neighbourhood

3. Deliver an efficient, quality service

3. Obstacles to reintegration addressed. Attention to quality including relationship and participation.

4. Match delivery to population, purpose and NOMS outcomes

4. Different groups of offenders have different needs

Violent, sex, acquisitive, drugs, motoring

5. Ensure that delivery of services is responsive to individual needs and characteristics

5. Responsive to individual needs including learning, health, maturity, family and protected characteristics

6. Deliver priority national or specialist services

6. Use existing provision or develop where needed
Respond to priorities and new initiatives.

Transforming Rehabilitation – New Delivery Model

The TR delivery approach involved the following steps:

1. Creation of 21 Community Rehabilitation Companies as GoCos under public sector ownership
2. Creation of a new National Probation Service to operate the retained services
3. Transfer of 19,000 staff to CRCs or NPS and bedding in of the Target Operating Model while under public sector control.
4. A centrally managed procurement process leading to transfer of the CRCs as operational going concerns to the successful bidders.

...requiring creation of a new competitive market for probation services

Services provided by NPS or CRCs

NPS

1. **Provide advice to Courts on sentencing for all offenders**
2. **Assess risk and retain or allocate offenders**
3. **Manage highest risk of harm cases**
4. **Deliver specialised interventions**
5. **Management of Breach and Recall decisions**
6. **Victims Services**
7. **Management of Approved Premises**

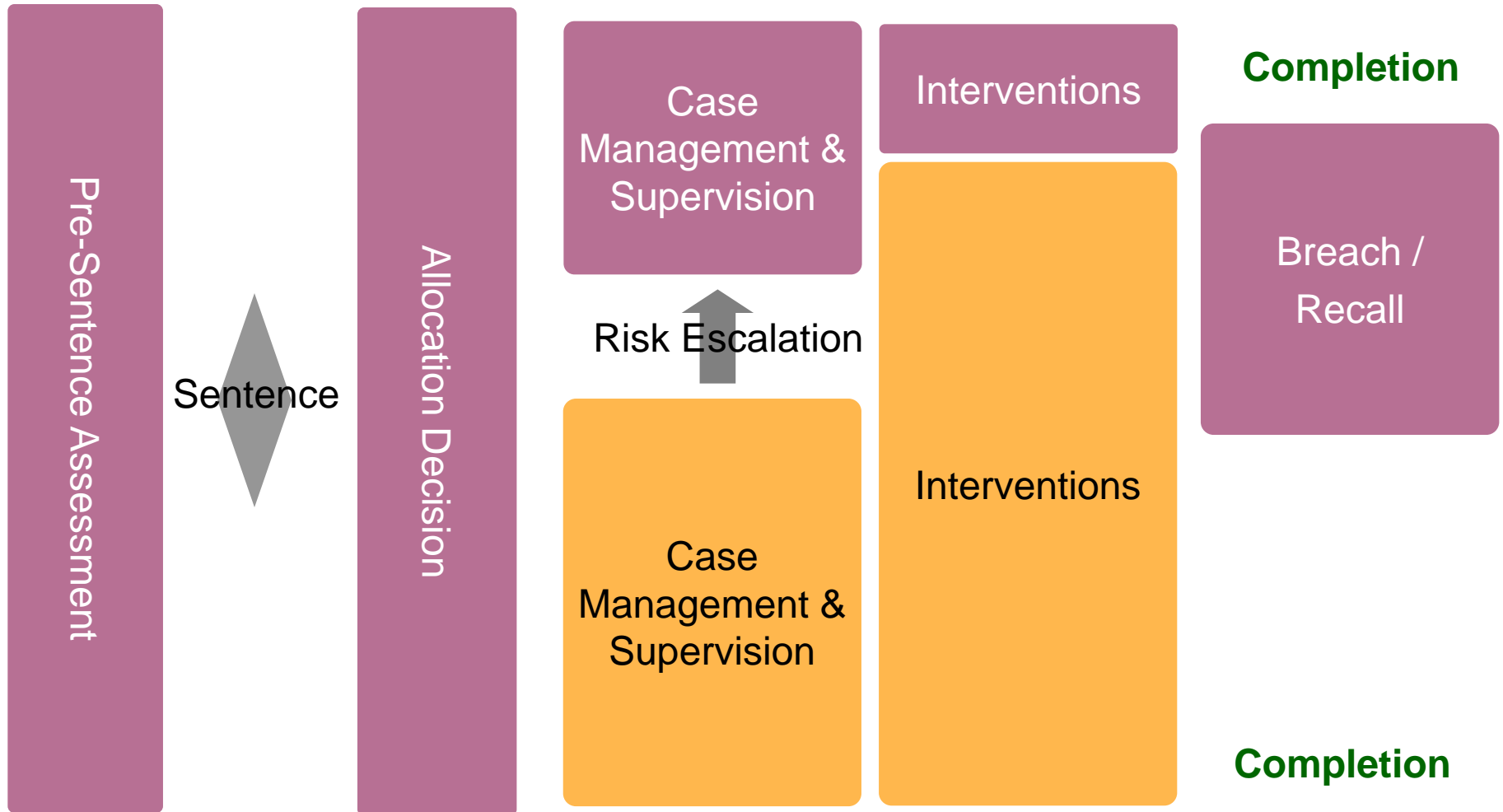
CRCs

1. **Provide Through The Gate service for all offenders**
2. **Manage most low or medium risk offenders**
3. **Rehabilitation: Design and deliver rehabilitation services**
4. **Identify change in risk and where risk increases, refer case to NPS**
5. **Referring breach of sentence requirements/licence conditions to NPS/NOMS**

Process Flow

NPS

CRC



Detailed Design, Legislation and Competition

Detailed design, legislation and competition included:

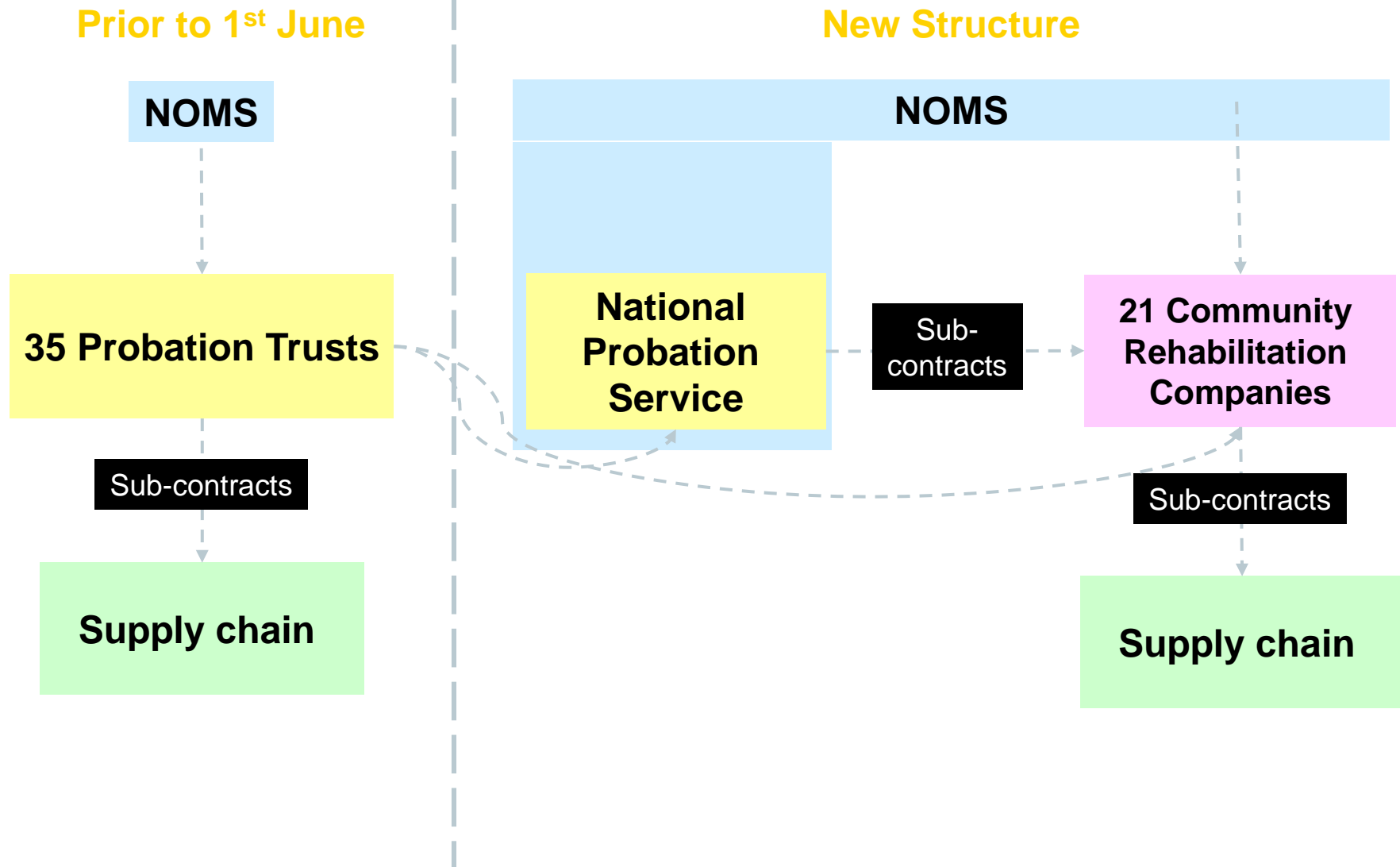
1. The Target Operating Model (TOM) as a detailed blueprint for reform including sentencing, offender management, TTG, local partnership, NPS and CRC structures and governance, ICT & estates.
2. The Offender Rehabilitation Bill (now 2014 Act) including changes so that all offenders released from short prison sentences receive 12 months of supervision in the community
3. Competition launch including limits on lots that any one bidder could win. Preferred bidder ITN including information to support high quality bids. Competition evaluation including “price per quality point” taking into account both financial and quality criteria

Competition – 10 Quality Criteria

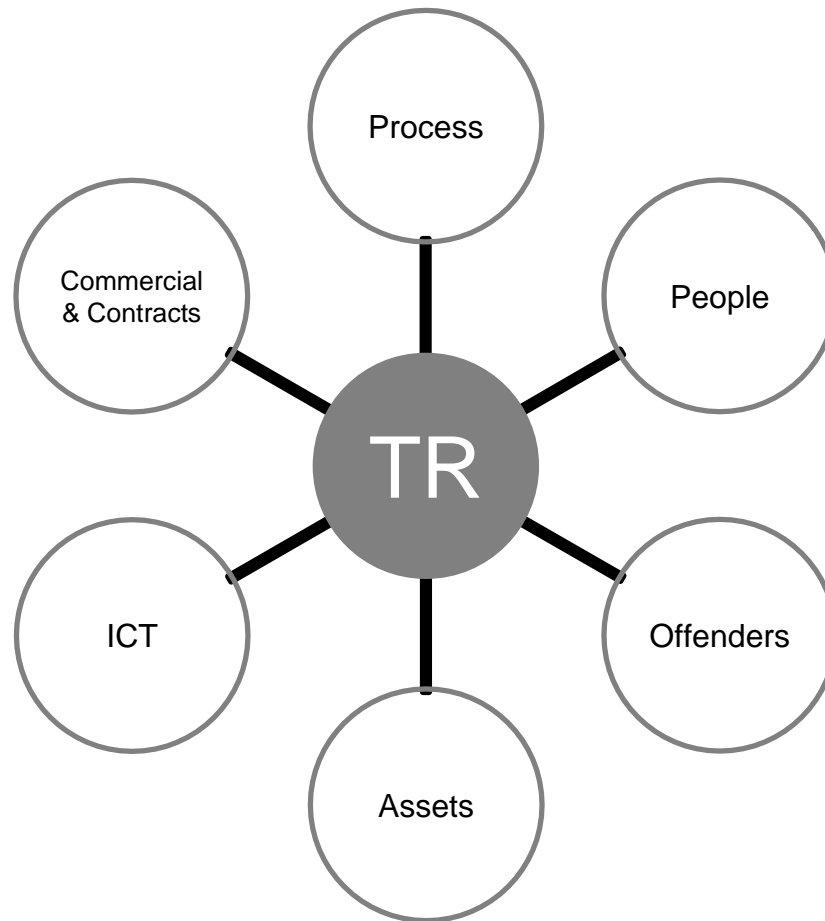


Making it Happen - New Structure

35 Trusts re-organised into 21 Community Rehabilitation Companies and a single National Probation Service



Making It Happen – mobilisation & “stand up”



Where are we today?

Oct 2014

Preferred bidders identified

Feb 2015

CRCs transferred to new owners
Offender Rehabilitation Act commenced

May 2015

Through the Gate provision starts

Ongoing

CRCs: Service Transformation
NPS: Stabilisation and Improvement

System Governance, Assurance and Improvement

Commercial & Contract Management

Whole System Design Authority

Inspection and Ombudsman

Audit

Probation Institute

Justice Data Lab

System Evolution – Provider Forum

International Learning

Questions



Note 1. Delivering the Programme

The Programme was Delivered through:

1. An experienced programme and leadership team
2. Strong programme management including four sub-programmes, each with an SRO, PM, technical project support, projects and workstreams:
 - System Design
 - Transition Delivery
 - Competitions
 - ICT
3. Enabling and cross-cutting work-streams, including
 - Governance and Assurance
 - Integrated Operations Centre
 - Stakeholder Engagement and Communications
 - Prison preparation for transition
 - Estates and ICT
 - Business System Readiness Testing

Note 2. **What does the Through the Gate (TTG) offender support entail?**

- Under the TTG element of the reforms, in most cases, the same provider will support the induction of an offender in to custody, provide them with resettlement services before release, meet them at the prison gates and continue work in the community.
- In 2014 a network of 89 resettlement prisons were created to provide localised resettlement provision for offenders returning to their home area. Prisoners will either spend their sentence in a resettlement prison in their home area or be transferred to one before they are released.
- The prison will create an individual resettlement plan for each offender and the local CRC will work with the prisoner in the last 12 weeks before they are released to help deliver the resettlement plan and associated services.
- Resettlement services include:
 - helping the offender to retain and find accommodation;
 - providing assistance with retaining employment held pre-custody;
 - gaining employment or training opportunities post release;
 - providing finance and debt advice;
 - signposting prisoners to relevant services offered by other service providers.

Note 3. Payment Mechanism

The payment mechanism is designed to provide the best returns to providers for the greatest reductions in reoffending. The four key components are:

Fee For Service (FFS)

Monthly payment to the Provider to deliver services on behalf of Court / NPS based on forecast assumed numbers of offenders managed by the CRC. Payment is adjusted at the end of the year to reflect actual numbers

Payment by Results (PbR)

The Provider will be paid based on re-offending rates (how many and how often) of their allocated offenders using data from Police National Computer.

Service Credits

If the service quality is below the agree standard, the Provider will be penalised through service credits.

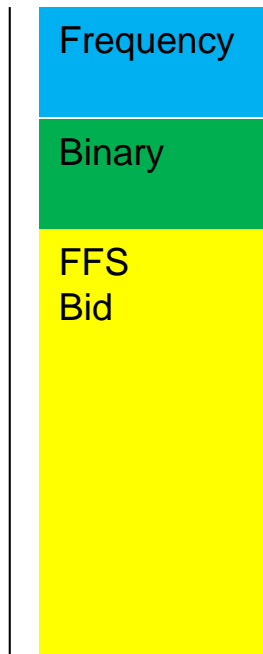
Fee for Use (FFU)

The Provider is paid for any additional services provided to NPS-managed offenders.

Note 4. How are reductions in reoffending being measured?

There are two metrics for measuring reoffending: a binary measure and a frequency measure.

£



Frequency:

Average number of re-offences per re-offender
12 month measurement period
Compared to a baseline

Binary:

Rate of Reoffending
% of offenders in the cohort that reoffend
12 month measurement period
Compared to a baseline rate