

The logo for Offender Management Inspection features the words 'OFFENDER', 'MANAGEMENT', and 'INSPECTION' stacked vertically in a bold, blue, sans-serif font. The first letter of each word is contained within a vertical blue bar. Below the main text, the word 'INSPECTION' is repeated in a lighter, semi-transparent font.

**OFFENDER  
MANAGEMENT  
INSPECTION**

A report on Offender Management in  
**Gloucestershire**

An inspection led by  
HM Inspectorate of Probation

ISBN: 978 1 84099 122 2

April 2008

## **FOREWORD**

There was a resilience and determination in Gloucestershire characterised by its response to serious flooding in summer 2007 when its services to the public, courts and offenders had been threatened. We found a positive approach to offender management which had been welcomed as a new direction and the area was committed to making it work. Practitioner staff and case administrators alike were clear about their roles and responsibilities. The basics of good Risk of Harm work were in place, with a need to build upon this and improve the comprehensiveness of assessments and plans.

Under clear and focused leadership the area had improved its performance and made good progress in the last 12 months. Practitioners got off to a good start with offenders, with significant strengths during the assessment stage. Sentence planning, however, needed to have a higher profile throughout, in order that these early efforts could be built upon to maximum effect. Partnership arrangements were working well, but there needed to be closer working on those cases within Phase II of offender management roll-out where close work between probation and prison colleagues was needed.

### **ANDREW BRIDGES**

HM Chief Inspector of Probation

## **ACKNOWLEDGEMENTS**

We would like to express our thanks to the Gloucestershire Probation Board, its managers and staff for the considerable assistance received in enabling the inspection to proceed smoothly. Without their help, most especially in arranging a complicated programme of interviews with offender managers, the work could not have been completed successfully.

The inspection also depended on the contribution made by local area assessors who assisted with the offender manager interviews. Their participation and commitment were greatly appreciated.

*HM Assistant Chief Inspector: Kate White*

*HM Inspectors: Les Smith, Rose Burgess, Paddy Doyle, Krystyna Findley, Joe Simpson*

*Practice Assessors: Sarah Ashworth, Jean Stroud, Paula Williams*

*Ofsted Inspectors: Karen Andriaanse, Bob Cowdrey, Bryan Davies*

*Information Manager: Kevin Ball*

*Inspection Admin Officer: Alex Pentecost*

*Publications Team: Deborah Hewitt, Zach Rathore*

*Area Assessors: Lisa Belshaw, Sally Buxton, Tony Knight, Jane Knott, Pauline Rousseau, Sue Taylor*

## CONTENTS

	<b>Page</b>
LIST OF ABBREVIATIONS/ACRONYMS	4
SUMMARY	6
SUMMARY OF SCORES	8
RECOMMENDATIONS FOR IMPROVEMENT	11
NEXT STEPS	11
SHARING GOOD PRACTICE	12
SERVICE USERS' PERSPECTIVE	14
<b>1. ASSESSMENT AND SENTENCE PLANNING</b>	<b>16</b>
1.1 General Criterion: PREPARING FOR SENTENCE	16
1.2 General Criterion: ASSESSMENT OF RISK OF HARM	17
1.3 General Criterion: ASSESSMENT OF LIKELIHOOD OF REOFFENDING	18
1.4 General Criterion: ASSESSMENT OF OFFENDER ENGAGEMENT	19
1.5 General Criterion: SENTENCE PLANNING	20
<b>2. IMPLEMENTATION OF INTERVENTIONS</b>	<b>22</b>
2.1 General Criterion: DELIVERING THE SENTENCE PLAN	22
2.2 General Criterion: PROTECTING THE PUBLIC BY MINIMISING RISK OF HARM	23
2.3 General Criterion: VICTIMS	25
2.4 General Criterion: ENSURING CONTAINMENT AND PROMOTING COMPLIANCE (Punish)	25
2.5 General Criterion: CONSTRUCTIVE INTERVENTIONS (Help and Change)	27
2.6 General Criterion: RESTRICTIVE INTERVENTIONS (Control)	28
2.7 General Criterion: DIVERSITY ISSUES	29
<b>3. ACHIEVEMENT AND MONITORING OF OUTCOMES</b>	<b>31</b>
3.1 General Criterion: ACHIEVEMENT OF INITIAL OUTCOMES	31
3.2 General Criterion: SUSTAINABILITY OF PROGRESS	32
<b>4. LEADERSHIP AND STRATEGIC MANAGEMENT</b>	<b>34</b>
4.1 General Criterion: LEADERSHIP AND PLANNING	34
4.2 General Criterion: PERFORMANCE AGAINST NATIONAL AND REGIONAL TARGETS	38
4.3 General Criterion: RESOURCE DEPLOYMENT	41
4.4 General Criterion: WORKFORCE PLANNING AND DEVELOPMENT	43
4.5 General Criterion: REVIEW AND EVALUATION	45
4.6 General Criterion: COMMISSIONING OF SERVICES	46
APPENDIX 1 Integrated Probation Performance Framework	49
APPENDIX 2 Contextual information	50
APPENDIX 3 Inspection model, methodology and publication arrangements	53
APPENDIX 4 Scoring Approach	54
APPENDIX 5 Role of HMI Probation	55

## **LIST OF ABBREVIATIONS/ACRONYMS**

ACO	Assistant Chief Officer
AFI	Area for improvement
ASRO	Addressing Substance Related Offending
CDRP	Crime and Disorder Reduction Partnership
CO	Chief officer
CRAMS	Case Record Administration and Management System
DAAT	Drug and Alcohol Action Team
DRR	Drug rehabilitation requirement
EEM	European Excellence Model
ESOL	English for Speakers of Other Languages
ETE	Employment, training and education
FDR	Fast delivery report
GDAS	Gloucester Drug and Alcohol Service
HMI Probation	Her Majesty's Inspectorate of Probation
HMP	Her Majesty's Prison
HR	Human resources
IAG	Information advice and guidance
ICT	Information and computer technology
IDAP	Integrated Domestic Abuse Programme
IPPF	Integrated Probation Performance Framework
ISP	Initial Supervision Plan
LSC	Learning Skills Council
MAPPA	Multi-Agency Public Protection Arrangements
NAPO	National Association of Probation Officers
NOCN	National Open College Network
NOMS	National Offender Management Service
NSMART	National standard monitoring
OASys/eOASys	Offender Assessment System/electronic OASys
OGRS2	Offender Group Reconviction Score2
OLASS	Offender Learning And Skills Service
OMI	Offender Management Inspection
OMU	Offender Management Unit
PCT	Primary Care Trust
PO	Probation officer
PPO	Prolific and other priority offender

PSO	Probation service officer
PSR	Pre-sentence report
REM	Race and ethnic monitoring
RoH	Risk of Harm
ROM	Regional Offender Manager
SDR	Standard delivery report
SFO	Serious further offence
SLA	Service Level Agreement
SMB	Senior Management Board
SMT	Senior management team
TPO	Trainee probation officer
TVSOP	Thames Valley Sex Offender Programme
UNISON	Trades union that represents probation service staff
VLO	Victim liaison officer
XL Project	Employment, training and education project for offenders
YOT	Youth Offending Team

## **SUMMARY**

### **Assessment and Sentence**

The area had a good working relationship with courts. Sentencers were generally satisfied with the provision of pre-sentence reports, which were produced on time and took account of seriousness. The general quality of assessment and planning in Gloucestershire was of a good standard. However, more attention should have been given to identifying methods that worked with individual offenders and to their learning style, motivation and capacity to change. There was a need for more offenders to be screened for skills for life.

We found timely and accurate allocation of cases to offender management tiers and good identification of appropriate interventions. The completion of initial sentence plans was timely, but did not always sufficiently outline roles and responsibilities of workers or give clear shape to supervision. Offenders were not sufficiently involved in the planning process. The completion of the Offender Assessment System for prolific and other priority offenders was generally sufficiently comprehensive, but in a small number of cases it was not completed to the required timescale.

### **Implementation of Interventions**

There was evidence that offender managers prepared offenders well for interventions, although they were less effective at sequencing the interventions according to Risk of Harm and reinforcing new skills afterwards. We found good examples of offender managers who coordinated the work of others involved with the cases; however, this was not reflected in sentence plans and in most cases planning was superficial. There was insufficient contact with prisons to prepare offenders for release. We found little evidence of constructive victim awareness work being undertaken by offender managers.

Enforcement of orders and licences was generally good and breach action taken appropriately and in a timely manner. There were positive examples of provision to meet the employment, training and education needs of offenders. There was limited evidence of constructive interventions to help change offending behaviour or to challenge offenders to accept responsibility for offending and its consequences.

There were sufficient levels of contact with offenders, and a good level of completion in unpaid work. Restrictive interventions were monitored appropriately and approved premises were used to enhance public protection. Employment, training and education services were available across the area. Sufficient resources were directed at community reintegration, and constructive interventions challenged offending behaviour. The area had a wide range of programmes delivered by a motivated group of tutors. However, there were delays in offenders starting groups.

### **Achievement and Monitoring of Outcomes**

The vast majority of offenders who completed the HMI Probation questionnaire or were interviewed during the inspection said they were less likely to reoffend as a result of

the probation area's work. In almost three-quarters of the cases inspected the offender had not been cautioned or convicted of an offence since the start of their sentence.

Overall, resources were allocated to cases according to the assessed likelihood of reoffending and Risk of Harm. The 'punish' and 'control' sentence objectives had been well-achieved in almost all cases. There was less evidence that the 'help' and 'change' sentence objectives had been met and victim awareness had not improved in a significant number of cases. 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 in these areas 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 that could help address offenders' criminogenic needs. We found good continuity in offender management and timely reviewing and rescoreing of the Offender Assessment System. The lack of focus on good quality sentence planning had limited any demonstrable offender progress and outcomes.

## **Leadership and Strategic Management**

The Board and senior managers had led the organisation well, engaging effectively at national and regional level with a wide range of stakeholders. The area's strength was its success in improving performance against national targets, taking the area out of National Offender Management Service special measures and maintaining a high level of target-led performance. The area had a clear willingness to learn from external scrutiny, both from the centre and regionally from the Regional Offender Manager.

The area's Board and senior management team had also showed excellent leadership during the July 2007 floods, when the area was able to maintain a good deal of its services, in particular those targeted at high and very high risk offenders, during very challenging conditions.

The area had implemented the offender management model successfully and almost all offender managers and other staff understood their roles and were generally motivated to make it work. The national workload measurement tool was being introduced, following consultation with trades unions. Arrangements for staff training and development were satisfactory but some probation service officer offender managers were carrying out work with high risk offenders for which they were insufficiently trained and supported. However, the area had plans in place to improve this situation by employing more qualified officers and improving the qualifications of probation service officers. Arrangements for staff supervision and appraisals were generally working well, and the area had maintained its sickness levels close to the national target.

There was a comprehensive business planning process that focused on national and local criminal justice priorities. A strong focus on performance, complemented by a rigorous reporting structure, was yielding positive results. The area was highly regarded by partners for its approach to partnership work. The area's strategic leaders were committed to working at a regional level to develop a Best Value approach to services. Board members had relevant business skills. A partnership strategy provided a

framework for the management of resources and issues associated with contestability. At the local level, the area played an active role in the commissioning of services jointly with other agencies. We met representatives from these agencies who spoke highly of senior managers' commitment.

### **Risk of Harm**

Risk of Harm screenings were timely and classifications were correct in the large majority of cases, but while full assessments were generally done where required, the quality was not always sufficient. 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.

Risk management plans overall lacked sufficient detail and linkage to sentence plans, and sentence planning generally did not take enough account of Risk of Harm, leading to a lack of focus in these cases.

Timeliness was sufficient in relation to reviews of assessments in most cases. However, the quality of ongoing planning to address Risk of Harm was insufficient in a substantial proportion of those cases inspected. The use of Multi-Agency Public Protection Arrangements was well understood by all offender managers, and the area's contribution to the arrangements was highly valued by its partners. However, there was a need to improve the referral process, particularly at the Multi-Agency Public Protection Arrangement Level 2, which had led to delays in meetings taking place at this level. There was also insufficient management oversight of cases with child safeguarding issues, with offender managers not seeking to discuss these cases with managers and managers not being proactive in reviewing them.

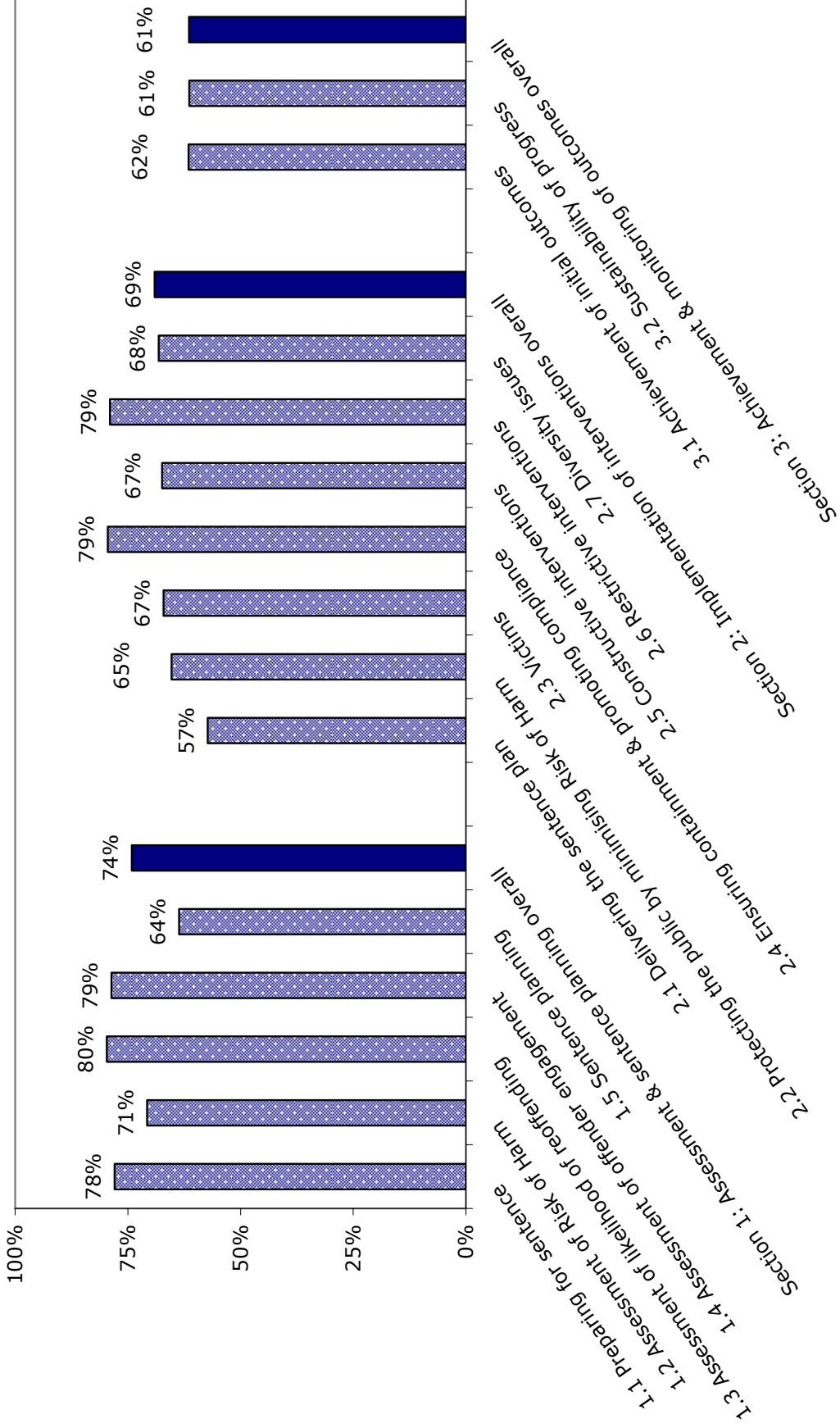
Restrictive interventions and approved premises were used effectively to maximise protection of the public. Licence cases were recalled where needed. However, there was insufficient use of home visits in managing Risk of Harm.

### **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: Gloucestershire (January 2008)**



**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 4.

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

**Table 2: Risk of Harm Thread**

Table 2 indicates a score drawn from a range of indicators in the *Assessment & 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	<b>72%</b>
-------------------------------	------------

Full details of our *Scoring Approach* are contained in Appendix 4.

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. priority is given to high quality sentence planning. All sentence plans and reviews are completed and countersigned on time and are sufficiently focused on outcomes
2. management oversight of the assessment and management of Risk of Harm is timely, thorough and effective in promoting high quality work
3. constructive interventions, to help offenders and change their behaviour, are delivered in all relevant cases and this is evidenced in case records
4. greater emphasis is placed on increasing the level of achievements in skills for life awards by offenders
5. prompt access to accredited programmes supports effective sentence planning
6. increased priority is given to victim awareness work appropriate to the case undertaken with offenders
7. service user and stakeholder views to be routinely and formally sought and the information to be collated and evaluated to use in improving service delivery.

## **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 Gloucestershire.

## SHARING GOOD PRACTICE

Below are examples of good practice we found in Gloucestershire.

### **Diversity**

#### **OMI Criterion: 1.4**

#### **Assessment of offender engagement**

Mary was a first-time offender but convicted of two very serious offences of wounding. The personal factors behind her behaviour were complex. Creating a sentence plan which would give her the necessary confidence and the will to engage in supervision presented a challenge. The offender manager took great care to analyse the issues and develop an approach that met Mary's individual needs. This enabled her to engage fully and enthusiastically with work to overcome her problems and resulted in significant improvements in the factors that had led to her offending.

### **Joint working to support change:**

#### **OMI Criterion: 2.1**

#### **Delivering the sentence plan**

Steve was a GDAS worker, delivering pre-programme work with Stephan. Steve informed the programme tutor that Stephan was very anxious and that this could be a block to his full participation in the programme. The tutor attended one of the pre-work sessions and went through the programme step-by-step, to manage Stephan's expectations. She monitored Stephan carefully and used motivational interviewing to reflect back his progress. The offender manager and the tutor liaised closely throughout. As the programme progressed Stephan's confidence grew to the extent that towards the end he was able to run part of the session in front of the group.

### **Supporting a law abiding lifestyle :**

#### **OMI Criterion: 2.5**

#### **Constructive interventions**

Leo had been released on a three month young offender's licence following a short custodial sentence. Jean, Leo's offender manager, concentrated her efforts during the licence period on encouraging and supporting him to settle back into the community. Leo had attempted to gain employment through a job agency but as he did not have a bank account this had proved impossible. Jean showed tenacity and commitment by contacting a number of banks. As a result of her support, Leo was successful in obtaining a bank account and work. This built up his self-esteem and reduced his risk of reoffending.

<p><b>Maintaining contact throughout floods:</b></p> <p><b>OMI Criterion: 2.6</b></p> <p><b>Restrictive interventions</b></p>	<p>Keith had been released on licence following a custodial sentence. His licence conditions included residence at Ryecroft approved premises and a requirement to address his drug abuse. Shortly after his release, Ryecroft was evacuated due to the Gloucestershire floods and Keith was moved to a hostel in Bristol. During the period of the floods, Keith's drugs worker and his keyworker from Ryecroft visited him regularly. This supported him during a difficult period and assisted his smooth return to Ryecroft, ensuring continuity of supervision despite the floods.</p>
<p><b>Meeting diversity needs:</b></p> <p><b>OMI Criterion: 2.7</b></p> <p><b>Diversity issues</b></p>	<p>The programmes team had six women offenders sentenced to community orders with Think First programme requirements. Although the women were all at different stages in their sentences, plans were put in place to ensure that they were in the same group, so they were able to support each other throughout the programme and were not isolated as the only women in an otherwise all-male group.</p>
<p><b>Achieving compliance</b></p> <p><b>OMI Criterion: 3.1</b></p> <p><b>Achievement of initial outcomes</b></p>	<p>Terry had a history of violent offending and was sentenced to a community order with a requirement to attend the Aggression Replacement Therapy programme. Although he was an angry and immature young man with a lot of problems, the programmes team treated Terry as an adult. He responded well, to such an extent that his mother contacted the treatment manager and commented on how much more grown up he seemed. Subsequently Terry said that although he hadn't wanted to complete the programme, he was pleased to discover he was able to do so and it was the first he had ever completed.</p>
<p><b>Joint probation/prison planning:</b></p> <p><b>OMI Criterion: 4.6</b></p> <p><b>Commissioning of services</b></p>	<p>The probation area had an agreement with HMP Gloucester to ensure that offenders, following sentence, were held at the local prison for up to four weeks. This provided the offender manager with sufficient time to interview the offender in custody and to complete the initial supervision plan before the inmate was moved within the prison system.</p>

## SERVICE USERS' PERSPECTIVE

### Offenders

HMI Probation questionnaires were sent to 108 offenders in the case sample and 18 were returned. The feedback gave a very positive picture of the services received. An impressive 93% described a good working relationship with their offender manager and the same percentage felt that they were less likely to reoffend as a result of their contact with the service. A majority, 77%, believed that probation staff and people from other agencies had worked well together to help them. In response to the question, *'Has the probation service's work so far made you think more about your offending?'* 80% gave a positive reply. A high proportion (87%) had received an explanation of the rules governing supervision.

Levels of contact during the custodial phase of sentences were low. Two prisoners out of a possible 11 had received a visit from their offender manager whilst in prison. One offender commented, *"I've hardly had any (induction), I was told when arriving here I would have a sentence plan within six or seven weeks, I've been here now ten months and I'm no further forward than when I arrived. How am I meant to progress positively, when I am not given a chance?"*

A total of 15 offenders were interviewed during the inspection week. Unfortunately the planned interview with offenders on the ASRO programme could not take place because of non-attendance by the offenders. We interviewed six offenders who were undertaking unpaid work and five who were resident in the approved premises.

All offenders undertaking unpaid work knew who their offender manager was, and in all but one case, had contact with them throughout their order. All could recall having had an assessment and induction covering health issues and their availability to attend, and all also recalled attending pre-placement work sessions. They were clear about health and safety issues and the rules and expectations of behaviour.

The majority of offenders on unpaid work felt there was no connection between their needs and their placements. One woman offender told the inspector that she had originally been placed in a charity shop but had found it boring and had requested a move to another project; the unpaid work supervisor took account of her wishes and she was now working in the carpentry workshop. Another offender working in the carpentry workshop commented, *"Since I got on the carpentry course I have looked at my sentence in a different way-not just a punishment but helping you."*

Four residents interviewed at the approved premises remembered a full induction on arrival at the hostel. All residents knew who their offender manager was. Only one offender recalled being visited in custody prior to release and two detailed having a positive relationship with their offender manager. These offenders also reported being aware of their sentence plans and having been involved in their completion and review.

Three offenders undertaking the Think First programme were interviewed during the inspection week. All recalled having a sentence plan and two recalled having seen and signed it. They all stated that the only objective in the plan was to complete the Think First programme.

The offenders reported positive relationships with the programme workers and positive achievements and outcomes as a result of attending it. One offender stated, *"I have grown up and don't go around doing silly things anymore."* However, all offenders reported having had little contact with their offender managers since starting the programme. All offenders were aware of the consequences of failing to comply with their orders. One offender had breached his order and had been given a further requirement - a specified activity – to undertake basic skills' tuition.

Work around victims of crime was reported in only 60% of cases and focus on victim awareness was strongest in accredited programmes. Despite it not being a victim awareness programme, two offenders attending the Think First programme reported that a significant amount of work relating to victims had been undertaken. Only one offender, who was resident in the approved premises, had undertaken any victim work since their release, although all recalled undertaking some victim work during the custodial phase of their sentences.

## **Victims**

Unfortunately, none of the victims who had agreed to attend interviews with the inspectors attended and we received no completed victim questionnaires.

## **Courts**

Nine completed questionnaires were returned by local sentencers. All respondents were satisfied with the quality of both FDRs and SDRs, and were clear about which type of report they should request. All said that reports were made available within the required timescale and 75% said that arrangements for the swift resolution of breach proceedings worked well. All but one of the respondents considered that probation staff in their court had sufficient knowledge and skills to work effectively in that setting, and seven out of nine respondents thought they had sufficient information to aid the sentencing.

All sentencers expressed a positive relationship with both probation staff and management and responded positively to the question, *'In your experience, do the probation area's managers model positive and professional leadership behaviour?'* Just over half of respondents felt that there were effective liaison arrangements in place and that they received regular information about probation policy and practice. Five sentencers felt that probation staffing levels in their court were sufficient to provide them with appropriate information to aid decision-making.

One sentencer made the following detailed and considered comment, *"Probation on the whole provide a good service within the scope of the resources available - more could always be done - more senior staff in courts, the ability to give the defendant a precise appointment before leaving court, and better feedback regarding disposals - of most importance a more regular dialogue should be implemented to ensure better exchange of arrest information and exchange of feedback re problems/opportunities to assist closer working."*

# 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.*

**78%**

### Strengths:

- (a) The majority of the 68 community order cases in the sample had a PSR written for the current offence. Of those, 94% took account of the seriousness level indicated by the court. All sentencers who completed and returned the HMI Probation questionnaire were satisfied with the quality of both SDRs and FDRs.
- (b) In 91% of reports there was a clear proposal for sentence. A proposal for a community order was made in the same percentage of all reports. The court followed the proposal in 82% of cases.
- (c) Of the reports inspected, 93% were of the appropriate type and 95% were completed using the nationally approved format. We were impressed to see that 100% of the reports in the inspection sample were completed in the timescale set down by the court.
- (d) Most reports were prepared using the eOASys PSR template and in 73% of cases the quality of reports was deemed to have been enhanced by its use.
- (e) Most reports were objective, impartial and free from discriminatory language and stereotypes. Reports were also concise in 77% of cases. There was only one PPO report in the sample that clearly avoided labelling the offender as such, outlined the seriousness of the offence and likelihood of reoffending, and contained a proportionate proposal.

### Areas for Improvement:

- (a) Appropriate victim information was included in only 39% of relevant reports.
- (b) An outline plan was not contained in 45% of reports in the case sample. This had possibly contributed to a lack of focus in the work undertaken by the offender manager following sentence.
- (c) Although a majority of reports were considered to be suitably concise, we saw several examples of SDRs that were overly-detailed and where the length of report did not relate to the seriousness of the offence.
- (d) Where there were issues of risk of self-harm these were recorded in only 69% of relevant reports. However, in the one case that led to a custodial sentence the risk of self-harm had been communicated 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.*

**71%**

**Strengths:**

- (a) In all but three of the community cases there was clear RoH classification. These classifications were deemed to be correct in 98% of cases.
- (b) RoH screening was completed in 99% of all cases. The screening was done on time in 88% of community cases and in 86% of licences. 94% of all screenings were found to be accurate.
- (c) Where a full RoH analysis was required this had been completed in 93% of cases; 78% of these were of a sufficient standard overall. Risks to children, the public, known adults and staff were well-reflected in these analyses.
- (d) In cases where the RoH was high or very high, there were good levels of communication about levels of risk and risk management through MAPPA to all staff involved in the case. All staff had access to the electronic case record and took responsibility for checking and working with information that was available to them.
- (e) Keyworkers, both internal and external, delivering interventions on behalf of offender managers, commented positively on appropriate sharing of RoH information. They indicated that they were provided with all the information they needed by the offender manager.
- (f) Risk management plans in community cases were structured according to the required format in 97% of community orders and in 93% of licence cases. All risk management plans in the community case sample were produced within the required timescale.
- (g) Fifteen offenders in the sample had been referred to approved premises. All but two were considered to have been appropriate referrals and 12 were accepted. In general we found the approved premises to be playing an important role in the area's public protection and RoH management.

**Areas for Improvement:**

- (a) Of the cases inspected, 37 were within the MAPPA arrangements. The majority of these cases (32) were managed at Level 2. At the time of the inspection the area had no process for gatekeeping MAPPA cases. We found that this had caused a blockage in the MAPPA procedures and were concerned that this had led to delays in appropriate Level 2 meetings taking place.
- (b) In 21% of cases, existing MAPPA, prison, probation or YOT

assessments were not used to inform RoH assessments, risking the omission of important information from other sources.

- (c) We found that victims' issues had not been covered thoroughly in a quarter of relevant cases. We considered that insufficient attention to these issues at the PSR stage was a likely factor in subsequent lack of attention paid by the offender manager.
- (d) In three community and two licence cases there was no risk management plan, although one was required. Where they had been undertaken, plans were not comprehensive in 6% of community orders and 40% of licence cases. A third of risk management plans in licence cases were completed prior to release as required. Of the eight custody cases that needed a risk management plan, two were completed within the required timescale, five were structured using the appropriate format, and the same number were considered comprehensive.
- (e) In only ten of the 26 cases where there were child safeguarding issues had effective middle or higher management involvement contributed to the assessment of these cases. In several cases managed by PSOs there had been significant delays between completion of the OASys and countersigning by their supervisor.

**Conclusion:**

Performance against this criterion was good.

**1.3 General Criterion: ASSESSMENT OF LIKELIHOOD OF REOFFENDING**

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

**80%**

**Strengths:**

- (a) An OASys score was calculated in 90% of cases at the start of sentence or on release from custody. In these cases criminogenic factors had been assessed in 87% of cases. 82% of these assessments were completed within the required timescale.
- (b) In the majority of cases there were potentially positive or supportive factors present in the offender's life and these were used to inform the assessment in 96% of cases.
- (c) An assessment was completed on all PPO cases in the inspection sample and was found to be comprehensive.
- (d) The likelihood of reoffending assessment drew on other relevant assessments in 80% of cases where this was needed.

**Areas for Improvement:**

- (a) Of the 11 cases where an OASys score had not been calculated, and which therefore required an OGRS2 score to be calculated, this had been undertaken in only three (27%) cases.

- (b) Although OASys assessment of PPO cases was deemed to have been comprehensive in most cases, in only one of the four cases was the assessment completed within the required five day timescale.

**Conclusion:**

Performance against this criterion was good.

**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.**

**79%**

**Strengths:**

- (a) Diversity was given high priority. In 80% of cases inspected, diversity and other individual needs had been actively assessed. We found further evidence of this from interviews with offenders who told us that the area was generally responsive to their childcare and employment commitments. For those offenders where potentially discriminatory factors had been identified (64 cases) plans had been put in place to address them in 88% of cases.  
  
Race and ethnicity classification was also given a high priority. Only one out of 107 cases did not have the classification recorded.
- (b) The area had a process in place to ensure that the *first move skills for life* form was scored at the PSR stage. Case administrators interviewed told inspectors that they recorded the score in CRAMS and after commencement arranged two ETE appointments for every offender - one within the first four weeks of sentencing.
- (c) Accredited programme staff said they liaised closely with offender managers, to ensure that all staff working with the offenders were aware of learning difficulties such as dyslexia and other literacy issues. The programmes team also made use of the ETE team to assist in its assessments and to minimise the impact of any learning needs.

**Areas for Improvement:**

- (a) We found evidence among the cases inspected that there was still some room for improvement in the assessment of skills for life. 73% of cases had a record of a skills for life screening having been carried out. Full assessments, where indicated, took place in 76% of cases.
- (b) In 32 cases there was no evidence that full attention had been paid to the methods most likely to be effective with the offender. In 28 cases the offender's learning style, intellectual ability, motivation and capacity to change was not taken into account. Although this was only 27% of all cases inspected, it represented a significant minority where appropriate action had not been taken to ensure that work with offenders was as effective as possible.

**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.*

**64%**

**Strengths:**

- (a) We found that 95% of cases inspected had been allocated to the correct offender management tier, and in 88 cases (88%), planning accurately reflected the purposes of sentencing - in respect of 'punish', 'help', 'change', and 'control'.
- (b) In 91% of cases allocation had taken place within the required timescale. Case administrators and managers provided evidence of a range of processes in place to allocate cases at the earliest opportunity, and in particular to ensure that cases were allocated to the PSR author wherever possible, to aid continuity.
- (c) In ISPs for community cases, contact levels for all requirements were seen to be correct in 83% of cases.
- (d) Although we had concerns regarding the general quality of sentence planning, as set out below under AFIs, inspectors found that the quality of planning was generally better in Tier 3 and 4 cases. The ISPs for 92% of those offenders had identified the interventions likely to address their offending behaviour.
- (e) Inspectors found evidence both in interviews with programmes staff and offender managers, and in files, that the accredited programmes team worked to sentence plans and contributed to ongoing planning.
- (f) There was evidence in the vast majority of cases that offenders had been informed about the requirements of supervision and had been given information about penalties if they breached their order. Offenders who were interviewed for the inspection supported this finding.

**Areas for Improvement:**

- (a) Inspectors found that the completion of sentence plans was seen by offender managers as an administrative process rather than an active tool to support the management of offenders. In a number of cases the sentence plan objectives were not outcome-focused and tended to describe general areas of work rather than specific objectives related to the assessment of need. This was a particular issue in those cases where the only requirement was supervision or when there was a delay in programmes starting.

- (b) Inspectors found that liaison responsibilities of all workers were not clearly defined in sentence planning documents in 41% of 99 applicable cases. However, when interviewed, offender managers, keyworkers and case administrators were clear about their general roles within the offender management model.
- (c) Consideration of restrictive requirements to minimise the RoH to others could have been improved in 17 of 56 relevant cases.
- (d) There was little evidence that sentence planning had been given high priority. Only 49% of plans gave shape to supervision, 58% focused on achievable change and 57% set appropriate goals for the offenders. 37% of the plans inspected did not reflect the sentencing purpose.
- (e) The planned timing and sequencing of requirements was appropriate in 35% and 33% of 66 applicable cases respectively. In only 30% of these cases was any RoH posed by the offender outlined in the ISP. We also found little evidence of cross-references to the risk management plan.
- (f) In 17 of 39 relevant cases the ISP failed to draw on other assessments, e.g. those from OASys, MAPPA, previous prison/probation and YOT, when they were available to offender managers.
- (g) In 41% of the cases inspected offenders had not had the opportunity to participate actively in the planning process.
- (h) There was a need for sentence planning to be more sensitive to the diversity needs of offenders and the promotion of community reintegration, which were met in only two-thirds of 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.*

57%

#### Strengths:

- (a) Arrangements were in place to prepare offenders thoroughly for interventions in 78% of cases. In 83% of licence cases there was evidence that work in the community (e.g. in relation to education and substance misuse) built sufficiently on activities in prison.
- (b) There was evidence in 72% of cases that offender managers had demonstrated commitment to their work with offenders, and in 62% of cases they had motivated and supported the offender throughout their sentences.
- (c) Programmes staff spoke about their close working relationships with offender managers. This was reinforced by external keyworkers who provided examples of information sharing that supported both their work with offenders and offender managers' overall management of cases. In 78% of cases inspected there was evidence of good levels of communication between offender managers and all other workers.
- (d) 71% of sentence plans were reviewed at least every four months. Of the sentence plans that had been reviewed, 74% integrated other plans into them appropriately. This was particularly true in relation to MAPPA cases. We also found evidence, from interviews with both internal and external keyworkers, that they contributed to sentence plan reviews.
- (e) At the time of the inspection sentence requirements were fully implemented in 70% of cases.
- (f) Of the eight custody cases inspected six had been moved between prisons whilst in custody. Offender managers were informed of these moves promptly in all but one of the cases. Five of the six moves were judged to have taken place for legitimate operational or security reasons.
- (g) In five of the eight custody cases custody reports had been prepared by the offender manager. All reports contributed to the decision-making process within the required timescale and all but two reports were judged to have been clear, thorough and to have contained an accurate RoH assessment.

#### Areas for Improvement:

- (a) The sequencing of interventions according to RoH and likelihood of reoffending was not appropriate in 34% of 83 applicable cases. The offender management model outlines the need to have a whole sentence perspective, priority given to those interventions that had

the most impact on the offender's RoH and likelihood of reoffending.

- (b) In 42% of applicable cases arrangements were not in place to reinforce the offender's new skills following interventions. Although we found evidence of offender managers maintaining involvement with the offenders during interventions, this should have been continued after completion of these interventions to ensure that the learning and skills were not lost.
- (c) In only 46% of cases was there sufficient evidence that offender managers had reinforced positive behaviour.
- (d) In 42% of applicable cases the inspection team found that work with offenders did not flow from sentence plans coherently; objectives and milestones did not give a clear direction to the sentence in 49%; and the continuing ownership of the plan by the offender was not sought in 52%. These shortcomings were also reflected in some interviews with offenders.
- (e) Work between prison-based staff, offender managers and others in preparation for offenders moving between custody and the community was positive, proactive and timely in less than half the relevant cases (45%, 40% and 38% respectively of 40 cases).
- (f) Nine cases had been transferred between probation areas. In four a complete and current OASys had been provided by the previous area, as required. In only three cases was a first appointment with the offender made by Gloucestershire Probation Area within five working days of notification. A home visit was made within ten working days in only two cases. Three of the 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. Inspectors found delays in cases that had been both transferred in and out of the area.

**Conclusion:**

This criterion represents a 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.*

**65%**

**Strengths:**

- (a) The RoH assessments had been reviewed by the four month stage in 78% of cases, and were reviewed on time in 78% of cases a further four months after that. RoH to others had been reviewed in four of the five custody cases in preparation for release, and both cases which remained in the community four months following release were reviewed within the required timescale.
- (b) There was evidence of ongoing planning in cases where there was a relevant RoH to children in 82% of cases, to the public in 83% of

cases, and to known adults in 78% of cases.

- (c) During the inspection we found evidence of a sound MAPPA system with the area fully contributing to the arrangements. Strategic partners gave examples of effective work undertaken by offender managers to use the MAPPA processes to minimise RoH and protect the public.
- (d) Contributions to MAPPA by offender managers and other relevant staff were effective in 20 out of the 30 relevant cases inspected. Offender managers reported good involvement in MAPPA meetings although there was an issue with some external agencies attending Level 2 meetings (see AFI 2.2c).
- (e) Seven offenders had been recalled following release due to RoH issues. In all but one case this formed an appropriate part of the risk management process and recall was actioned properly.
- (f) Where there were changes in RoH and other acute factors these were identified swiftly in 83% of cases. In 74% of cases changes in RoH or acute factors were anticipated where feasible, in order to protect the public. Of those cases where there were changes in RoH, 79% were judged to have been acted on appropriately.

#### **Areas for Improvement:**

- (a) Almost half (49%) of RoH assessments on community and licence cases had not been reviewed following a significant change. This meant that the RoH assessment was not a live document that accurately captured the current and imminent risks.
- (b) Offender managers and middle managers commented on delays in arranging Level 2 MAPPA meetings due to the large number of Level 2 cases in the area.
- (c) In only three of seven cases was there evidence of clear explanations having been given to offenders for their re-imprisonment and efforts made to re-engage them.
- (d) Offender managers reported that they were not actively encouraged to use home visits as a means of managing RoH to others. This was supported by the finding that, in relation to high and very high RoH cases, home visits were carried out within ten working days in only five of 15 cases (33%).

A home visit was carried out appropriately at a later stage in three of the cases and repeated as necessary in four.

We were concerned to see that in only five of 23 relevant cases where there were child safeguarding concerns were home visits employed effectively to monitor outcomes.

#### **Conclusion:**

This criterion represents a priority for improvement.

**2.3 General Criterion: VICTIMS**  
***Consistent attention is given to issues concerning victims.***

**67%**

**Strengths:**

- (a) We saw evidence in 79% of cases inspected that priority was given by offender managers to issues of victim safety in cases where there had been a direct victim or where there were concerns about the safety of children or adults, e.g. in one case inspected, discussion took place between the offender manager and the VLO about possibly inserting a condition in the licence not to contact the victim.
- (b) In 93% of cases where statutory victim contact had taken place the views of the victim were sought in relation to licence conditions. In 85% of cases victims were informed of release conditions and in 75% victims were judged to have been informed of the offender's release from custody in a timely fashion.

**Areas for Improvement:**

- (a) Victim awareness work had not been undertaken in 27 of 73 (37%) 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 before programmes started, during which additional work should have been undertaken.
- (b) In those cases in which statutory victim work should have been undertaken by the area, we found that only 52% of victims had been offered this opportunity. This figure was inconsistent with the area's performance as reported in the most recent IPPF-0708 Q2 issued by NOMS, which showed a performance of 98%. Differences in performance may have reflected the differing levels of sample size.

**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.***

**79%**

**Strengths:**

- (a) In all five custodial cases satisfactory arrangements had been put in place to restrict offenders' liberty during their sentence. There were no reported escapes or significant security threats in the custodial sample inspected.
- (b) In 87% of the cases inspected a timely induction was undertaken at the start of the community order or licence. We found evidence of

good attention to some elements of attendance management. Overall the frequency of contact conformed to national standards in 65 out of 68 community cases; it facilitated the requirements of the sentence in 63 cases and supported the achievement of sentence plan objectives in 59 cases. The frequency of unpaid work sessions was sufficient and facilitated the requirements of the sentence in 20 of 26 cases.

- (c) Of the five PPO cases in the inspection sample all were judged to have had a reporting pattern supportive of the elements of the sentence.
- (d) Monitoring of attendance and enforcement practice was of a high standard. There was evidence of offender managers monitoring attendance in 95% of cases. Where there was an additional curfew or exclusion requirement, this was effectively enforced in all eight cases inspected.
- (e) Judgements about the acceptability of absences were consistent and appropriate in 96% of cases. Where breach action had been deemed necessary, effective action had been undertaken in 92% of cases and resolved within the required timescale in 64% of cases.
- (f) Case records were judged to be well-organised in 81% of cases and to contain clear REM information in 93%. Recording of information was also judged to have been clear, timely and sufficient in the vast majority of cases. In our meeting with case administrators they explained their role in ensuring that case files were prepared following sentence, and the lengths they went to to ensure that all relevant information was available to the offender manager.

**Areas for Improvement:**

- (a) In only 46% of licence and custody cases were arrangements in place that were likely to promote effective offender management in the community post-release. In 56% of relevant custody and licence cases there was insufficient contact between the offender manager and the offender prior to release. In some instances offender managers attributed this to restricted resources which limited their ability to travel. However, the area had recently reached an agreement with HMP Gloucester to hold local offenders at the prison for four weeks following sentence, to facilitate offender manager visits and the completion of ISPs.
- (b) Offenders undertaking unpaid work who were interviewed during the inspection commented that they felt there was little or no matching of their needs to unpaid work placements. This was evident in 42% of cases we inspected. In 35% of cases we found that unpaid work placements were not suitably demanding.

**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.*

67%

#### Strengths:

- (a) Constructive interventions challenged offenders to accept responsibility for their offending behaviour and its consequences in 50 of 74 applicable cases inspected.
- (b) There was strong evidence that resources were directed at community reintegration issues in 85% of cases. Keyworkers spoke positively of offender managers liaising with them, as well as other partner agencies and community-based services, to meet offender needs.
- (c) Where a skills for life need was identified, the area had in place arrangements for appropriate interventions to meet those needs. We found evidence of this in 85% of the cases inspected. The area had good links with local colleges and training providers. Offenders were able to access a range of accredited employment-related training, for example, fork-lift truck operations and plastering courses. These provided offenders with good employment skills.
- (d) Offenders had opportunities to work in purposeful community projects in unpaid work. Staff made good use of links with local communities and generally had an appropriate range of suitable placements including painting and decorating work, cooking and conservation projects. Individual placements in charity shops were provided where appropriate for those unsuited to a group placement. Ofsted inspectors found that the pre-placement work session provided satisfactory initial training on safe working practices at work. They also commented that the lunch club run by offenders undertaking unpaid work made a valuable contribution to the older community in Cheltenham, and without support from the probation area would not have been viable. The beneficiaries spoke very highly of the project.
- (e) Eight offenders had been in approved premises for at least six weeks. A range of constructive interventions had been delivered while they were resident. These included pro-social modelling, motivational interviewing, healthy/positive lifestyles and substance treatment regimes. Use of these interventions was evidenced from the cases inspected, during our meeting with middle managers and during interviews with residents.
- (f) In all cases in the case sample offender managers, where required, prepared reports and attended review hearings.

#### Areas for Improvement:

- (a) A third of the cases in the sample had an accredited programme requirement. However, 30% of these had not started the programme as set out in the sentence plan. This was consistent with evidence from interviews with keyworkers and middle managers

who informed us of delays in starting some accredited programmes, in particular IDAP and TVSOP. There were no accredited programmes available at weekends and offenders interviewed on the Think First programme said they felt they had little or no choice of group times.

- (b) Immediate action had been taken following the offender's reception into custody to preserve employment, accommodation and family ties in only two of the relevant cases. Supportive and protective factors were evident in three of the eight cases, and in only two cases was there evidence that offenders had been given help to enable positive community links to be preserved.
- (c) Attendance was low on some intervention activities. In literacy and numeracy classes, IAG sessions and XL Project activities, the attendance was often at 60% or less. Ofsted inspectors found poor retention in some Step-Up (basic skills) groups. We also found evidence that attendance on unpaid work projects was low with only 51% of offenders instructed to work in December attending.

**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.***

**79%**

**Strengths:**

- (a) Monitoring of restrictive interventions took place in 88% of applicable cases and every reasonable action had been taken to minimise RoH by their use in 76% of cases.
- (b) Among relevant licence and custody cases we found that 73% of licence requirements were comprehensive, with over 80% proportionate to the level of RoH and likelihood of reoffending. Where relevant, 73% were found to be proportionate to the protection of victims.
- (c) Eight of the cases in the inspection sample had been resident at the Ryecroft approved premises. In all of these cases we found that restrictive interventions had been used effectively. This was fully endorsed by the offenders we interviewed and we saw examples of customised risk management arrangements, e.g. signing-in times and surveillance arrangements, undertaken jointly with the police.

**Area for Improvement:**

- (a) There were 15 cases inspected where the offender was a released PPO and where drug misuse was identified as a need. Only five had an additional licence condition to address that need.

**Conclusion:**

Performance against this criterion was good.

**2.7 General Criterion: DIVERSITY ISSUES*****Full and proper attention is paid to diversity issues.*****68%****Strengths:**

- (a) Where identified, diverse needs of offenders had been properly addressed in 75% of cases. We were pleased to see that among those cases where the offender was resident at the approved premises all were assessed as meeting the particular diversity needs of the eight residents in the sample.
- (b) Among the offender managers interviewed we were pleased to find a good deal of understanding and knowledge of diversity issues in the broadest sense, with arrangements in place to take into account employment, childcare and rural transport issues. Keyworkers gave a range of examples, from making special arrangements to meet offenders' needs, to arranging for women to be together on one programme rather than on their own in a mixed group.
- (c) In those cases where issues of disability needed to be addressed, this had been appropriately undertaken in 17 of 23 cases.
- (d) Of 41 cases where the offender had literacy or dyslexia issues, these had been appropriately addressed in 33 of the cases.
- (e) All offenders interviewed told us that they had been informed that discriminatory behaviour was not acceptable and this message was also seen in 80% of cases inspected.

**Areas for Improvement:**

- (a) Although there were only six cases where the offender had been a singleton within a mixed group, we found that in two of these the offender's consent had not been sought. None of the offenders interviewed remembered having their views sought in relation to being either a lone black or minority ethnic person in a group of white offenders, or a lone woman in an all-male group, although we were aware that the area had organised an all-women Think First programme on at least one occasion. Only three of the files inspected showed evidence of arrangements to support the offender's engagement, and there was no consideration given to the staff composition in any of the cases.
- (b) The provision for certain aspects of literacy, numeracy and language support was insufficient. Interpreters were used where appropriate but there were no formal arrangements for support for ESOL. Inspectors reported that there were too few opportunities to attend literacy and numeracy courses at the weekends and no accredited programmes at weekends.

**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.*

62%

##### Strengths:

- (a) Offender managers were generally responsive once a change in RoH had been identified. In 11 cases the offender's behaviour gave rise to an increase in restrictive interventions, and in six cases such interventions were reduced when the offender had demonstrated progress. In a small number of cases interventions resulted in the offender moving to a lower or higher tier, or moving to a different level of MAPPA management.
- (b) The vast majority of offenders who completed the HMI Probation questionnaire or were interviewed during the inspection said they were less likely to reoffend as a result of the probation area's work. Of the sample, 74% had not been cautioned or convicted of an offence since the start of their sentence.
- (c) In 68% of cases where unpaid work was undertaken there had been demonstrable benefit to the community.
- (d) The sentencing objective of punish, which was applicable across all four tiers, was being achieved in 87 of the 107 cases.
- (e) The resources allocated to the cases were consistent with the offenders' RoH in 87% of cases and likelihood of reoffending in over 90% of cases. Overall resources were used efficiently to achieve the outcomes planned for the offender in 75% of cases. In all but one of the five PPO cases resources were judged to have been allocated consistently with the offender's PPO status.
- (f) Of those cases inspected 69% of offenders had complied with the requirements of the sentence.
- (g) The area had performed well over the past year, exceeding national targets on gaining new employment and maintaining it for four weeks or more. Ofsted inspectors found that learners' development of ICT skills in Gloucester and Cheltenham was good. There was satisfactory attainment in numeracy and significant development of reading skills by some learners. Many offenders on the Engage project gained NOCN qualifications. The area was on target for achievement of outcomes on the XL Project and was in the top two of the five probation areas involved in the project.
- (h) We found that in 83% of cases the offender manager had re-scored OASys. An improvement over the initial score was recorded in 51% of cases.
- (i) Achievement of sentencing objectives was sufficient in most cases. 86% of the whole sample experienced punishment and 60% in Tiers 2, 3 and 4 received sufficient help. Importantly, 78% of those in

Tier 4 were sufficiently controlled during the period under supervision. In Tiers 3 and 4 the change objective was more difficult to achieve with it being apparent in only 41% of those.

**Areas for Improvement:**

- (a) We were disappointed to find that evidence of victim awareness was present in just 28% of relevant cases. Offender managers interviewed were of the view that this was delivered through accredited programmes and did not see it as part of their role. This view did not, however, take account of those cases where there was not a programme requirement, or where there was a delay in starting a programme.
- (b) There was a reduction in the seriousness of offending in 11% of cases, frequency of offending in 25% of cases and reduced threat to victims and potential victims in 27% of cases. In 40% of cases there was no demonstrable benefit to the community.
- (c) There was evidence that offenders were able to apply the learning and skills acquired during their order in their daily lives in only 46% of cases.
- (d) There had been a demonstrable change in attitudes in only 28% of cases and in behaviour in 38%.

**Conclusion:**

This criterion represents a 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.*

**61%**

**Strengths:**

- (a) We found continuity in offender management such that, including the PSR author, 25 cases had had just one offender manager and a further 54 had had two. 23 offenders had been supervised by three or more offender managers; there were only nine cases where this had had a detrimental effect on progress.
- (b) In 64% of 83 cases full attention was given to long-term community integration issues, and the offender was aware of community organisations that would help address their criminogenic needs in 72%.

**Areas for Improvement:**

- (a) In 46% of cases structured sentence planning had not been given a high priority throughout supervision. This was borne out in our inspection of assessment and sentence planning, and was also reflected in the achievement of sentencing outcomes as outlined in

Section 3.1.

- (b) Insufficient action was taken by offender managers to consolidate learning and reinforce new skills in half of the cases seen.

**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.*

**Satisfactorily met**

#### Strengths:

- (a) The Gloucestershire Probation Area Business Plan was based on national and regional priorities and the requirements of the area's SLAs with the ROM. The area had an inclusive approach to developing the plan, which was informed by stakeholder feedback on local priorities as well as the findings of the area's annual cross-grade EEM self-assessment. The plan was supported by a risk register categorised by the likelihood and potential impact of the risk. The register was reviewed quarterly and actions initiated by the risk owner if necessary.
- (b) Gloucestershire Probation Area had demonstrated strong leadership in a number of specific ways in the months leading up to our inspection. The area already had in place a business continuity plan for strategic guidance in an emergency. This was tested twice during 2007; firstly, following a small flood when the area suffered an electricity failure over three days at the end of June and then again in early July when major flooding resulted in operational breakdown for many services. Clear leadership and strategic management were evidenced in the way the area continued to function, focusing on the management of high risk offenders in the community. During the inspection we saw evidence of exceptional commitment from management and staff in maintaining contact with offenders and contributing to public protection in the area.
- (c) The area had in place processes to receive and distribute business planning information and tasks. This included creating a three year plan as well as annual plans. A number of consultation arrangements enabled staff and partners, e.g. the CDRP, to contribute to the development of plans and reviews.
- (d) The Board sub-committee structure had been designed to align with organisational priorities. Board members had links to operational managers and focused on specific issues. Middle managers were involved in the planning process on a project basis and specialist managers helped to establish targets for the area. We were impressed by the level of motivation and involvement we found among the middle managers interviewed.
- (e) We found strong strategic ownership of MAPPAs and the SMB. Relevant ACOs chaired MAPPAs Level 3 meetings and the lead ACO attended the SMB. An ACO was dedicated to providing regular

information on performance. The SMB continued to oversee arrangements for the management of Level 2 and 3 cases, but the reviews were all managed solely by the probation service. Regular, joint probation and police MAPPA audit and review processes ensured that procedures operated in line with national policy and enabled underperformance to be rectified.

- (f) The inspection team found that ETE provided a good example of effective strategic work. The clearly defined business plan and the strategic plan effectively linked ETE. They provided strong strategic direction for the area through challenging and measurable targets. Detailed and focused self- assessment was undertaken and measured against a range of local and national targets to provide focused direction for the service and to set out planned actions to deal with identified organisational risks. An impressive range of external agencies was used to support various activities and projects. The area actively sought external funding, e.g. the XL Project, in order to provide offender support for courses above Level 2 and for specialist projects. The area held a contract in its own right with the LSC, under the OLASS provision, to provide IAG for offenders within the county.
- (g) There was a considered approach to the dissemination of policies which took place in a variety of ways, e.g. workshops, team briefings, emails to staff, and county management group and SMT surgeries. Policies and procedures were available electronically to all staff on the intranet. Most staff who took part in inspection meetings and 92% of those interviewed individually said that they felt well-informed about policies and procedures.
- (h) The area played a lead role in developing protocols for drugs work linked to PCT health strategies. It also had a lead role in developing a drugs intervention programme. Through the PPO strategy, the area had developed strong links with other agencies, via the police, and was seen as making a real contribution to local crime reduction strategies.
- (i) We found examples of the area engaging with the local authorities to improve offender access to local services. In particular the area had played a key role within the Supporting People commissioning body to increase the number of supported accommodation projects available to offenders across the county. Offender accommodation was seen as a major problem in rural areas. Gloucestershire had also secured funding from the ROM for the delivery of training to local accommodation providers and Ryecroft staff by a voluntary sector provider. This work was identified as essential in addressing homelessness and offending.
- (j) The area had an active Directing Diversity Group which had multi-grade/role membership and was chaired by the CO. All new policies and procedures were referred to this group as a routine part of the area's planning process. Data was collected biannually by ethnicity and used to inform the SMT business plan. Gloucestershire Probation Area had low numbers of staff belonging to diverse ethnic groups,

although higher than reflected in the county's population as a whole.

- (k) Almost 80% of staff interviewed by us rated the professionalism of their manager as sufficient or excellent and 77% stated that managers modelled positive leadership behaviour.
- (l) The area was clearly receptive to the findings of regulatory bodies and had acted on their findings to improve performance. Examples included the use of internal and regional audit days. The area had also responded positively to the intervention and scrutiny of the NOMS for 18 months.

#### **Areas for Improvement:**

- (a) Although 92% of offender managers said they were well-informed about policies and procedures in the area a large number also described feeling overloaded by the volume of information they received. This had, they felt, led to some vital information being ignored or lost.
- (b) There was limited evidence of the perspective of service users featuring in planning processes. Some initiatives had been taken, for example questionnaires for sentencers, but returns had been relatively low and it was acknowledged that more attention needed to be paid to ensuring that feedback from service users was used strategically. This would gain increasing importance with the growth of contestability and the development of a contracting environment in the delivery of services to offenders.
- (c) The area had liaison arrangements in place with Crown and magistrates' courts. However, only half the sentencers who commented on liaison in the HMI Probation questionnaire said that arrangements were effective and that they received regular information about probation policy and practice. There was general agreement among sentencers about the need for more routine performance information on sentencing. Although sentencers made many positive comments on the quality of court staff, there was a concern that the provision of staff was not sufficient in some courts.
- (d) It was clear that the probation service was highly valued and respected by a range of partners. However, some commented that during the period of special measures they felt the area and its senior management had withdrawn and were no longer initiating change routinely at a strategic level. This was perhaps understandable in view of the need to pay attention to 'domestic' challenges. This issue was commented on also by middle managers, who described the area during the period of special measures as adopting a "*siege mentality*". It was felt that this had resulted in the area following changes rather than leading them. This was disputed by the Board and SMT who felt that there were a number of areas where they had initiated new developments, both in public protection and meeting offender needs.
- (e) The high numbers of offenders being referred into MAPPa at Level 2 had caused blockages in the system. This had contributed to a



decision to develop a further MAPPA coordinator post to be funded by probation.

**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**

**Summary of results for Gloucestershire from the NOMS Integrated Probation Performance Framework (IPPF): April-September 2007**

<b>IPPF domain</b>	
Public Protection	Good Performance
Offender Management	Good Performance
Interventions	Passable Performance
Operational Capability, Resource Use and Strategy	Good Performance

<b>Area score</b>	<b>Good Performance</b>
-------------------	-------------------------

Detailed results for each metric making up the above domains are at Appendix 1.

**Strengths:**

- (a) The area moved into NOMS special measures in May 2006 as a result of poor target-related performance. Prior to going into special measures the area had developed a management strategic plan that involved restructuring the service to promote a performance culture. A Performance Management Policy and Strategy was written and each had been updated annually. One of the main features of the strategy was its Terms of Reference for a performance panel that was established to meet with middle managers to hold them accountable for their team's performance. An ACO for performance was appointed to implement the strategy. Weekly performance meetings were also introduced. The area was taken out of special measures after 15 months in June 2007. From April 2006 the area had been in the top third of all areas and under the NOMS IPPF for the second quarter of 2007/2008 Gloucestershire received an overall score of 3 (good performance).
- (b) The Board had clear oversight of performance across the area and performance data was considered at the panel dedicated to this purpose. Reports to the Board were detailed and used a traffic light system where both strengths and areas of underperformance were highlighted. Additional information was requested if a concern was identified. The SMT was provided regularly with data against the nationally prioritised targets. These reports were disseminated throughout the organisation via the intranet. Performance panels comprising the Board Chair, two Board members, CO, ACO and middle manager met every six weeks to discuss individual team performance and hold managers to account.
- (c) Gloucestershire Probation Area restructured in 2006 to include practice manager posts whose role was to focus on the quality assurance of OASys. Although we had some concerns regarding the quality of OASys and delays in countersigning, the practice manager posts had clearly contributed to the area's improved performance against national targets. The role should, we believe, be further developed to improve the quality of OASys, in particular sentence planning.

The area's primary quality assurance tool was NSMART. This monitoring was carried out in line with NOMS guidance. Gloucestershire also used standard feedback forms on every case that had been subjected to NSMART monitoring. This form was used at a team and senior management level and in supervision with the offender manager for developmental work.

- (d) The area had a positive approach to regional work in several areas of service delivery. The NOMS regional improvement and development manager said that the Gloucestershire CO met monthly with other COs in the region and had fortnightly teleconferences to manage the operational business.

There was a good track record of operational and practice groups meeting with other areas in the region, to share best practice and

to support good implementation. These groups were being used to look at value for money in terms of efficient delivery, e.g. project on work with victims.

The area had also been involved in a number of regional benchmarking events; the most recent compared accredited programmes and unpaid work.

- (e) Diversity data were collected and reviewed half-yearly through the Directing Diversity Group. A report to the group was given in relation to gender and race on successful completions and PSR concordance. Members of the group had met with the area's information manager to look at ways of improving the collection and breakdown of REM data.

#### **Areas for Improvement:**

- (a) Despite the introduction of the practice manager posts to oversee the performance of OASys we found significant delays in the countersigning of assessments and sentence plans. This had led to delays of more than two months being common, and in one case a delay of six months. If these delays were replicated across the area's caseload it would affect performance against national targets and would have limited positive impact on the quality of assessments.
- (b) Although we were pleased to find that a performance culture had developed among most offender managers interviewed, we were concerned that offender managers were more able to describe their role in relation to meeting targets than in respect of the quality of practice and outcome-oriented performance. In our meeting with the area's strategic leaders, we found clear acknowledgment of the need to move away from a narrow focus on achieving targets to a broader quality agenda.
- (c) Achievement of skills for life LSC targets in 2006/2007 was not satisfactory. Ninety awards were achieved against an area LSC target of 120 awards. The area had produced a self-assessment framework to evaluate its ETE provision and developed an improvement plan. The Ofsted inspectors found the plan to be comprehensive and well structured, with clear targets for improvement.

**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) In Gloucestershire we found that the area had followed the national model for the implementation of both Phases I and II of the offender management model. Workforce planning was premised on maintaining the balance of POs/PSOs in offices according to the demands of the work. The area had undertaken the difficult task of re-allocating staff to those teams with the highest demands, ensuring that there were adequate resources in the delivery of interventions. However, there still remained an imbalance (see AFI 4.3).
- (b) Resources were deployed with RoH as a clear priority. High and very high risk cases, although held within the OMU, were managed by qualified probation officers. Lower risk offenders were held by PSO staff in OMUs. The area had managed to maintain specialist DRR and PPO clusters within the offender management model and these two offender categories were combined in the same cluster, recognising the strong links between them. We were informed by middle managers and offender managers that this had improved the links with external agencies and treatment providers and enhanced the quality and regularity of cross-agency review meetings.
- (c) There was a transparent process for prioritising and allocating offender management work which was accessible to all staff on a 'shared data' folder and had been fully discussed with the trades unions. The area was introducing the national workload measurement tool, alongside planned restructuring. The tool was supplemented by additional information from the tiering structure to respond to local needs. Nominal maximum workloads had been identified in each of the five offices across the county.
- (d) A budget strategy for 2007/2008 and 2008/2009 had been discussed by the SMT. The area's budget against projected needs for 2007/2008 required savings of £477.000, representing over 9% of the main resource allocation. Over 80% of the area's expenditure related to staff costs; hence the largest proportion of savings had been made by freezing posts. The Board and SMT had developed a staffing strategy in consultation with the unions. Although there had clearly been an impact on staff morale, as evidenced by our interviews with offender managers and other staff groups, in general we found staff to be aware of the area's financial restraints and motivated.
- (e) The area had implemented two new systems (HR and finance) to improve the management of resources and provide reports ensuring

the availability of appropriate and timely information. There had been a regional approach to both these implementations to reduce cost and increase efficiency. Staff were aware of the workload priorities and the decisions that had been made in relation to allocation.

- (f) The area's Directing Diversity Group carried out equality impact assessments on all new policies and procedures including the impact of resource issues. The area also had race, gender and disability equality action plans and produced a biannual diversity report that contributed to SMT business planning.
- (g) The area had, over a number of years, secured external funding for a wide range of core projects and initiatives, in particular funding for offender ETE and accommodation. For the financial year 2007/2008 the area had raised £871,818; an increase of 3.4% on the previous year.

**Areas for Improvement:**

- (a) The inspection team reported having interviewed a number of unqualified offender managers who were supervising high RoH cases without sufficient skills or training. Although the area acknowledged this problem and had in place a plan to address it (see Strengths in 4.1), we saw little evidence of priority being given to address the imbalance within the OMUs or of greater management oversight in these cases.
- (b) Whilst the knowledge and skills of probation staff in court were recognised by sentencers who completed the HMI probation questionnaire and within the strategic partners' meeting, some concerns were expressed in the questionnaire that staffing levels were not always sufficient to provide appropriate information to aid sentencers in decision-making.
- (c) Although it was clear that the area had a procedure for spreading best practice learning among the Board and management, particularly in relation to SFOs, there were few structures for sharing best practice across the area. We found some excellent practice among TPOs but there was a tendency for practice to be developed in isolation.

**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.*

**Satisfactorily met**

**Strengths:**

- (a) The area's organisational structure fully supported the offender management model and there were ACO leads for offender management and interventions. A staffing review had been undertaken and this had highlighted that there was an imbalance both in the levels of staffing and grades. This had led to restructuring of the service, which was underway. The SMT told us that the two areas that needed addressing were the employment of more qualified POs and improvements to the PSO qualification to enable PSOs to complete OASys to a standard that would no longer require countersigning, except in high and very high risk cases.
- (b) The SMT used a variety of methods to ensure that operations met national, local and regional requirements. A local workload measurement tool was used to monitor resources in relation to offender management teams and as an aid to recruitment decisions.  
  
The SMT had developed a shared resource approach. This was mostly evident in the administration team which was allocated as necessary across the county. Administrative support staff who were interviewed said they were now working more flexibly, redeploying services across the area to fill gaps as required. This was validated by managers and internal keyworkers who said that the programmes team carried out some work for the offender managers to provide a better balance of resources.
- (c) The area had a comprehensive and costed staff development and training plan which covered all roles within the organisation. There was a schedule of training events on the area intranet. An audit of PSO skills had been undertaken to inform their training and development. When interviewed in the inspection, 71% of offender managers considered their training and development needs were sufficiently met and 14% reported that their needs were excellently met.
- (d) All but one of the offender managers interviewed were clear about their role in the offender management model. Offender managers with cases in the custody sample were aware of the roll-out of Phase II of the offender management model within secure establishments and the requirements on them and offender supervisors in prisons.
- (e) Ten TPOs were interviewed in their role as offender managers during the inspection. We were particularly impressed by the quality of the TPOs we met and the standard of work they had undertaken with offenders. All ten told us they believed their training and development needs were being met.

- (f) There was evidence of a constructive working relationship with both unions (NAPO and UNISON) and of their involvement in developing strategies, e.g. the introduction of workload management and qualifications for PSOs. The unions were represented on the Directing Diversity Group and budgets were regularly discussed. The SMT consulted the unions as part of its development of the area's strategy.
- (g) The area had worked hard to improve sickness absence rates through the introduction of a comprehensive policy and guidance. This included training for all managers and the use of practice managers to address issues of stress. Significant improvements had been realised by this approach.
- (h) Of offender managers interviewed, 83% reported receiving supervision at least on a six-weekly basis; 88% were satisfied with the quality of supervision received from their line manager, with 21% describing it as excellent. Administrative support staff told us that they received supervision every six weeks.
- (i) Appraisals had been completed for 97% of the offender managers interviewed and most could give examples of objectives that were clearly linked to the business plan.
- (j) The area operated with full regard to the Race Relations (Amendment) Act 2000. A revised Race Equality Action Plan was in the process of being implemented. Gloucestershire Probation Area had increased the proportion of its workforce who were from black and minority ethnic backgrounds over the past three years.
- (k) The area had undertaken further regional work including the development of shared services in respect of finance, payroll and HR. There were also negotiations taking place with Wiltshire regarding shared services for HR posts and training managers.

**Areas for Improvement:**

- (a) We were concerned that levels of supervision for PSO offender managers were generally less frequent than their offender manager colleagues.
- (b) To improve both the completion and timeliness of appraisals the area moved to a self-appraisal system as per the national template which, it was claimed, encouraged ownership of the process. Among staff interviewed we found a great deal of scepticism about whether the new appraisal system was meaningful or fair. Staff generally felt that the change reflected a lack of respect for the work they had undertaken and had been introduced purely to meet a target.
- (c) Only just over a quarter of the offender managers interviewed (28%) recalled having completed an ethnic monitoring questionnaire within the area in the previous 12 months.

- (d) Middle managers, while generally describing the level and quality of the supervision and training they received as good, said that supervision was totally performance-focused and that little attention was paid to their own development needs.
- (e) The majority of external keyworkers interviewed, in particular college staff, had not received an induction into the probation service - a gap which, it was felt, had led to some confusion over differing roles.

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

**Partly met**

- (a) The outcomes of SFO reviews were scrutinised regionally and there was a process in place to share learning within the area also. In the 18 months prior to the inspection no SFOs had gone to Stage 4. All learning points were actioned and a quarterly report was passed to the Board.
- (b) Middle managers told us that they received good quality performance monitoring data, with information broken down by teams and individual officers, which enabled them better to manage performance of their teams. Audit of all MAPPA cases found a disproportionately high number at MAPPA Level 2. This had led to a review of this level of cases and a decision to employ a second MAPPA coordinator to gatekeep referrals.
- (c) The majority of offender managers informed the inspectors that they were informed of their own and their team's targeted performance. Middle managers gave examples of using the performance data in both team meetings and individual staff supervision. Senior managers, including the CO, wrote to teams and individuals to recognise good performance.

**Areas for Improvement:**

- (a) The area had recently conducted a survey of local sentencers. However, the completion rate was low and we saw no evidence that feedback from service users and stakeholders was routinely collated and evaluated to use in improving service delivery.
- (b) Although the area's unpaid work unit collected information from offenders completing their unpaid work requirement and the beneficiaries of the service, we saw no evidence of this information being routinely used to improve service delivery.
- (c) The area did not have structures in place formally to assure the quality of its ETE provision. Many of the providers had their own systems and these were not monitored sufficiently by the area.

Learners' achievement was not analysed by cohort to help identify problems. The comparison of course outcomes was considered to be underdeveloped. Although the inspection team found some quality improvement and self-assessment processes being introduced into the area's ETE structure, these were underdeveloped and at an early stage of implementation.

- (d) The area was monitoring sentencing proposals and disposals but there was no systematic comparison of this against information on sentence completions and outcomes.
- (e) The area had recently carried out a staff survey which showed some positive results in relation to both diversity and the approachability of senior management. However, although the results were discussed by the SMT and the Board, the area had no systematic process for the feedback of results or to make use of the learning points.
- (f) Although complaints were collated and fed back to the Board, we saw no evidence that learning from complaints had been used to inform staff appraisals, improve future service delivery or in the development of staff training.

**4.6 General Criterion: COMMISSIONING OF SERVICES**  
*There is efficient provision of effective services to support offender management outcomes and to ensure equal access to provision for offenders.*

**Partly met**

**Strengths:**

- (a) Gloucestershire Probation Area had actively engaged in the development of the regional commissioning plan and its sub-contracting plan with the ROM. Potential partners from the voluntary community and private sectors had been identified through conferences and other activities, and a regional procurement strategy was in place which was intended to ensure that local commissioning was based on Best Value principles. Directly commissioned services were subject to quarterly review processes to ensure that targets were met and outcomes were being achieved. Joint arrangements were in place appropriately through DAATs and Supporting People commissioning bodies.  
  
The area also commissioned drug and alcohol services provided by GDAS. These services supported the work of the ASRO accredited programme.
- (b) Whilst the area had no formal commissioning strategy, it was, however, seen as an intrinsic part of all other strategies. We also found that all of its partnership work was underpinned by a commissioning framework and that a variety of services were commissioned from voluntary and community sector organisations to provide services to offenders. These included services for the

delivery of ETE, drug and alcohol services, victim support work and forensic psychology.

- (c) The area had shown initiative and had explored running programmes jointly with HMP Gloucester and also had involvement in national and regional initiatives, e.g. countywide IDAP, to address non-statutory perpetrators in the community.
- (d) During the inspections we found that in 80% of cases offender managers believed there were no gaps in services that affected the management of these cases. Services relating to ETE were rated sufficient in over 90% of cases. Services relating to health, drug and alcohol services were rated over 80% sufficient.
- (e) We found evidence of developments in Gloucestershire in relation to improving Best Value at a local and regional level. The area had undertaken Best Value exercises and cost benefit analyses in relation to programmes and unpaid work. Parallel to this process the area's Business Development Group reviewed and commenced procurement exercises for existing interventions' delivery.
- (f) Gloucestershire had a significant number of offenders who lived in rural communities. The area had maintained offices in a number of sites across the county. The area had a transport policy to ensure that offenders are able to attend programmes outside their area. During the inspection we saw evidence that all-women Think First programmes were run and that interpreters were routinely used.

**Areas for Improvement:**

- (a) Although the area had a range of voluntary and community sector organisations from which it commissioned services, the amount of money the area budgeted to spend on commissioning in 2007/2008, and the range of services, were significantly reduced. The budget was down by 17.1%.
- (b) As described above, in the majority of cases inspected we found no firm evidence of gaps in services delivered that adversely affected the management of those cases. The only exception to this was in the delivery of psychology and psychiatric services where 36% of offender managers believed gaps in these services had adversely affected their management of some cases.
- (c) Despite the introduction of offender management and the role of offender supervisors in prisons, the quality of relationships between offender managers and prisons was variable. During the inspection of custody cases we saw some individual examples of effective working arrangements between the two organisations. However, this was not consistent and in 30% of relevant cases concerns were expressed about the effectiveness of liaison and working arrangements between offender managers and prison-based offender supervisors. In the case files we assessed there was little



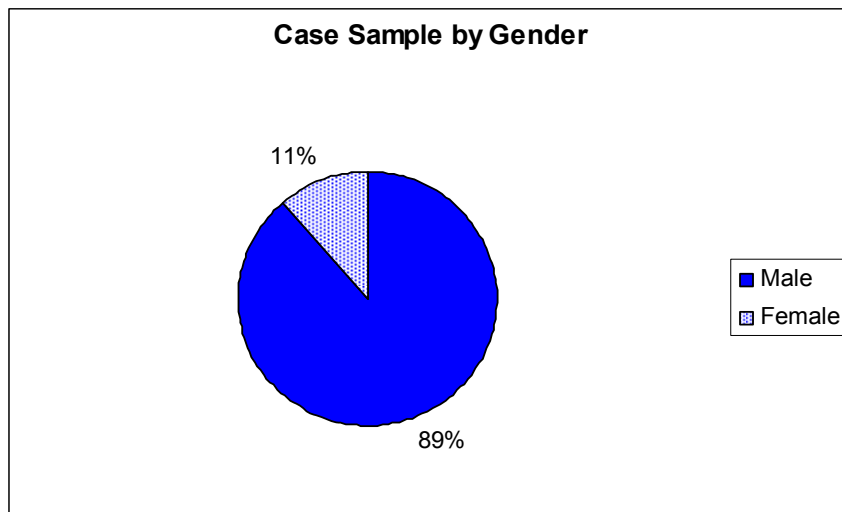
evidence of routine communication and information-sharing.

- (d) Although the area had decommissioned some services, we did not see evidence that the area was incorporating a user perspective in commissioning, maintaining or decommissioning services.

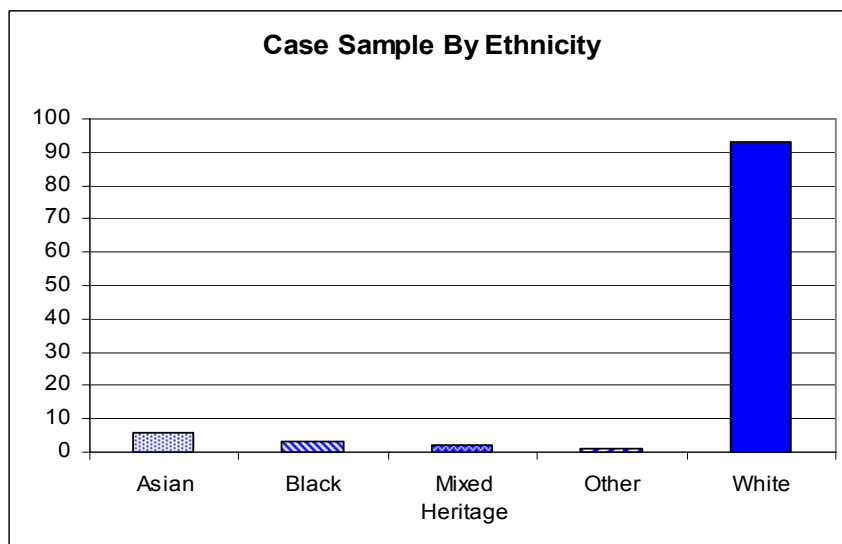


## APPENDIX 2 Contextual information

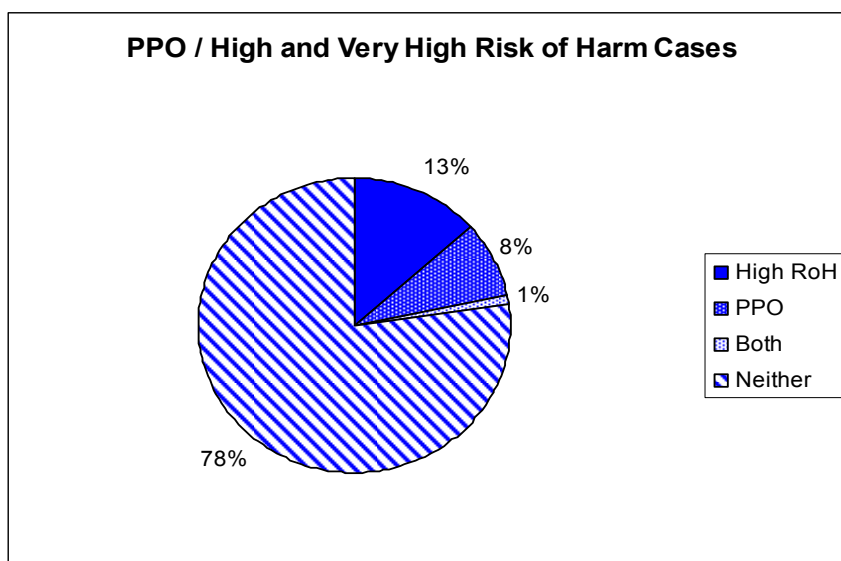
The chosen sample takes into consideration the number of female offenders in the area. A representative number is then included in the sample of cases.



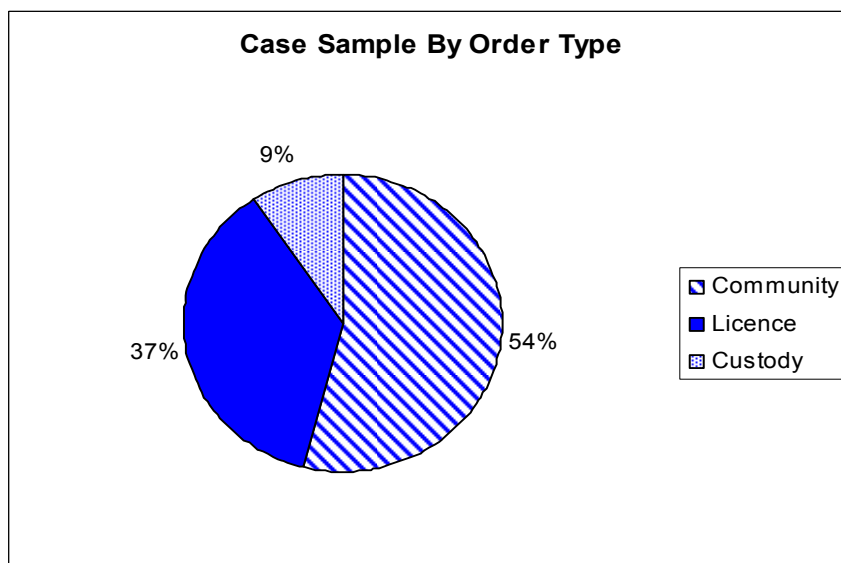
The chosen sample takes into consideration the number of black and minority ethnic offenders in the area. A representative number is then included in the sample of cases.



Each case sample contains a representative number of high risk and PPO cases.



Each sample is made up of 40 licence cases, 60 community order cases and 10 custody cases.



## Caseload at end of March 2007

Total caseload	1,906
% <i>White</i>	89.5%
% <i>Minority ethnic*</i>	10.5%
% <i>Male</i>	88.9%
% <i>Female</i>	11.1%
Number of cases subject to MAPPA:	13.8%
Level 1	147
Level 2	122
Level 3	8
Number of PPO cases	85
* Excluding cases for which ethnicity information is not available.	

The local definition of a PPO case – on which the above figure is based – is any offender who is assessed as being a prolific and other priority offender.

**Total revenue budget in 2006/2007:** £6,872,000.

**Total revenue budget in 2007/2008:** £ 7,223,000.

**Approved premises:** Ryecroft capacity 16.

## **APPENDIX 3**

### **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 4

### 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 5**

### **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 National Offender Management Service 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 whose work 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 whose work 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 publishing 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 our work, including within our own employment practices and organisational processes
- for the organisations whose work we are inspecting, keeping to a minimum the amount of extra work arising 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  
2nd Floor, Ashley House  
2 Monck Street  
London SW1P 2BQ*