

**“The Effective Resettlement of Offenders by  
Strengthening Community Reintegration  
Factors”**

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## **I . THE NATIONAL OFFENDER MANAGEMENT SERVICE**

### **A. What is NOMS?**

The National Offender Management Service (NOMS) is new. It was created in April 2008 as an executive agency of the Ministry of Justice with the goal of helping prison and probation services work together effectively and efficiently to manage offenders throughout their sentences.

The Director General of NOMS is responsible to the Lord Chancellor and Secretary of State for Justice and sits on the Board of the Ministry, chaired by the Permanent Secretary. The responsibility of the NOMS Agency, on behalf of the Secretary of State, is to deliver the sentences and orders of the courts of England and Wales by:

- commissioning adult offender services in custody and the community from public, private and third sector organisations;
- providing the public prison service; and
- overseeing the Boards and Trusts which provide the public probation services.

The Agency is responsible for ensuring the number of proven offences committed by adult re-offenders is reduced by *10%* between 2005 and 2011. By delivering this it will contribute to the wider Ministry of Justice Departmental Strategic Objectives which outline what the MoJ will deliver to the public by 2011.

In operating through providers and partners in the public, private and third sectors, NOMS endeavours to manage offenders in an integrated way. What work needs to be done - and who does the work - is based on evidence and driven by ensuring value for money for the public.

NOMS manages offenders throughout both their custodial and community sentence, working with around 260,000 offenders a year. We carry out prison sentences in England and Wales: there are *135 prisons* of which *124* are run by the public sector and 11 by private contractors. We also manage offenders on community sentences, and provide services to offenders, victims, witnesses and the courts. There are *42 probation areas* – areas which have recently become Trusts – a change designed to provide an increased level of independence and clear accountability for delivery, whether by the Trust or through its partners.

NOMS aims to help offenders change their lives in order to reduce their chances of reoffending. NOMS met or exceeded *27 of 28* national performance targets and that the number of re-offences committed fell *11.1%* between 2005 and 2007. The number of re-offences classified as serious fell by *9.8%* over the same period. Like most government departments around the world we are required to make efficiency savings. We met our *£81million* efficiency savings target for 2008/09 with an even larger savings target of *£171million* for 2009–10.

## **B. Delivering to the Public**

NOMS is an Agency of the Ministry of Justice. As such we are responsible for one of the four Departmental Strategic Objectives (DSOs), *DSO 3 - to protect the public and reduce re-offending*. DSOs are in turn reflected in NOMS responsibility for delivering two Public Service Agreements or PSAs:

The first is *PSA 23 'Making Communities Safer'*. PSA 23 involves cross governmental priority action of reducing reoffending through the improved management of offenders and involves a reoffending reduction target of 10% by 2011.

The second is *PSA 16*. *PSA 16 is to increase the proportion of socially excluded adults in settled accommodation and employment, education or training*. Significantly this PSA is led by the Cabinet Office. Note that both PSAs involve NOMS working together with other Government departments and are drivers for collaboration. This collaborative approach is reflected in partnerships with other sectors which I will turn to later.

NOMS manages the achievement of PSAs through delivering to annual targets for the employment of offenders under supervision, at termination of order or licence, and upon release. Targets are both numeric and based on a percentage of orders: For example last year we were required to ensure that *14,430* offenders under supervision in the community found, and sustained, employment. This target was exceeded by more than 2,000 people into work - the number being *16,982*. We were also required to ensure that 40% of offenders were in employment at termination of their order or licence. The figure achieved was 45%. A lower figure of 26% was applied to prisoners at the point of release, a figure met precisely.

In relation to accommodation, targets include the percentage of offenders in settled or suitable accommodation at the end of their order or licence and upon release. The targets are 70% and 80%, with an achievement of 78% and 86% respectively. Whilst we can take some satisfaction in achieving these results, the real value of sharing them is that they provide an excellent example of partnership – between government departments and with private and third sector organisations. These partnerships simply could not have been achieved working on our own.

Much more will be said about these partnerships later. Our work to deliver targets also leads directly to the next part of the paper on organisational structure.

### **C. Organisational Structure**

The NOMS organisational structure is new. NOMS, like the Ministry of Justice of which it is an agency, has been established following a major programme of structural change. Change is intended to create, amongst other things, increased clarity and accountability between the Government’s national strategies for community safety and reducing reoffending and the responsibility of NOMS to deliver “on the ground”. Delivery is organised through ten Directors of Offender Management, or DOMS, nine for each of the English regions and one for Wales. DOMS have the task of achieving results and value for money through commissioning public, private and third sector stakeholders and delivery partners. This work includes requiring operational prison and probation services to deliver regional reducing re-offending strategies.

Regional strategies are therefore a cascaded version of national strategies which are agreed inter-departmentally by a range of Government departments responsible for areas such as education, employment, housing and health as well as justice. The *national* cross-Government Reducing Re-offending Board is the most senior level example of a partnership to reduce reoffending.

Just as strategies are cascaded, so are budgets devolved to DOMS so that they can use them to meet regional need – work which is delivered in collaboration with other government services and other sectors at the regional or Welsh level. *Regional* partnerships involve private or third sector services to work alongside the public services to resettle offenders. The 135 prisons and 42 Probation Trusts are in turn able to form *local* partnerships to address locally identified needs.

The point I wish to emphasise is that partnerships are at the centre of every aspect of delivery, at every level – central, regional and local – and with every sector, whether public, private, or the third or voluntary sector.

#### **D. Statutory Partnerships**

I would like to take a moment next to describe some of the statutory or public partnerships before turning later to private and voluntary sector partnerships.

Community Safety Partnerships, or CSPs, are a new arrangement in place only since April 2010: They bring together Police, Local Authorities (including their responsibility for housing), Fire & Rescue, Health and Probation, together with

suggestions for working with prisons, other parts of the Criminal Justice System including Youth Offending Services, and the voluntary sector to reduce re-offending. Budgets devolved from central government departments are then combined by agencies closer to the ground, working in partnership to meet identified patterns of need. CSPs are a good example of this model in operation:

CSP member organisations work together to deliver work according to the *ASPIRE* model, first developed by the probation service. *ASPIRE* provides partners with a relatively simple model for cooperation. The five cooperative *ASPIRE* steps are:

- Assess profile of re-offending in the area *including social exclusion data*
- Strategically *Plan* for action
- Implement the plan, drawing on case managed intervention, mainstream and commissioned services
- Review performance
- Evaluate success to review outcomes and value for money

Because CSPs are so new, it is not yet possible to provide examples of completed projects. But I can provide examples of work delivered as a result of the preceding Crime and Disorder Act of 1998. The 1998 Act created Crime and Disorder Partnerships (CDRPs). A national dissemination programme, known as the Beacon Scheme, has subsequently celebrated and promoted some of the most successful and innovative partnerships. Four of the areas selected for Beacon status focussed on

creating safer communities through reducing reoffending. All have had to demonstrate six “hallmarks” of excellence:

- Empowered and Effective Leadership
- Visible and Constructive Accountability
- Intelligence-led Business processes
- Effective and Responsive Delivery Structures
- Engaged Communities
- Appropriate Skills and Knowledge

CSPs are only one example of agencies working together at the local level. Other statutory partnerships work with specific groups of offenders including MAPPA partnerships to co-ordinate work with those offenders that present higher risk of harm, and PPO partnerships working with Prolific and other Priority Offenders. Others target drug mis-users or deliver intensive case management with recently released prisoners who have served short sentences.

Intensive Alternative to Custody projects work closely with courts. They may combine community service work, electronic monitoring, group work programmes, and police surveillance, the aim being to divert offenders from custodial sentences.

## **II. THE SENTENCING FRAMEWORK**

The England and Wales sentencing framework, like the effective practice and resettlement frameworks which follow, has a relatively recent genesis. The framework was designed with support of resettlement as one of its aims.

### **A. The Purposes of Sentencing**

The 2003 Criminal Justice Act sets out the five purposes of sentencing:

- the punishment of offenders;
- the reduction of crime (including its reduction by deterrence);
- the reform and rehabilitation of offenders;
- the protection of the public; and
- making reparation by offenders to persons affected by their offences.

A number of important principles underpin the sentencing framework. These include the need to ensure that sentences are fair and proportional to the offence, and that sentences of imprisonment are delivered in a seamless fashion from prison to the community as a “*whole sentence*”. Purposes of sentencing should be addressed in both the *custodial* and *aftercare* stages of the sentence. This principle directly supports the resettlement framework

### **B. The Question of Offence Seriousness**

Whilst courts are obliged to have regard to these principles, sentence will generally be determined according to *seriousness* of the offence. Seriousness is made up of:

- *harm* caused by the offence; and
- *culpability* of the offender in committing it.

### **C. Prison Sentences**

The structure of prison sentence depends on sentence length. Implementation is progressive:

(a) Under 12 months (currently no supervised licence): The intention is:

- Custody period 2-13 weeks, Licence period 6-9 months
- Court sets licence conditions
- Executive recall

(b) 12 months or longer imprisonment

- Are served half in custody and half in community
- Case Manager agrees intervention plan and conditions
- Executive recall

(c) Intermittent and Suspended (court handles breach) options

(d) In the case of life, indeterminate and extended sentences for serious and public protection cases, the Parole Board decides the release date.

The intention of the Act is that many of the options applicable to community sentences are also available on post-release licence.

## **D. Community Sentences**

Since the implementation of the Criminal Justice Act 2003, there has been a single community order for offenders aged 18 or over that can comprise up to 12 requirements depending on the offence and the offender. These are:

- unpaid work (formerly community service/community punishment) – a requirement to complete between 40 and 300 hours' unpaid work;
- activity – for example to attend basic skills classes;
- programme – there are several designed to reduce the prospects of reoffending;
- prohibited activity – requirement not do so something that is likely to lead to further offence or nuisance;
- curfew – electronically monitored;
- exclusion – not much used as no reliable electronic monitoring yet available;
- residence – requirement to reside only where approved by probation officer;
- mental health treatment (requires offender's consent);
- drug rehabilitation (requires offender's consent);
- alcohol treatment (requires offender's consent);
- supervision – meetings with probation officer to address needs/offending behaviour;
- attendance centre – three hours of activity, usually on Saturday afternoons, between a minimum of 12 hours and a maximum of 36 in total..

Typically, the more serious the offence and the more extensive the offender's needs, the more requirements there will be. Most orders will comprise one or two requirements but there are packages of several available where required. The court tailors the order as appropriate and is guided by the probation service through a pre-sentence report.

### **III. THE EFFECTIVE PRACTICE OR “WHAT WORKS” FRAMEWORK**

NOMS has introduced three systems to reduce re-offending:

- An *Offender Assessment System* (“OASys”) - designed to assess risk and needs and to inform case management
- The *National Offender Management Model* – intended to manage offenders safely and effectively, including managing prisoners consistently from prison to the community
- *Interventions* - including unpaid work, employability programmes, and accredited programmes to address a wide range of offending-related or “criminogenic” needs including “thinking skills”, domestic violence, sex offending, and drug or alcohol mis-use, and

The effective practice framework flows naturally from the sentencing framework. Although they may at first appear only indirectly related to resettlement, closer examination shows a direct relationship.

## **A. The OASys Assessment System**

OASys has been developed jointly by the prison and probation services. It is an IT-based system which assesses offending-related need and risk of reconviction and serious harm. There is on-going validation of accuracy against actual reconviction. The OASys tool also guides individual sentence planning, measures change, and provides management information. Data is aggregated centrally, regionally and locally to support analysis and service planning – of NOMS and stakeholders.

OASys measures a wide range of factors statistically shown to be relevant to offending. These include education, training and employability, accommodation, financial management and income, relationships, lifestyle and associates, drug and alcohol mis-use, emotional well-being, and thinking skills and attitudes.

The risk assessment element measures harm to the public, children, staff, prisoners, offenders themselves, and to adults known to the offender, indicating whether risk is low, medium, high or very high. Action to manage risk is then triggered including through MAPPA arrangements described later.

OASys data may be analysed in many ways: Data is able to demonstrate the offending-related needs of a national probation sample by type of need and by gender. The data might also, for example, be analysed by prison or probation caseload or by region or city. Our OASys data shows that the most common needs of offenders, *related to their offending*, include education, employment, with a wide range of other

needs including “thinking skills” (such as problem solving) , accommodation and drug problems not far behind. This complexity of need makes our work more difficult. This point will be returned to later.

## **B. The National Offender Management Model**

The National Offender Management Model is underpinned by a number of principles intended to support resettlement. These include:

- One Offender Manager, an individual probation officer, who manages the case throughout the sentence (including time in prison) to provide continuity
- The Offender Manager is community based – even for prisoners
- One sentence plan is developed for the entire sentence
- A system of resource “Tiers” allocates resources according to risk and needs
- The concept of the “Offender Management Team” - all responsible agencies operate to common agreed goals

The model provides the means by which NOMS ensures the right services are harnessed from within the service and from partners, and delivered to each offender according to risks and needs assessed through OASys assessment.

## **C. Interventions - The “What Works Core Curriculum”**

The third system is referred to as the “Core Curriculum”. This is the suite of interventions most closely associated with “what works” – interventions based on tested independent research evidence of effectiveness.

NOMS what works interventions are based on a process of accreditation. Accreditation is carried out by an independent group of international experts – the “Accreditation Panel”. The panel has developed Interventions Criteria against which new approaches are assessed. Key criteria are:

- Clear model of change
- Specified offender selection criteria
- Targeting of offending risk factors
- Employ effective methods
- Skills orientated
- Appropriate sequencing, duration and intensity of intervention
- Motivation and engagement
- Continuity of Services
- Maintenance of Integrity
- Evaluation and Monitoring

The core curriculum contains more than twenty programmes, and is continuing to expand. The creation of NOMS provides an opportunity to rationalise programmes developed historically separately by the prison and probation services and to build continuity of programme design and delivery. For example sex offender treatment begun in prison can be reinforced post-release.

The programme range includes cognitive skills, substance mis-use, sex offender treatment, violence and emotional management, women offenders, drink impaired drivers, and resettlement. Most are designed for group delivery. However there are also programmes for delivery to individuals - who might for example live in an isolated area where it would be impractical to deliver a group.

It is important to note that we know from experience and research that programmes are only effective when delivered as intended by well-trained, managed and supported staff. Delivery quality is so important that NOMS has developed detailed guidance, audit and support to ensure these standards are met in prisons and the community.

#### **IV. SOCIAL EXCLUSION, COMMUNITY REINTEGRATION AND RESETTLEMENT**

##### **A. Development of the Overall Approach**

Genesis of the resettlement and community reintegration framework has followed a similar timescale to the sentencing and what works frameworks. In 2001 the Government's Social Exclusion Unit (SEU) published a report on prisoner resettlement and social exclusion. The findings were startling and showed, for example, that prisoners were far more likely than the general population to be unemployed (67% of prisoners - pre-sentence - and 5% of the general public

respectively), to have no qualifications, to be homeless, and to suffer from mental disorders.

The NOMS reintegration and resettlement framework is based on the Social Exclusion Unit's work. The report, which was researched and prepared in close collaboration with the Prison and Probation Services, proposed a needs-based "pathway" approach through which offenders' needs are addressed via cross-government agreement and action.

The resettlement framework comprises seven rehabilitation "pathways" for men and women. Each pathway addresses areas of work critical to resettlement (and to work with offenders in the community). However, when applied to resettlement, the pathways require prisons and probation areas to work closely together to ensure that pathways are continuous from custody to community. The pathways are:

- Accommodation
- Education, training and employment
- Health
- Drugs and alcohol
- Finance
- Families
- Attitudes, thinking and behaviour

## **B. Lessons in Resettlement**

Leo Tigges, Secretary General of the European Organisation for Probation (CEP), defines an ideal resettlement model as follows:

1. Aim and function of prison the restriction of liberty, not isolation from society. Prisons as agency of the community
2. Prisoners to return gradually to the community/ Progressive prison system
3. Timely preparation for release
4. A unified, integrated service delivery from Prison & Probation/ “Through the gate”
5. Screening of all prisoners to identify needs
6. Personalized approach, tailor made, input of offender
7. High risk offenders to be placed under supervision in compulsory framework
8. Statutory responsibilities of “mainstream” service provision agencies also to offenders
9. Partnership work with all sectors pre and post-release

According to MABIS, Equal Employment Project (Germany 2004),

- Re-imprisonment is reduced by:
  - 10% for those with vocational qualification
  - 25% for those with employment
  - 50% for those with vocational qualification and employment
- Placement rate is improved with strong involvement of probation officers:

Placement rate increased from 48% to 75%

## **V. LEARNING, SKILLS AND EMPLOYMENT STRATEGY**

### **A. Why Focus on Learning, Skills and Employment?**

NOMS operational data from 2008-09 for offenders in both custody and the community demonstrates that many unemployed offenders have significant multiple barriers to employment. These include accommodation issues [45%], drug use [33%], alcohol abuse [53%] and emotional well-being needs [40%]. Offenders who are unemployed therefore demonstrate higher levels of other need than offenders who are in work. Addressing these barriers must require a multi agency approach in order to help them resettle and get into a position where they can find and retain work.

Prisoners' own perception of need, an important indicator of motivation as well as need, found that most said they needed help with finding employment (48%), getting qualifications (42%) and work-related skills (41%) at the top of the list followed closely by accommodation (37%). Younger adult offenders put their employment, qualification gaining and work-related skills needs significantly further ahead of other needs.

A number of studies indicate that prison education and vocational interventions are a good use of public resources. Recently published figures (drawing on figures from five US studies from the 1990s) show the net financial benefit to the public sector associated with educational and vocational interventions ranges from

£2,000 to £28,000 per offender (or from £10,500 to £97,000 per offender when victim costs are included)

The NOMS' strategy is wide ranging and includes support along the individual's learning, skills and employment pathway, through prison industry development, the "Corporate Alliance" to engage employer support, strategic development with other government departments, and recent developments in Social Enterprise and Unpaid Work.

## **B. Development Examples**

### 1. An Individual's Pathway: Learning, Skills and Employment

An individual's pathway with NOMS passes through up to four phases depending on need. Progress is recorded so that key information can be tracked and communicated. The four phases are:

- Addressing Initial needs and barriers
- Supporting Preparation for Employment
- Progression Routes into Work
- Risk, disclosure of criminal records

#### *(i) Assessment*

Assessment for prisoners serving medium to longer sentences is comprehensive, including the OASys system of risks and needs. Prisoners serving shorter sentences receive a less in depth assessment commensurate with the time available to intervene.

The aim is that prisoners and offenders sentenced in the community receive basic skills screening soon after reception by the establishment or making of an order. Key questions, including confidence in writing name, address and phone number provides a rapid indication of need.

Recording assessment is obviously important for planning and accountability. On the Case Assessment and Tracking System (CATS) used in many employment projects, 10 areas are assessed red, amber or green according to level of need. The assessment leads directly to an action plan developed on an individual basis by an inter-agency Learning, Skills and Employment team in each prison. .

*(ii) Supporting Preparation for Employment*

Depending on assessed need, support in preparing for employment may begin with *Information* (on Opportunities Vacancies and Qualifications), *Advice* (on Benefits/Finance and Motivation), *Guidance* (on Needs, Goals and building an Action Plan), and *Job Seeking Support* (on Job-search, and CV and Interview Preparation).

*(a) The Virtual Campus*

The “Virtual Campus” has been developed over the last three years. The virtual campus allows prisoners carefully controlled access to web-based material including careers advice, CV development tools, advice on managing debts or family difficulties, and accredited course study. It also provides a means of sending secure, checked electronic messages to prospective employers and learning providers post-release. The system offers particular advantages in the efficiency of learning delivery.

(iii) *Progression Routes into Employment*

Progression Routes into Employment is probably the most intensive area of NOMS employment intervention, in terms both of NOMS and partner contributions and an individual's daily experience of the working day. Programmes address Basic Skills, softer Life/interpersonal Skills such as communication, and Vocational Skills.

(a) Discretionary Funding

Discretionary funding is available to available to support offenders entering employment. This funding may cover initial living expenses, for example during the period between benefits stopping and receipt of a first wage, work equipment or, in the case of self-employment, business start-up costs. Funding may also be provided for short focussed training.

(b) Arts based interventions

Arts-based programmes are often delivered, frequently with third sector input, and designed to build skills in informal interaction and self expression.

(c) Work experience

Work experience can help address skills lost through time in prison or which the individual may never have had. The experience can provide an opportunity to learn as a team, to get a better understanding of the "world of work", and in some cases build a small cash sum before release. Work experience may be delivered in the community

on day release or in a custody-based enterprise – one of the key ways in which industry is directly involved in the work of NOMS. This work may be unpaid or paid at a low wage to reflect the training nature of the work.

(d) Guaranteed Interviews

Guaranteed interviews may be offered by employers to prisoners who meet the minimum requirements for the job or as part of a wider package where a guaranteed interview is given following successful completion of a customised training course.

(e) Employer Fidelity Bonds

Employer Fidelity Bonds are in effect insurance cover provided to an employer by a third sector organisation in partnership with commercial insurers in order to overcome one of the barriers commonly faced by offenders.

(f) Prisons Information and Communication Technology Academy (PICTA)

NOMS supports the delivery and development of current commercial qualifications in Information Technology in dedicated workshops to encourage employer engagement and employment in a growing market sector on release. Workshops provide prisoners with an opportunity to follow an individual self paced vocational study programme in a modern vocational skill, extending studying options after release.

(g) Prison Radio

NOMS is working towards the development and provision of a national prison radio service with the capacity to broadcast to every prisoner in-cell and at work across the estate. One of the main aims of Prison Radio is to serving offenders' time in custody and prepare them for resettlement.

#### (h) Prisoner Retail

Prisoner Retail supplies the products purchased by prisoners. A partnership with a commercial company has introduced service-wide provision under a new 10 year DHL/Booker contract. Prisoner purchased products are picked and packed in retail workshops, using prisoner labour (with the exception of the High Security prison estate) providing employment and skills training.

#### *(iv) Joint Ministry of Justice and Department for Work and Pensions Review*

The review aims to improve coordination of services between the two departments.

Objectives include to:

- Facilitate improvements to partnership working to ensure that services delivered to offenders are joined-up to achieve the best possible outcomes for individuals, and that these services are communicated with other partners
- Increase the effectiveness of employment related services in custody and the community by developing a delivery framework that sets out more clearly the roles and responsibilities of both organisations;

- Join up employer engagement activity between NOMS and Jobcentres
- Facilitate joint data sharing between MOJ / NOMS and DWP /Jobcentre Plus at a local, regional and national level; and
- Explore the feasibility of a future shared target to drive performance across the two agencies.

## **VI. PRIVATE SECTORS STRATEGY AND WORK TO REDUCE RE-OFFENDING**

### **The Corporate Alliance**

The Corporate Alliance is a banner for the Government's employment's employer engagement activities for offenders. It includes partnerships with private, public and voluntary sector organisations to improve the skills and employment outcomes for offenders. It seeks to:

- encourage more employers to employ and support offenders during the process of finding and retaining employment;
- support and disseminate good practice involving employers improving the skills and employment of offenders; and
- use employers to 'market' the Corporate Alliance to other employers.

There are three levels of engagement that enable employers to get involved with offenders in ways that best suits them. These are:

- Level One – activities to support improvement in employability, focusing on donating materials that can be used to train offenders, and donating staff time for interview training, CV preparation, and for mentoring offenders;
- Level Two – activities in support of designing and delivering training programmes, including paid work placements; and
- Level Three – recruiting directly from prisons and probation.

Promotion of the Corporate Alliance at national and regional level has resulted in over 100 employers, who are already involved with offenders or planning to get involved, using their involvement to promote the case with other employers.

To ensure that developments to engage with employers are informed and steered by employers a Reference Group, chaired by a business leader, consisting of major as well as medium and small employers from the private, public and voluntary sectors has been established.

*(i) Sector Skills Councils*

One of the important recent ways in which NOMS has endeavoured to strengthen relationships with business and other sectors is through engagement with Sector Skills Councils. These councils represent different sectors of the employment market. Nineteen different sectors have been approached ranging from arts and engineering to catering. Benefits of the approach include the ability to:

- Track labour market need, changes and skills shortages
- Ensure prisons deliver courses relevant and current to the sector/home area
- Identify a preferred awarding body for each sector, to improve consistency between prisons. This can include course, registration and certification costs
- Develop staff training requirements
- Improve employer links and processes

*(ii) Business in the Community*

Business in the Community (BIC) is an independent business-led charity with more than 830 Companies in membership. Through its “Unlocking Talent” programme, BIC aims to develop skills & talent of workforce as a part of its members work in support of Corporate Social Responsibility. BIC has a specific offender-employment initiative: This work is itself an example of partnership between NOMS and the private sector: work on employing ex-offenders is sponsored by the Barrow Cadbury Trust.

Business in the community has a clear offender-employment perspective:

*“Through its member companies, Business in the Community works to improve the ability of ex-offenders to find employment. A good stable job is the single greatest factor in reducing reoffending. Not only does it provide individuals with the necessary resources and self-esteem to improve their lives but benefits all sections of society through reduced levels of crime.”*

Another perspective addresses direct benefits to the employer:

*“We share in common with most employers a recurring headache – the recruitment and retention of staff, and we have had to learn to think beyond the traditional recruitment routes. There is undoubtedly a large pool of under-utilised skilled men and women in our prisons who are due for release into your communities, and who are keen and willing to work. Those we have employed have been exemplary employees.”*

Business in the Community is clear about the business case for employing ex-offenders. Arguments in support of the case include

- (a) Savings to Private Sector through crime reduction: Crime costs business £19 billion year, re-offending by ex-prisoners costs £11 billion year. Ex-offenders in work are 33% - 50% less likely to re-offend and some schemes reduce risk to 10%
- (b) Recruitment cost savings of 40% - 60% have been identified

- (c) Mentoring ex-offenders brings skills and experience benefits for existing employees, including in management, communication, listening and team building

*(iii) Examples of Corporate Involvement in Training or Employing Ex-offenders include:*

- (a) NOMS prisoner retail contract with DHL/Booker (supply chain management) employs some 500 prisoners in DHL supervised facilities across a number of prisons;
- (b) Travis Perkins (tool hire and builders merchants) opened their first training centre in HMP Stocken just over a year ago and has already expanded into another workshop in the same prison with total employment of 90 prisoners. Travis Perkins are now employing prisoners on release around their many sites and are growing their partnership into a second prison, HMP Ford. The workshop in this prison is expected to employ around 50 prisoners by the end of the year;
- (c) Timpson's (shoes) now have two "Academies" (at Liverpool and Wandsworth prisons), demonstrating a strong interest in the rehabilitation of offenders.
- (d) Morrisons (retail) runs a pre-release training course in 3 prisons leading to employment on release. Significantly, the company achieves a 80% success rate in retention.
- (e) The Compass Group "Rehab" project employs serving female prisoners in a defence establishment where they learn catering and related skills.

## **VII. THIRD SECTOR STRATEGY AND WORK TO REDUCE RE-OFFENDING**

NOMS works with a wide range of third sector organisations which provide support pre and post release addressing education, training or accommodation. Third sector organisations as well as private ones help to bridge the gap between prisons and community.

NOMS works with third sector organisations at national level, regional level and locally. At national level, “CLINKS” delivers an umbrella organisation role, supporting other third sector organisations that work with offenders and their families. Over nine hundreds voluntary organisations are responsible for more than two thousands projects that provide services to offenders.

As well as supporting third sector, including mentor, organisations, CLINKS estimate that about three quarters of prisoners would be willing to do voluntary work if it were available. Prisoners provide an increasingly rich source of volunteers – working as *peer* mentors sometimes alongside paid or other voluntary staff. In total, more than seven thousand volunteers contribute to the rehabilitation of offenders nationally.

## **VIII. SOCIAL ENTERPRISE**

## **A. What are Social Enterprises?**

Social Enterprises have the following characteristics:

- They are independently constituted businesses, driven by a business agenda, and aiming to meet social as well as financial objectives.
- They make profits or surpluses that are re-invested into the business to support its social purpose.
- They are socially owned and accountable to a wider community through a membership and democratic structure.

The benefits of social enterprises include cost savings, building links with local communities, innovation and creativity. NOMS research has recently shown that 62% of Probation areas are involved in Social Enterprise (about 40% of them connected with Community Payback). About 53% of Prisons are involved. However 47% of prisons and 95% of prisons would like to expand that number.

## **B. Examples of Projects Operating at the Local Level including Social Enterprises**

The following provides an indication of the range of third sector and social enterprise projects working with ex-offenders.

### **(i) The 'Clink' - Catering**

- The 'Clink' is a restaurant at HMP High Down

- It provides training and employment experience in a high quality restaurant environment
- Employs 16 serving offenders at any one time as trainees
- Managed by social enterprise Eco-Actif CIC
- Profits to pay staff, provide training and qualifications and follow up support
- Employs ex-prisoners

(ii) Leeds City Credit Union - Financial

- Provides access to banking - addressing financial exclusion
- Includes a simple process involving the prison to overcome the problem of personal identification
- Operates 500 accounts for prisoners
- A money management scheme addressing rent arrears, mobile phone contracts and any pre-existing debt

(iii) HMP Dartmoor Resettlement Unit

- This project is linked with a high profile public garden – the Eden project
- Prisoners, guided by staff of Eden project have turned unused open space in the prison into productive vegetable gardens.
- Boxes of vegetables are delivered free of charge to elderly and poor members of local community.
- The project has received many letters of thanks from local people.

(iv) Reach – Prinknash Abbey Gardens

- This project provides activities to unlock the potential within people who feel socially excluded or who have committed offences.
- The project has transformed an ancient abbey garden which had become overgrown. The garden is now a centre for learning trades and for providing leisure for the members of public or disadvantaged people.

(v) Inside Job Productions

- Trains women on day release from prison in the professional media

(vi) “Cementaprise”

- Cementaprise brings together prisons, the probation service, employers, education and employment services, local authorities and the voluntary sector.
- Together they support offenders in gaining employment in construction industry.
- Offenders are able to “taste” a range of trades and to engage in craft training in short manageable courses, to develop personal skills for employment as well as practical skills and to gain the health and safety certificates that are a requirement for work in the construction industries.

(vii) “Changing Directions”

High risk offenders will require special attention to ensure the risk they pose is managed. The Changing Directions initiative provides self-employment opportunities for sex offenders, or those who pose a risk to children. The programme involves:

- Delivery of a prison-based enterprise training programme
- Drawing up of individual business plans
- Development of a small business support network designed to empower beneficiaries to sustain small businesses