

OFFENDER
MANAGEMENT
INSPECTION
INSPECTION

A report on Offender Management in
Greater Manchester

An inspection led by
HM Inspectorate of Probation

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FOREWORD

Greater Manchester Probation Area is to be congratulated on handling the implementation of a significant change programme such as the Offender Management Model in a metropolitan area whilst maintaining a good level of performance. Board members, managers and staff have succeeded in incorporating a new way of working with offenders without losing their commitment to quality service delivery. They have had serious problems with the IT infrastructure on which their electronic offender assessment system (e-OASys) runs, which was performing badly and preventing staff from gaining the benefits of an otherwise sound offender assessment system. The IT infrastructure was provided via a central contract with the National Probation Service. Although the contractor eventually responded positively, these difficulties have distracted staff attention and sapped practitioner energy. This has become an issue in many parts of the country which has been exacerbated by the recent introduction of connectivity with prisons. It appears to have been a particularly acute problem in Greater Manchester. This also impacted on our running of the inspection – we had to resort to assessing their work by asking the area to print out all records rather than inspecting them electronically as we would prefer to do. It is difficult to know whether the inspection results contained within this report might have been better without such challenges; such have been the frustrations of seriously impaired use of e-OASys.

Bearing in mind such constraints, Greater Manchester has performed well against most of our inspection criteria; particularly in relation to delivering interventions. Whilst the assessment of the likelihood of reoffending was generally very good, assessment and management of Risk of Harm required some refinement, although it had sound foundations. Evidencing outcomes such as offender progress needed further attention. There was an encouraging commitment to good diversity practice and some strong management and leadership within the area.

The area will need to turn its energies increasingly to the challenges of the contestability agenda but need not do so with undue fear.

ANDREW BRIDGES
HM Chief Inspector of Probation

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We would like to express our thanks to the Greater Manchester 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 was greatly appreciated.

<i>HM Assistant Chief Inspector:</i>	<i>Kate White</i>
<i>HM Inspectors</i>	<i>Nigel Scarff, Jane Attwood, Sally Lester, Eileen O'Sullivan, Joe Simpson, Andy Smith, Dorothy Smith, Steve Woodgate</i>
<i>HMI Prisons Inspector:</i>	<i>Joss Crosbie</i>
<i>Practice Assessors:</i>	<i>Jo Bergdahl, Stephen Hubbard</i>
<i>Information Manager:</i>	<i>Kevin Ball</i>
<i>Inspection Admin Officer:</i>	<i>Pippa Bennett</i>
<i>Area Assessors:</i>	<i>Janet Armstrong-Burns, Paul Cavanagh, Michael Commissiong, Nigel Groves, Penny Jones, Tim Kyle, Jacqui Mitchell</i>

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LIST OF ABBREVIATIONS/ACRONYMS

ABPO	Association of Black Probation Officers
ACO	Assistant chief officer
ASRO	Addressing Substance Related Offending
BME	Black and minority ethnic
CDRP	Crime and Disorder Reduction Partnership
CJA	Criminal Justice Act
CO	Chief officer
CRB	Criminal Records Bureau
DDA	Disability Discrimination Act (1995)
DELIUS	The case record system used in the area
DIP	Drug Intervention Programme
DM	District manager
DRR	Drug Rehabilitation Requirement
DTTO	Drug Treatment and Testing Order
ETE	Employment, Training and Education
ETS	Enhanced Thinking Skills
FDR	Fast Delivery Report
GMPPA	Greater Manchester Probation Area
HMCS	Her Majesty's Court Service
HMI Probation	Her Majesty's Inspectorate of Probation
HMP	Her Majesty's Prison
HR	Human Resources
IDAP	Integrated Domestic Abuse Programme
iP	Investors in People
ISP	Initial Sentence Plan
JNCC	Joint National Negotiating Committee
LCJB	Local Criminal Justice Board
LRMM	Local Risk Management Meeting
MAPPA	Multi-Agency Public Protection Arrangements
MAPPP	Multi-Agency Public Protection Panel
NACRO	National Association for the Care and Resettlement of Offenders
NAAPS	National Association of Asian Probation Staff
NHS	National Health Service

NOMIS	National Offender Management Information System
NOMS	National Offender Management Service
NPD	National Probation Directorate
NPS	National Probation Service
OASys/eOASys	Offender Assessment System/electronic OASys
OCA	Office of Classification and Allocation
OGRS2	Offender Group Reconviction Score2
OLASS	Offenders Learning and Skills Service
OMU	Offender Management Unit
PC	Probation Circular
PCO	Prison custody officers
PPO	Prolific priority and other offender
PPU	Public Protection Unit
PSO	Probation service officer
PSR	Pre-sentence report
PT	Performance target
RAF	Resource Allocation Formula
RAMA	Risk Management and Administration
REM	Race and ethnic monitoring
RoH	Risk of Harm
ROM	Regional offender manager
TPO	Trainee probation officer
SFO	Serious Further Offence
SMB	Strategic Management Board
SDR	Standard Delivery Report
SOTP	Sex Offender Treatment Programme
VLO	Victim liaison officer
YOI	Young Offender Institution
YOT	Youth Offending Team

SUMMARY

Assessment and Sentence Planning

Reports were generally of a good quality and well received by the courts. Assessment of likelihood of offending was comprehensively and accurately assessed. Engagement with the offender involved assessment of individual needs and methods likely to be most effective but more cases required basic skills screenings and full assessments. Sentence planning was not central to the management of cases and required attention in terms of several aspects of quality, timeliness and the involvement of offenders and others in the process. In the majority of cases, offenders had been allocated to the correct tier.

Implementation of Interventions

Offender managers motivated and prepared offenders for interventions and coordinated the work of others. Most aspects of reviewing sentence plans, including sequencing requirements, could be improved. Not enough work had taken place with prisons and others to prepare offenders for release. Consistent attention was given to issues concerning victims in most cases. Induction, frequency of appointments, monitoring attendance and enforcement were definite strengths in the area. Constructive interventions challenged the offender and work was directed at reintegration issues. The timing of accredited programmes was not consistent with the sentence plan with offenders experiencing substantial delays before they could start. Full and proper attention was paid to diversity issues in most cases.

Achievement and Monitoring of Outcomes

The three sentencing objectives of punishment, help and control were broadly achieved, but the fourth, change, only to a lesser extent. Nearly all offenders said they were less likely to offend as a result of their supervision although nearly a fifth had. Most offenders had complied with the requirements of their sentence. There had been no improvement in criminogenic factors in over half the cases but there was evidence of staff responsiveness to Risk of Harm through changes in restrictive interventions and decreasing levels of management under Multi-Agency Public Protection Arrangements. There were felt to be direct benefits to the community in just over three-quarters of those cases where unpaid work had been undertaken. Resources allocated were consistent with the offender's Risk of Harm and likelihood of reoffending. There was continuity in offender management. The application and consolidation of learning and skills was lacking. Structured sentence planning was not given a high priority which concurs with earlier findings.

Leadership and Strategic Management

Senior managers had focused on communication with some success. Managers contributed to regional developments and initiatives and were well thought of by sentencers and strategic partners. Resources were dedicated to diversity which was prominent within the organisation as demonstrated by a new structure of governance. There were good working relationships under Multi-Agency Public Protection Arrangements, particularly with the police. However the areas own risk administration management arrangements had not

been fully implemented. Senior managers had been trying to resolve the problem with the IT infrastructure, which was causing difficulties for staff when they were completing the electronic Offender Assessment System form.

The area had given full attention to performance targets and applied a project management approach to tackle shortcomings. Varied performance between districts continued to be an issue. The current tool to allocate resources required refinement, even so the area had generally deployed them appropriately. A useful workforce plan had been produced and the area had been addressing sickness absence. However there were a number of human resource issues that required attention. The lack of clarity concerning the role and duties of probation service officers, which was an issue for the National Probation Service, was impacting on the implementation of the offender management model. The area was in a good position to develop its capacity to review and evaluate outcomes building on the work of its research and evaluation team. A comprehensive review of commissioned services had taken place and there were numerous examples of effective partnerships but there were some gaps in provision. Senior managers acknowledged that a strategic overview of this area of work would be beneficial.

Risk of Harm

Assessment of Risk of Harm could be improved in all cases, in particular drawing on other information and assessments from different sources and by addressing victim issues. Risk management plans were not being completed for some medium Risk of Harm cases. In a number of cases evidence of management involvement in respect of child safeguarding issues was lacking. The Risk of Harm classification and Multi-Agency Public Protection Arrangement status, although communicated internally, was not always shared with external workers. An outline of how Risk of Harm would be managed and how interventions would either reduce or contain risk of harm was addressed in most initial sentence plans.

When a review of Risk of Harm was completed, ongoing planning generally protected the public; however a number of reviews were completed late. There was evidence that in some cases offender managers were not responding to significant changes in behaviour either by reassessing Risk of Harm or acting swiftly and appropriately. Staff contributed to Multi-Agency Public Protection Arrangements which were in the main effective. There were a small number of cases that could have benefited from a Level 2 meeting and it was not clear if there was management involvement in the cases of all Level 1 offenders. However, overall cases were receiving the correct level of management.

Restrictive interventions were in the main delivered to identified ends and had met the control requirements of the sentence; although recall was not properly executed in every case. Home visits could have been used more effectively as an intervention. Nearly all interventions were fully monitored and a good range were available and being effectively used in approved premises. Licence conditions were commensurate with the Risk of Harm, likelihood of reoffending and protection of victims.

SUMMARY OF SCORES

Outlined below in Chart 1 are percentage scores for each OMI Criterion in sections 1-3. A line of priority for improvement is also indicated. The scores which fall below this line (which is not a line of *sufficiency*) indicate those criteria which form a primary focus for improvement. 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. Full details of our Scoring Approach are contained in Appendix 3.

Chart 1: Scoring of sections 1-3:

OMI Scoring - Greater Manchester (July 2006)

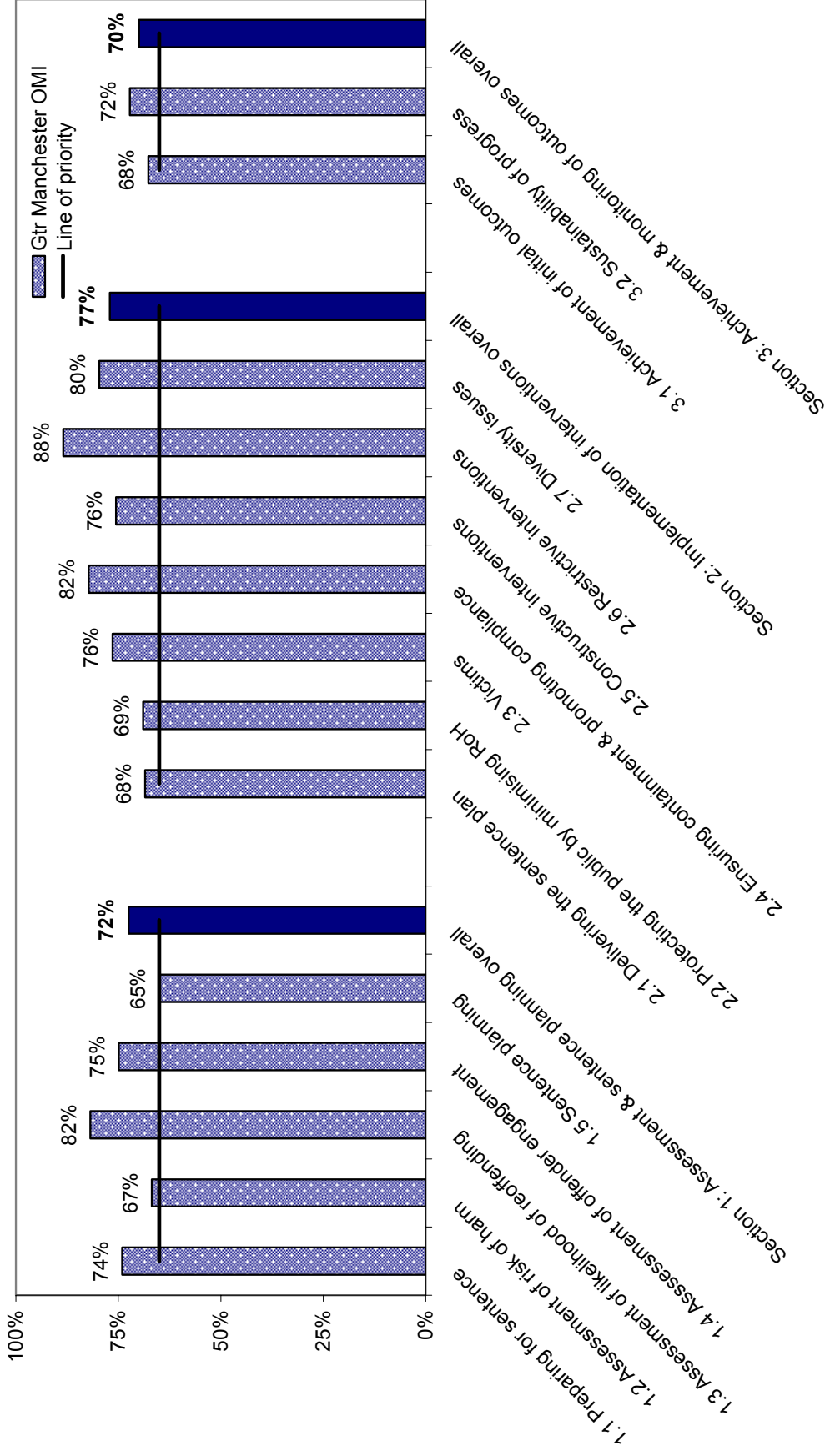


Table 1: Scoring of Section 4:

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

Table 2: RoH Thread

Score for RoH thread	72%
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RECOMMENDATIONS FOR IMPROVEMENT

Improvements are necessary as follows:

1. accurate and comprehensive RoH assessments are completed and regularly reviewed in all cases
2. the quality and timeliness of risk management plans meet the standard defined nationally
3. all sentence plans and reviews are done, on time and to a high standard
4. as a matter of urgency GMPA is enabled to make electronic assessments and record cases activity swiftly without shortcomings in IT functionality which inhibit good offender management
5. an appraisal is completed annually for all staff
6. regular quality supervision takes place for all staff
7. the role and duties of PSOs in the offender management model is established and specific training and support provided
8. a strategy for commissioning services is developed.

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 Greater Manchester.

SHARING GOOD PRACTICE

Below are examples of good practice we found in Greater Manchester.

<p>Targeting matrix</p> <p>OMI Criterion: 1.1 Preparing for sentence</p>	<p>GMPA had developed an OASys based assessment tool to guide the assessment process for the preparation of FDRs and a more comprehensive tool for the preparation of SDRs. The tool could also be used for licence cases. For SDRs once the OASys was completed all relevant data were migrated across to the GMPA targeting matrix. For example, the need for a particular accredited programme was based on the OGRS and OASys overall score and specific scores from sections 1–13. Once the report writer had indicated the seriousness level from court, the matrix automatically informed the report writer of what CJ Act requirements were suitable and for which accredited programmes the offender was both eligible and suitable. The matrix also addressed a range of diversity issues including interpreting and signing facilities, prompts for consultation with relevant projects, childcare and literacy. Once the report writer had determined the package that was most appropriate they were prompted to check that restrictiveness was commensurate with the seriousness level and that requirements were compatible. If it did not meet the stated purpose(s) of the intended sentence an explanation was contained in the report. The targeting matrix helped practitioners by matching offender needs as assessed in OASys within the context of the criminal justice framework and identified suitable interventions. It simplified a relatively complex process.</p>
<p>Children safeguarding</p> <p>OMI Criterion: 2.2 Protecting the public by minimising RoH</p>	<p>Kevin had committed a theft from a vehicle. The offender manager, however, identified issues of potential neglect of Kevin’s children partly because of his drug misuse. An appropriate referral by the offender manager was made to Children’s Services followed by active involvement in case conferences and core groups. This activity was supported and enhanced by adding an objective to the sentence plan about parenting skills and child safeguarding, which ensured that RoH was addressed constructively with Kevin.</p>
<p>Working with substance misuse</p> <p>OMI Criterion: 2.5 Constructive interventions (Help and Change)</p>	<p>Brenda was sentenced to a community order with a supervision requirement, a drug rehabilitation requirement and a requirement to complete ASRO. She had a history of substance misuse. Six months after sentence, despite moving to a different district, she had spent one week in a residential detoxification unit, had been drug free for several weeks and was benefiting from ASRO, which she had nearly completed. She had also resumed regular contact with her eldest son. There were clear</p>



indications that Brenda saw her offender manager as a positive role model. There was also evidence of substantial progress in her health, attitudes and she had stopped offending. The offender manager had used probation and commissioned drug services to ensure a range of provision was applied to address offending and her drug misuse.

Managing restrictive interventions

OMI Criterion: 2.6 Restrictive interventions (Control)

Paul was a young offender assessed as high RoH and a PPO subject to a licence. He was released to approved premises. He had a history of non-compliance and had previously been recalled from approved premises the first time he was released on the current licence. Paul was managed under a PPO scheme which provided an enhanced level of contact. This included home visits in the evenings and weekends to the approved premises by the offender supervisor and police officer. All restrictive interventions were managed and coordinated as part of the risk management plan and sentence plan. The objective was to reinforce the enhanced contact with the scheme and provide a clear message about boundaries and expectations additional to those given by his key worker in the approved premises.

Building on work completed in prison

OMI Criterion: 3.2 Sustainability of progress.

Geoff had been released on licence after serving a long prison sentence. While in prison he had completed numerous training courses including two accredited programmes. He had gained certificates in alcohol awareness, credits in social and life skills and practical qualifications related to first aid, manual handling and cleaning operators' proficiency. Geoff and the offender manager built on his achievements in prison through the sentence plan. Since his release he had gained further qualifications in fork lift truck driving and completed over half of the Think First accredited programme. The offender manager has received positive feedback about Geoff's participation. Geoff had been successful in gaining employment.

A comprehensive workforce plan

OMI Criterion: 4.4 Workforce Planning and Development

The area had produced a workforce plan for 2006/2007. It was an overarching document which integrated an analysis of the present staffing group, profiles and trends, including diversity aspects, with learning and development. It summarised the challenges that faced GMPA based on the current workforce profile and finished with an action plan which was dependent to some extent on enhanced monitoring of information. It brought together all the different strands of HR management strategically to enable GMPA to manage now and in the future its most valuable resource – people.

OFFENDER MANAGEMENT IN GREATER MANCHESTER

NOMS Offender Management Model - North-West Pathfinder

Since November 2004 the North-West had been a NOMS Pathfinder region with the purpose of putting into operation and testing the national offender management model in both the custodial and community settings. In its early stages the pathfinder had focused on selected offenders in two YOIs - Thorn Cross and Lancaster Farms, and those serving community sentences in Bolton and Stockport in Greater Manchester, the Wirral in Merseyside and in West Cumbria. Later stages of the pathfinder included offenders in Hindley Prison and high RoH offenders and PPOs in both Liverpool and Risley Prisons. A female institution, Styal, had also been included since early this year.

In operating the model the pathfinder had had an open agenda on the type of staff who would become offender supervisors and on the profile of OMUs. The pathfinder had been clear, however, about the role that offender supervisors should fulfil. It had been left to Governors as to how OMUs were set-up and whether seconded probation staff were included or whether they were put into delivering interventions. It was apparent that seconded probation staff were often being used in OMUs for their RoH knowledge and assessment skills, though some OMUs consisted entirely of prison staff.

In testing the model the pathfinder had conducted action research and a process evaluation, with plans to do an outcome evaluation next year when the pathfinder is scheduled to finish. Problems encountered and lessons learned so far had included:

- Population management - this had been found to be the single biggest element that can undermine the model. There needed to be a clear allocation matrix for OCA and closer liaison with offender management teams;
- Indeterminate sentence prisoners - these needed to be seen as a distinct group as they could be subject to a discontinuity in their offender management. As with other longer-term prisoners, indeterminate sentence prisoners seemed to be far more likely to be moved around the prison estate than those serving shorter sentences;
- OASys - the quality of the assessment was critical, with poor initial assessments affecting subsequent assessments and sentence planning. There also remained issues around who was responsible for doing the assessment and offender manager ownership of the assessments;
- e-OASys connectivity - while there were challenges with the use ability of e-OASys, connectivity had been found to improve in exchanging information;
- Cultural changes - offender managers were being required to take on a new role with authority over cases that may be in custody as well as those in the community. It was recognised that new skills were required for this role and training provision was being considered.

There were also clear problems with implementing offender management in the private prison estate. They did not, as yet, have access to OASys in its full form and there were problems with what they were contracted to do, with 'notices of change' having to be negotiated.

Greater Manchester Probation Area

GMMPA had first trialled the offender management model in the community at the Bolton and Stockport offices. It was subsequently implemented in four phases to all ten districts with the result that all offices were in a position to begin operating as OMUs from 31 March 2006.

Introducing offender management involved a substantial structural change from the functional model that had previously been in place. For example, staff had specialised in resettlement work or writing reports. A folder containing laminated process maps for OMUs covering enforcement, breach, transfer in and out, revocation, allocation of reports and procedures for unpaid work to name just a few, was issued to staff.

A policy paper described the offender management of sentences with a custodial element, the structure and roles of staff in prisons and how the role of offender manager interacted with these. A further policy paper outlined the circumstances where a prison visit could be undertaken.

The OMU consisted of a number of key staff including the manager of the unit, offender managers, offender supervisors and case administrators. The offender manager was responsible for assessment and planning, reviewing progress, enforcement and evaluating outcomes. In the majority of cases the offender manager would also be acting as the offender supervisor whose tasks were primarily focused on the day to day implementation of the sentence plan. When the role of offender supervisor was vested in another member of staff that person was required to communicate with the offender manager, ensuring that information about the offender was recorded and that indicators of an increased RoH immediately shared. The case administrator was to oversee and apply as appropriate the processes, procedures and deadlines related to individual offenders; for example prompting enforcement, starting OASys, and closing cases. Admin staff were very positive about the model because it gave them a better working knowledge of individual cases, improved communication, facilitated closer working and improved the potential for staff progression. Within each OMU were 'pods', typically consisting of three offender managers, a PSO, TPO and case administrator, working as a small team and owning the whole caseload. The sharing and spreading of the workload had been one of the most positive aspects of the model.

The planned roll-out of C-NOMIS in Greater Manchester was planned to take place in two stages – in November and December 2007 respectively. Greater Manchester would therefore be among the last areas to receive C-NOMIS. Roll-out to the four prisons in Greater Manchester – Manchester, Buckley Hall, Forest Bank and Hindley (YOI) will also be in late 2007.

No issues with connectivity were raised but more general technical problems with OASys meant the time taken for an offender manager to complete an initial OASys could be up to four hours rather than the average of two hours. This had had a significant impact both on practice and on staff morale.

OFFENDER MANAGEMENT IN HMP MANCHESTER

We visited HMP Manchester to hear of progress with the NOMS offender management model.

HMP Manchester was an adult male, core local prison holding category A prisoners awaiting trial or transfer, as well as prisoners of a lower risk remanded, convicted and/or sentenced. The prison was part of the high security estate.

The OMU was planned to commence operating in September 2006, as required, initially prioritising high RoH cases. The OMU would be managed by a probation DM post funded by the prison and answerable to a senior prison service manager. It was planned to consist of 16 offender supervisors who were prison officers working alongside probation staff. Probation staff would supervise offenders assessed as high RoH. Five prison officers had been OASys trained and were most likely to join the OMU. The role and tasks of the offender supervisor were currently being defined. Based on a desktop exercise each offender supervisor would manage approximately 30 high risk cases or 50 low risk. The likelihood was that Tier 4 offenders would be supervised by probation officers although this was not certain. The role and tasks of the case administrator, the number required and the boundaries between the various roles was unclear. Much of their uncertainty and frustration was linked to their inability to undertake effective resource planning without the input of the commissioning manager or ROM.

There was some regret about the perceived lack of guidelines from NOMS about setting-up the OMU. There were also concerns about the training package for offender management not being sufficient for staff with limited experience. There was no training planned until 2007.

Generally staff understood the theory and concept of offender management and welcomed it but many felt it would not happen or would be postponed like Custody Plus. Managers were confident that once they had clarity about offender management and were familiar with the training package they would be able to bring staff on board as they did with OASys. Unions had expressed concern about the lack of detail about the offender management model and how it would impact on staffing levels, but they recognised that an OMU had the potential to provide good quality work for staff.

The actual process for an inmate under the offender management model was still being developed. There would be an induction process to explain the offender management system, however it was currently taking up to eight weeks to complete OASys. They intended to deliver additional information to PPOs on induction. The bulk of the population in the prison was from Greater Manchester therefore it was anticipated that offender managers in the community would be able to visit regularly. However, extra resources would be needed in anticipation of increased visits and use of video conferencing facilities. (Due to security reasons, offender managers would not be allowed keys to go on to wings.) There was some doubt that such resources would be made available.

There were issues with identifying PPOs. Areas had different PPO definitions and police and court staff did not always indicate on the warrant if an offender was a PPO. Seconded probation staff checked all reception cases daily to identify MAPPA cases.

HMP Manchester had several programmes available including ETS, SOTP, healthy relationships, a short duration drug programme and also a post detoxification course which was not accredited. However the capacity of the programmes was limited, with only

16 places a year for SOTP and 40 for ETS (the operational capacity of the prison was 1,269). Prison managers were aware that they did not have the staff or facilities to respond to offender managers' future requests for offenders to attend specific programmes as part of a sentence plan. In theory prisoners should be transferred to other establishments where their needs can be met but in reality many short-term prisoners will stay in HMP Manchester due to population pressure. Population pressure also impacts on sentence planning and the planned movement of prisoners around the prison estate. One member of staff stated that *"the age profile is getting younger and younger and we are doing less and less with them"*.

Despite these difficulties, the working relationship with the probation area, both at a strategic and operational level, was very positive. There was a strong belief that there should be joint training, including external probation staff, to foster good working relations. The PPU within the establishment already demonstrated effective joint work between prison and probation staff.

In summary HMP Manchester had enthusiasm and a general belief in the offender management model, but they were in the early stages of planning its implementation. They had serious doubts about their ability to implement the model fully in the context of what they perceived as little direction from NOMS, a lack of resources and population pressure.

OFFENDER MANAGEMENT IN HMP/YOI FOREST BANK

HMP/YOI Forest Bank was a privately operated prison which held category B adult men (remanded, sentenced and convicted) and unconvicted young men aged 18-21.

HMP/YOI Forest Bank was planning to establish a team of 14 offender supervisors, a mix of PCOs. Currently there were three OASys trained PCOs however the establishment had not received funding for OASys which they felt was crucial for the formation of an OMU. For example the introduction of OASys would help with identifying MAPPA cases.

There was a concern that training needs had not been adequately identified. It was acknowledged there was a need to train staff in diversity issues. No specific training had been delivered because the prison was not yet in a position to state clearly what form the OMU will take. The role and tasks of the offender supervisor were seen as managing offenders on behalf of the offender manager and offering support and motivation. There was uncertainty about the role and tasks of the case administrator and the boundaries between the different roles. Although supporting offender management in theory there were doubts about how it would work in practice in a prison environment.

The prison was not included in the Pathfinder project however it had worked with Bolton Probation Office which was involved and had contributed by identifying and working with prisoners from the Bolton area.

The offender management model would involve all prisoners attending an induction. The offender manager would complete the sentence plan. It was anticipated that additional resources would be needed to expand video conferencing and visiting facilities. Probation staff would supervise those offenders identified as Tiers 3 and 4 and PCOs would supervise Tiers 1 and 2.

HMP/YOI Forest Bank faced similar issues as HMP Manchester regarding the identification of PPOs and the movement of prisoners due to population pressure. It was difficult to envisage how the offender management model would operate when establishments could not plan for such moves.

There was only one course available in the prison, a short duration drug programme for prisoners serving 12 months or less. In theory prisoners should be moved to establishments where courses were available but in practice many prisons were selective. Prison managers did not know what programme spaces were available in other prisons. The desktop exercise indicated that a number of programmes should be made available at HMP/YOI Forest Bank.

There were positive relationships with probation areas and probation staff working in the prison felt valued and included in the work of the establishment. The video link facility was used by probation staff to interview prisoners.

In summary HMP/YOI Forest Bank believed that the offender management model would vastly improve services to prisoners. However, as a private establishment, with as yet no OASys facilities, they felt in a worse position than the majority of other prisons. In addition, prison overcrowding, lack of space and access to programmes put in jeopardy their ability to deliver the model.

SERVICE USERS' PERSPECTIVE

Offenders

During the inspection of Greater Manchester we ran eight focus groups in the community setting; three with unpaid work groups; three with accredited programme groups - Think First, SOTP and IDAP; and two at approved premises. In total 53 offenders were interviewed.

All offenders on unpaid work had received an induction and some mentioned an interview with their offender manager prior to their induction which covered what could be gained by completing unpaid work and the options available in terms of work placements. Not all offenders had been involved with the sentence planning process and there were varied levels of contact with offender managers although generally they thought they were helpful. In the main comments about their work placements were positive. Unpaid work was seen as an opportunity to learn and develop new skills and as one offender said *"helping communities and putting something back"*. It was clear that those offenders who completed unpaid work that was linked with a recognised qualification were more motivated. However, some offenders who were restricted to working in a workshop due to their RoH levels found their work meaningless and would have liked to receive more training. Offenders felt they had been treated fairly and any diversity issues had been addressed properly. They were all aware that discriminatory behaviour would not be tolerated. In some cases offenders had experienced being sent home due to staffing issues.

The majority of offenders on programmes were less positive about offender managers. One theme was poor communication either between the offender manager and them or the offender manager and others although there were also some examples of good communication. The extent of the offender's victim awareness was related to the programme they were attending. For those on the SOTP and IDAP programmes there was evidence that offenders had progressed which was less obvious for those on Think First. In addition offenders on Think First were critical about their induction and how long they had to wait to start the programme. However, delays starting programmes was also an issue for SOTP and IDAP. This was particularly the case for evening and weekend run programmes. Few had participated in or were even aware of the sentence planning process. They all agreed that what constituted acceptable or unacceptable absences and the consequences if they failed to attend had been explained to them. Generally offenders thought the programmes were delivered well and were helpful but offenders on Think First and SOTP who had experienced programmes in prison complained about the repetition.

Those approved premises residents who were on licence had not all received prison visits from their offender manager prior to release. Some were told that they could not be visited because they were located too far away. A minority did not know they were going to live in approved premises until shortly before their release. All residents had an induction and a three-way meeting with their offender manager and key worker. However there were significant differences in their experience of the timing and content of these meetings and the level of involvement of the offender manager. One of three residents with the same offender manager who was absent due to sickness felt he was disadvantaged. All residents were aware of the rules and felt they were treated fairly although some complained about curfew restrictions. Their time in approved premises was generally viewed as a positive

experience. One resident said *"I achieved a lot since I have been here, courses inside and outside the hostel"*. It was a place where they could prepare for independence through the support, education and training they had received which in their view meant they were less likely to reoffend. However one of their major preoccupations was move on accommodation which was difficult to obtain.

Out of 150 offender questionnaires issued, 35 were completed and returned. Just over half the offenders who responded had recently been released from prison and in the majority of cases the offender manager had visited them in prison. The main areas in which offenders had received assistance from the probation area were attitudes to offending, thinking skills, emotional well-being and drug use. Nearly all offenders had a good working relationship with the offender manager who had listened to what they had to say. Several offenders made positive comments about their offender manager. They also thought the probation area had made them think about their offending and in three-quarters of cases about victims of crime. One offender said: *"I've a new outlook in life and I'm determined not to go to gaol ever. I've not plans of committing any more offences"*.

Victims

Thirteen questionnaires were sent out to people who had been victims of crime in the case sample, unfortunately none were returned.

Eight victims were invited to the focus group and two attended, one of whom was accompanied by a family member. They were both positive and very satisfied with the service offered by the probation area and communication by letter was clear and understandable. Information about the progress of the offender had helped, as one victim said *"It would make you feel better that he was changing"*. They would have liked more information, specifically whether the offender was showing remorse or what courses they had completed in prison.

Probation staff were described as approachable and prepared to find out as much as they could. Meetings had taken place to set exclusion zones and boundaries had been moved in response to any concerns the victim had. Assistance was offered to victims to write letters to the Parole Board.

All were aware of the victim advocates scheme which was operating in several courts in Greater Manchester and they had all made use of the services offered by Victim Support, which included being taken to court to familiarise themselves with the setting.

Courts

Out of 30 questionnaires sent to sentencers, 28 were completed and returned. Overall they were satisfied with the work of the probation area, in particular the quality of reports and the clarity about the type of report that should be requested. They also thought highly of the knowledge and experience of the manager and staff in court. Sentencers received information about current probation policy and practice and felt that probation engaged effectively with the LCJB. The majority were satisfied with the arrangements for enforcement but less so for fast track enforcement for high and very high RoH and other priority cases. There were issues about the timeliness of reports, having sufficient information when considering a residential requirement in approved premises and staffing levels in courts.

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.

74%

Strengths:

- (a) *In 82 out of 89 community cases a PSR had been written. Where the court had indicated the level of seriousness, all the reports clearly took this in to account. 90% of reports were of the appropriate type. 78% of the sentencers who completed and returned our questionnaire were satisfied with the quality of FDRs and 96% with the quality of SDRs.*
- (b) *A proposal for a community sentence was made in 93% of the reports, which was followed fully by the court in 88% of cases.*
- (c) *Most reports were completed on time using the nationally agreed format. 82% were based on appropriate risk and needs analysis.*
- (d) *The majority of reports were suitably concise, objective and impartial and free from discriminatory language, containing balanced, verified and factually accurate information.*
- (e) *Where self-harm was an issue this was clearly recorded in all reports.*

Areas for Improvement:

- (a) *In nine cases the proposal for a community sentence was not followed by the court and the reason for the court's decision was either not clear or not recorded.*
- (b) *An outline sentence plan was contained in only 38 of the 76 reports (46%) where a proposal for a community sentence had been made.*
- (c) *In only 61% of relevant reports was victim information included.*
- (d) *Some sentencers were critical of the time FDRs had taken to complete, ranging from seven days to three weeks.*
- (e) *Two PSRs were prepared on PPO; only one had clearly outlined the seriousness of the offence, likelihood of reoffending and contained a clear and proportionate proposal. Both reports labelled the offender as a PPO.*

Conclusion:

Performance against this criterion was good.

Strengths:

- (a) *In the majority of cases the assessed RoH classification appeared to be correct.*
- (b) *In relevant cases the RoH analysis accurately reflected the risks to children in 83%, the public in 86%, known adults in 78% and staff in 81%.*
- (c) *A RoH screening was completed or reviewed on release from custody in 93% of licence cases.*
- (d) *A referral had been made to approved premises in 17 cases and all were appropriate and accepted.*
- (e) *In all relevant cases, a risk management plan had been completed within five working days of a community order being made or from the date the case had been assessed as high or very high RoH.*
- (f) *In the sample there were 28 cases within MAPPA, 19 were managed at Level 1 and eight at Level 2. There were no Level 3 cases. Except for one case the classification was clear on the case file. There were a small number of cases where inspectors felt a Level 2 meeting would have been useful but overall the management level allocated to cases was appropriate. The area was keen to ensure that cases were managed at the lowest level.*

Areas for Improvement:

- (a) *The overall quality of RoH assessments was described as satisfactory in only 59% of cases. We cannot say with any certainty that the IT problems experienced by staff had a negative impact on the quality of RoH assessments. However the way staff populated the latter parts of OASys, which included the RoH sections, may have been effected by the excessive time they had already spent completing earlier sections. In three cases there was no RoH assessment and in a further three where an assessment had been completed, it was not clear what the assessed level was. In 11 cases inspectors assessed the classification to be inaccurate. There were also several RoH screening documents that had not taken into account previous convictions.*
- (b) *In 16% of community cases where there was a RoH screening it was completed late and in 12% of all cases it was not accurate.*
- (c) *Insufficient attention was paid to victims issues when assessing RoH in 42% of the relevant cases.*
- (d) *Risk management plans in community orders were comprehensive in 25% of cases (licences 32%). The plan was structured to the required format in 42% of relevant cases. Inspectors found that in a number of medium RoH cases the risk management plan had not been completed, which raised the question of whether some staff were unaware it should be done.*
- (e) *In 21% of relevant cases there was no evidence of effective middle and or higher management involvement in respect of child safeguarding issues in the assessment. Inspectors were also unclear whether routine checks were made to find out if Children's Services were involved in cases.*
- (f) *Where a full RoH analysis had been completed 30% were not sufficient.*

- (g) *In 17 out of 28 cases (61%) there was no acceptable explanation why a full analysis had not been completed when the risk screening document indicated that it should have been done. Inspectors noted that in two FDRs which stated that the RoH was medium, a full analysis had not been completed.*
- (h) *The OASys RoH screening and analysis and any other specialist tool had not drawn on MAPPA, other agencies' and previous probation, prison or YOT assessments in 34% of relevant cases.*
- (i) *Whilst in most cases the RoH classification and MAPPA level of management had been communicated to staff, a significant gap was that ETE providers were not receiving this information and other partners with access to DELIUS and OASys would have to look it up rather than be informed by the offender manager. For internal workers MAPPA status was more difficult to obtain and rarely provided.*

Conclusion: This criterion represents a priority for improvement.

1.3 General Criterion: ASSESSMENT OF LIKELIHOOD OF REOFFENDING
Likelihood of reoffending is comprehensively and accurately assessed using OASys as applicable.

82%

Strengths:

- (a) *In the majority of cases an OASys and OGRS2 score was calculated at the start of the sentence or release from custody, or were Tier 1 cases which did not require a full OASys to be completed.*
- (b) *The overall quality of the assessment of likelihood of reoffending was found to be of sufficient quality in 82% of cases, which included five cases that were excellent. Criminogenic factors were satisfactorily assessed in 92% of cases although positive influences, e.g. supportive and pro-social factors, were less likely to have been identified.*
- (c) *The majority of PPO cases had an OASys assessment completed within five working days of their sentence or release. However, only 62% of them were comprehensive.*

Area for Improvement:

- (a) *Where there were previous relevant assessments available these were not drawn on in 25% of cases.*

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.

75%

Strengths:

- (a) *In 98% of cases a REM classification had been recorded.*
- (b) *In 74% of cases the individual needs of the offender were actively assessed. Where potentially discriminatory or other disadvantaging factors were identified plans were put in place to minimise their impact in 81% of cases.*
- (c) *In three-quarters of all cases full attention was paid to methods likely to be most effective with the offender and their intellectual ability, learning style and motivation to change had been taken in to account at the earliest opportunity.*

Area for Improvement:

- (a) *A basic skill's screening had not been carried out in 38% of cases and a full assessment, where indicated, in 32%.*

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.

65%

Strengths:

- (a) *In the majority of community cases the offender was allocated to an offender manager within the required timescale.*
- (b) *In 95% of cases, steps had been taken to ensure that the offender fully understood the requirements of the sentence and the penalties should they be breached. 94% of offenders confirmed that requirements about supervision and breach were explained to them.*
- (c) *For those stand alone unpaid work cases where there was no requirement to complete an OASys assessment the area had created its own simple but relevant sentence plan.*
- (d) *Some elements of the sentence plan for community cases were completed to a higher standard than others. For example, for medium, high and very high RoH offenders an outline of how RoH would be managed was present in the ISP in 83% of cases and interventions identified were likely to reduce or contain RoH in 84%. Planned contact levels for each requirement were appropriate in 81%.*

Areas for improvements

- (a) *In 16 cases there was no ISP. Although all offenders had been allocated a tier, inspectors found that 19 had been incorrectly allocated. Where cases had been*

allocated appropriately, in 24 planning did not accurately reflect the tier. We found that Tier 3 cases could be allocated either to a probation officer or a PSO. It was not clear on what basis those decisions had been made.

- (b) In 53% of applicable cases the roles and liaison responsibilities of all workers were not clearly defined in the sentence plan.*
- (c) There were 32% of cases where consideration of restrictive conditions or requirements should have been given to minimise the RoH to the public.*
- (d) Overall sentence plans were a sufficient quality in 53% of cases. Subsequent planning accurately reflected the purpose of sentencing in 69% of cases. However, only 50% focused on achievable change and 48% set relevant goals for offenders. The sentence planning document was not actively used as a professional tool by all offender managers with only 49% of plans giving a clear shape to supervision. However, the problems staff were experiencing when completing OASys may also have been a factor which contributed in some way to this result. In some cases sentence plans were sparse; approved premises and external workers were not always involved in their creation.*
- (e) In 29% of community cases where other assessments were available to be drawn on the sentence plan did not reflect this.*
- (f) The ISP was completed within appropriate timescales in only 64% of cases. The sequencing and timing of requirements was sufficient in 63% and 59% of cases respectively. It was not clear from the ISP who would be delivering interventions in 30% of cases and whether arranged contacts were enforceable in 77%. However external workers were generally clear that appointments would be given with them under national standards.*
- (g) From the interventions that were identified in the ISP, only 65% of relevant cases had addressed offending behaviour, 54% met the punitive requirements of the sentence and 69% promoted community reintegration.*
- (h) Sentence planning documents were not sensitive to diversity issues including offender vulnerability in 44% of relevant cases. There was no evidence that the offender had had the opportunity to participate actively in the planning process in 31% of cases. Although 83% of offenders who responded indicated they had discussed the sentence plan with the offender manager.*

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.

68%

Strengths:

- (a) *Arrangements were put in place to prepare offenders thoroughly for interventions and to reinforce new skills with them afterwards in 84% of cases. We found a number of cases where offender managers had completed pre-programme work with offenders. There was also sufficient evidence that the offender manager had demonstrated commitment to their work with the offender and motivated the offender throughout their sentence in 81% and 72% of cases respectively. There were several examples of offender managers motivating difficult offenders. However offender managers could have reinforced positive behaviour in more cases.*
- (b) *In three-quarters of cases there was evidence that the offender manager had overseen and coordinated the work of all workers and there was good communication between the offender manager, other workers and between all staff and the offender. However in some stand alone unpaid work requirements there was very limited involvement of offender managers.*
- (c) *By the time of the inspection all sentence requirements were fully implemented in 82% of cases.*
- (d) *In 70% of cases the overall quality of the offender manager delivering all elements of the sentence in a planned way was sufficient and 5% were excellent.*
- (e) *There were four cases that had been transferred from other areas. In all cases a complete and current OASys was clearly provided by the previous area. In one case the RoH management plan, the first appointment and home visit were not completed within the required timescales.*

Areas for Improvement:

- (a) *In a quarter of cases with more than one requirement in a licence or order we did not find appropriate sequencing of interventions. Nor did work in the community build sufficiently well on activity in prison in nine out of 41 licence cases.*
- (b) *In relevant cases 41% of reviews of sentence plans were poor in terms of timeliness and 33% did not integrate other plans as appropriate. Although in 69% of reviews the work with the offender flowed from the plan coherently only 44% had objectives and milestones that gave clear direction to supervision. Furthermore in 49% was continuing ownership of the plan by the offender sought.*
- (c) *There was insufficient positive, proactive and timely work between prison based staff, offender managers and others to prepare offenders for release in the community in over a half of licence cases.*

- (d) *In a third of relevant cases arrangements were not in place to reinforce new skills with offenders following interventions.*

Conclusion: This criterion represents a priority for improvement.

2.2	General Criterion: PROTECTING THE PUBLIC BY MINIMISING ROH <i>All reasonable actions have been taken to protect the public by keeping to a minimum the offender's RoH to others.</i>	69%
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- Strengths:**
- (a) *Where a review of RoH was done there was evidence of ongoing planning to protect children in 92% of relevant cases; however such planning was less evident for the public, known adults and staff which on average was found in 67% of cases.*
 - (b) *MAPPA was assessed as being effective in 78% of relevant cases and offender managers and other staff contributed to MAPPA in 82%.*

- Areas for Improvement:**
- (a) *RoH to others had been reviewed no later than 16 weeks from the start of sentence in just 57% of relevant cases. The result was better for reviews being undertaken at least every 16 weeks thereafter (73%). However only half of the 48 cases where there had been a significant change was the RoH to others reviewed.*
 - (b) *Thirteen licence cases had been recalled in relation to RoH issues. In two cases the recall did not form part of an appropriate risk management process. In another two cases recall action was not properly executed. Following recall two offenders were not given a clear explanation as to the reason for their re-imprisonment nor were efforts made to re-engage them.*
 - (c) *Changes in RoH were anticipated where feasible in 69% of cases, identified swiftly in 76% and acted upon appropriately in 68%.*
 - (d) *A purposeful home visit to high and very high RoH cases only took place within ten working days of sentence or release in just over half the cases; it was carried out appropriately at a later stage in a fifth of cases. There were only a few cases where home visits were repeated to keep RoH to a minimum and four out of eight cases where they were employed effectively to monitor children's safeguarding outcomes.*
 - (e) *The overall quality of any reasonable action taken to protect the public from harm now or in the future was assessed as sufficient in 71% of cases.*

Conclusion: This criterion represents a priority for improvement.

2.3**General Criterion: VICTIMS***Consistent attention is given to issues concerning victims.***76%****Strengths:**

- (a) *All statutory victim contact cases had been offered the opportunity to comment on proposed released conditions and most had been informed of release conditions in a timely fashion. However only just under half had the opportunity to see a parole report.*
- (b) *Victims viewed their experience of working with probation staff in positive terms. Staff were described as always available and very approachable. Communication with victims was clear and understandable. There was evidence that probation staff were responsive to, and acted on any anxieties victims expressed about the release of offenders from prison.*

Areas for Improvement:

- (a) *Victim awareness work had been undertaken with the offender in only 68% of relevant cases.*
- (b) *Victim safety (including children) was not given a high priority in 25% of relevant cases.*
- (c) *A written offer of face to face contact was not made within 40 working days in three out of 23 statutory victim contact cases.*

Conclusion:

This criterion represents a good performance.

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.***82%****Strengths:**

- (a) *In the majority of cases the offender was offered a full and timely induction following sentence to a community order or after release on licence.*
- (b) *The frequency of appointments conformed to the national standard and was sufficient to facilitate the requirements of the sentence in 88% and 75% of cases respectively. Also appointments were proportionate to RoH considerations and supported the achievement of sentence plan objective in over three quarters of all cases.*
- (c) *Ten out of 13 PPO cases had enhanced levels of contact and a pattern of reporting supportive of all elements of the sentence.*
- (d) *Attention to monitoring attendance across all interventions (95%) and action to support compliance (93%) was very good. In 95% of relevant cases where an exclusion and/or curfew requirement was in place, they were appropriately enforced with effective liaison with the electronic monitoring provider.*

- (e) *Judgements about unacceptable and acceptable absences were consistent and appropriate in 89% of cases. Where required action on breach had taken place within required national standard timescales, especially for high RoH cases and PPOs in 96% of cases. This was very good.*
- (f) *The majority of case records were well organised and had clear REM details however in a quarter the file did not contain all the relevant documentation. The majority of records were clear and timely with just over a quarter needing to contain more detailed information.*
- (g) *The overall quality of practice in relation to promoting compliance was assessed as sufficient in 85% of cases and excellent in 5%.*

Areas for Improvement:

- (a) *Sufficient contact and liaison with the offender by the offender manager prior to release did not take place in 43% of cases and in 42% of cases when such contact and liaison had taken place, it was assessed as unlikely to promote effective offender management in the community post-release.*
- (b) *Unpaid work placements could be improved with 70% matched to the offender, 68% seen as suitably demanding and 76% providing a benefit to the community.*

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.

76%

Strengths:

- (a) *In 81% of cases it was found that constructive interventions challenged the offender to accept responsibility for their offending behaviour and its consequences.*
- (b) *Whilst sufficient work and resources were directed at community reintegration issues in 88% of cases where it was needed, it was found that there were gaps in provision in Greater Manchester in relation to employment, accommodation and alcohol services.*
- (c) *Offender managers prepared reports and attended review hearings in accordance with national standards and court requirements in all of the 11 DRR cases in the sample.*

Areas for Improvement:

- (a) *In one third of cases where a basic skills need had been identified there were no arrangements in place for an appropriate intervention to be delivered. This result may have been partly due to that fact there was no basic skills worker in*

the Bury office.

- (b) *In 40% of accredited programme cases the programme provision and timing was not consistent with the sentence plan and in just over half of those cases there was no clear and acceptable explanation recorded. Offenders who had a requirement to attend IDAP or ASRO tended to have to wait several months before they could start the programmes.*
- (c) *Approved premises in Greater Manchester offered a range of interventions, particularly life skills and accommodation support however, in most cases the interventions were not featured as part of the ISP.*

Conclusion: Performance against this criterion was good.

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

88%

Strengths:

- (a) *Restrictive interventions were monitored fully in 90% of cases. Whilst all reasonable actions were taken to minimise harm in 82% of cases that did leave 14 cases where more could have been done.*
- (b) *There was a good range of restrictive interventions available in the approved premises which were being used effectively with nine out of ten offenders who required this level of enhanced supervision.*
- (c) *Licence conditions were comprehensive in 81% of cases, necessary in 88%, and proportionate to the RoH and likelihood of reoffending in 91% and 95% respectively. Licence conditions were proportionate to the protection of victims in 83% of cases. Victims interviewed in the focus group mentioned that they had been consulted about exclusion zones and boundaries had been changed in response to their concerns.*
- (d) *In all four PPO licence cases where the offender had drug issues an additional licence condition was added in relation to drug misuse.*

Conclusion: Performance against this criterion was good.

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

80%

Strengths:

- (a) *The identified diverse needs of offenders had been properly addressed in 84% of relevant cases.*
- (b) *The approved premises were seen to meet those needs in respect of all 12 residents in our sample.*

- (c) *Offenders were clearly informed in 97% of cases that discriminatory behaviour would not be tolerated.*

Areas for Improvement:

- (a) *There was room for improvement in meeting the needs of offenders with literacy and dyslexia issues (64% satisfactory) and also with disability issues (77% satisfactory). Of those offenders who said they had difficulties taking full part in supervision (mainly due to childcare and mental health reasons) in a small number of cases those difficulties were not addressed.*
- (b) *Informed consent to a singleton placement in a mixed setting had not been obtained in three of the relevant 14 cases.*
- (c) *When a singleton placement in unpaid work or on an accredited programme had been made staff were only able to evidence that attention had been paid to staff composition in half the cases and arrangements to support offenders' engagement in three-quarters.*

Conclusion:

Performance against this criterion was good.

3. ACHIEVEMENT AND MONITORING OF OUTCOMES

3.1 General Criterion: ACHIEVEMENT OF INITIAL OUTCOMES

Planned objectives are efficiently achieved.

68%

Strengths:

- (a) *In 96% of domestic abuse cases there was evidence of appropriate monitoring for further incidents.*
- (b) *There was evidence of responsiveness to RoH with 19% of cases requiring an increase in restrictive interventions and 6% a decrease. There were also a small number of cases where the interventions delivered resulted in the offender moving to a lower or higher tier.*
- (c) *The offender's behaviour had caused a decrease in the level the case was managed at under MAPPA in 26% of relevant cases which indicated that the area was managing cases at the lowest MAPPA level required and thus targeting resources appropriately. However, inspectors noted that there were a small number of cases where calling a MAPPA Level 2 meeting may have been useful.*
- (d) *Thirty-two offenders (21%) had been convicted of an offence and two cautioned since the start of the sentence. 97% of offenders said they were less likely to offend as a result of work with GMPA.*
- (e) *76% of cases where unpaid work was undertaken had been of demonstrable benefit to the community*
- (f) *Achievement of the sentencing objectives was strong in three tiers, 91% of all cases in the sample experiencing punishment, 71% of those in Tiers 2, 3 and 4 being helped and 87% in Tier 4 experiencing control.*
- (g) *The resources allocated to 89% of cases were consistent with the offender's RoH, 94% to the likelihood of reoffending and 92% to the offender's PPO status. Resources were also found to be used efficiently in achieving planned outcomes in 85% of cases.*

Areas for Improvement:

- (a) *There was evidence that the offender had demonstrated increased victim awareness in only 37% of cases.*
- (b) *Most offenders (65%) complied with the requirements of the sentence, however this could be improved.*
- (c) *Although unpaid work had benefited the community, there was evidence of a reduction in the frequency of offending and reduced threat to victims and potential victims in only 26% of cases and in seriousness of offending in 11%. In 41% of cases there was no demonstrable benefit to the community at all.*
- (d) *Where OASys had been rescored (66%) there had been no improvement in the score in 59% of cases. The factor linked to offending that had been identified as the highest priority in each case was found to have progressed in 63% of*

cases. Thinking and behaviour was the most common factor in 42 cases followed by drug misuse (30 cases) and alcohol misuse (20 cases).

- (e) Learning outcomes and skills had been applied in only 50% of cases.
- (f) There had been an improvement in attitudes in 44% of cases and in behaviour in 42% of cases.
- (g) Only 52% of cases in Tiers 3 and 4 achieved the sentencing objective of 'change'.

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.

72%

Strengths:

- (a) We found continuity in offender management. Thirty-three offenders had experienced just one offender manager (including the PSR writer) and a further 77 offenders had two. There was evidence that of the 39 offenders who had been supervised by three or more offenders managers, there were 11 offenders where this had had a detrimental effect on sustaining progress.
- (b) 80% of offenders in the sample who had a criminogenic need that could be addressed by a community based organisation had been made aware of where to find assistance.
- (c) In 77% of cases full attention had been given to long-term community reintegration issues.

Areas for Improvement:

- (a) Structured sentence planning had not been given a high priority throughout in 46% of cases.
- (b) There was sufficient action taken by offender managers to consolidate learning and reinforce new skills in 67% of cases.

Conclusion: This criterion represents a priority for improvement.

4. LEADERSHIP AND STRATEGIC MANAGEMENT

4.1 General Criterion: LEADERSHIP AND PLANNING

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

Well met

Strengths:

- (a) *The Area Business Plan 2006/2007 conformed to the format required by the NPD. Reference was made to the future agreements between the North-West ROM and GMPA concerning the provision of services for offenders. To ensure that all levels of the organisation owned and contributed to the achievement of the area plan, a planning pack consisting of guidelines for preparation and templates for local plans for operational units and support services were issued to managers. Explicit links were made to local Crime and Disorder Reduction Strategies in district business plans. ACOs determined how targets were divided by district using the resource allocation formula and in consultation with the Area Manager Group. We found that according to staff the majority of appraisals were linked to the area business plan but not all teams had plans.*
- (b) *The area established a Sentencer Community Forum prior to PC73/2005 which included the Probation Board Judge, ACO courts, Greater Manchester Justices' Clerk, two Heads of Legal Services, two magistrates and two court SPOs. The forum agreed an action plan which incorporated a liaison agreement. There was a joint agreement between HMCS and GMPA covering a number of key aspects of business conducted between the two organisations. There was a separate protocol for breaches of community penalties and an action plan to achieve end to end enforcement. DMs had regular meeting with Justices' Clerks. The main focus had been on the implementation of FDRs. DMs linked with local courts. 95% of sentencers agreed that Greater Manchester managers modelled positive and professional leadership behaviour and 96% thought liaison arrangements were effective and probation staff had sufficient knowledge and skills in court.*
- (c) *A corporate communication strategy issued in April 2005 covered internal and external communication and supported the aims of GMPA, complementing business planning processes. Various initiatives such as a team briefing system introduced from February 2006, a staff newsletter, an all staff survey and a revamped annual staff award ceremony originated from this strategy. Interviews with staff indicated that from their perspective policies and procedures were mainly communicated by email and team or other meetings, less so via supervision or a newsletter. 80% of staff felt well informed about policies and procedures that operated in Greater Manchester.*
- (d) *There was a comprehensive Race Equality Scheme document dated March 2006, which included a review of progress for the period 2002-2005 and set objectives in a Race Equality Plan for 2005-2008. There had been a recent re-organisation of governance arrangements for diversity: a new Board sub*

group with three task groups on race, disability and lesbian, gay, bi-sexual and transsexual issues and district/divisional committees. The structure was clear and robust achieving the appropriate strategic oversight and ownership throughout the area. The area also delivered a Think First accredited programme for women and another for Black and Asian offenders. Feedback from other organisations was very positive about GMPA's work on diversity which was perceived to be ahead of others and an example to many.

- (e) Under MAPPAs as one of the three responsible authorities, the area currently chaired the SMB. There was a MAPPAs support unit comprising an SPO, five probation officers, a forensic psychologist, a seconded police sergeant and administrative support. The unit monitored all Level 2 and 3 referrals and managed some complex and high profile cases. DMs chaired local MAPPAs Boards and MAPPAs meetings (Level 3) and nominated risk SPOs chaired LRMMs (Level 2). The ACO for RoH chaired a practice development group of SPOs from each district, the support unit SPO and forensic psychologist which disseminated best practice in the area. The police were very positive about their working relationship with probation citing the recent action that needed to be taken in relation to approved premises and notifications to schools as an example. There was appropriate free exchange of information between police and probation staff and evidence of increased involvement of prison staff at MAPPAs meetings.
- (f) Regional collaboration was well developed in the North-West. The CO was the lead for North-West CO in relation to the NOMS Offender Management North-West Pathfinder and the North-West Reducing Reoffending Action Plan Coordinating Board. The Board Chair and members of the senior management team made a significant contribution to various regional activities including chairing the Housing and Hostels Group, best value team, leading work on links with the voluntary and community sector and representing the region nationally on OASys issues. Prisons and public protection work was supported by the location of a regional governor post based at GMPA head office.
- (g) Most staff interviewed felt that managers demonstrated a professional management approach and that they modelled positive leadership behaviour.
- (h) Strategic partners were positive about the contribution of senior managers to various area wide bodies such as the YOT Management Board. The CO was specifically mentioned for his pivotal role on the Greater Manchester Criminal Justice Board in relation to NOMS, PPO strategy and enforcement. The importance of the role of DM was acknowledged but there was a view from strategic partners that the DM should have more authority to make speedy decisions on behalf of GMPA regarding the allocation of resources rather than having to refer back up through the management structure. The secondment of a probation member of staff to the Manchester Community Safety Unit was mentioned as an example of the probation areas commitment to this work. DMs had ongoing liaison with local black and minority ethnic community groups. The area actively engaged with communities by contributions to magazines and events related to recruitment and increasing awareness of the criminal justice system.
- (i) There were examples of GMPA responding to the recommendations of their recent IiP review and HMI Probation's follow-up report on race equality by

creating action plans to improve performance.

Areas for Improvement:

- (a) *All SPOs met annually at the staff conference as well as at district meetings and there was a support group for new SPOs. However, considering the importance of this role, there were no other regular meetings for SPOs.*
- (b) *There was little evidence that the service user perspective was taken into account in planning processes.*
- (c) *DMs conducted four monthly reviews of MAPPA Level 1 cases which were assessed as high RoH. Although this process prioritised those cases, in terms of organisational accountability, not all MAPPA Level 1 cases were reviewed.*
- (d) *The procedure for RAMA had not been fully implemented across the area. Although the number of MAPPA Level 2 cases were recorded centrally, as yet the area was not collecting data on MAPPA cases supervised by probation alone, by category, level or by district. Once RAMA procedures were in place in every office the area would be in a position to produce these figures.*
- (e) *There has been a long-term problem in the area with the IT infrastructure, contracted by NPS, which was the platform for OASys. Staff were taking much longer to complete the assessment which was having an impact on the quality of the final document. Senior managers had experienced the problem first-hand by sitting with staff as they completed OASys. The senior management team have been trying to resolve the issue for sometime. They were acutely aware of the impact on staff and the frustration they were feeling.*

4.2 General Criterion: PERFORMANCE AGAINST NATIONAL AND REGIONAL TARGETS

Key performance targets are consistently met, with careful attention to diversity issues throughout.

Well met

NPS Performance Data	Target	2005 – 2006	
		Greater Manchester	England and Wales
Enforcement – breach taken where required within ten working days: all orders/licences	90%	88%	91%
Offender compliance including orders allowed to continue	85%	81%	81%
Appointments arranged in accordance with national standards	90%	93%*	85%
Appointments attended in accordance with national standards	65%	72%*	62%
Accredited programme completions: % performance in relation to target	100%	123%*	114%
Unpaid work completions: % performance in relation to target	100%	114%*	102%
DTTO/DRR starts: % performance in relation to target	100%	118%*	88%
DTTO/DRR completions: % performance in relation to target	100%	95%*	99%
Basic skills: % performance in relation to starts	100%	99%*	112%
Basic skills: % performance in relation to awards	100%	136%*	165%
Sickness absence: average days absence	9 days	14.7	12.3
Proportion of magistrates' court PSRs prepared to court's timescale	90%	98%*	97%
Accurate and timely ethnicity data	95%	97%*	97%
Home Secretary's Race Equality Employment Target for 2009	(North West Region) 5.4%	6.8%* (region)	
Proportion of victims of serious sexual/violent offences (where offender sentenced to custody of 12+ months) offered contact within eight weeks	85%	93%*	93%
RoH assessments and plans for high RoH cases completed within five working days of start/release	90%	78%	81%
RoH assessments and plans for PPO cases completed within five working days of start/release	90%	81%*	82%
* Asterisk indicates area has met target or is 'near miss'.			

Joint 'end-to-end' targets on enforcement for Local Criminal Justice Board	Target	Rolling quarter January-March 2006	
		Greater Manchester	England and Wales
Average time to resolve community penalty breach proceedings from relevant unacceptable failure	No more than 35 working days	49 days	43 days
Proportion of all breach proceedings resolved within 25 working days of relevant unacceptable failure to comply	50%	35%	43%

Strengths:

- (a) *The area produced monthly performance reports that monitor performance at area and district level. Any action from these reports was taken at district management teams and OMUs. ACO/DM meetings and supervision were the main means of monitoring progress.*
- (b) *The area addressed any shortcoming in performance, or implementing new or change initiatives by applying a project management approach. The area commenced a project to improve the area's performance achieving PT1 and PT3 concerned with the timely completion of RoH assessments, risk management plans and sentence plans for high RoH and PPOs. Performance on PT1 and PT3 had risen from 57% to 89% and 67% to 90% respectively during the life of the project. There were other benefits as well, including a reduction in the proportion of cases assessed as high risk from 19% to 10% which was closer to the national average of 7%, and the design of the RAMA. Another example was work carried out by the ACO for DRRs, assisted by the practice development implementation manager. Faced with an increased target for DRR commencements of 990 for 2005/2006 compared to the previous target of 819 for DTTOs which the area struggled to achieve. A decision was made to split the target between high need and lower need DRRs and then distribute the target based on a number of factors to districts. This approach coupled with clear practice procedures and process maps assisted in achieving an improvement of DRR completions from 67% in April 2005 to 95% in March 2006 despite varied performance between districts which continued to be addressed.*
- (c) *An example of the area meeting targets and giving due regard to diversity issues was the contribution to the target for accredited programme completions by the successful development and implementation of Think First for black and Asian offenders.*
- (d) *There was evidence that good practice from other probation areas was used in relation to reducing sickness absence which would contribute to meeting targets.*

Areas for Improvement:

- (a) *The area senior management team were aware of varied performance between districts. There were a number of reasons given for the variation, such as vacancies and sickness absence, the recent reorganisation into OMUs, two DMs covering more than one district each, the recent amount of compulsory training and differential workloads. There was a view that some managers should be more performance orientated and needed training in this area of work. However the issue of staff vacancies in some offices had been a persistent problem for a number of years.*
- (b) *The area had a performance information system which could be interrogated to produce a large number of different reports based on time, activity and level in the organisation. However it was acknowledged by the area that staff were unclear how to access information that was relevant to their job. Work was currently underway to identify several sets of reports that would meet the management information needs of individual managers.*
- (c) *Despite a firm focus on performance, in relation to the national weighted scorecard Greater Manchester was 15th out of 42 in August 2005 and*

proceeded to go down in two-quarters to 22nd and 24th position until June 2006 showed an improvement by gaining 20th position.

4.3 General Criterion: RESOURCE DEPLOYMENT

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

Satisfactorily met

Strengths:

- (a) *The area had numerous examples of resources dedicated to diversity including partnerships, a dedicated diversity manager and DDA manager, staff time allocated to district diversity committees, training, mentoring and the creation of an Area Diversity Board to be chaired by the CO. Bi-monthly meetings were held with the ACO diversity and the Head of HR with representatives of the Black Workers Forum, ABPO and NAAPS and for part of 2005/2006 workload relief was provided for the convenor of the Black Workers Forum.*
- (b) *There was a Workload, Prioritisation and Employee Care Agreement in place which was revised in September 2005. The document was to be amended once a workload measurement tool was introduced. The agreement was activated on a regular basis.*
- (c) *The area earned the maximum performance bonus for 2005/2006. It has also attracted resources from other agencies such as NACRO housing and especially for DRR work.*
- (d) *GMPA was a pilot area for the national workload measurement tool. The principles were applied to their own well established RAF.*
- (e) *GMPA was a pathfinder area for offender management implementation which commenced in Bolton. Many lessons were learnt and shared with other districts in particular the application of tiering which determined the allocation of resources. High RoH cases and PPOs were allocated to the highest tier. As part of the PPO premium service protocol GMPA had agreed to ensure PPOs were given priority access to appropriate interventions in addition to nationally agreed standards. Initial feedback about OMUs suggested that workload was more evenly spread. However, there were views from some staff that administrative resources were not sufficient.*

Areas for Improvement:

- (a) *The RAF determined how resources were allocated at a district level. In 2004 the RAF was revised to include the incorporation of the work measurement tool timing for post-CJA sentences, broken down by tier and a separate formula was devised for unpaid work. However, it did not cover all interventions. Several staff felt that admin was under resourced within the OMUs. There was also a view that some SPOs spent a large proportion of their time managing workload issues in offices.*
- (b) *According to area figures the stand down rate for unpaid work groups was less than 2% however evidence that stand downs had occurred was found in*

case files and offenders had mentioned it was an issue.

- (c) *The area had focused on increasing the number of FDRs in court and staffed the courts accordingly. However, 60% of sentencers felt that probation staffing levels in their court were not sufficient to provide them with appropriate information to aid decision-making.*

4.4 General Criterion: WORKFORCE PLANNING AND DEVELOPMENT

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

Partly met

Strengths:

- (a) *A full Workforce Plan for 2006/2007 identified the issues facing GMPA based on its current workforce profile for example, a relatively inexperienced workforce and high turnover of staff, low recruitment rates for male and BME candidates, low retirement rate and an annual sickness rate above the NPD target of nine days per employee. There was an action plan addressing the issues raised.*
- (b) *The area had established a Learning and Development Strategy Group which met to review the annual training analysis data and to ensure a training and development plan linked individual performance to business plan objectives. Learning and development and HR managers regularly attended district management teams and regional HR and training meetings to ensure consistency across the region.*
- (c) *There were regular meetings, both formal and informal, between management and recognised trade unions. A revised constitution for the JNNC enabled greater involvement of Board members.*
- (d) *There was a PSO development programme in place which was delivered quarterly. In conjunction with the North-West Consortium and Portsmouth University work had been done to ensure the TPO programme was amended in response to the offender management model.*
- (e) *HR processes such as recruitment, grievance, disciplinary procedures were monitored in terms of diversity and any results where disproportionality was found would be reported to the Board and the appropriate task group.*
- (f) *GMPA regained full IiP status in October 2005 following a review due to previous issues about the inconsistent use of appraisals and a lack of induction for new staff. Both these issues were progressed. In May 2006 an action plan was agreed to carry out further improvements to meet the revised IiP Standard in 2008 which included, amongst other things, embedding the appraisal system across the organisation, ensuring admin staff's practice development needs were fully met and encouraging staff to contribute to the business plan.*
- (g) *The majority of staff were clear about their role within the offender management model.*

Areas for Improvement:

- (a) *Eighty-seven staff felt their training and development needs had been met but 35 did not. It was apparent from interviews with several offender managers who were PSOs that they did not feel adequately trained to undertake the job they were doing. In particular there was a lack of confidence about completing OASys. It was apparent that for some staff the transition from their previous role to an offender manager role in an OMU was too great a change and they needed more support and training.*
- (b) *75% of TPOs and trainee psychologists interviewed felt that sufficient attention had been paid to appropriate learning opportunities and support for their professional development, leaving 25% of staff in training dissatisfied.*
- (c) *Although largely a national issue, the lack of an agreement between management and the relevant unions about the role of the PSO within the offender management model, particularly in relation to the completion of OASys, was detrimental to staff and the success of offender management in the area.*
- (d) *The frequency of formal supervision received (on average over the 12 month period up to June 2006) in just under half of those staff interviewed was mainly monthly or more frequently. 77% of staff described the quality of supervision they received as sufficient or excellent, however this left a significant number of staff who had a less positive experience, which was confirmed by accounts shared with inspectors. The senior management team were aware that there were inconsistencies and intended to have a training programme for managers covering supervision and appraisal. Some SPOs had as many as 18 staff reporting to them, which made the provision of quality supervision a major challenge.*
- (e) *An appraisal had been completed in the last 12 months for 62% of staff and only 35% of staff had completed an ethnic monitoring questionnaire in the same period. The area had introduced a simplified appraisal process in response to less than satisfactory completion rates and the IiP review.*
- (f) *GMPA introduced a new Attendance Management Policy from 1 July 2006, the day after the inspection fieldwork week was completed. This was in response to a high level of sickness absence in some units. The approach was to have an occupational health agenda addressing amongst other things, stress management. Nearly all staff interviewed were clear about the procedures in place to address sickness absence.*
- (g) *Delays appointing staff due to waiting for CRB checks was having an effect on service delivery in some offices.*

4.5 General Criterion: REVIEW AND EVALUATION

Outcomes of interventions are assessed and reviewed using available data.

Satisfactorily met

Strengths:

- (a) *The area collected a variety of stakeholder feedback from unpaid work, post-programme and approved premises users. In response to PC10/2006 which addressed the issue of feedback from stakeholders, the area had commissioned*

an internal research and evaluation project to ensure the systematic collection of required feedback to inform the planning and delivery of all services.

- (b) *One of the roles of the area's Practice Improvement Strategy Group was to govern research and development activity by agreeing annually a research programme according to prevailing practice needs. The outcome of any research was considered and action plans created to implement any recommendations. There were 17 projects nominated for consideration for 2006/2007 including: an exploratory study to identify why a lower proportion of black and minority ethnic offenders took up the offer of approved premises and supported accommodation; identifying what evidence currently existed to apply learning to practice in serious further offences; and establishing the factors that contribute to compliance. Information services issued a findings paper evaluating the implementation of the IDAP in GMPA –this had been conducted internally by the research and evaluation team. It identified a number of recommendations to improve the delivery of the programme.*
- (c) *Two Board members scrutinised all SFO screening documents, full reviews and any national independent reviews at a quarterly meeting on behalf of the Board, as well as receiving updates on action plans to ensure learning points were properly addressed. The ACO with responsibility for RoH provided an annual report to the Board.*
- (d) *The area piloted the Think First for Black and Asian offenders programme during April 2003 and March 2005. An evaluation of the pathfinder was published in October 2005 which showed that 61% of black and Asian offenders successfully completed it compared to 47% who completed the generic programme. However it was acknowledged that there were inadequacies in the sampling process so the results should be viewed with caution. Nevertheless they were encouraging.*
- (e) *Reports were available which showed the number and type of outcomes from PSRs and appearances and a comparison between the author's view of the reasons for sentence, for example, rehabilitation or punishment, compared to the sentencing courts reasons.*

Area for Improvement:

- (a) *Arrangements to gather outcome data in relation to the offender management model were not yet in place. There were approximately a hundred different types of reports available to managers, however most dealt with quantitative data and outputs. It was acknowledged by senior managers that the organisation was performance focused and needed to embrace the quality and outcome agenda.*

There is efficient provision of effective services to support offender management outcomes and to ensure equal access to provision for offenders.

Satisfactorily met

Strengths:

- (a) *GMPA have contributed to a regional business model which included work on collaboration and commissioning services. In January 2005 the area produced a comprehensive review of commissioned services between October 2004 and January 2005. The report also gave an indication of the direction and next steps for the period April 2005 to March 2008. It was an excellent summary of the different types of commissioning arrangements and service providers that operated within the area and whether there was a continued need for the services provided based on research, usage and feedback from staff and in some cases offenders. Where sufficient information was available recommendations were made concerning re-tendering or whether further information or developments may be needed. There was central control of contract specifications ensuring consistency, comparability and reduction of the potential for duplication.*
- (b) *There were a number of examples of services developed to support work with minority groups. For example; as part of the black and Asian Offenders Project, the Pakistani Resource Centre provided a consultancy service for PSRs; Co-work and Mentoring; Inner Enigma gave a transgender service for offenders; various interpreting services.*
- (c) *Most DMs represented the area on Supporting People commissioning bodies, CDRPs, joint commissioning groups and DIP steering group.*
- (d) *Assessors generally rated the services used with the offender as sufficient and in the case of drug and alcohol services there were eight cases assessed as excellent. Workers from several partnership agencies had access to DELIUS and OASys, which facilitated the integration of their work with the offender and contributed to effective offender management. There were no additional services used in 42% of cases.*
- (e) *The relationship between probation and prisons in the area was positive, however in 28% of licence cases there were concerns about the working arrangements between prisons and offender managers. One of the concerns mentioned to inspectors was the difficulty in obtaining information from prisons.*
- (f) *Overall the quality of accessible services provided efficiently to support offender management outcomes was sufficient in 83% of cases.*
- (g) *Each contract for services commissioned contained a quality plan agreed with the supplier, performance measures and a system of local monitoring and management at the point of delivery via a link officer, normally a SPO in the same district. Statistical reports were provided by the supplier and quarterly review meetings were held which examined performance and resolution of local problems. A report about the performance of the partnership was signed off locally by the SPO and supplier, approved by the DM and sent to the Partnerships Unit. The ACO only authorised payment to the partnership after being satisfied that its performance, compared to other similar projects, was satisfactory.*

Areas for Improvement:

- (a) *There were examples of commissioned services in the area which covered the Reducing Reoffending Action Plan pathways; however service provision varied between and within districts. Even in the context of uncertainties about commissioning regionally and nationally, a strategic view of the shape of future commissioned services in the area, building on the review completed in January 2005, would have given a sense of direction to this increasingly important activity. Some strategic partners in Local Authorities and the NHS already had substantial experience of commissioning which GMPA could have drawn on.*
- (b) *Offender managers identified gaps in service provision which impacted on the effective management of 23% of cases. We found little evidence in case files or in discussion with offender managers that employment needs were being met. Also from meetings and focus groups, the lack of accommodation and alcohol services were mentioned. The area was about to issue a basic skills and ETE service route map for offender managers to use and there was an OLASS Criminal Justice Area Plan for August 2005-July 2009 which may address the issue of employment.*
- (c) *There was insufficient evidence that the user perspective was a key factor in commissioning, maintaining or decommissioning services.*

APPENDIX 1
Contextual information

Caseload at end of September 2005

Total caseload	15,264
% <i>White</i> *	85.6%
% <i>Minority ethnic</i> *	14.4%
% <i>Male</i>	89.1%
% <i>Female</i>	10.9%
Number of cases subject to MAPPA 2005/2006:	(%)
Level 1	3399
Level 2	271
Level 3	167
Number of PPO cases	488
* Excluding cases for which ethnicity information is not available.	

Greater Manchester had ten different local definitions of a PPO case. The generic definition is 'anyone classified by a local PPO scheme as a prolific and priority offender' which is what the above figure is based on.

Total revenue budget in 2005-06: £45.669m

Total revenue budget in 2006-07: £46.887m

Approved Premises:

Ascot House – capacity 22

Bradshaw House – capacity 26

Chorlton – capacity 27

Hopwood House – capacity 14

St Joseph's – capacity 29

Wilton Place - capacity 27

Withington Road – capacity 32

APPENDIX 2

Inspection model, methodology and publication arrangements

Model

- The OMI programme started in May 2006. All NOMS areas in England and Wales are being inspected over a three year cycle, region by region. We hope to identify and promote effective work with offenders and disseminate information about good practice.
- Probation areas are being assessed on how well they have met defined inspection criteria focusing on:
 - Assessment and sentence planning carried out on offenders
 - Implementation of interventions delivered to offenders
 - Achievement and monitoring of outcomes
 - Leadership and strategic management.Particular attention will be given to RoH issues – it is performance against these measures which will determine whether a follow-up inspection is carried out.
- The inspection takes account of the regular NPS performance data. These are produced by the NPD who are responsible for their collection and quality assurance.
- Each inspection takes place over one week. The area is asked to identify a random sample of 100 offenders (more in the largest areas) who have been under supervision 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 both community orders and licences.

Methodology

- During the inspection we examine the file and carry out an in-depth interview with the offender manager. We also hold focus groups with offenders, victims, keyworkers and case administrators. We send questionnaires to offenders and victims whose cases arise in the sample and to a selection of those involved in sentencing.
- We interview senior and middle managers, Board members of the probation area, strategic partners and managers in a custodial setting. For the prison meeting we are joined by a colleague inspector from HMI Prisons.
- Inspection of about a third of the cases in the sample is carried out by area assessors, experienced staff 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.

APPENDIX 3

Scoring Approach

This describes the methodology for assigning the scores to each of the general criteria, to sections 1 to 3 and to the “RoH Thread”. A fuller detailed description is on HMI Probation’s website at <http://inspectorates.homeoffice.gov.uk/hmiprobation>

For each of the ***general criteria in sections 1 to 3*** – ie 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 RoH
- 1.3 Assessment of likelihood of reoffending
- 1.4 Assessment of offender engagement
- 1.5 Sentence Planning

Section 2: Implementation of interventions

- 2.1 Protecting the Public
- 2.2 Victims
- 2.3 Promoting compliance
- 2.4 Delivering interventions
- 2.5 Diversity needs

Section 3: Achievement and monitoring of outcomes

- 3.1 Interventions are delivered with the desired 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 allocation
- 4.4 Workforce planning and development
- 4.5 Review and evaluation
- 4.6 Commissioning of services

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

APPENDIX 4

Role of HMI Probation

HMI Probation is an independent Inspectorate, originally established in 1936 and given statutory authority in the Criminal Justice Act 1991. The Criminal Justice and Court Services Act 2000 renamed HMI Probation 'Her Majesty's Inspectorate of the National Probation Service for England and Wales. HMI Probation is funded by the Home Office and reports directly to the Home Secretary.

Home Office Objectives

HMI Probation contributes primarily to the achievement of Home Office Objective II:

- more offenders are caught, punished and stop offending, and victims are better supported
- and to the requirement to ensure that custodial and community sentences are more effective at stopping offending. We also contribute to the achievement of Objective III through scrutiny of work to address drugs and other substance misuse, and to other relevant criminal justice system and children's services objectives.

Role

- Report to the Home Secretary on the work and performance of the National Probation Service and Youth Offending Teams, particularly on the effectiveness of work with individual offenders, children and young people aimed at reducing reoffending and protecting the public
- In this connection, and in association with HM Inspectorate of Prisons, to report on the effectiveness of offender management under the auspices of the National Offender Management Service as it develops
- Contribute to improved performance in the National Probation Service, the National Offender Management Service and Youth Offending Teams
- Contribute to sound policy and effective service delivery by providing advice and disseminating good practice, based on inspection findings, to Ministers, Home Office staff, the Youth Justice Board, probation boards/areas and Youth Offending Teams
- Promote actively race equality and wider diversity issues in the National Probation Service, the National Offender Management Service and Youth Offending Teams
- Contribute to the overall effectiveness of the criminal justice system, particularly through joint work with other criminal justice and Government inspectorates.

Code of Practice

HMI Probation aims to achieve its purpose by:

- undertaking its work with integrity in a professional, impartial and courteous manner
- consulting stakeholders in planning and running inspections and regarding reports
- forming independent inspection judgements based on evidence
- the timely reporting and publishing of inspection findings and recommendations for improvement
- promoting race equality and wider diversity issues in all aspects of its work, including within its own employment practices and organisational processes
- developing joint approaches with other Inspectorate and Audit bodies to ensure a coordinated approach to the criminal justice system

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*