



OFFENDER
MANAGEMENT
INSPECTION
INSPECTION

A report on Offender Management in
Devon & Cornwall

An inspection led by
HM Inspectorate of Probation

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FOREWORD

We have seen some good work in Devon & Cornwall, led by a positive and able management team, respected by both their own staff and the partner agencies with whom they work closely and productively, including sentencers. The challenges of a large geographical area were apparent – the delivery of a consistently good service was difficult but much was achieved nevertheless against this back-drop.

We met many staff who were committed to their work with offenders and who were being supported through regular supervision and appraisal. However, we also saw insufficient discipline in relation to sentence planning, which needed to have greater ownership by practitioners. Risk of Harm work was judged to be good enough about two-thirds of the time; this proportion needs to rise through relentless careful attention to the detail and effectiveness of Risk of Harm assessment and interventions. With an increased focus on outcomes as well, this area could enhance the quality of its work further.

ANDREW BRIDGES

HM Chief Inspector of Probation

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LIST OF ABBREVIATIONS/ACRONYMS

ACO	Assistant Chief Officer
ASRO	Addressing Substance Related Offending
DID	Drink Impaired Driver
DTTO	Drug treatment and testing order
DRR	Drug rehabilitation requirement
ETE	Employment, training and education
HMI Probation	Her Majesty's Inspectorate of Probation
HMP	Her Majesty's Prison
IT	Information technology
LCJB	Local Criminal Justice Board
MAPPA	Multi-Agency Public Protection Arrangements
NOMS	National Offender Management Service
NPS	National Probation Service
OASys/eOASys	Offender Assessment System/electronic OASys
OGRS2	Offender Group Reconviction Score 2
OMI	Offender Management Inspection
PO	Probation officer
PPO	Prolific and other Priority Offender
PSO	Probation service officer
PSR	Pre-sentence report
PTSD	Post-Traumatic Stress Disorder
REM	Race and ethnic monitoring
RoH	Risk of Harm
ROM	Regional offender manager
SLA	Service level agreement
SORPG	Sex Offender Relapse Prevention Group
SMB	Strategic Management Board
SPO	Senior probation officer
TPO	Trainee probation officer
VLO	Victim liaison officer
YOT	Youth Offending Team

SUMMARY

Assessment and Sentence Planning

The area had built good working relationships with courts. Sentencers were generally satisfied with the provision of liaison services and pre-sentence reports, and they were produced on time and took account of seriousness. However, not all of them used the nationally approved format, and content needed improvement.

Assessments of likelihood of reoffending were generally done, but arrangements for the assessment of skills for life were inconsistent and it was not always clear whether they had been made. Staff delivering accredited programmes paid good attention to offender learning styles and needs. The completion of the Offender Assessment System for Prolific and other Priority Offenders was generally timely but not sufficiently comprehensive.

There was timely and accurate allocation of cases to offender management tiers and good identification of appropriate interventions. However, the completion of initial sentence plans was not timely and they did not sufficiently outline roles and responsibilities of workers or give a sufficiently clear shape to supervision. Sentence planning was not sensitive enough to diversity issues, and did not take full account of Risk of Harm. Offenders were not sufficiently involved in the planning process.

Implementation of Interventions

There was evidence of good induction, although practice was not shared across the whole area. In general there was good preparation of offenders for interventions and good reinforcement of interventions afterwards, and there was oversight of other workers involved with cases. Offender managers demonstrated commitment to the offenders they supervised, and motivated and supported them. Communication was good between offender managers and other workers but less so between other workers and offenders.

Timeliness was lacking in relation to reviews of sentence plans and the overall shape of supervision was insufficiently structured. Sentence requirements were not always fully implemented. There was insufficient pre-release contact in custody cases, and greater use of licence conditions was needed to address substance misuse in the case of Prolific and other Priority Offenders.

There were sufficient levels of contact with offenders, and good delivery of unpaid work. In relation to monitoring attendance, compliance and enforcement, work was of a high standard. Restrictive interventions were monitored appropriately and approved premises were used to enhance public protection. Education, training and employment gateway services were available at all offices but were not always delivered where needs were identified. Sufficient resources were directed at community reintegration, and constructive interventions challenged offending behaviour, but were not used in some cases where they should have been. The timing of programme delivery was too often inconsistent with sentence plans.

Diversity and disability issues were generally taken into account and problems with literacy and dyslexia addressed. Timeliness and content was good in victim liaison work but more attention was needed by offender managers to victim safety. Insufficient attention was paid to victim awareness work with offenders.

Achievement and Monitoring of Outcomes

Punishment as a sentencing objective was achieved in most cases and there were benefits to the community from unpaid work undertaken by offenders. In the majority of cases resources were consistent with the likelihood of reoffending and used efficiently to achieve planned outcomes. However, nearly half of the sample had not complied with the requirements of the sentence, and allocated resources were not always consistent with Risk of Harm or Prolific and other Priority Offender status.

Achievement in relation to the sentencing objectives of 'help', 'change' and 'control', and improvement of attitudes or behaviour was insufficient. There was also a lack of evidence of offender learning outcomes and skills being applied, and low levels of attainment in skills for life qualifications, reflecting insufficient ownership of this by offender managers. However offender employment targets were generally well met and there was good achievement of employability skills by offenders undertaking such learning. Attention was paid to community reintegration issues in the majority of cases and there was good signposting to community organisations, which would help address their criminogenic needs.

An insufficient priority given to structured sentence planning had a negative impact on the achievement of outcomes.

Leadership and Strategic Management

The Board and senior management of the area showed strong leadership, with good consultation and engagement with staff, unions and the Local Criminal Justice Board. Staff were well informed about service policy, although they were sometimes uncomfortable being left to find and absorb information from the intranet on their own initiative. Staff had a generally positive view of the professionalism and leadership of their managers.

The area had been leading on innovative community justice work and there was good joint working with partners to improve offender access to services. There was strong strategic ownership of Multi-Agency Public Protection Arrangements, although more formal monitoring and review of Level 1 cases needed to be introduced. The area demonstrated good strategic work in managing Risk of Harm, and a commitment to addressing diversity.

Effective performance improvement was based on the monitoring of Offender Assessment System data and good regional collaboration. However, there was a tendency for divisions to work in isolation and there was insufficient sharing of good practice. There was good cooperation at inter-agency level towards achieving inter-dependant targets. Work was already in hand to address some of the deficiencies found in relation to the management of Risk of Harm and timeliness of Attendance Centre programmes.

Phase one of the offender management model was fully implemented and initial tiering was accurate, but in places the model had been modified to accommodate local staffing balances and pressures. Some delivery problems were compounded by difficulties balancing staff mobility and employment rights. There was a need to improve the working knowledge of the Offender Assessment System, particularly for probation service officers and probation officers, both technically and as a professional tool to ensure effective offender management.

The area had undertaken an offender annual feedback survey and reconviction analysis for offenders undertaking accredited programmes. The national workload measurement timings had been introduced and the model had been adapted for local usage by the development of a workload calculator for each offender manager. Arrangements for staff training and development were satisfactory but some offender supervisors were

engaged in work for which they were insufficiently trained and supported. Arrangements for staff supervision and appraisal were generally working well, and the area was dealing with a previously high level of sickness.

The area was taking an active approach to outsourcing and subcontracting particularly for education, training and employment work, with 9% of the budget subcontracted. There was a high level of partnership spending and good levels of satisfaction from offenders. The area was actively working to increase the provision of offender accommodation. Phase two of the offender management model was not fully implemented and there was further work to be done across both prison and probation to ensure full implementation of the model.

Risk of Harm

Risk of Harm screenings were done on time and classifications correct in the large majority of cases, but while full assessments were generally done where required, the quality was insufficient. They needed clearer analysis of risk factors and greater attention to victim issues. Multi-Agency Public Protection Arrangement levels were clearly indicated and communicated to other workers.

Most risk management plans used the required format but the quality and content needed improvement. Plans lacked sufficient detail and linkage to sentence plans, and sentence planning generally did not take enough account of Risk of Harm. As a consequence, resources allocated to cases were not consistent with the level of risk.

Timeliness was insufficient in relation to reviews of assessments, and there was not enough ongoing planning to address Risk of Harm. The sequencing of interventions could have taken greater account of risk, and greater use of licence conditions was needed to address the protection of victims. The use of Multi-Agency Public Protection Arrangements needed to be improved, and there was insufficient management oversight of cases with child safeguarding issues.

Restrictive interventions and approved premises were used effectively to maximise protection of the public, and licence cases were recalled where needed, but there was insufficient use of home visits in managing Risk of Harm.

SUMMARY OF SCORES

Outlined overleaf in Chart 1 are percentage scores for each Offender Management Inspection Criterion and for each of the sections 1-3.

Chart 1: Scoring of sections 1-3:

Offender Management Inspection: Devon & Cornwall (October 2007)

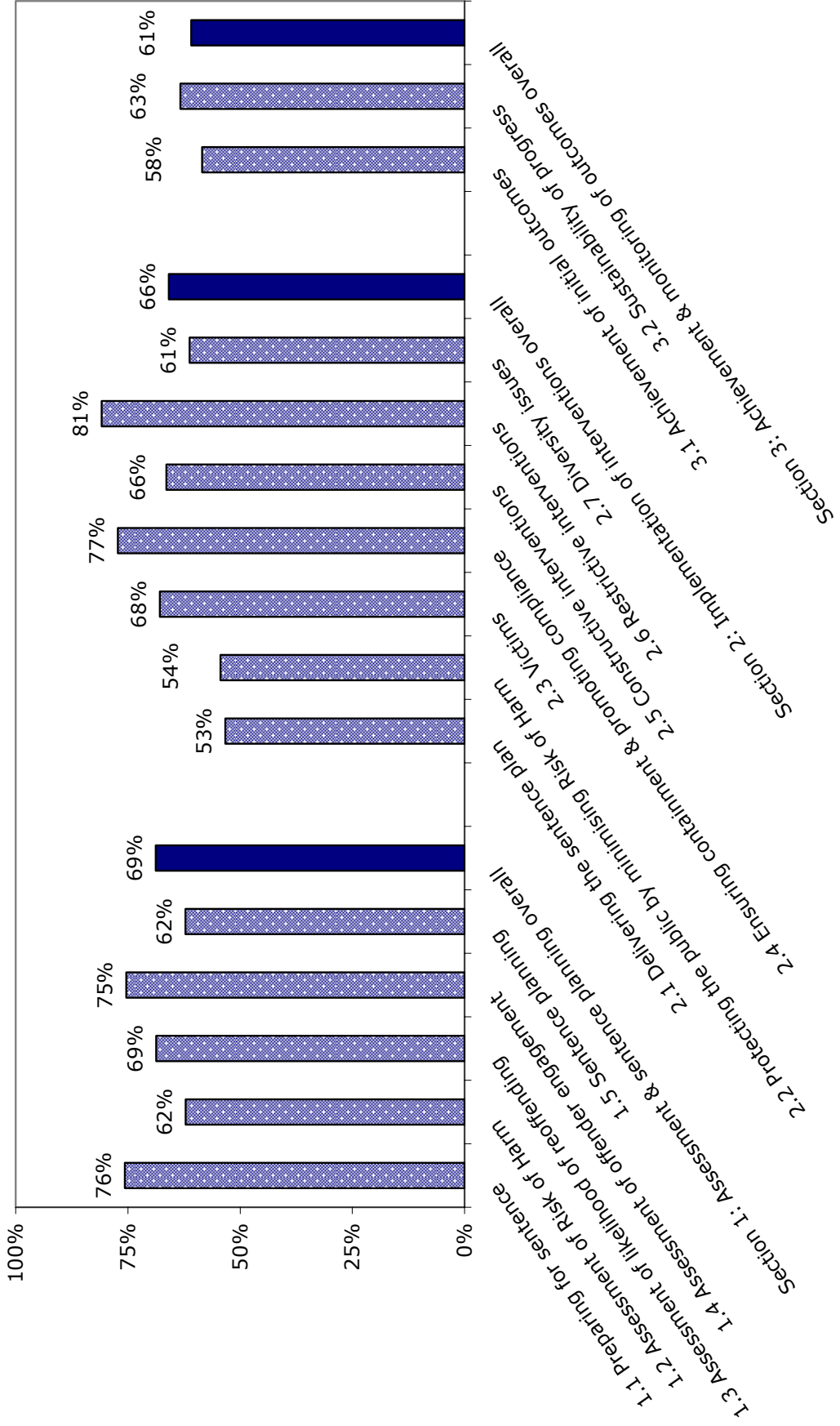


Table 1: Scoring of section 4:

Each of the criteria in the Leadership & Strategic Management section has been graded below, according to the four-point scale described in Appendix 3.

4.1	General Criterion: LEADERSHIP AND PLANNING	Well met
4.2	General Criterion: PERFORMANCE AGAINST NATIONAL AND REGIONAL TARGETS	Well met
4.3	General Criterion: RESOURCE DEPLOYMENT	Satisfactorily met
4.4	General Criterion: WORKFORCE PLANNING AND DEVELOPMENT	Partly met
4.5	General Criterion: REVIEW AND EVALUATION	Satisfactorily met
4.6	General Criterion: COMMISSIONING OF SERVICES	Satisfactorily met

Table 2: Risk of Harm Thread

Table 2 indicates a score drawn from a range of indicators in the *Assessment and Sentence Planning* and *Implementation of Interventions* sections about Risk of Harm work. This score is significant in determining whether a further focused inspection will be carried out.

Score for Risk of Harm Thread	65%
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Full details of our *Scoring Approach* are contained in Appendix 3.

We advise readers of reports against attempting to compare scores area by area. Such comparisons are not entirely valid as the sizes of samples vary slightly, as does the profile of cases included in each area's sample. We believe the scoring is best seen as a simple summary of what we have found in an individual probation area and needs to be seen alongside the full findings and recommendations of any particular report.

RECOMMENDATIONS FOR IMPROVEMENT

Improvements are necessary as follows:

1. pre-sentence reports use the national approved format and are of sufficient quality, e.g. based on an appropriate risk/needs assessment, and contain an outline sentence plan and relevant victim information
2. Risk of Harm assessments contain a comprehensive analysis of all relevant risks, and risk management plans are detailed and timely
3. management of Risk of Harm is improved, e.g. meaningful home visits are conducted in line with the required standard; there is robust and informed management oversight in all cases with child safeguarding concerns, and formal arrangements are introduced for the review of Multi-Agency Public Protection Arrangements Level 1 cases
4. sentence plans are of sufficient quality, are produced and reviewed on time, and drive offender management with a view to the achievement of outcomes
5. staffing profiles and role definitions fit the delivery arrangements for the national offender management model
6. prompt access to accredited programmes supports effective sentence planning
7. services for the learning of life and employment related skills are delivered consistently and supported fully by offender managers
8. increased priority is given to victim safety, and victim awareness work appropriate to the case is undertaken with offenders.

NEXT STEPS

An improvement plan addressing the recommendations above is needed four weeks after publication.

Further focused inspections will be carried out approximately 12 months after the original OMI when HMI Probation has a serious concern about an area's RoH work.

There will **not** be a further inspection in Devon & Cornwall Probation Area.

SHARING GOOD PRACTICE

Below are examples of good practice we found in Devon & Cornwall.

Diversity:

OMI Criterion: 1.4 Assessment of offender engagement

Kirsty had stolen money from her employer and was sentenced to a community order with a requirement to undertake 160 hours unpaid work.

Her offender manager identified domestic violence as an issue in a previous relationship, and looked at Kirsty's overall vulnerability, particularly in relation to placing her in a work group with other males. The offender manager also considered the breach of trust present in her offence and was careful in finding a suitable work placement. Kirsty was placed in a charity shop and the offender manager discussed the offence with the shop manager. Kirsty was also a full-time carer for her husband, who suffered mental ill health. She arranged for one of her family to look after him whilst she undertook her unpaid work.

The placement was very successful for Kirsty. Feedback from staff was very positive, with comments such as "*Kirsty works hard at all she is given to do and is an excellent worker,*" and "*Everyone loves working with Kirsty, she is such a pleasure to have around; she fits in with the team.*" Such comments were made on a weekly basis throughout her placement at the shop. As a result, the sentence improved Kirsty's self esteem.

Risk management:

OMI Criterion: 1.5 Sentence planning

Jane was assessed by her offender manager as low RoH on all categories except to herself. Her offender manager explained that she always did a risk management plan on every case despite the risk levels, as this helped her to support the work she was doing and set out further work needed regardless of risk. She considered low risk did not mean no risk.

Quality of unpaid work placements

OMI Criterion: 2.1 Delivering the sentence plan

Peter was put on unpaid work carrying out weeding for a local town council. He complained to his offender manager about the futility of such work, saying it was "*soul destroying and that it was not benefiting him or the community very much*". The offender manager discussed the case with unpaid work staff, who approached the council, which then agreed to provide more positive work.

Effective multi-agency working:

**OMI Criterion: 2.4
Ensuring
containment and
promoting
compliance**

James was a prolific drug misusing offender who came out on licence following a 30 month sentence for drug offences. His offender manager, Zoë, worked in the multi-agency prolific offender unit where police, health and probation staff were co-located. The unit held regular multi-agency risk activity management meetings, based on the MAPPA model, involving social workers, health workers and housing providers. Staff were very positive about the benefits of joint working.

Prior to release, Zoë visited James with the police representative and health worker from the PPO unit. While in prison, James had steered clear of drug use and was motivated to remain drug free on release. At the joint meeting, James and the three workers focused on what needed to happen on release and what support was needed for him to succeed.

For the first four months, James was drug free but began to slip back and police intelligence recently indicated that he was associating with known dealers. The unit police officer had made it clear to James that he was in their sights and once the unit had sufficient evidence that he was dealing, they were prepared for a swift recall in the hope that he would re-engage with them.

Joint work in risk management:

**OMI Criterion: 2.6
Restrictive
interventions**

Staff in approved premises witnessed Daryl, a resident sex offender, having what he described as a 'cosy chat' with another resident. Staff relayed this information to the offender manager, who realised that such conversations had in the past formed part of Daryl's grooming techniques. The offender manager was enabled to challenge him about his behaviour and arranged with the hostel manager for it to be brought to the attention of all staff. No further incidents were reported.

Attention to long-term community reintegration:

**OMI Criterion: 3.2
Sustainability of
progress**

Wayne was a participant on the ASRO programme. He was 35 years old and had been using drugs since his early teens. He left the army in 1994 and began to get into trouble through drinking and fighting. He had been introduced to heroin in prison and continued his addiction after release.

He was diagnosed with PTSD as a result of his experiences in the army. His offender manager researched PTSD on the internet. She photocopied all the resources for Wayne and also set up a resource folder for other staff in the office to access.

Wayne gave his offender manager permission to refer him to a specialist PTSD support service and, at the time of the inspection, they were due to visit him.

SERVICE USERS' PERSPECTIVE

Offenders

A total of 32 offenders were interviewed; 17 individuals undertaking unpaid work, five individuals residing in approved premises, and two groups of three and six each undertaking accredited programmes.

All of the 17 offenders undertaking unpaid work could recall having had an assessment and induction taking account of medical issues and availability, and all recalled a thorough pre-placement work session. They were clear about health and safety issues and the rules and expectations of behaviour, and particularly those relating to discriminatory behaviour.

Every offender knew the name of their offender manager and understood they could contact them if necessary, although most on stand-alone unpaid work requirements said that contact with their offender manager happened only if things were going wrong. All of those interviewed said their unpaid work requirements had started promptly and there had been no stand-downs. All of them could see benefits of their work to the community, and most had worked with the same supervisor throughout the requirement and built up a good relationship. While some offenders reported being well matched to placements, others were not and suggested they were simply allocated to whatever work was available. One woman offender said that any concerns about working in a group of men were not discussed with her, and also that the service had not offered any help with childcare.

Most of the offenders said that the staff were supportive and dealt constructively with problems relating to attendance, although three people complained about the way their unplanned absences had been handled. Four offenders specifically said that they saw unpaid work as a punishment and a deterrent, and two remarked that had they not offended they could have been earning money for the work they were doing as a punishment. One offender remarked how unpaid work had helped him to get into a work routine and another that it had helped him feel more confident in dealing with other people. One offender said *"when you are clearing up the mess from some one else's criminal damage you realise that it is a silly childish thing to do and you'll never do it again"*.

Three offenders interviewed were on the ASRO programme. All reported an induction at the start of their order, a timely start to the programme, and were very clear about the requirements of their orders and the programme rules. Two participants were subject to DRRs and recalled their sentence plan, and one had reached the review stage and remembered this happening. They knew their goals and milestones and could describe a structured reporting routine, including enhanced levels of contact and work to complete between sessions. However, it was of concern that contact with offender managers during the programme was not consistent.

Six offenders were on a SORPG. All knew who their offender manager was but none of those on licence thought they had sufficient (or indeed any) pre-release contact with the offender manager in relation to sentence planning. They reported a lack of clarity about programme rules and licence conditions. However, they did indicate communication between their offender manager, programme tutors and the police, and three-way meetings between themselves, the offender manager and programme tutors.

Those attending ASRO reported that their offender manager would signpost them to relevant agencies, but those on the SORPG reported variable support for ETE and accommodation issues. The three ASRO participants were positive about the programme and the tutors, but those on the SORPG complained of a lack of notice for starts, and cancellations caused by an absence of staff to cover sickness. They observed that homework was not always well explained and they were not given

enough time to ask for clarification. Offenders on the SORPG estimated that a third of the programme content was work related to victim issues, and they also undertook victim awareness work with their offender managers, but offenders on the ASRO group did not appear to have done any direct work on victims. However, four said that their programme had had an impact on offending behaviour in general.

Four of the five residents in the approved premises were licence cases and had received at least one visit from the offender manager prior to release, although generally levels of contact were low. One recalled their offender manager attending a sentence planning meeting, but no offender managers had attended reviews. Two residents recalled discussing their sentence plan with the offender manager and had a sense of ownership and involvement in it, but two others reported no planning by either the hostel or the offender manager. None recalled receiving a copy of a sentence plan.

All five reported a good induction session carried out on arrival at the hostel. Clear written information had been given about the hostel rules and the expectations of behaviour, followed by individual induction sessions and (in four cases) visits from the offender manager within a week of arrival. Two offenders were very positive about the relationship with their offender manager, although another had seen him only once in a month. Two offenders were positive about the role of the keyworker and saw a difference between their offender manager and the keyworker, but one offender reported little structure to keywork sessions in the hostel. Two commented on being treated respectfully by staff, who were said to be firm but fair. Several of the offenders reported undertaking constructive, offending related work on programmes outside the hostel but three remarked on the lack of any constructive or offending related interventions delivered within the hostel (or indeed while in custody). However, three offenders did refer to being linked to relevant services within the community.

Questionnaires were sent out to all offenders the sample inspected and eight were returned. Seven said that their offender manager had discussed their sentence plan with them and the rules covering supervision (including breach) were explained. All eight respondents reported a good working relationship with their offender manager. Five said the various people involved in their supervision worked well together and a further two said they did so in part. Six offenders thought the work of the service had made them think more about the victims of crime, and seven considered they were less likely to offend in the future.

Victims

Four victims were invited to meet with inspectors and all attended. All four were extremely positive about the victim liaison service provided. Initial contact had been timely, and practical arrangements for contact and meetings flexible. One victim had requested an exclusion zone, which had been included in the licence, while another commented on the sensitive and 'user-led' approach taken by the VLO. One victim interviewed reported that she *"couldn't imagine how things would have been had the VLO not been involved."*

One person was the mother of a young victim where the offender had completed his licence, and she was unsure what to do if the offender contacted them or returned to the locality. She reported that the letter from the probation area specifying the end date of the licence seemed to her to be a 'goodbye' letter, and she felt unsupported as it appeared that now the offender had finished his licence, her access to support ended. She thought this was the time when they needed more support as the offender was now free to travel around the local area. The probation area needed to ensure that victims and their families were clear about who to contact after the offender had completed any statutory order.

Sixteen questionnaires were sent out to people who had been victims of crime and three were returned. All had taken up the offer of victim contact and were satisfied with the process for initial contact and arrangements for subsequent meetings. However, all had wanted more information than they received about custodial sentences in general. Two of them said they did not get a chance to comment on licence conditions, and felt more attention needed to be paid to their safety. They did not know who to contact if they had worries about this. A third victim was extremely satisfied with the service and remarked on the prompt action taken by the Probation Service when the offender was recalled for breach of licence conditions.

Courts

Thirty questionnaires were sent out and 17 were returned. All respondents were satisfied with the quality of both fast and standard delivery reports and were clear about which type of report should be requested. All said that reports were made available within the required timescale and 15 said that arrangements for the swift resolution of breach proceedings worked well. All of the respondents considered that probation staff in their court had sufficient knowledge and skills to work effectively in that setting, and nine out of 15 respondents thought they had sufficient information to aid the sentencing process when considering a residential requirement in approved premises. However, five people commented on the lack of any bail hostel accommodation in their part of the area.

Only eight of the respondents felt probation staffing levels in their court were sufficient to provide sentencers with appropriate information to aid decision-making, and some commented this was due to staffing difficulties rather than by design. However, 16 respondents said that liaison arrangements between sentencers and the probation area were effective, and 14 out of 16 said they received the information they needed about current probation policy and practice. Nine out of ten respondents thought the probation area was effectively engaged with the LCJB, while 14 out of 15 thought the probation area's managers modelled positive and professional leadership behaviour.

1. ASSESSMENT AND SENTENCE PLANNING

1.1 General Criterion: PREPARING FOR SENTENCE

Activity in the phase leading up to sentence is timely, purposeful and effective.

76%

Strengths:

- (a) The inspection examined 61 PSRs, of which 87% took account of the seriousness level where this was indicated by the court. A community sentence was proposed in 54 reports (89%) and followed by the court in 83% of these.
- (b) 97% of PSRs were of the appropriate type, e.g. standard delivery or fast delivery reports, and 93% were prepared within the required timescale. This compared favourably with the NPS performance figure for 2006/2007 of 86% against a target of 90%. Respondents in our court survey confirmed that timeliness of report preparation was good. Some delays in preparation may have been caused by needing to liaise with health professionals for DRR proposals.
- (c) Twenty-three PSRs (38%) used the eOASys template, and this was felt to have improved quality in 21 of these.
- (d) Eleven of the 14 reports prepared on PPOs avoided labelling them as such, and 13 clearly outlined the likelihood of reoffending. Ten clearly referred to the seriousness of the offence.

Areas for Improvement:

- (a) While respondents in the court survey were generally satisfied with the quality of reports, inspectors found a number of deficiencies in their content. Of the 61 PSRs inspected, 54% did not contain an outline sentence plan and 49% did not contain victim information where appropriate. 18% did not use the nationally approved format, 26% were not based on an appropriate risk/needs assessment, and 36% were not sufficiently balanced, verified and factually accurate.
- (b) Of the 14 PSRs prepared on PPOs, seven did not contain a clear and proportionate proposal.
- (c) Of 17 cases where there was a risk of self-harm, this was not clearly recorded in seven. There were four custody cases with a risk of self-harm and in none was this communicated immediately to prison staff.

Conclusion:

Performance against this criterion was good.

1.2 General Criterion: ASSESSMENT OF RISK OF HARM
RoH is comprehensively and accurately assessed using OASys in each case and additional specialist assessment tools where relevant.

62%

Strengths:

- (a) RoH screenings were completed in 90 cases and of these 82% were accurate. A screening was completed at the start of sentence in 78% of community and custody cases, and completed or reviewed on release from custody in 73% of licence cases.
- (b) Of the 106 cases inspected, 92% had a clear RoH classification, and assessors considered this was correct in 90% of these. In 13 out of the 15 cases assessed as high or very high RoH this was communicated to all staff involved in the case, and this was confirmed by the internal and external keyworkers we met.
- (c) Eighteen cases inspected were subject to MAPPA; in 16 of these the MAPPA level was clearly indicated, and in 15 this was communicated to all staff involved in the case.
- (d) In 72% of 69 applicable cases the OASys RoH screening and analysis drew on MAPPA and previous probation and other agencies' assessments.
- (e) The case sample included 64 risk management plans, of which 83% were structured according to the required format.
- (f) There was effective middle or senior management involvement in the assessment of high/very high RoH issues in 11 out of 14 relevant cases.
- (g) Thirteen of a possible 99 cases in the sample were referred to approved premises, and 11 of these were appropriate referrals and were accepted. In our opinion, only two further cases should have been referred but were not.

Areas for Improvement:

- (a) A full RoH analysis was completed in 80 cases; these were of a sufficient standard in 58%. They needed clearer analysis of risk factors, and, where relevant, the risk was not accurately reflected in relation to children in 21%, to known adults in 22%, to the public in 16%, and staff in 10%.
- (b) Victim issues were not covered thoroughly in 45% of 89 relevant RoH assessments, sometimes leading to insufficient attention to victim safety and victim awareness work in sentence planning and delivery.
- (c) Despite the format being assessed as correct in most cases, only 34% of risk management plans were considered comprehensive. Many did not set out specifically who would be involved and the specific activities to be undertaken and the necessary timescales. Links to sentence plans were not explicit.
- (d) Of 33 applicable licence cases, risk management plans were

completed prior to release in only nine cases, and not at all in three. For community orders, plans were not completed in five out of 34 applicable cases.

- (e) There was effective middle or senior management involvement in the assessment of child safeguarding issues in only ten out of 22 relevant cases, reflecting insufficient detailed oversight of cases by middle managers.

Conclusion: This criterion represents a priority for improvement.

1.3 General Criterion: ASSESSMENT OF LIKELIHOOD OF REOFFENDING

Likelihood of reoffending is comprehensively and accurately assessed using OASys as applicable.

69%

Strengths:

- (a) An OASys or OGRS2 score (as applicable) was calculated at the start of sentence or on release from custody in 91% of all cases.
- (b) In 78% of 99 applicable cases, criminogenic factors were assessed at the start of the sentence or on release from custody. In 78% of 76 relevant cases, supportive and pro-social factors were identified.
- (c) Assessments of likelihood of reoffending drew upon all other relevant assessments in 80% of 71 applicable cases.

Areas for Improvement:

- (a) While criminogenic factors were generally assessed (as above) this was not done on time in 32% of cases.
- (b) In six of 21 PPO cases (where timeliness was of even greater importance), OASys assessments were not completed within five working days.
- (c) The OASys assessments completed on the 21 PPO cases were insufficiently comprehensive in 14 cases.

Conclusion: This criterion represents a priority for improvement.

1.4 General Criterion: ASSESSMENT OF OFFENDER ENGAGEMENT
Potential obstacles or challenges to positive engagement are identified and plans made to minimise their possible impact.

75%

Strengths:

- (a) A REM classification was recorded in all but one case. Diversity issues and any other individual needs were actively assessed in 75% of all cases, while potentially discriminatory or disadvantaging factors were identified in 85% of 60 relevant cases. Plans were then

put in place to minimise their impact in 83% of these, although these were not always clearly recorded (see Section 1.5 below).

- (b) Accredited programme staff gave thought to offender attention spans and accessibility of methods, and reported learning difficulties, such as dyslexia were picked up by offender managers.
- (c) A full skills for life assessment was undertaken in 22 of the 27 cases where this was indicated. However, there were problems with screening levels (see area for improvement (a) below).

Areas for Improvement:

- (a) Inspectors found evidence that a skills for life screening had been undertaken in only 51% of all cases. In some cases this may have been due to copies of screening documents (which were sent to ETE providers) not being retained in the file. Staff suggested screening was completed routinely as part of the PSR process and all cases went for a full assessment unless they could provide evidence of relevant educational attainment. However, it was not clear that this was happening in all cases and offender managers were not always sure what had happened.
- (b) The outcome of initial assessments, and information, advice and guidance undertaken through the ETE gateway were insufficiently shared with those responsible for the delivery of any resulting learning and skills programme.
- (c) There was little evidence in almost a third of cases that fundamental responsivity issues such as an offender's intellectual ability, learning style, motivation and capacity to change were taken into account at the earliest opportunity.
- (d) Full attention was paid to methods most likely to be effective with the offender in just 65% of cases.

Conclusion:

Performance against this criterion was good.

1.5 General Criterion: SENTENCE PLANNING

The offender manager plans interventions in custody and the community with a view to addressing criminogenic factors and managing any RoH to others. The initial sentence plan or unpaid work assessment is designed to describe a structured and coherent plan of work for each offender.

62%

Strengths:

- (a) 92% of cases were allocated to the correct offender management tier, and for 97 cases (78%), planning accurately reflected the purposes of sentencing (in respect of 'punish', 'help', 'change', and 'control').
- (b) The offender was allocated to an offender manager within the

required timescale in 91% of community cases.

- (c) In 25 of 31 applicable community cases, the initial sentence plan drew on all other relevant assessments.
- (d) In 86% of 77 Tier 3 and 4 cases, interventions likely to address offending behaviour were identified (but see 1.5(f) below).
- (e) While a range of improvements were needed in relation to sentence planning, as set out below, inspectors found that the quality of planning was generally better in unpaid work cases.
- (f) Evidence from case files indicated that steps had been taken to ensure the offender understood the requirements of the sentence, and the penalties should it be breached in 85% and 88% of cases respectively. This was confirmed in offender interviews.

Areas for Improvement:

- (a) In relevant licence and community order cases, insufficient consideration was given to restrictive conditions/requirements designed to minimise RoH to others in 39% of 59 cases. This was consistent with the need to improve the quality of RoH assessments and the content of risk management plans, as identified above.
- (b) More attention needed to be paid to sentence planning. Initial sentence plans were not completed within the required timescale in 31% of 55 applicable cases. In six of eight custodial cases the sentence plan did not clearly state which elements were to be delivered in custody and which in the community.
- (c) Sentence planning did not give a clear shape to supervision in 44% of cases. It did not reflect sentencing purpose(s) in 36%, or set relevant goals in 51% of cases. In 17% of cases none of these criteria were met. In ten out of 24 medium, high and very high RoH cases, the sentence plan did not outline how any RoH posed by the offender would be managed.
- (d) In 55 applicable cases the planned timing and sequencing of requirements was appropriate in 27% and 38% respectively.
- (e) Interventions to address the punitive requirements of the sentence were not identified in 32% of 96 cases, while those to reduce or contain RoH were not identified in 62% of 63 relevant cases.
- (f) While identification of interventions to address offending behaviour was good (see Section 1.5(d) above), interventions likely to promote community reintegration were not identified in 40% of 96 applicable cases.
- (g) The roles and liaison responsibilities of all workers were not clearly defined in sentence planning documents in 47% of 97 applicable cases, although when interviewed, offender managers, keyworkers and case administrators were clear about their general roles within the offender management model.
- (h) Although diversity issues were identified and action taken in many cases, this work often lacked structure. Sentence plans were not

sensitive to diversity issues, including offender vulnerability, in 39% of 61 relevant cases. There were recurring issues in relation to access to accredited programmes where delivery times conflicted with offenders' employment.

- (i) Although offenders were generally aware of the requirements of their sentence (see strength 1.5 (e) above), evidence that the offender had had the opportunity to participate actively in the planning process was not present in 42% of all cases.

Conclusion:

This criterion represents a priority for improvement.

2. IMPLEMENTATION OF INTERVENTIONS

2.1 General Criterion: DELIVERING THE SENTENCE PLAN

The offender manager facilitates the structured delivery of all relevant elements of the sentence.

53%

Strengths:

- (a) In 75% of 89 relevant cases, arrangements were in place to prepare the offender thoroughly for interventions, and in 74% of 73 relevant cases, there were arrangements to reinforce new skills afterwards.
- (b) In 63% of cases there was evidence that the offender manager oversaw and coordinated the input of all workers. There was good communication between the offender manager and other workers in 78% of cases.
- (c) The offender manager demonstrated commitment to their work with the offender in 74% of cases, and motivated and supported the offender throughout their sentence in 68% of cases.
- (d) Five of the ten custodial cases had been moved while in custody and this was communicated to the offender manager promptly in four.

Areas for Improvement:

- (a) Sentence requirements were not fully implemented in 37% of cases, and this may have been linked to delays in starting accredited programme requirements.
- (b) The sequencing of interventions according to RoH and likelihood of reoffending was not appropriate in 38% of 90 applicable cases.
- (c) In 12 of 28 cases where an activity had been undertaken in prison (mostly in relation to addressing substance misuse), this was not sufficiently built on in the community.
- (d) Sentence plans were not reviewed in accordance with the required timescales in 34% of cases, and in a further 9% there was no sentence plan.
- (e) Sentence plan reviews did not integrate other plans (including risk management and individual learning plans) as appropriate in 39% of 56 applicable cases.
- (f) Of 95 applicable sentence plans, work with the offender did not flow from them coherently in 37%, objectives and milestones did not give a clear direction to the sentence in 62%, and the continuing ownership by the offender was not sought in 61%. This was reflected in the cases of some offenders that were interviewed.
- (g) There was insufficient evidence of good communication between all staff and the offender in 43% of cases, while in 49% the offender manager missed opportunities to reinforce positive behaviour. In some locations, offender managers responsible for cases with

unpaid work requirements did not work on Saturdays and so could never meet with offenders who were employed during the week and attended for unpaid work on a Saturday.

- (h) Work between prison based staff, offender managers and others in preparation for an offender moving between custody and the community was positive, proactive and timely in less than a third of cases (31%, 27% and 33% of 45 cases respectively).
- (i) Six cases had been transferred between areas. In only three was a complete and current OASys provided by the previous area. A first appointment with the offender was made by Devon & Cornwall Probation Area within five working days of notification in only three cases. A home visit was made within ten working days of notification in only two cases. Three of these cases were high or very high RoH, but the risk management plan was reviewed and updated within five working days of contact with the offender in only one of them. Five of the ten custodial cases had been moved while in custody, but this was consistent with the sentence plan in only two.

Conclusion:

This criterion represents an urgent priority for improvement.

2.2 General Criterion: PROTECTING THE PUBLIC BY MINIMISING RISK OF HARM

All reasonable actions have been taken to protect the public by keeping to a minimum the offender's RoH to others.

54%

Strengths:

- (a) Following release from custody, nine offenders had been recalled in relation to RoH issues. This was actioned properly in all of them, and formed an appropriate part of the risk management process in eight of them.
- (b) In seven of these cases, clear explanations were given to the offender as to the reason for their recall and efforts made to re-engage with them.

Areas for Improvement:

- (a) In 70 % of 82 community cases the RoH to others was reviewed no later than four months from the start of sentence, and at least every four months thereafter in only 11 of 19 cases. Reviews following a significant change were completed in only 20 out of 42 relevant cases.
- (b) For relevant custody cases, two out of three were reviewed within 12 months of sentence, but only one out of four was reviewed following a significant change; two out of four in preparation for release, and one out of three within four months following release from custody.

- (c) There was ongoing planning to address RoH in less than 70% of all relevant cases. Specifically, there was insufficient ongoing planning to address the RoH to children in 12 of 34 cases, to the public in 22 of 68 cases, to known adults in 18 of 48 cases, to staff in 10 of 24 cases, and to prisoners in one out of two custody cases. In five of nine custody cases there was no evidence that the offender manager and the offender supervisor had engaged with internal risk management processes in prison.
- (d) While the MAPPA appeared to work well in many of the cases where they were invoked, there was often poor linkage between MAPPA and sentence and risk management plans, and some cases were not identified and included within MAPPA when they should have been. Specifically, inspectors considered that MAPPA were used effectively in ten out of 17 relevant cases, and that offender managers and other staff did not contribute effectively to MAPPA in seven out of 18 relevant cases. A further concern was the lack of any structured process within MAPPA to review cases at Level 1.
- (e) Of 36 relevant cases, changes in RoH and acute factors were anticipated in 19, identified swiftly in 20, and acted upon appropriately in 23 of the cases.
- (f) In seven relevant high or very high RoH cases (excluding those in approved premises) no home visit was carried out within ten working days of sentence or release, and a single visit was made at a later stage in only two of them. In only seven of 19 relevant cases, home visits were employed effectively to monitor children's safeguarding outcomes.

Conclusion:

This criterion represents an urgent priority for improvement.

2.3 General Criterion: VICTIMS

Consistent attention is given to issues concerning victims.

68%

Strength:

- (a) For 20 statutory victim contact cases, face-to-face contact had taken place or been offered within 40 days in 15, and 13 had received information about criminal justice processes. Only two had received neither. In 11 cases where contact took place, all were informed of release conditions, and of the actual release, in a timely fashion.

Areas for Improvement:

- (a) In 42% of 53 cases where there was a direct or potential victim, restrictive/prohibitive conditions on the licence or order, or children's safeguarding concerns, appropriate priority was not accorded to victim safety by the offender manager and other workers. In only one of four relevant cases in custody did the

offender supervisor promote victim safety from the prison.

- (b) Victim awareness work had not been undertaken in 46% of 84 relevant cases. An over-reliance was placed on work being undertaken on accredited programmes rather than by the offender manager. In some cases there were lengthy periods until the programme was started, during which additional work should have been undertaken.

Conclusion:

This criterion represents a priority for improvement.

2.4 General Criterion: ENSURING CONTAINMENT AND PROMOTING COMPLIANCE (Punish)
Contact with the offender and enforcement of the sentence is planned and implemented to meet the requirements of national standards and to encourage engagement with the sentence process.

77%

Strengths:

- (a) A full and timely induction was offered following sentence to a community order or after release on licence to 87% of offenders, and to five out of seven cases sentenced to custody.
- (b) In 92% of 99 community cases the offender manager monitored attendance across all interventions. Effective action was taken to ensure compliance in 88% of 74 cases where it was necessary.
- (c) Exclusion and/or curfew requirements were appropriately enforced with effective liaison with the electronic monitoring provider in 13 out of 15 applicable cases.
- (d) Judgements about acceptability and unacceptability were consistent and appropriate in 93% of 82 cases where they were made.
- (e) In 40 cases where it was required, action on breach was instigated within the required national standard timescale (especially for high and very high RoH cases and PPOs) in 35 cases, and in 28 of the cases (70%) the breach action was resolved within the 25 day national target timescale. This resolution of breaches exceeded the national target for 50% of cases to meet this timescale, and a large majority of respondents in the court survey were satisfied with the timeliness of breach proceedings.
- (f) Of 86 applicable cases in the community (all except those undertaking unpaid work only) the frequency of appointments conformed to national standards in 94%, facilitated the requirements of the sentence in 85%, met any RoH considerations in 69%, and supported sentence plan objectives in 70%.
- (g) Of 29 unpaid work requirements the frequency of work sessions conformed to national standards in 25, and facilitated the requirements of the sentence in 22.

- (h) Unpaid work placements were generally well managed, with a good range of work opportunities. In 28 unpaid work requirements the placements were matched to the offender in 17, were suitably demanding in 21 and of benefit to the community in 23.
- (i) Satisfactory arrangements were in place to restrict the offender's liberty during all three applicable custodial sentences, i.e. in respect of those yet to be released.
- (j) Records were well organised in 78% of cases, contained all relevant documentation in 66% and contained clear REM details in 84%.

Areas for Improvement:

- (a) Of 18 PPO cases, four did not have a sufficiently enhanced level of contact, and 11 did not have a reporting pattern supportive of all elements of the sentence.
- (b) In 58% of the 45 applicable licence cases there was insufficient contact and liaison with the offender by the offender manager prior to release, and in 60% the release arrangements were unlikely to promote effective engagement on licence.
- (c) The area did not have a standard induction pack and process at all locations, although these were good where used.

Conclusion:

Performance against this criterion was good.

2.5 General Criterion: CONSTRUCTIVE INTERVENTIONS (Help and Change)

Interventions are delivered to identified ends and to meet the requirements of the sentence: help and change.

66%

Strengths:

- (a) Constructive interventions challenged the offender to accept responsibility for their offending behaviour and its consequences in 65% of 83 applicable cases inspected.
- (b) Sufficient work and resources were directed at community reintegration issues in 85% of 89 applicable cases.
- (c) ETE gateway services were available at all offices to facilitate the delivery of services, and the area was working with skills for life providers to develop provision. Many unpaid work projects provided opportunities to learn work-related skills.
- (d) The offender manager prepared reports and attended DRR review hearings in accordance with national standards and court requirements in nine out of ten relevant cases.
- (e) A full range of constructive interventions was offered in the two approved premises run by the area. Use of these was evidenced

from the cases inspected although not by some of the hostel residents interviewed.

Areas for Improvement:

- (a) Thirty-six accredited programme cases were inspected, of which 20 were ASRO or DIDs. The provision and timing was not consistent with the sentence plan in 17 cases, and a clear and acceptable reason for this was not recorded in ten of these. Staffing difficulties had led to lengthy gaps in delivery at one location. Insufficient provision on Saturdays made attendance difficult for offenders who worked during the week and lived too distant to attend on weekday evenings.
- (b) Of five custody cases, after reception into custody, immediate action was taken to preserve employment, accommodation and family ties in two cases, and the offender was enabled to preserve positive community links and resources in three cases.
- (c) Although gateway services were generally in place and the provision of skills for life services was good in some locations, of 53 cases where a skills for life need had been identified, arrangements were not in place for an appropriate intervention to be delivered in 40% of them.
- (d) While there were opportunities for learning work-related skills on unpaid work projects (as indicated above) there were insufficient opportunities for their accreditation.
- (e) A wide range of constructive interventions (such as pro-social modelling and life skills teaching) was available to offenders resident in the two approved premises, delivered variously either on- or off-site. Use of these during the period of residence occurred in half or less of the nine cases inspected (depending on the intervention), and this reflected the degree to which the need had been identified in sentence plans. This picture was reflected in interviews with hostel residents.

Conclusion:

This criterion represents a priority for improvement.

2.6 General Criterion: RESTRICTIVE INTERVENTIONS (Control)
Interventions are delivered to identified ends and to meet the requirements of the sentence: control.

81%

Strengths:

- (a) Restrictive interventions were fully monitored in 32 out of 37 applicable cases. Every reasonable action was taken to minimise RoH in 75% of 56 applicable cases.
- (b) The two approved premises run by the area had a full range of public protection measures in place (except that one did not have

facilities to support electronic monitoring), and both were being used effectively as a restrictive intervention in all nine cases where this was relevant.

- (c) Additional licence requirements were used in 29 cases and were considered necessary in 25, and proportionate to the RoH in 27 and likelihood of reoffending in 25.

Areas for Improvement:

- (a) There were 15 PPOs with drug issues who had been released on licence, but an additional licence condition was made in relation to drug misuse in only seven of these cases.
- (b) Of the 29 cases with additional licence requirements (as noted above) six were not sufficiently comprehensive, and nine were not proportionate to the protection of victims.

Conclusion:

Performance against this criterion was good.

2.7 General Criterion: DIVERSITY ISSUES
Full and proper attention is paid to diversity issues.

61%

Strengths:

- (a) In 85% of 66 relevant cases, arrangements for interventions took account of the offender's diversity issues. The diverse needs of residents were met by the approved premises regime in all nine relevant cases. Issues of literacy and dyslexia were appropriately addressed in 71% of 42 relevant cases.
- (b) Issues of disability were appropriately addressed in eight out of 11 relevant cases.
- (c) The offender had been clearly informed that discriminatory behaviour would not be tolerated in 86% of 102 cases inspected, and this was confirmed in the offender interviews.

Area for Improvement:

- (a) It was not clear that offenders had given their informed consent to being a singleton placement in a mixed setting in some of the relevant cases. For example, one of the unpaid work offenders interviewed said she had not been consulted about being placed in a mixed gender work group.

Conclusion:

This criterion represents a priority for improvement.

3. ACHIEVEMENT AND MONITORING OF OUTCOMES

3.1 General Criterion: ACHIEVEMENT OF INITIAL OUTCOMES *Planned objectives are efficiently achieved.*

58%

Strengths:

- (a) The area was responsive to changes in risk. In 16 cases the offender was subject to an increase in restrictive interventions in response to their behaviour, and in four cases the interventions delivered resulted in the offender moving to a higher tier. In seven of 22 cases where there were child safeguarding concerns, children were put on the Child Protection Register.
- (b) Since the cases in the sample were sentenced, 22% had been convicted and 2% cautioned for an offence.
- (c) In five of 18 relevant cases, the offenders' behaviour had given rise to a reduction in their MAPPA level.
- (d) In 25 out of 29 cases undertaking unpaid work there had been some demonstrable benefit to the community.
- (e) Punishment as a sentencing objective was achieved in 87% of all cases.
- (f) Resources allocated to cases were consistent with the likelihood of reoffending in 84% of cases, and were used efficiently to achieve the outcomes planned for the offender in 73%.

Areas for Improvement:

- (a) Of 101 cases in the community 43% had not complied with the requirements of the sentence. This appeared to be linked to insufficient sentence planning and sentence requirements not being fully implemented.
- (b) Resources allocated were not consistent with the offenders' RoH in 23% of cases. For six of 21 PPO cases, resources were not consistent with this status.
- (c) Sentencing objectives were achieved in relation to 'help' in 56% of 93 cases (in Tiers 2, 3 and 4), 'change' in 34% of 83 cases (in Tiers 3 and 4), and 'control' in 71% of 34 cases (in Tier 4).
- (d) There had been no demonstrable change in either attitudes or behaviour in 48% of 103 cases, and there was no evidence that the offender had demonstrated increased victim awareness in 68% of 85 relevant cases.
- (e) There had been no demonstrable benefit to the community as a result of the offenders' sentence in 50% of cases overall. There had been a reduction in seriousness of offending in 3% of cases, and frequency of offending in 19%, while there was a reduced threat to actual and potential victims in 19%.

- (f) OASys was rescored in 65% of cases and in 43% of these there was no improvement over the initial score. Whether or not OASys was rescored, for criminogenic factors which inspectors considered were the greatest priority, cases showed improvement on the first priority in 42% of cases, for the second priority in 48% and for the third in 44%. Thinking and behaviour was the most common criminogenic factor in 16% of cases, followed by ETE in 13% and attitudes in 12%.
- (g) There was no evidence that learning outcomes had been achieved or skills had been applied in 42% of cases, and this may have been linked to poor timeliness of interventions and the insufficient level of offender manager contact while they were taking place, as noted in section 2.
- (h) In some locations, the level of attendance on skills for life programmes was low, and area-wide the overall achievement of awards was only 35% in 2006/2007.

Conclusion:

This criterion represents an urgent priority for improvement.

3.2 General Criterion: SUSTAINABILITY OF PROGRESS

Results are capable of being sustained between different phases of a sentence and beyond the end of supervision.


63%

Strengths:

- (a) Offender managers ensured that sufficient action was taken to consolidate offender learning and reinforce new skills in 60% of cases. Offender employability targets were well met in most divisions, and there was good achievement of employability skills by offenders undertaking such learning.
- (b) In 67% of 92 cases, full attention was given to long-term community integration issues, and the offender was aware of community organisations which would help address their criminogenic needs in 76%.
- (c) Twenty-four cases (23%) had three or more offender managers, although in some cases this included a separate PSR writer as a consequence of delivery arrangements designed to enhance court liaison. However, this had a detrimental effect in sustaining progress in the case in only nine of them (representing 9% of all cases), suggesting that transition was well managed.

Area for Improvement:

- (a) Structured sentence planning was not given a high priority throughout in 49% of cases, and this was reflected in the achievement of sentencing outcomes. As outlined in Section 3.1 above, in some cases there was insufficient change in either



attitudes or behaviour, a lack of improvement on priority objectives measured in OASys, and a lack of evidence that learning outcomes had been achieved or skills had been applied. As noted in Section 2.1, sentence requirements were not always fully implemented, and (in Section 2.2) there was insufficient ongoing planning to address RoH. Inspectors observed that in some cases, supervision appeared to be 'offender led'. Three of the offenders interviewed referred to poor levels of contact with their offender manager while attending accredited programmes, and two hostel residents interviewed were not involved in their sentence planning.

Conclusion:

This criterion represents a priority for improvement.

4. LEADERSHIP AND STRATEGIC MANAGEMENT

4.1 General Criterion: LEADERSHIP AND PLANNING

There is active leadership in the implementation of national policies via local policies and procedures which are regularly monitored and reviewed, through proactive planning with other key agencies, and by promoting the diversity agenda.

Well met

Strengths:

- (a) The area had a clear annual planning and review process in place, which had evolved to include scope, quality, impact and value for money. The planning process included a series of Board and senior management team development days to focus on emerging headlines from the Secretary of State and NOMS, and projected budgets. The Board took a lead in ensuring that trade unions were part of the planning process and aware of the strategic direction of services. Twice a year, strategic planning days were held, incorporating union stakeholders into the planning process. The LCJB planning process ran in parallel, with Probation Board input at the end of the year. The area was comparing itself against other businesses and using European Foundation for Quality Management to look at what leadership needed to be in place for Trust Status.
- (b) The Board took an active lead in ensuring that key objectives were communicated to staff and they were aware of the Annual Business Plan. A series of focus groups were held with staff and external partners, giving an opportunity to feed into the strategic direction of the service. Where clear themes emerged from focus groups these were included in the planning. Annual staff satisfaction surveys were undertaken.
- (c) The communications officer had developed a short synopsis of the Plan, which was distributed to all staff. Wider objectives were also related to those for individual staff through the appraisal process, enabling staff to make the connection between top level objectives and their own performance. The Plan was publicised throughout the year in a variety of ways including a weekly bulletin. Arrangements for delivery had moved from each division completing a replica of the Plan to a process of divisional action plans focusing on key areas of improvement. The practice of regular team briefings was a response to an evaluation of management visibility. Of the 63 offender managers interviewed by inspectors, 89% felt they were well informed about policies and procedures.
- (d) There were clear arrangements for liaising with sentencers and court clerks at both a strategic and operational level, and the area reported close links with sentencers. Regular meetings were held in 'legal forums', where sentencing matters and issues outlined by NOMS were raised. The area led on behalf of the LCJB in meeting the

'end-to-end' enforcement targets, which was facilitated by the development of common monitoring systems to ensure that processes worked and information sharing and common targets were being met. At local level, managers met with bench or legal clerks, and there was appropriate representation by the area on Court User Groups. The area provided site visits and held regular slots on training events for new magistrates.

- (e) The LCJB Courts Group was seen as the wider forum for court work, including rebalancing sentencing, although there was currently no Lord Chancellor representation on the Devon & Cornwall Probation Area Board. The area had successfully piloted a project for low risk offenders, which became the community justice project starting in May 2007, and was twinned with the Brooklyn and Liverpool community justice projects. The area had also run a pilot in which low risk offenders undertook unpaid work to pay off fines at a rate based on the minimum wage.
- (f) The Chief Officer met with the Chief Executives of the four local authorities covered by the area, and they were currently working on a communication strategy to have more positive media coverage on outcomes from probation interventions. The area had appointed partnership and performance managers in each division who, together with the divisional ACO, provided links with local authority agencies and YOTs. They ensured Local Area Agreements met targets and delivery of joint objectives, and were well received by, and had a good understanding of, voluntary agencies. Appropriate representation on local forums at divisional level had led to the development of, and improved access to, a variety of interventions to reduce offending. There were stronger links with the Crime and Disorder Reduction Partnership and Supporting People in Cornwall, new contracts and increased floating support with accommodation providers in Plymouth and Torbay, and improved leadership of the PPO Strategy Group in Plymouth.
- (g) The Probation Service was responsible for the management and staffing of the offender management unit in HMP Exeter. The staff had unfettered access to the prison to facilitate their work, and arrangements were also in place for the production of PSRs by staff based in the prison. Work was being undertaken through the LCJB health representative to improve the provision of psychiatric reports. The area had taken a lead in the pooling of different health budgets so that in the future a psychiatrist could be based in HMP Exeter.
- (h) There was a strong ownership of MAPPAs at a strategic level. The SMB and relevant ACOs chaired MAPPAs Level 3 meetings while the Chief Officer attended the SMB. An ACO was dedicated to providing regular information on performance. The SMB continued to oversee the arrangements for the management of Level 2 and 3 cases but the reviews were all managed solely by the Probation Service. The joint probation and police MAPPAs audit and review process (held quarterly) ensured procedures operated in line with national policy and enabled underperformance to be rectified. For example, the police provided more resources to put arrangements properly in

place in some divisions, and action was taken to improve arrangements for the recall of Level 3 prisoners.

- (i) A new RoH policy and a comprehensive programme for RoH improvement had been implemented, including a site on the intranet providing information and training on RoH and victim awareness. A RoH project team had been established and had developed an IT recording system to track MAPPA and high RoH cases. The establishment of a Stakeholder Group at both approved premises provided a forum for local stakeholder discussion. Leaflets outlining the role of approved premises and the role of partners in managing high RoH offenders had been produced in direct response to media concerns. Both groups had involved the local councillors and member of parliament within this forum in order to improve understanding and ownership.
- (j) There was appropriate representation on the Local Safeguarding Children Board, and good cooperation at strategic and operational level. Work across Business Plans and partnership work was built into the planning process. The SMB had identified some difficulties in complying with national guidance on procedures for vetting children visiting dangerous offenders in custody, and the area had worked with others to resolve this within the MAPPA framework.
- (k) All managers in the area had a specific diversity objective within their performance planning document. Sections on diversity were included within the standard staff induction and TPO training programme, and relevant materials were placed on the area intranet. The area had set up a migrant workers' project to try to prevent them from being sentenced inappropriately to unpaid work. In partnership with other agencies they had provided resources for services to improve accommodation and access to training in 'English for Speakers of Other Languages'.
- (l) Consultation with users was managed through the LCJB. At the time of the inspection, offenders had been invited to the forthcoming LCJB. The LCJB also facilitated meetings between offenders and the local community. Offender feedback was generally positive and was being used to influence service delivery, and in the current year the focus was on disability and looking at how well the area addressed it (for example in paying closer attention to the timing of appointments). A film had been made with offenders about their experiences of being on supervision and this was used at staff conferences. Various approaches were used to involve potential beneficiaries of unpaid work in the selection of work projects, including the publication of project profiles and setting up systems to enable communities to nominate activities. Unpaid work managers were represented on local Antisocial Behaviour Groups.
- (m) The area had adopted a cooperative and collaborative approach to working with the ROM. Monthly finance information, Board papers, and all performance data (not only those relating to SLAs) were sent to the ROM. The ROM held regular monthly meetings, using a standard template on SLA targets for that quarter, to report against

performance, and for early discussions on the commissioning of services. National standards monitoring information was standardised within the region to enable area comparisons. The area's internal business processes were designed to identify and prioritise risks to the achievement of departmental policies, aims and objectives.

- (n) The area Board and Chief Officer team were committed to creating a culture of effective business risk management, and this was reflected in the views of staff, who remarked on a general improvement in the quality of senior management in recent years. Middle managers observed a strong culture of accountability, good degree of integrity and transparency in management, and a clarity of strategic direction and deployment of resources. Although the area had to serve a variety of stakeholders, managers considered the organisation was clear about what it wanted to achieve. Some sentencers remarked on an improved leadership and contribution to the LCJB in recent years.
- (o) A review of the area's Disability Equality Scheme by NOMS concluded it was excellent and well considered overall, although it needed further work on impact assessments to meet the required standard.
- (p) Of 63 offender managers interviewed by inspectors, 81% considered managers demonstrated a professional approach to management, and 75% that managers modelled positive leadership behaviour.
- (q) The area had taken steps to eliminate stand-downs in unpaid work, and in response to offender feedback, to increase the maximum possible number of hours worked per week. A national mock contestability exercise was won by the region, led by Devon & Cornwall Probation Area. Clear processes to improve compliance were in place, supported by regular meetings with unit managers to spread efficiency and best practice.

Areas for Improvement:

- (a) The area was reliant on the use of the intranet for the dissemination of information but some staff said they found this hard to navigate. This could be compounded by a sometimes poor attendance at team briefings. Middle managers reported some key policy issues were communicated by e-mail with no clear implementation process. In some instances, staff reported becoming aware of policy changes by reading information on the intranet. They perceived an absence of a collective approach to the implementation of phase two of offender management.
- (b) While partnerships managers had a high level of knowledge and understanding of voluntary organisations this was not spread consistently across all probation staff.
- (c) The designation of Level 1 within MAPPa did not appear to result in particular management arrangements or practices for these cases, and the area was working to institute a consistent information exchange with the police on these cases. Perceived inconsistent representation and engagement in MAPPa by the police were felt to

have been caused by changes in staffing at Assistant Chief Constable level.

- (d) The area had put arrangements in place to address the recommendations of the earlier Effective Supervision Inspection carried out in 2006. However, further progress was required on those recommendations relating to the quality and timeliness of RoH assessments and reviews, the quality and timeliness of supervision plans and reviews, the timeliness of accredited programmes, and victim issues.
- (e) The area conducted an annual offender feedback survey but this was not supported by a systematic process for monitoring and evaluating user feedback once changes had been made to service delivery.
- (f) The area reported a confusion between line management and commissioning in its relationship with NOMS. This was not currently impacting on service delivery but on some issues there was a lack of clarity about who determined priorities for spending, how decisions were made about commissioning/decommissioning, and who was responsible for managing and financing contracts at area level.

4.2 General Criterion: PERFORMANCE AGAINST NATIONAL AND REGIONAL TARGETS
Key performance targets are consistently met, with careful attention to diversity issues throughout.

Well met

NPS Performance Data	Target	April 2006-March 2007	
		Area	England and Wales
Enforcement: breach taken where required within ten working days: all orders/licences	90%	95%*	92%*
Offender compliance: proportion of arranged appointments attended in first 26 weeks	85%	81%*	83%*
Accredited programme completions: % performance in relation to target	100%	104%*	114%*
Unpaid work completions: % performance in relation to target	100%	115%*	111%*
DTTO/DRR starts: % performance in relation to target	100%	92%*	99%*
DTTO/DRR completions: % performance in relation to target	100%	136%*	119%*
Skills for life: % performance in relation to starts	100%	131%*	125%*
Sickness absence: average days absence	9 days	10.9	12.0
Court report timeliness	90%	86%	80%
Accurate and timely ethnicity data	95%	98.0%*	98.2%*
Home Secretary's Race Equality Employment Target for 2009	(South West Region) 2.6%	3.6%* (regional actual 31/12/06)	
Proportion of victims of serious sexual/violent offences (where offender sentenced to custody of 12+ months) offered contact within eight weeks	85%	94%*	93%*
RoH assessments and plans for high RoH cases completed within five working days of start/release	90%	97%*	94%*
RoH assessments and plans for PPO cases completed within five working days of start/release	90%	98%*	96%*
Offenders into employment: % performance in relation to target	100%	150%*	128%*
Offenders into employment, retained for four weeks: % performance in relation to target	100%	121%*	115%*

Joint 'end-to-end' targets on enforcement for Local Criminal Justice Board	Target	April 2006-March 2007	
		Area	England and Wales
Average time to resolve community penalty breach proceedings from relevant unacceptable failure	No more than 35 working days	36 days	45 days
Proportion of all breach proceedings resolved within 25 working days of relevant unacceptable failure to comply	50%	58%*	48%*

* Asterisk indicates met target or 'near miss'.

Strengths:

- (a) The area had a structured performance monitoring system in place providing weekly and monthly tracking of performance against targets and identified management risks. A risk register was regularly reviewed by the area audit committee and any urgent matters referred to the Probation Board. Dips in area performance resulting from problems with the national IT contract were referred to the national audit committee.
- (b) Work was continuing to improve the performance of DRRs, which were being reviewed quarterly in relation to division and Drug and Alcohol Action Team. A Best Value exercise was being undertaken on accredited programmes, focused on making sure offenders started programmes as quickly as possible, predicting and actively responding to demand, and delivering the DIDs programme at weekends. The exercise aimed to balance staff employment conditions with continuity of operational delivery. (Over time this may help to address some of the areas for improvement relating to programme accessibility and timeliness mentioned earlier in this report.) The area was also considering regional collaboration across area borders to increase access to programmes. The area was likely to meet targets for programme referrals, starts and completions.
- (c) A Service Delivery Board reviewed RoH practice. All staff had an annual objective based on RoH practice and performance planning documents were sampled to check how RoH was being managed across the area. Monitoring information was provided to ACOs to indicate those staff assessed by performance appraisal as being competent in managing RoH. End-of-year appraisals ensured that identified training needs were either met or put forward into future training needs analysis for the forthcoming area training plan. The area had taken steps to improve the use of MAPPAs and the recording of RoH and victim issues, and the linkages between MAPPAs and risk management plans. The RADAR model (results, approach, deployment, assessment, review) of peer case review had been adopted, and the area sought to match experienced staff with peers who were less experienced. The MAPPAs audit and review process ensured procedures operated in line with national policy and enabled underperformance to be rectified.
- (d) Team managers were able to use data on OASys to monitor timeliness and completion by area, division and individual officers. Data from the NOMS OASys data evaluation and analysis team were used to review the quality of sentence planning and delivery of interventions on an area basis. All offender managers had a performance appraisal objective on sentence planning.
- (e) As part of the South-West Region, the area worked collaboratively with the other four probation areas, particularly to achieve efficiencies and increase performance. A South-West Partnership Board had been created to oversee regional projects. The area had been engaged in the benchmarking of a range of activities between divisions and/or between areas within the region, including unit costs and benefits realisation for unpaid work, MAPPAs management,

offender compliance, and finance and accounting.

- (f) The LCJB employed a performance officer to manage the delivery of joint targets and provide an oversight of the different and potentially conflicting targets of each organisation. Strategic partners indicated there was a good level of inter-agency cooperation to achieve targets. The Probation Service was a key player (providing a dedicated PO) in the community justice project, which provided benefits to sentencers in the form of additional intelligence as well as diversion from community sentences. The area had worked well with the courts to implement the Criminal Justice Act 2003, and there was a shared interest in increasing the use of fast delivery reports to speed up sentencing and maximise the use of Probation Service resources.
- (g) The area had recently commissioned an independent report from the NOMS Delivery and Quality Unit on the management of staff in tackling diversity issues, in a positive attempt to ensure that behaviour and performance was managed appropriately. An action plan was being drafted following their report.

Areas for Improvement:

- (a) While there were annual schedules for the delivery of accredited programmes in each division, there was no single annual timetable to help offender managers plan the delivery of interventions.
- (b) There were few structures for sharing best practice across the area, and there was a tendency for practice to be developed in isolation in the different divisions.

4.3 General Criterion: RESOURCE DEPLOYMENT
There is a strategic approach to deploying resources to deliver effective performance and support diversity initiatives and there are positive indications in relation to value for money.

Satisfactorily met

Strengths:

- (a) The area had undertaken an internal inspection of the implementation of the offender management model. This was commended by NOMS, and as a result Devon & Cornwall Probation Area was then not required to take part in the national offender management audit. However, the inspection had concerns about the staffing arrangements for offender management as set out in Section 4.4.
- (b) The area had provided guidance on access to programmes based on the level of risk and use of this was reflected in the appropriate targeting to programmes observed in the inspection. The PPO scheme was well resourced, and orders were effectively enforced, with arrangements in place for bringing offenders back to court promptly when required.

- (c) A Race Equality Scheme Action Plan was in place to support a range of initiatives, both internally (in relation to staff development and support) and externally to improve community engagement and support LCJB initiatives.
- (d) Court liaison was generally well resourced across the area, and sentencers indicated they were satisfied with the quality and timeliness of PSRs. However, it was recognised staff sickness and annual leave had the potential to impact on service.
- (e) The national workload measurement tool and supporting monitoring spreadsheets had been introduced in line with national policy.
- (f) The area had taken an active approach to subcontracting, outsourcing and achieving Best Value. Some 9% (target 10%) of the budget was subcontracted. Addaction (a voluntary organisation working with substance misusers) was providing staff to run the ASRO and DIDs programmes jointly with probation staff (in addition to providing individual counselling) while the Plymouth gateway had been commissioned by the ROM to provide a central point of referral for all offenders for accommodation and related services. The area had won the contract to run Prospects, new approved premises for former substance misusers in Exeter. The area also made effective use of volunteers for a range of activities.

Areas for Improvement:

- (a) There was recognition that in places the distribution of staff was out of balance with the needs of the offender management model, and comparatively some divisions were relatively over or under resourced. The area was addressing this through a resource reallocation process. Some vacancies had taken a long time to fill and the area did not appear to have policies in place to promote better working across divisional boundaries. In some places, a lack of mobility was impacting on effective workload management, while in others the right of staff to move to alternative posts created skills gaps which could be costly to fill.
- (b) There were some difficulties in providing accommodation for community cases where the level of risk had increased, particularly in south Devon. The area had difficulty finding accommodation for offenders moving in to the area from other parts of the country, particularly where there was insufficient planning and preparation by the originating area.
- (c) The management of the PPO scheme needed a stronger profile and leadership from a partnership perspective. The PPO unit worked alongside the public protection team in HMP Exeter, and short-term prisoners were managed as PPOs in custody. The area was working with partners to increase community provision for PPOs released without statutory supervision, but the level of this needed to be increased.
- (d) Middle managers reported that some staff had concerns about the

application of the workload measurement tool, and that it was not being used consistently.

4.4 General Criterion: WORKFORCE PLANNING AND DEVELOPMENT

Workforce planning and development leads to a good match between staff profile and service delivery requirements. Relevant diversity legislation is observed in staff recruitment and deployment.

Partly met

Strengths:

- (a) The area had implemented the offender management model using clusters of POs, PSOs and case administrators; the exact proportions of these varying according to location and tier. Original estimates as to the proportion of POs and PSOs required had to be revised when it transpired that the number of cases in Tier 4 at 19% was twice that of the national average. An independent audit on whether tiers had been correctly applied found that the area was not over-tiering. In the sample of cases examined in this inspection 92% were allocated to the correct tier. Area definition of tiering was in line with NOMS policy and the national offender management model.
- (b) Of 63 offender managers interviewed by inspectors, 94% were clear about their role within the offender management model. The area was moving to increase flexibility in the role deployment of POs, for example in the delivery of accredited programmes. While across the area as a whole, the balance of POs against PSOs needed to be increased, in places this was reversed, resulting in the use of PO staff for activities which could be undertaken by PSOs. Area policy was for PO offender managers to complete OASys assessments and initial sentence plans in Tier 3 and 4 cases, with reviews being carried out by PSOs (offender supervisors). In all cases, all OASys assessments and reviews were completed by offender managers where a Risk of Serious Harm classification was medium or above. All OASys documentation could be completed by PSOs for cases of low RoH within Tiers 1 and 2.
- (c) The area had a comprehensive and costed staff development plan that covered all roles within the organisation and a schedule of training events was available on the area intranet. Audits were undertaken to inform PSO training and development. When interviewed in the inspection, 78% of offender managers considered their training and development needs were met.
- (d) TPOs had a specific diversity section in their training programme, and the standard staff induction programme included a focus on diversity.
- (e) The area was working to address a long-term problem with staff sickness and this was being given an increased emphasis by senior management. The number of days lost was reducing and approaching the target figure. The area was adopting a case conference approach, in which relevant senior and line managers,

together with HR staff, reviewed individual cases. All offender managers interviewed by inspectors were aware of sickness absence procedures. The area was providing a broader range of assistive solutions to manage disability issues.

- (f) 83% of the offender managers interviewed by inspectors had formal supervision at least every six weeks on average, and 88% described the quality as at least sufficient, with 29% rating it as excellent. 93% had had an appraisal in the last 12 months, and at least 72% were aware it was linked to the Area Business Plan. All eight administrative staff interviewed also had a current appraisal linked to the business plan.
- (g) The area had recently undertaken its routine ethnic monitoring survey of staff in line with the Race Relations (Amendment) Act 2000. Some 89% of offender managers interviewed by inspectors recalled completing a questionnaire. The LCJB was leading on ensuring there were appropriate staff support groups to meet diverse needs, given that low numbers in relation to some characteristics meant that cross-agency groups might be more viable.
- (h) The Board was clear about the need to have an open and transparent relationship with trade unions in order to negotiate potential difficulties and minimise disruption to service delivery, and there was active and participative engagement with them. There were regular planned meetings and they were actively involved in job evaluation and staff diversity issues. The unions received monthly information packs on finance, and there were monthly meetings between the Chief Officer and the head of Unison, and regular individual meetings with the treasurer. The unions had previously been invited to participate in contestability workshops to ensure that they were kept abreast of new developments in the NOMS.

Areas for Improvement:

- (a) Roles within clusters had been adapted to suit local workload pressures and staffing profiles. In some places, considerable amounts of routine offender contact in Tier 3 and 4 cases was delegated to PSOs, leaving the offender manager responsible for a large number of cases in a supervisory position akin to that of a SPO with little or no direct contact with the offender. In some instances, PSOs were allocated as offender managers for Tier 3 cases. Inspectors were concerned that in some cases, PSOs had insufficient experience, training and support for the work they were undertaking.
- (b) There was a need to improve working knowledge of OASys, particularly for PSOs and POs, both technically and as a professional tool to ensure effective offender management.
- (c) The area's model based on clusters or units defined by tier resulted in some offenders being wrongly categorised if their level of RoH

and/or intervention changed. The discontinuity caused by changing offender manager was avoided by keeping the case within cluster, but the revised level of intervention and supervision arrangements resulted in an incorrect tiering category. Middle managers observed that the best performing clusters were those where POs took a leading role and engaged actively with the PSO(s) and case administrator(s). However, the management of staff relationships within clusters was not part of TPO training and POs had little or no supervisory or line management experience.

- (d) While the majority of cases were allocated to the correct tier, in some places there was a lack of clarity about the definition of tiers. There was a tendency to view Tier 4 as incorrectly restricted to MAPPA Level 2 and 3 cases, while in others there were instances of practitioners determining tiering outside formal allocation arrangements.
- (e) Estate population pressures were impacting on prisoner location and the area could not afford for offender managers to attend sentence planning meetings at distant prisons. Visiting most prisons outside the area involved lengthy journeys.
- (f) Concerns were expressed by middle managers that they had not been sufficiently supported by the organisation in the management of individual poor performance, and that some long-term sickness had been inappropriately defined. In some places the level of staff absence had affected service delivery.
- (g) The regional PSO development programme was based in Bristol, which made access very expensive compared with delivery within the area, and the service was in discussion with the regional training consortium on how to deliver locally against the national model.
- (h) A significant turnover of administrative staff meant that they were not all adequately trained in the electronic case management system. There was a training manual for the system but it had not been updated since 2003. Some administrative staff reported a variable quality and frequency of supervision.
- (i) Middle managers reported undertaking learning sets but preoccupation with the management of sickness and mobility policies detracted from this. The area had implemented a staff award scheme, but middle managers struggled to demonstrate the service's appreciation of routine hard work. Some middle managers felt they were held to account for their performance but their hard work was not always recognised.

4.5 General Criterion: REVIEW AND EVALUATION
Outcomes of interventions are assessed and reviewed using available data.

Satisfactorily met

Strengths:

- (a) The area had conducted an offender feedback survey for one month a year for each of the last four years. This showed some positive outcomes, particularly in regard to preparation for programmes,

responsivity issues and meeting the diverse needs of offenders. More accredited programmes were scheduled for evenings in response to previous surveys, but no areas requiring urgent attention were indicated.

- (b) The area had undertaken an analysis of reconviction data of 549 offenders who had completed accredited programmes between 15 and 48 months ago. This showed some positive outcomes and relatively low reconviction rates, especially for the Thames Valley Sex Offender Programme.
- (c) Good performance monitoring data enabled SPOs to manage performance effectively, with information broken down to teams and individual officers. An audit of the implementation of the offender management model resulted in one division reducing the movement of cases and improving offender manager continuity. A high level of cases referred to MAPPA Levels 2 and 3 led to a review of practice and a reduction in referrals as high as 50% for one division.
- (d) The area had a system in place to investigate all serious further offences (and near misses) and review them by a group of Board members in addition to executive evaluations. Outcomes were subsequently incorporated into policy or practice changes and communicated to staff. A middle manager event was held in June 2007 to review learning and this had been disseminated to teams.

Areas for Improvement:

- (a) The impressive offender feedback survey was not coupled to an assessment or indication of an acceptable level of satisfaction or an action plan outlining specific changes to be made in response to the findings.
- (b) There was no structured process for sharing the lessons learned from serious further offences with voluntary sector partners.
- (c) The area was monitoring sentencing proposals and outcomes, but there was no systematic comparison of this against information on sentence completions and outcomes.

4.6 General Criterion: COMMISSIONING OF SERVICES <i>There is efficient provision of effective services to support offender management outcomes and to ensure equal access to provision for offenders.</i>	Satisfactorily met
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Strengths:

- (a) The area had been successful at spending a proportion of its income on partnerships, at 9% (against the national target of 10%), and had taken responsibility for the joint commissioning and delivery of services responsive to the needs of the area. This included additional services outside the agreed partnership spend, and taking some leadership on work with short sentence offenders. The area's Subcontracting Plan and Best Value Regime Proposal were well

thought through and considered a full range of options.

- (b) The area had commissioned work with the National Society for the Prevention of Cruelty to Children for young people who committed sexual offences against other young people, such as specialist assessments. Progress had been made to improve access to current services, with the appointment of a housing interventions officer and an Enhanced Floating Support Service. Negotiations were taking place to ensure that the Supporting People arrangements commissioned more services to meet the needs of high risk offenders. Development work was also taking place with local private landlords to increase the amount of private stock available to offenders, with the possibility of including the area accommodation target in the Local Area Agreement from 2008.
- (c) The area's alcohol programme was commissioned by the local authority from the area for 2.5 years, attracting additional funding. There was clear evidence of the Board working towards better integration of services at a local level by focusing on developing working relationships. The area had recently won the contract for managing the Prospects approved premises in Exeter.
- (d) The area's offender survey indicated generally high levels of satisfaction with external services. The area had changed services provided under Supporting People arrangements in one location in response to user feedback.
- (e) The area was applying an 'Improving Value' methodology to the commissioning of services in absence of definitive guidance to indicate how Best Value is determined. The area had decommissioned at least one service that was failing to meet its contractual obligations and was not providing good value. In the case sample inspected, assessors rated the quality of additional services provided highly, with between 64% and 100% being assessed as sufficient or excellent depending on the type of service. Partnerships with funding agencies and providers were well developed and working effectively to deliver an increasingly wide range of ETE services.
- (f) The area Reducing Reoffending Action Plan covered a full range of activities to support the provision of services for offenders.
- (g) As mentioned earlier, the area had set up a migrant workers' project. Partner agencies were being engaged to provide information, advice and guidance and improve access to other disposals such as the DIDs programme. Translators had been used to assist in the preparation of some PSRs. The police and the area were considering a joint approach to training to make effective use of resources and experiences in managing diversity.

Areas for Improvement:

- (a) There was a risk that some services might not be sustained due to conflicting timeframes and planning cycles and the absence of long-term funding. In the case sample inspected, there were gaps in service provision, which impacted on the effective management of

the offender in 29% of cases, although this included internal as well as external services.

- (b) Progress was being made towards the full implementation of phase two of the offender management model, particularly with HMP Exeter, but offender managers in the community were not yet taking a strong enough lead in the sentence management of custody cases. This was exacerbated by the lengthy journeys required to visit many prisons. While the area had invested heavily in video conferencing facilities, the prison service had not invested sufficiently in arrangements to enable their use. The organisation of joint meetings (e.g. with partner organisations) was often delegated to the offender supervisor in the institution. In the case sample inspected, there were concerns arising about the working arrangements between prisons and offender managers in 44% of 50 custody and licence cases.
- (c) The provision of sufficient suitable accommodation for offenders was a continuing problem. It was difficult to place offenders with a high RoH and high likelihood of reoffending with private and voluntary accommodation providers who needed more confidence to deal with such cases. There were also difficulties with information sharing with accommodation providers who were not substantive parties to an information-sharing protocol.
- (d) Strategies to recognise and record non-accredited learning and provide vocational training were underdeveloped (even though good learning opportunities were available in many places).

APPENDIX 1

Contextual information

Caseload at end of March 2007

Total caseload	4,098
% <i>White</i>	97.3%
% <i>Minority ethnic*</i>	2.7%
% <i>Male</i>	89.9%
% <i>Female</i>	10.2%
Number of cases subject to MAPPA:	(%)
Level 1	18.0
Level 2	4.9
Level 3	0.4
Number of PPO cases	189
* Excluding cases for which ethnicity information is not available.	

The local definition of a PPO case – on which the above figure is based – is ‘anyone classified by a local PPO scheme as a prolific and priority offender’.

Total revenue budget in 2006-2007: £19.147

Total revenue budget in 2007-08: £19.395m

Approved premises:

Lawson House – capacity 19

Meneghy House – capacity 18.

APPENDIX 2

Inspection model, methodology and publication arrangements

Model

- The OMI programme started in May 2006. All NOMS areas in England and Wales are being inspected over a three year cycle, region by region. We hope to identify and promote effective work with offenders and disseminate information about good practice.
- Probation areas are being assessed on how well they have met defined inspection criteria focusing on:
 - assessment and sentence planning carried out on offenders
 - implementation of interventions delivered to offenders
 - achievement and monitoring of outcomes
 - leadership and strategic management.Particular attention will be given to RoH issues – it is performance against these measures which will determine whether a re-inspection is carried out.
- The inspection takes account of the regular NOMS performance data. These are produced by NOMS which is responsible for their collection and quality assurance.
- Each inspection takes place over one week. The area is asked to identify a random sample of 110-120 offenders (more in the largest areas) who have been managed by a probation offender manager for approximately six months. We then ensure that there is a minimum number of the following types of cases: high/very high RoH; PPOs; approved premises residents; statutory victim contact; black and minority ethnic offenders. The cases are drawn from community orders, licences, and those in custody.

Methodology

- During the inspection we examine the probation case file and carry out an in-depth interview with the offender manager. We also interview offenders, victims, keyworkers and case administrators. We send questionnaires to offenders and victims whose cases arise in the sample and to a selection of magistrates, judges, and legal advisers involved in sentencing.
- We interview senior and middle managers, Board members of the probation area, and partners.
- Inspection of about a third of the cases in the sample is carried out by area assessors, experienced staff/managers of the probation area being inspected. We think this provides a positive experience both for the area and the staff directly involved and that it increases ownership of the findings.

Publication arrangements

- Summary verbal feedback is given to the area at the end of the inspection week.
- A draft report is sent to the area for comment four to six weeks later. Publication follows approximately 12 weeks after inspection. A copy is sent to NOMS HQ and copies are also made available to the press and placed on our website.
- Reports on offender management in Wales are published in both Welsh and English.

APPENDIX 3

Scoring Approach

This describes the methodology for assigning the scores to each of the general criteria, to sections 1 to 3 and to the *RoH Thread*. A fuller detailed description is on HMI Probation's website at:

<http://www.inspectorates.homeoffice.gov.uk/hmiprobation>

For each of the **general criteria in sections 1 to 3** – i.e. those sections based on the scrutiny of the case sample – that is:

Section 1: Assessment and sentence planning

- 1.1 Preparing for sentence
- 1.2 Assessment of risk of harm
- 1.3 Assessment of likelihood of reoffending
- 1.4 Assessment of offender engagement
- 1.5 Sentence planning

Section 2: Implementation of interventions

- 2.1 Delivering the sentence plan
- 2.2 Protecting the public by minimising risk of harm
- 2.3 Victims
- 2.4 Ensuring containment and promoting compliance (Punish)
- 2.5 Constructive interventions (Help and Change)
- 2.6 Restrictive interventions (Control)
- 2.7 Diversity issues

Section 3: Achievement and monitoring of outcomes

- 3.1 Achievement of initial outcomes
- 3.2 Sustainability of progress

The score is based on an average, across each of the questions in the Offender Management Tool for that criterion, of the proportion of relevant cases in the sample where the work assessed by that question was judged sufficient ('above the line'). (In the calculation, the results for the individual questions and for the summary question are weighted 80/20. Further details are given in the description on the website.)

The **score for each of sections 1 to 3** is then calculated as the average of the scores for the component general criteria.

The **score for the RoH Thread** is calculated as an average, over all the questions in the Offender Management Tool in sections 1 and 2 relating to RoH, of the proportion of relevant cases where work was judged 'above the line'.

For **each of the general criteria in section 4**, that is:

Section 4: Leadership and strategic management

- 4.1 Leadership and planning
- 4.2 Performance against national and regional targets
- 4.3 Resource deployment
- 4.4 Workforce planning and development
- 4.5 Review and evaluation
- 4.6 Commissioning of services

A score of either **well met**, **satisfactorily met**, **partly met** or **not met** is assigned on the basis of the performance across the specific criteria which make up that criterion. (Details are given in the description on the website.)

APPENDIX 4

Role of HMI Probation

Statement of Purpose

HMI Probation is an independent Inspectorate, funded by the Ministry of Justice and reporting directly to the Secretary of State. Our purpose is to:

- report to the Secretary of State on the effectiveness of work with individual offenders, children and young people aimed at reducing reoffending and protecting the public, whoever undertakes this work under the auspices of the NOMS or the Youth Justice Board
- report on the effectiveness of the arrangements for this work, working with other Inspectorates as necessary
- contribute to improved performance by the organisations we inspect
- contribute to sound policy and effective service delivery, especially in public protection, by providing advice and disseminating good practice, based on inspection findings, to Ministers, officials, managers and practitioners
- promote actively race equality and wider diversity issues, especially in the organisations we inspect
- contribute to the overall effectiveness of the criminal justice system, particularly through joint work with other inspectorates.

Code of Practice

HMI Probation aims to achieve its purpose and to meet the Government's principles for inspection in the public sector by:

- working in an honest, professional, fair and polite way
- reporting and publish inspection findings and recommendations for improvement in good time and to a good standard
- promoting race equality and wider attention to diversity in all aspects of its work, including within its own employment practices and organisational processes
- minimising the amount of extra work arising for Probation Areas or YOTs [those inspected] as a result of the inspection process.

The Inspectorate is a public body. Anyone who wishes to comment on an inspection, a report or any other matter falling within its remit should write to:

HM Chief Inspector of Probation
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