



G18 South East – regional specific requirements

Overview and Background

G18.1 For those on community sentences it is clear that many offenders need additional support to access mainstream services. For this reason the National Offender Management Service (NOMS) Co-Financing Organisation (CFO) programme is aimed at complementing existing CFO activity. It aims to bridge the service gaps experienced by offenders.

G18.2 In prisons, NOMS is viewing activities undertaken by offenders in custody, (e.g. working in prison industries, catering, land based activities and industrial cleaning) as an opportunity to meaningfully employ and upskill prisoners in a real work environment so that they are much better placed to gain employment on release. Recent developments include increasingly targeting these services at employment preparation in conjunction with employers in the community. Other current NOMS priorities around employability also include:

- dissemination of information through a national Prison Radio Service to provide offenders with opportunities to develop their employability;
- reducing radicalisation through increasing offenders' motivation and engagement and getting people into work;
- a focus on diverting women from custody and supporting them to access education, training and jobs;
- reducing dependence on alcohol and drugs and providing routes to social re-integration particularly through participation in skills and employment;
- providing mentoring/peer mentoring support to help offenders access mainstream services in the community particularly employment services.

Complementarity with other CFOs

G18.3 Co-operation, not competition will be the best way of supporting ESF participants and will help achieve the priorities of the Regional Framework and support the England Operational Programme. NOMS CFO will work in partnership with all CFOs to ensure that activity will not duplicate provision and that value is added to existing provision. NOMS will continue to work at a national level with the large Co-financing Organisations, the Department for Work and Pensions (DWP) /Jobcentre Plus and the Skills Funding Agency, through the current professional and well-developed working relationships and structures.

G18.4 NOMS is committed to working closely with other CFOs and other partners throughout the implementation and delivery of our co-financing plan under the 2007-2013 ESF Programme. Joint working with our partners means that ESF

activity will be used to fill gaps, either through new initiatives, or enhancing what is already available.

- G18.5 An underlying principle of the NOMS Programme will be to engage those participants furthest away from mainstream activity and sufficiently prepare them for entry into activities provided by other CFOs, most notably Skills Funding Agency provision and Jobcentre Plus programmes. NOMS has taken account of the Regional ESF Framework and is supportive of the Regional Economic Strategy and ESF Operational Framework and will continue to play an active role in numerous partnerships across the region to tackle worklessness issues as they apply to offenders.
- G18.6 National protocols are being developed between NOMS, Department for Work and Pensions (DWP) and the Skills Funding Agency to ensure collaborative working between CFOs. There is an expectation that the successful provider will adhere to these and any regionally/locally agreed protocols. This will be discussed more fully during the dialogue stage of the Procurement process and potential providers will be invited to suggest proposals as to how this could be taken forward.

South East regional overview

- G18.7 The South East is a large, diverse and complex region. It spans a vast geographical area of over 19,000 square kilometres from the borders of Warwickshire and Northamptonshire in the North to Bedfordshire and Hertfordshire in the East, to Wiltshire in the West and Dorset in the South.
- G18.8 The majority of the most densely-populated Local authorities are in the Thames Valley area: Milton Keynes, Aylesbury Vale, Wycombe, West Berkshire and Wokingham. Surrey is the most sparsely populated area and is the only area without any densely populated localities, such as big towns or cities. Other pockets of high population density include Medway, Canterbury, Arun and Brighton, the New Forest and Southampton.

Custody:

- G18.9 The region has more prisons (30) than any other region and houses around 14,000 prisoners (just under 17% of the national prison population; there are 29 public sector prisons and 1 private prison. As well as the 17 local and specialist men's prisons, there are 4 for women, 3 for young adult offenders, 1 high security prison, 2 for juveniles run for the Youth Justice Board, 2 housing foreign detainees for the Borders and Immigration Agency and 1 specialising in foreign national prisoners.

Some of the key demographics are as follows:

- The South East holds approximately 17% of the national prison population.
- Just under a third (30%) were serving a determinate sentence of 4 years or over, 26% were serving a sentence of less than 12 months, 24% were serving a sentence of between 12 months and up to 4 years, 10% were

...serving a life sentence and 7% were Indeterminate prison sentences for Indeterminate prison sentences for Public Protections (IPPs).

- The population was split 92% male and 8% female.
- In terms of ethnicity the largest group was White British (59%). The next largest group was Black Caribbean (10%) followed by Black African (7%) and White Other (6%).
- The proportion of offenders from the South East was 43%. Offenders from London accounted for 31% of the population. The next highest region of origin was the East of England at 6%.
- 31% of offenders from the South East were held in prisons outside the region, mostly in the East of England, East Midlands and the South West.
- Just under 40% of prisoners held in the South East were from Black and Minority Ethnic (BME) background.
- 26% were serving a sentence of less than 12 months; 24% were serving a sentence of more than 12 months but less than four years.

Community

G18.10 The region has four Probation Trusts, commissioned by the Director of Offender Management.

- 4187 offenders started a community order in the first 3 months of 2009/10
- 88% were male, most of whom were white and aged between 25 – 40
- 9% came from black or minority ethnic backgrounds
- 40% were on supervision following release from prison
- Of those sentenced to prison, about one third are being supervised in the community

South East overview

G18.11 CFO delivery will take place in the following prisons and Probation Trusts:

<p>Probation Trusts: Hampshire Kent Surrey/Sussex Thames Valley</p>
<p>Prisons: (to be confirmed, but from the following): Blantyre House Bronzefield Bullingdon Cookham Wood (for a small minority held over the age of 18) Downview East Sutton Park Ford High Down Huntercombe (will be re-rolling to Category C prison before the contract starts) Isle of Wight (Camp Hill, and Island remand and convicted population at Parkhurst) Kingston (likely to re role to Category C prison during the life of the contract)</p>

Lewes Reading Rochester Send Sheppey (Elmley, Standford Hill and Swaleside) Springhill Winchester

Target Groups – Entire Cohort

The general cohort for the NOMS CFO Programme are described within the 'Target Groups – Entire Cohort' section of the national specification (Schedule G). However, at the regional level there is a requirement to target additional groups/shift focus as detailed below.

Target Groups - Regional Focus

G18.12 Priority Groups that will be targeted within the region are:

- Short sentence prisoners (those sentenced to 12 months or less) at medium/high risk of reoffending
- Offenders from (and returning to) the four South East priority localities: Brighton and Hove, Medway, Reading and Southampton
- Prolific and other Priority Offenders (PPOs) and those offenders subject to Integrated Offender Management (IOM)
- 18 – 24 year olds and those offenders under 30 who have no previous employment history.
- Women offenders who have been abused/raped/experienced domestic violence
- Women offenders who have been involved in prostitution.

G18.13 A significant proportion of women and adult male offenders in South East prisons return home to other regions. The South East therefore expects to contribute to targets achieved by other regions, especially London. The converse is the case for young male offenders from Thames Valley, Hampshire and the South Coast, many of whom are transferred from Reading prison to serve their sentences in Portland prison. Service provider(s) should seek to work with this population.

G18.14 The South East has a well-established regional IOM Board, with representation from police, prisons and probation, as well as Government Office and the Director Of Management's (DOM) team. This provides oversight of the regional strategy. It is our intention to make CFO services available to this group of South East Offenders.

Women offenders:

- Women and young women who have been economically inactive, or NEET, prior to sentence;
- Lone parents;
- Programmes for developing self-employment and flexible employment opportunities for this groups of offenders, linked to a social enterprise model, are of particular interest in the South East;
- Four prisons in the South East (Bronzefield, Downview and Send, and East Sutton Park) hold women, which presents a real opportunity to work with stakeholders to develop a strategic approach for women offenders returning to the region.

Offenders sentenced to community payback:

- Focused outreach work, supporting offenders carrying out a wide range of tasks across the region;
- Administratively, the South East region is made up of 7 counties, which contain 55 boroughs and districts; and 12 unitary authorities. There is a significant opportunity to develop a full local authority partnership programme for community payback across this large region.

Offenders returning to rural homes:

- 20 per cent of the region's population lives in rural areas (and 23 per cent of all South East business is in rural areas). The region works to encourage a diverse economy and tackle issues such as affordable housing, access to services and the impact of declining rural activities. Seven rural districts in the region are in the bottom 25% of the least well performing areas nationally.
- There are employability issues for offenders returning to parts of:
 - North Hampshire and the New Forest
 - Kent
 - Sussex and
 - Thames Valley;
- Linked to the significant rural infrastructure in the South East, is a need to develop a wider, systematic methodology for motivational work with offenders whose work history to date has depended on seasonal employment;
- This will entail personal development programmes, promoting awareness of functional skills, skills transferability, and in some cases opportunities for self-employment, linking into a portfolio of programmes already developed by a wide range of local authority and third sector providers for the regional economic climate.

Offenders in custody in the South East, returning to London:

- The difference between workforce and residence based GVA (Gross Value Added) in the South East region suggests that a substantial proportion of the working population actually works in neighbouring regions, especially London;
- A relatively high proportion of offenders in South East prisons return to London. (An earlier analysis indicated up to 40% of offenders discharged from prisons in the South East return to London homes);
- Service provision in the South East should include flexibility to provide employability development and support to link with (and signpost to) services in other regions, especially London.

Target Groups – Hard-to-help Sub-project

There is a requirement to set up one or a number of sub-projects targeted at an identified extremely hard-to-help sub-set of the offender cohort within each region. Typically the throughput is 50-250 for the entire programme period (i.e. Jan 2011 – Dec 2014). Any variations to this are listed below. In all instances the requirement is to set these sub-projects up and begin throughput of the same in 2011 and for these to be the main focus of delivery. This avoids overlap with the delivery from the incumbent NOMS CFO providers.

NOMS recognises that the complex needs of these groups are such that outcomes may be more difficult to achieve. Therefore, the provider is allowed to offset low numbers of hard outcomes achieved by these groups against higher numbers for the general cohort. However, there is still an expectation that this group will receive an increased/high number of soft outcomes and where possible hard Education Training or Employment (ETE) outcomes. The levels of the same will be set at the post-tender negotiation stage.

The specified sub-project target group for this region is:

- A sub-project limited to between 50-200 participants that targets those offenders with dependent families, particularly parents aged between 18 and 24 (focused initially on young prisoners held in Aylesbury, Reading and Rochester prison).

Prison/Probation specific delivery model

We would expect the delivery model to engage the hardest to help offenders and sequence interventions appropriately so that they can draw upon the full range of existing mainstream funded services. The requirement will be for all enrolments to be through Prison/Probation staff with full knowledge/approval of Offender Managers where appropriate.

In custody, we expect offenders within six months of discharge to be referred by their offender supervisor, learning or Information Advice and guidance (IAG) provider, Jobcentre Plus (JCP) adviser, or indeed to self-

refer. It may be necessary for a separate notification to be made to the Offender Supervisor in custody, who has responsibility for advising the community Offender Manager (OM).

In the community we expect eligible offenders to be referred by their Offender Manager, through a range of IAG services incorporating Skills Accounts. We would expect appropriate marketing in probation offices, to enable self-referral to take place in the community as well.

Required activities will vary depending on existing practice across the region. They include, but are not limited to:

- Identification of eligible prisoners nearing discharge, engaging offenders in the community in preparation for entering the labour market.
- Specific case work linking the housing needs of offenders to the acquisition of education, training and employment needs.
- Intensive work on disclosure
- Short and innovative taster workshops/programmes whilst at the same time embedding functional skills such as H&S, manual handling, FA and food hygiene
- Development of job clubs to provide in-depth advice and support for employment applications including job search skills, CV writing and preparation for interview
- Development through the job clubs of localised employer engagement
- Engagement with the regional Offender Employment Forums
- Brokerage of work placements/trials for offenders through the job clubs and the regional Offender Employment Forums
- Capacity to fund job-focused and/or offender specific training provision
- Brokerage of mentoring, to provide support into mainstream Skills Funding Agency and JCP provision
- Motivational skills/programmes across all provision, particularly women such as Steps to Excellence; Teamwork, Thinking Skills, positive attitudes; problem solving
- There is an expectation that participants identified as having alcohol dependency issues which may affect their ability to engage with provision are signposted to appropriate guidance/programmes.
- Assisting offenders to assemble an ID pack that meets UK employment requirements (e.g. to enable them to open bank accounts). This may include tackling access to banking as a barrier to employment and where appropriate, obtaining relevant insurance products for those with unspent convictions to assist in securing employment/self-employment.

Knowledge and Resource network:

- Labour market/sector skills shortages in the SE

- Social enterprise expertise
- Discretionary fund for travel/subsistence for those beginning employment or training
- RARPA embedded across all provision

Access to Additional Resources to support ESF Activity

- G18.15 The Case Manager will link into existing NOMS and other offender support processes such as the Offender Management Plan and sentence planning, learning and skills provision, and the role of the Jobcentre Plus Advisers. They will act as a 'link worker' between the provision provided in prisons or during community sentences, to ensure that employment plans are in place for the crucial transition period immediately up to and immediately following release, and that they are continued following release.
- G18.16 Social Enterprise - Case Managers will make full use of the developing links between the Social Enterprise Sector and criminal justice agencies, as both potential employers for (ex)offenders and possible business development routes for those offenders interested in setting up businesses themselves. By supporting participants' entrepreneurship and skills for business, Case Managers can extend employment opportunities for (ex)offenders who can be hard to place, or who wish to develop innovative and creative business solutions with strong social and environmental values. The role of the Social Enterprise Champion will continue to be funded and will support prisons, Probation and providers to make the links with appropriate Social Enterprise activity across the region.

Wider regional considerations

- G18.17 Delivery of many local government services is highly localised. Geographically, the South East is the third largest English region. The population of the region is both large and diverse; the South East has a strong economy which is larger than that of some developed countries. However this broad picture disguises considerable variation within the region. Indices of Deprivation 2007 show that areas of Kent and the South Coast fare particularly poorly, with Hastings, Brighton & Hove, Southampton and Medway amongst the more deprived districts in England on a range of measures.
- G18.18 The South East has some areas of deprivation and although the region does not suffer from the homelessness rates of some regions, there are pockets of homelessness, and housing stock in many of the most highly populated districts fall below the Department for Communities and Local Government (DCLG) decent homes standard.
- G18.19 Unemployment is highest in Sussex and Kent. The number of benefit claimants more than doubled to 135,000 in the year to February 2009 and there is a wide variation across the region in the number who cannot work through disability.

Innovation:

G18.20 To date, delivery of employability services to offenders in the region has been of necessity localised and diverse. There is a commitment from regional stakeholders to work together with the successful provider to develop an efficient, effective and consistent employability service for offenders from the South East region, which:

- Manages risk appropriately
- Addresses social exclusion factors
- Engages the offender
- And supports and signposts the offender safely into mainstream provision.

Additional innovations include:

- The Employer Network and Employer Compacts
- The single coherent regional approach is a powerful addition to practice across the South East
- A employability pilot focussing on the specific needs of women offenders
- Progression data will provide significant information to develop future practice
- Common and transferable assessment tool

Outputs and results:

Please note for costing purposes this region is in Band 1 (refer to Level of Provision (Banding) section of national specification Schedule G for details)

G11.40 All figures are cumulative as of funding allocation end date. Monthly throughput profiles will be agreed with providers at post-tender negotiation stage.

Target Breakdown	Quantification
<i>Target Enrolment Profile</i>	
Total number of participants	7,794
Participants who are unemployed	60%
Participants who are inactive	40%
Participants with disabilities or health conditions	22%
Participants who are lone parents	6%
Participants aged 50 or over	7%
Participants from ethnic minorities	15%
Female participants	11%
<i>ESF contracted (hard outcomes)</i>	
Number of participants in work on leaving	1,169
Number of participants in work six months after leaving	1,169
Number of economically inactive participants engaged in jobsearch activity or further learning	374

Definitions

Enrolments - *all starters signed onto CFO projects/provision in region.*

Leaving into Work - *all participants entering temporary or permanent full or part-time paid employment, self-employment or voluntary work directly from or demonstrably as a result of CFO projects/provision upon exiting or shortly thereafter.*

In Work after 6 Months- *all participants in temporary or permanent full or part-time paid employment, self-employment or voluntary work 6 months after exiting from CFO projects/provision.*

N.B Although the target number of participants in work after 6 months is included as part of the overall target breakdown, this will not form part of the 30% outcome payment profile. This target will be monitored centrally by NOMS CFO and ESF and there is no expectation for providers to monitor participants once they have left the programme. If providers are able to monitor entrants into employment for this period of time, collected data could be utilised by NOMS CFO as part of a data sharing protocol with DWP, to track participant progress following programme completion. However, this data will not be used to reconcile payments to the provider.

Inactives (not in ETE activity at point of enrolment) into job search activity or further learning - *For the purposes of this programme, this target must be achieved by participants moving into jobsearch activity with another provider/agency (such as a Jobcentre Plus programme), or by securing a training/education outcome*

For CFO purposes an inactive participant is defined as:

Not in employment, education or training / not claiming JSA.

'Someone who is not available to work e.g. someone who is claiming disability benefits, carers allowance but not on JSA.'

Prisoners will be classed as 'inactive' at a certain point in their sentence - this categorisation will be set automatically by Case Assessment and Tracking System (CATS) prior to allocation of potential participants.

Other Required Outcome (Soft Outcomes)

N.B Numbers to be achieved will be determined in negotiation with successful providers.

Issues to address	Outcome	Market to provide
Exclusion	Production of disclosure statement	
Retention	Continuing engagement with ETE, and other mainstream provision, after 13 weeks	
Progression	<ul style="list-style-type: none"> • Number of offenders referred to mainstream services who start in mainstream services • No of offenders signed up to Skills Accounts 	
Improving Employability	'Distance travelled' measure: <ul style="list-style-type: none"> • number of milestones in personal action plan achieved 	
	'Development along OLJ' measure: <ul style="list-style-type: none"> • Additional and alternative skills identified, 	

	training gained, and linked to mainstream vocational training (e.g. hairdressing) to increase employability	
	Personal Development measure: <ul style="list-style-type: none"> • Recognising and Recording Progress and Achievement (RARPA) outcomes 	
Work experience	Record: <ul style="list-style-type: none"> • work experience placements successfully completed; • work experience identifying further training /support needs (contribute to the personal OLJ) • work experience leading to job outcomes 	
Confidence	Offender Job search activities: <ul style="list-style-type: none"> • No of jobs sought per offender • No of job interviews attended 	
Job-readiness	Performance at mock interviews	
Mentoring	<ul style="list-style-type: none"> • Preparation and debriefing at/for interviews • Number of offenders accessing mentoring services 	
Effective advocacy	Offender feedback	
Through the gate working/end of sentence	Risk management plan – agreed short-term action plan for offender	
Interpersonal skills/coping with authority	Collect evidence (additional to RARPA achievements) through offender feedback or exit interview	
Links with Offender Management	Audit feedback from community Offender Managers	