



A report on Offender Management in:

Lancashire

An Inspection led by
HM Inspectorate of Probation

ISBN: 978-1-84099-452-0

2011

FOREWORD

This inspection of offender management work in Lancashire took place as part of our second programme of Offender Management Inspections. We have examined a representative sample of probation (adult offending) cases from the Trust, and have judged how often the work with each case was done to a sufficiently high level of quality.

The purpose of offender management has been usefully characterised as to ‘Punish, Help, Change and Control’ each individual offender, in accordance with the need of the individual case. Although our detailed inspection findings can seem rather technical for the general reader, our headline findings can be related to those ‘plain language’ purposes. We have given particular attention to the ‘Control’ purpose – the Public Protection aspect of the work – since this is where independent inspection can add the most value. Our ‘Risk of Harm to others score’ measures how well this has been done.

Over the Trust as a whole, we judged that the work to keep to a minimum each individual’s Risk of Harm to others – i.e. the ‘Control’ purpose’ - was done well enough 77% of the time. The work to make each individual less likely to reoffend – the ‘Help’ and ‘Change’ purposes - was done well enough 78% of the time. Work to maximise compliance and enforcement was done well enough 78% of the time. A more detailed analysis of our findings is provided in the main body of this report, and summarised in a table in Appendix 1. These figures can be viewed in the context of our findings from the English regions that have been inspected to date – see the Table below.

We also found committed and enthusiastic offender managers who were keen to develop their skills and who valued the support they received from their line managers. Staff were very responsive to the opportunities the Trust had put in place to develop practice and there was a strong organisational culture of learning and development. We saw some good work being done with offenders to reduce reoffending and protect the public, but the Trust will need to continue to develop quality in key areas of assessment and sentence planning. The Trust achieved good outcomes for offenders who, in general, complied with their order or licence and made good progress in reducing factors linked to their reoffending.

Overall, we consider this an encouraging set of findings and are confident that Lancashire Probation Trust is very well placed to take forward improvements in the quality of offender management.

Liz Calderbank

Her Majesty’s Chief Inspector of Probation

October 2011

<i>As a result of some changes to questions in Section 3, results for Trusts from the North West are not strictly comparable with previous scores.</i>	Scores from the English regions that have been inspected to date			Scores for Lancashire
	Lowest	Highest	Average	
‘Control’ – ‘Risk of Harm to others’ work <i>(action to protect the public)</i>	64%	81%	72%	77%
‘Help’ and ‘Change’ – Likelihood of Reoffending work <i>(individual less likely to reoffend)</i>	62%	78%	71%	78%
‘Punish’ – Compliance and Enforcement work <i>(individual serves his/her sentence)</i>	69%	85%	79%	78%

ACKNOWLEDGEMENTS

We would like to thank all the staff from the Lancashire members of the management team and partner organisations for their assistance in ensuring the smooth running of this inspection.

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CONTENTS

	Page
SCORING AND SUMMARY TABLE	6
Public Protection – Risk of Harm score:	6
Public Protection – Likelihood of Reoffending score:	6
{ Compliance and Enforcement score: }	6
SUMMARY	7
RECOMMENDATIONS FOR IMPROVEMENT	9
MAKING A DIFFERENCE (maximum two pages)	10
SERVICE USERS’ PERSPECTIVE	12
1. ASSESSMENT AND SENTENCE PLANNING	15
1.1 General Criterion: Preparing for sentencing	15
1.2 General Criterion: Assessment and planning to minimise <i>Risk of Harm to others</i>	15
1.3 General Criterion: Assessment and planning to reduce the Likelihood of Reoffending	17
1.4 General Criterion: Assessment and planning for offender engagement	18
2. IMPLEMENTATION OF INTERVENTIONS	20
2.1 General Criterion: Delivering the sentence plan (including the <i>Punish</i> purpose)	20
2.2 General Criterion: Delivering restrictive interventions (the <i>Control</i> purpose of the sentence plan)	22
2.3 General Criterion: Delivering constructive interventions (the <i>Help and Change</i> purposes)	24
2.4 General Criterion: Managing diversity and maximising offender engagement	25
3. ACHIEVING AND SUSTAINING PLANNED OUTCOMES	27
3.1 General Criterion: The Sentence has been served (the <i>Punish</i> purpose)	27
3.2 General Criterion: <i>Risk of Harm to others</i> has been minimised (the <i>Control</i> purpose)	28
3.3 General Criterion: Likelihood of Reoffending has been reduced (the <i>Help and Change</i> purposes)	28
Appendix 1: Scoring of sections 1-3	30
Appendix 2: Trust contextual information	31
Appendix 3: Inspection model and arrangements	32
Appendix 4: Trust inspection sample data	33
Appendix 5: Scoring approach	34
Appendix 6: Glossary	35
Appendix 7: Role of HMI Probation and Code of Practice	37

SCORING AND SUMMARY TABLE

This report provides percentage scores for each of the 'practice criteria' essentially indicating how often each aspect of work met the level of quality we were looking for. Accordingly, we are able to provide a score that represents how often the *Risk of Harm to others* and Likelihood of Reoffending aspects of the cases we assessed met the level of quality we were looking for, which we summarise here. Additionally, we give a headline 'Comment' by each score, to indicate whether we consider that this aspect of work now requires **MINIMUM**, **MODERATE**, **SUBSTANTIAL** or **DRASTIC** improvement in the immediate future.

'Control' – Risk of Harm to others score:	
This score indicates the percentage of <i>Risk of Harm to others</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
Score: 77%	Comment: MODERATE improvement required

'Help' and 'Change' – Likelihood of Reoffending score:	
This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality.	
Score: 78%	Comment: MODERATE improvement required

'Punish' – Compliance and Enforcement score:	
This score indicates the percentage of Compliance and Enforcement work that we judged to have met a sufficiently high level of quality.	
Score: 78%	Comment: MODERATE improvement required

We advise readers of reports not to attempt close comparisons of scores between individual inspections. Such comparisons are not necessarily valid as the sizes of samples vary slightly, as does the profile of cases included in each Trust's sample. We believe the scoring is best seen as a headline summary of what we have found in an individual inspection, and providing a focus for future improvement work within that Trust. Overall, our inspection findings provide the 'best available' means of measuring, for example, how often each individual's *Risk of Harm to others (RoH)* is being kept to a minimum. It is never possible to eliminate completely *Risk of Harm* to the public, and a catastrophic event can happen anywhere at any time – nevertheless, a 'high' *RoH* score in one inspected location indicates that in principle it is less likely to happen there than in a location where there has been a 'low' *RoH* inspection score. In particular, a high *RoH* score here indicates that usually practitioners are 'doing all they reasonably can' to minimise such risks to the public, in our judgement, even though there can never be a guarantee of success in every single case.

SUMMARY

Assessment and sentence planning {Overall Score = 78%}

The Trust had developed good relationships with courts and sentencers and generally sentencers were satisfied with the quality of court services and pre-sentence reports. Reports were usually of the correct type and based upon required assessments. Whilst nearly all contained a clear proposal for community sentences, which were usually followed by the court, a significant number did not contain outline sentence plans specifying work to be undertaken with the offender.

Risk of Serious Harm screenings were completed on time but improvements were needed to ensure that they were accurate. Full *Risk of Harm* analyses were completed in most cases where needed, but just over half were of sufficient quality; the main issues were failure to take into account relevant behaviour and to draw sufficiently on all available sources of information. Risk management plans lacked sufficient detail about how *Risk of Harm to others* would be actively managed, though some improvements were evident in recent reviews. Where there were child protection concerns, initial home visits were not always undertaken.

Assessments of Likelihood of Reoffending were completed on time but the quality needed to improve in order to reflect an up to date analysis of the offenders' current situation. Initial sentence plans were usually completed on time but did not always include outcome focused objectives that were appropriately sequenced. Although offender managers assessed the level of an offender's motivation and capacity to change, offenders were actively involved in drawing up their sentence plans in less than half the cases. More attention was needed to identify and record individual diversity needs during sentence planning and to ensure that plans reflected the methods most likely to reduce the offenders' Likelihood of Reoffending.

We saw evidence that screening for literacy, numeracy and language needs was undertaken at the start of sentence but there were significant numbers who were not subsequently referred on for a more in-depth assessment and for interventions to address their needs.

Implementation of interventions {Overall Score = 80%}

We found evidence of good induction arrangements and offenders were prepared well for interventions. Overall, interventions were being delivered according to the requirements of the sentence but not always in line with the sentence plan; nor was delivery of objectives sequenced according to *Risk of Harm to others*. Restrictive interventions and approved premises were being used effectively to help protect the public. Constructive interventions encouraged and challenged offenders to take responsibility for their behaviour.

Offender managers demonstrated commitment to the offenders they supervised and good levels of contact were evident. Offender managers monitored attendance across interventions and generally communicated well with other workers. Communication between offender managers and offender supervisors was less well evidenced.

Overall, appropriate resources were allocated to cases to deliver the sentence and reflect the *Risk of Harm to others* and the Likelihood of Reoffending. Generally, sufficient resources were allocated to meet the various diversity needs of offenders.

Routine reviews of *Risk of Harm to others* and Likelihood of Reoffending were undertaken but they were not sufficiently thorough and were not always completed

when the offenders' circumstances had changed. Similarly sentence plans were reviewed but reviews were not being used to reprioritise objectives.

Multi-Agency Public Protection Arrangements were used effectively in the small number of cases we inspected which were managed at Level 2 or 3. We found that in general, victim contact work was being undertaken well, but victim safety issues were often not given a sufficiently high priority by offender managers.

Effective line management oversight of *Risk of Harm to others* and child protection cases was not evidenced in a number of cases.

Achieving and sustaining planned outcomes {Overall Score = 71%}

The majority of sentences were delivered as intended by the court. In many cases there was evidence that sentence plan objectives were, at least partially, being achieved. Work to promote compliance was good and where the offender failed to comply, offender managers took appropriate enforcement action. Generally, sufficient overall progress had been made in relation to those factors linked to the Likelihood of Reoffending.

Resources were used effectively to achieve outcomes planned for the offender in over three-quarters of cases. Commissioned services were generally rated positively and almost all offender managers told us they had access to sufficient resources to deliver offender management.



Offenders who were referred to education, training and employment received good information, advice and guidance. Advisors supported offenders very effectively to take responsibility for planning their own progress. Advisors were knowledgeable, supportive and challenging. However, not all offenders were appropriately assessed and referred by offender managers and some experienced significant delays in accessing education, training and employment provision. Some offenders in unpaid work were not aware of the opportunity to access education, training and employment.

Teaching, training and learning were good and some was outstanding. Most learners were engaged and challenged and most work was carefully tailored to meet individual needs. Partners and providers worked closely together to offer seamless provision. The provision in approved premises was underdeveloped and the Trust offered too few challenging vocational opportunities for women.

Learners made good progress and developed good levels of employability and personal skills. Over two-thirds of those referred to an accredited learning programme achieved their qualification. However, the Trust did not record or generally accredit the skills offenders developed in unpaid work.

Lancashire Probation Trust worked very well with its partners and demonstrated that it had a good capacity to improve. Managers had a clear understanding of the quality of the provision and partners' quality assurance procedures were generally rigorous. Data was becoming a useful management tool although the Trust did not have a complete overview of the provision. A multi-agency project had been used very effectively to assess the quality of the provision and to plan improvements.

RECOMMENDATIONS FOR IMPROVEMENT

Changes are necessary to ensure that, in a higher proportion of cases:

1. an accurate screening of the individual's *Risk of Harm to others* is completed in all cases, and where appropriate leads to a full analysis and a good risk management plan
2. as a consequence of the assessment, the sentence plan is specific about what will now be done in order to reduce the Likelihood of Reoffending, and to minimise any identified *Risk of Harm to others*
3. there is evidence in the file of regular quality assurance and effective involvement by managers, especially in relation to cases where there are child protection concerns.

Ofsted recommendations:

1. extend the education, training and employment provision in approved premises to provide variety and opportunities for development for all residents
2. develop and extend challenging vocational training opportunities to meet the needs of all offenders including women
3. develop a system to record and, where appropriate, accredit the skills developed in unpaid work. Ensure that all offenders in unpaid work are aware of the opportunity to access education, training and employment interventions.

NEXT STEPS: An improvement plan addressing the recommendations above is needed four weeks after publication. Once finalised, the plan will be forwarded to the National Offender Management Service to monitor its implementation.

MAKING A DIFFERENCE

Below are examples of work we found in Lancashire that impressed us.

Assessing and planning for RoH

OMI 2 Criterion: 1.2

Nigel was released on a 32 month licence having spent a similar time in custody for sexual offences against a family member. The offender manager built up a picture of Nigel's offending and his connections with other offenders and victims of sexual offences. In order to share her intelligence, she made a referral through the Common Assessment Framework. This led to the Police Public Protection Unit drawing up a "genogram" of Nigel's links and relationships which included over 60 people. Eleven were either convicted of sexual offences or suspected of such offences. There were a large number of victims of these offences as well as potential victims. Undertaking this work highlighted that there were six social workers and offender managers from across the North West working with the offenders or victims. The initial investigative approach of the offender manager led to identification of a potential network, a coordinated response from all the agencies and in turn better child protection and public protection arrangements were put in place to manage risk to victims.

Assessment and Planning to reduce the Likelihood of Reoffending:

OMI 2 Criterion: 1.3

Jamal was released following a custodial sentence for a serious violent offence. Whilst in custody he successfully applied for a job. As part of his new job he was required to attend a two week training event in a hotel some distance away. As Jamal was subject to 7pm-7am curfew, the offender manager requested a variation in order to facilitate Jamal attending the course. Employment was a key risk factor and it was assessed that this job would greatly reduce his risk of reoffending. The offender manager successfully negotiated with the employer to fund daily travel rather than overnight accommodation and convinced the prison of the importance of the course in relation to preventing further offending. The prison allowed the variation to the curfew and Jamal was able to attend. At the time of the inspection he was in full-time work with the company and had been promoted. He had not reoffended.

<p>Assessment and Planning for Offender Engagement:</p> <p>OMI 2 Criterion: 1.4</p>	<p>David's <i>RoH</i>, LoR and ability to engage were strongly linked to homelessness, emotional instability and substance use. The offender manager instigated plans for him to go to an approved premise on release from custody, which was met with reluctance from David. The offender manager and a prospective key worker from the hostel visited him in custody and clearly explained the reason for the referral; the rules involved and also described the plans for move on after the licence ended. The offender responded positively to efforts made by the offender manager to involve him in plans for his release and for the first time in ten years he engaged with probation and showed motivation both to comply and to attempt to achieve change in the factors related to his offending.</p>
<p>Delivering Restrictive Interventions:</p> <p>OMI 2 Criterion: 2.2</p>	<p>Simon had previously provided evidence in order to assist successful prosecutions against gang members and there was also evidence of him being the victim of an assault, perpetrated by a gang member who was also under supervision. The offender manager regularly liaised with the police to assist in the identification of any future potential threats to Simon's safety. He also liaised with colleagues to ensure that appointments for this offender and the gang member who had assaulted him were planned so they did not meet when reporting to the office. The offender manager was proactive and shared relevant information regarding potential risks to Simon's safety with local housing providers and the police in order to ensure swift relocation when required and continued management of potential risks to his safety.</p>
<p>Managing Diversity and Maximising Offender Engagement:</p> <p>OMI 2 Criterion: 2.4</p>	<p>Carly was a 29 year old woman who was sentenced to a suspended sentence order with a supervision requirement. As a result of problems with childcare, she regularly brought her youngest child to the office, which prevented the offender manager from working on key parts of the sentence plan to reduce harm and the risk of reoffending. The offender manager undertook regular home visits and also referred Carly to Sure Start. Carly had never accessed this service before and felt nervous about attending. In response, the offender manager attended with her to introduce her to the staff and show her around the building. Carly had since attended sessions there on a voluntary basis and her son was also accessing the Chatterbox group. In addition, the centre agreed to let the offender manager and Carly meet there for supervision whilst her son was cared for by staff. As a result of the response of the offender manager to overcome barriers to compliance, Carly had been enabled to engage with the work. Significant progress had been made and Carly had not reoffended.</p>

All names have been altered.

SERVICE USERS' PERSPECTIVE

Offenders

One hundred and sixty offenders completed a questionnaire for the inspection.

- Nine questionnaires were returned by offenders in custody. All but one confirmed that they had received an induction on arrival in custody, which covered what they needed to know. Only one offender had not received a basic skills (educational) assessment during this time. All respondents knew that they had an offender manager in the community, and the same number had been in contact with their offender manager while in custody by letter or phonecall. Six had received a visit from their offender manager.
- Three offenders in custody did not feel involved in drawing up their sentence plan and six confirmed that their plan had been discussed with them. All but two had a named offender supervisor in custody who they met to discuss progress on their sentence plan and all six indicated that they had a good working relationship with their offender supervisor. Three of the four offenders due for release thought that the offender supervisor had helped to prepare them. Several commented positively on the work they had undertaken to improve their attitude to offending, in particular, through attendance at the SOTP and other offenders spoke of support to improve relationships. One offender commented *"Taking part in the SOTP has enabled me to re-evaluate my life. I want to be free from further offending - the SOTP has given me the skills to do this and allowed me to analyse where I went wrong"* and another *"I have gained NVO qualifications, also have completed the TSP course, I have stayed off of drugs, I don't want to re-offend and I enjoy being a changed person - the new me - a better person"*.
- Five offenders in custody felt supported by their community-based offender manager and a further three felt that they had been supported in part. Most thought that they were less likely to offend in the future and had completed work in prison to make them aware about the victims of crime. One offender said *"My offender manager has kept me in contact - I feel she is interested in my progress and look forward to working with her more in the future. I cannot fault the way I have been treated since being sentenced"*.
- One hundred and fifty-one offenders in the community responded to our questionnaire. All except one said that the rules covering their supervision had been fully or partly explained. Almost all said that their offender manager discussed their sentence plan with them and all but nine had been fully or partly involved in drawing up the plan. Similar numbers reported that their offender manager had discussed progress with them on the sentence plan.
- Two-thirds of offenders had engaged with other probation staff or workers from different agencies, 78% of those who responded thought the parties had worked together well and two-thirds were helped to make links with other organisations for support. One offender commented that *"I have had help getting to see Addaction to help me stop smoking weed and go towards a better life. This will really help me with Recycling Lives and employment. It has helped me not to blame my ex-partner and to see things from her point of view"*.
- Almost all offenders stated that they had a good working relationship with their offender manager and that their offender manager listened to what they had to

say. One person told us *"My offender manager has been a real support to me and my wife. She is always able to give a different perspective and make me think, but in a way that is sensitive and respectful. I cannot praise her enough"*.

- All but three said that their work with the probation service had made them think more about their offending and how to avoid committing offences in the future. Similar numbers said that they were less likely to offend in the future. One commented that *"I can stop before I do anything now and think about it first. A while back I used to jump in feet first and not think about the consequences. The time I have been on supervision has made me think about all the wrong doings I have done in the past and I now want to make amends"*. 89% said that their work with the probation service had made them more aware about the victims of crime, one person stated that the work had *"made me aware of victims and friends and family and the impact my offending had on them. Made me think about my friends and who is good for me"*.

Victims

Fourteen questionnaires were completed by victims for the inspection.

- All victims who completed the questionnaire were clear about why they had been contacted by the Trust and all but one were clear that they had a choice about becoming involved with the victim contact scheme. All confirmed that their particular circumstances had been taken into account when arranging any contact.
- All respondents said that they had been kept updated about the offender's sentence and when they were likely to be released. Where offenders were due for release, all except one thought that they had been given the chance to talk about any worries concerning release, and to give their views about any additional licence conditions that might be imposed. One victim did comment *"Did not know I could suggest what should be on the offender's licence on release"* and another *"the VLO has given me a lot of support and she has listened to my fears. I could not ask for anything different"*. Eight out of the nine who had reported concerns to the probation service were satisfied with the response they received.
- For eight victims, extra conditions had been added to the offender's licence to make them feel safer. Ten said they felt safer as a result of their contact with the Trust; one did not feel that it had made any difference to their situation.
- All but two of the victims who responded to the question were completely or largely satisfied with the service they had received. One commented on the excellent service provided and said *"All my contact with the professionals working on this case was extremely positive and helpful; they were very caring and have assisted greatly in helping us come to terms with the trauma we suffered"*.
- All but one of the victims who responded to the question were completely or largely satisfied with the service they had received. One commented on the excellent service provided and said *"We are very impressed by and grateful for the help and support we have received from both our victim liaison officer and her team manager"*.

Courts

Thirteen questionnaires were completed by sentencers for the inspection.

- All respondents were satisfied with the quality of oral reports and FDRs. All except one were similarly satisfied with SDRs, though the comment was made that reports would benefit from less jargon and more judgement. All except one stated that reports were made available within the timescale set by the court, and all thought that they had received appropriate information from probation to help determine which type of report was required. Eight indicated that they had been provided with enough information to aid the sentencing process when the court was considering imposing specific additional requirements on the offender, such as those addressing residential requirements in approved premises or substance misuse although greater consistency in provision and more detailed information would have been welcomed.
- Arrangements for enforcement were thought to be working appropriately - fully or in part – by all respondents. However, seven of the ten respondents who answered this question were not aware of any differential arrangements (such as a fast track process) for enforcement of cases that posed a high *RoH* or were priorities for other reasons.
- Where the court required progress/review reports about offenders, 9 out of the 13 sentencers indicated that there were arrangements in place to ensure reports were submitted to court as required.
- Liaison arrangements between sentencers and the Probation Trust were described as effective by all but one of the respondents. All sentencers received the information they needed about current probation policy and practice, either in full or in part.
- Seven out of the eleven who expressed an opinion thought staffing levels in court were sufficient. All respondents considered that probation staff had sufficient knowledge and skills to work effectively in the court setting. Comments included *"we are very fortunate in the staff we have here"* and *"the court liaison probation officers at crown court are in my view very experienced, knowledgeable and helpful. They work very effectively"*. Some concern was expressed about the impact of losing experienced members of staff from the court setting.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 78 %

1.1 General Criterion: PREPARING FOR SENTENCE <i>High quality reports are produced to inform sentencing.</i>	
Score:	Comment:
87%	MINIMUM improvement required.

Strengths:

- (a) A PSR was prepared in 97 of the cases we inspected and we considered that almost all reports (96%) were of the appropriate type.
- (b) There was a written record of oral reports in all but two of the cases.
- (c) All reports had been prepared within the required timescale and all except one report had used the required format. Over three-quarters were suitably concise.
- (d) Most reports were based upon the required assessment of *RoH* and *LoR*. Reports included an accurate analysis of the *RoH* posed by the offender in 78% of cases, and of *LoR* in 86%. Sentencers welcomed reports which included a greater level of analysis.
- (e) Almost all PSRs (93%) contained a clear proposal which was proportionate to the seriousness of the offence. Requirements aimed at keeping *RoH* to a minimum were proposed in 86% of relevant reports.
- (f) A community sentence was proposed in three-quarters of reports and this was followed by the court in the majority of cases.

Area for Improvement:

- (a) Outline sentence plans were not included in 18 reports and where they were included they did not take full account of the assessed *LoR* in over one-quarter of cases. Where vulnerability issues had been recorded in PSRs, these had not been included in the outline sentence plan in 24 of the 34 relevant cases.

1.2 General Criterion: ASSESSMENT AND PLANNING TO MINIMISE RISK OF HARM TO OTHERS <i>RoH is comprehensively and accurately assessed. Plans are made to keep to a minimum the individual's RoH.</i>	
Score:	Comment:
79%	MODERATE improvement required.

Strengths:

- (a) An RoSH screening was completed at the start of sentence in 98% of cases, and was on time in 87%.
- (b) An RoSH classification was completed at the start of sentence in all but one case and we assessed that the classification was correct in 89% of cases. Of the 20 cases that were incorrect, we judged that 12 were too low and 8 too high.
- (c) A full *RoH* analysis was required in 140 cases; it was completed in 96% and on time in 85%. The analysis accurately reflected the risk to children in 80% of cases and to the general public in 81%. *Risk of Harm* to known adults was accurately assessed in 79% of cases; to staff in 90%.
- (d) A risk management plan had been completed in 117 of the 124 where required; 80% were completed on time and all except six used the correct format.
- (e) In 56 cases, there were additional restrictive conditions or requirements. These were judged to be proportionate to the assessed *RoH* and to the protection of victims in all but one case.
- (f) Sixty cases met the criteria for referral/notification to MAPPA. Four had not been identified as a MAPPA case by the offender manager, and all except three were managed at the appropriate MAPPA level. Where deemed to be incorrect, in all cases we judged the level was too low. In all but two instances, the referral/notification had been timely. Proposed actions from MAPPA were incorporated in relevant plans in all but two cases and had been communicated to other organisations involved in all cases.

Areas for Improvement:

- (a) The RoSH screening was not accurate in 29% of cases. Some missed information about previous offending or behaviour, especially domestic violence and/or child protection concerns. This was a concern, as an incorrect screening would not always trigger the need for a full RoSH analysis when one was required. Where screenings had been undertaken by PSR writers, and these were not always based on Crown Prosecution Service documentation, they were often not checked by the offender manager at the start of sentence, so inaccuracies were not rectified in initial assessments.
- (b) *RoH* analyses were not of sufficient quality in 66 cases (47%). These did not draw sufficiently on all available sources of information in 55 cases (40%) and did not consider or take into account previous relevant behaviour in 33 cases (27%). Four of the relevant 14 *RoH* analysis did not reflect the risk to prisoners. Some assessments were too descriptive, particularly with regard to motivation and triggers; there was too much focus on current or previous offending rather than *behaviour* and we found that key information had often not been accessed from other agencies, especially YOTs and children's social care services.
- (c) Risk management plans were not judged to be comprehensive in 51% of cases. Whilst we saw some very good examples of risk

management plans, too many were not updated from PSRs and contained out of date information; some lacked sufficient detail about roles, responsibilities and timescales for actions to be completed.

- (d) In 55% of risk management plans, it was not clear how the objectives from the sentence plan, and other activities, would address *RoH* issues and protect actual and potential victims. There was no evidence that the risk management plan had been shared with relevant others in 40% of cases.
- (e) There was effective management involvement in *RoH* assessment and planning in 60% of high *RoH* cases and in 14 of the 35 cases where there were child protection concerns.

1.3 General Criterion: ASSESSMENT AND PLANNING TO REDUCE THE LIKELIHOOD OF REOFFENDING <i>The LoR is comprehensively and accurately assessed. Plans address offending related factors needs to reduce the LoR.</i>	
Score: 79%	Comment: MODERATE improvement required.

Strengths:

- (a) We judged that 91% of cases had been allocated to the correct tier at the start of sentence. All but seven cases had been allocated to an offender manager within the required timescales. We found evidence of tiering being appropriately increased or decreased as risks changed.
- (b) A LoR assessment was completed in all except one case where required and completed on time in 88%.
- (c) An initial sentence plan was completed at the start of sentence or licence (98%), was timely (82%), informed by relevant assessments (78%) and appropriate to the purposes of sentencing (85%). Most sentence plans included objectives to manage *RoH* and address LoR.

Areas for Improvement:

- (a) The initial assessment of LoR was insufficient in 35% of cases. Almost all had been 'pulled-through' from previous assessments and updated, which meant that they contained out of date and irrelevant information, some of which dated back several years. Some assessments judged to be insufficient failed to include an analysis of those offending-related factors which were currently relevant to the offender.
- (b) One-third of plans did not contain outcome focused objectives and 46% did not include logical sequencing of activities or objectives. Just under one-third did not fully describe levels of contact with the offender. In 41% of cases the roles and responsibilities of all those involved were not clearly defined, and the plan was not shared with others in 40% of relevant cases.

- (c) Objectives to manage child protection concerns were not present in 17 of the 44 relevant cases.
- (d) For the ten offenders identified as PPOs, only half had ISPs which required intensive levels of contact and six did not include enhanced levels of interventions.

1.4 General Criterion: ASSESSMENT AND PLANNING FOR OFFENDER ENGAGEMENT

Individual diversity needs are taken fully into account at the earliest opportunity. Plans are put in place to minimise the impact of potential obstacles to engagement.

Score:

63%

Comment:

SUBSTANTIAL improvement required.

Strengths:

- (a) Sentence planning took account of the offender's level of motivation in 83% of cases and of their capacity to change in 81%.
- (b) A Skills for Life screening was carried out at the start of sentence in 79% of cases where required. The Trust had undertaken a significant amount of improvement activity to increase the number of screenings completed.

Areas for Improvement:

- (a) In 35% of cases insufficient attention was paid to the methods most likely to be effective with the offender.
- (b) Offenders had been actively and meaningfully involved in the sentence planning process in 47% of cases. The contribution required from the offender to achieve sentence plan objectives was clear in 58% of plans.
- (c) Where a full diagnostic assessment of learning and skills needs was required, there was evidence that this had been completed in only 29% of appropriate cases. There was no evidence of a learning plan in 78% of cases. Where a learning plan was on the offender manager's file, it formed part of the sentence plan in just over half the cases. Whilst screenings were generally being undertaken, referrals for a full assessment were not completed or where they were, Ofsted found that they were often delayed. The specific needs of women offenders, in relation to ETE, were often not considered.
- (d) Just over one-third of the cases showed no evidence of assessment of potential discriminatory/disadvantaging factors or any other individual needs. In addition, planning documents did not include actions to take account of identified individual needs in 18 of the 67 relevant cases. However, the improvement in outcomes in relation to managing diversity may be indicative that this is an issue of recording rather than offender managers simply not paying attention to offenders' individual needs.

COMMENTARY on Assessment and sentence planning as a whole:

Since the last inspection in 2006, the Trust had focused on improving the quality of OASys assessments and had set up a Performance and Quality Support Unit to support development of practice in this area. Offender managers who were identified as underperforming in relation to OASys quality were required to undertake structured improvement work led by the Performance and Quality Support Unit. More recently RADAR, a programme of peer development and learning, had been introduced in each Local Delivery Unit and without exception this was viewed positively by the offender managers we interviewed, who could demonstrate the impact RADAR had on improving their practice. There was evidence that sentence and risk management plans improved over the life of the case. However, it was recognised by the Trust that more work was needed to ensure that RoSH screenings were accurate and the quality of RoSH analyses improved. Failings generally arose from incorrect information being included or significant information about potential *RoH* being omitted. In full analyses, too much emphasis was given to the current offence and the potential risks indicated from previous behaviour were not often considered. Offender managers missed the opportunity to use the full range of sources available to them, including where relevant, information from YOTs and children's social care services, and a more investigative approach could have been adopted.

Assessments of LoR were 'pulled-through' and an update added. Offender managers told us that this was the expectation of the Trust. This approach resulted in assessments containing out of date or irrelevant information, some of which dated back over four years. Significant information was hard to elicit and on too few occasions did we see a good quality analysis of current risks.

We saw some good examples of sentence plans and risk management plans but the quality varied significantly. Greater attention needed to be given to prioritising and sequencing objectives and activities in sentence plans and ensuring that objectives were outcome focused. It was clear that offenders had sight of a copy of the sentence plan after completion, which was discussed with them, but there was little evidence that they had been meaningfully involved in identifying what needed to be in the plan. Risk management plans were often very long, 'pulled-through' from previous assessments and contained out of date or irrelevant information. Curfews were often overlooked as a risk management strategy and generally the plans lacked *specific* detail about actions, timescales, roles and responsibilities.

The Trust had been involved in the development of women's centres in three localities and had worked to develop outreach services where centres were not available. The Trust adopted a policy of allocation of women offenders to women offender managers and had introduced induction for women at the women's centres. Each LDU had a 'Women's Champion'. However, we were disappointed to find that interventions provided at the women's centres were not well integrated in sentence plans, which too often focused on work the offender manager would undertake, rather than include a range of interventions from specialist agencies to meet different needs.

Offender managers generally held very positive views about the skills of their line managers and the support they provided. Formal supervision was provided for almost all staff at least six-weekly or more frequently and the vast majority thought that supervision had improved their practice. Most staff thought that there were sufficient opportunities to discuss practice issues with colleagues, although this was more positive in some LDU's than others. Less than two-thirds thought that there was an effective process for dissemination of findings from serious further offence or serious case reviews. Three-quarters of the 138 offender managers we interviewed thought the Trust had a culture which promoted learning and development. And almost all offender managers thought that their training and skills development needs were sufficient or excellent both for their current role and for future development.

2. IMPLEMENTATION OF INTERVENTIONS

OVERALL SCORE: 80%

2.1 General Criterion: DELIVERING THE SENTENCE PLAN (INCLUDING THE PUNISH ELEMENT)
Interventions are delivered in line with the requirements of the sentence and meet prescribed standards.

Score:

81%

Comment:

MINIMUM improvement required.

Strengths:

- (a) Interventions were delivered according to the requirements of the sentence in 82% of the sample. Interventions were also delivered in a timely manner in relation to *RoH* and LoR in 72% and 75% of cases, respectively.
- (b) Offenders had been offered a full and timely induction following sentence to a community order or after release on licence in 92% of cases. Almost all were clearly informed of the expectations regarding their behaviour throughout their sentence, as well as their responsibilities and rights.
- (c) We assessed 22 cases which were in scope for offender management during the custodial phase of their sentence. Appropriate arrangements were made for offender managers to contribute to sentence planning boards in 82%. There was evidence that the offender had been offered a full and timely induction at the start of their custodial sentence. In 17 cases, the offender was transferred to other custodial establishments; in all but one instance the offender manager was notified promptly of the move. Eight offenders had been transferred to another prison to access specific resources identified in their sentence plan.
- (d) The frequency of contact with offenders met or exceeded the national standard in 94% of cases and facilitated the requirements of the sentence in 93%. It took full account of the assessed level of *RoH* in 93% of the sample, and of the LoR in 94%. Contact levels also promoted the achievement of sentence plan objectives in 87% of cases.
- (e) Appropriate resources were allocated to address the purposes of the sentence in 91% of cases, and to the *RoH* posed by the offender in 83%. Resources were allocated appropriately to tackle LoR in 87% of the sample, and relevant diversity needs in 71%.
- (f) Offender managers monitored the attendance of offenders across interventions in 93% of cases and took effective action to secure compliance with interventions in 84% of cases where this was required.

- (g) Judgements about the acceptability of absences and the offender's behaviour were appropriate in 90% of cases, consistent in 92% and clearly recorded in 89%. In the 45 cases where breach or recall action was taken, this was timely in 84% of relevant cases, and the action was resolved within the required timescale in 80%.
- (h) We found that almost all unpaid work placements were sufficiently demanding and of benefit to the local community. Most placements took account of the offender's *RoH*.
- (i) Sentence plans were reviewed in line with required timescales in 92% of cases where required. In 74% of cases, the review of LoR informed the sentence plan.
- (j) Twenty-one cases in the sample had been transferred, either between offices in Lancashire or between Probation Trusts. All but three involved provision of up to date assessments as well as sentence and risk management plans. An appointment had been provided within five days of notification in all but one case and a home visit conducted within ten days in all except two cases.
- (k) Almost all case records were well organised and 78% contained all relevant documentation. Where documents were missing this was mainly in relation to terminated case files. Recording of information was clear in 91% of cases, timely in 96% and reflected work carried out in 78%.

Areas for Improvement:

- (a) Interventions were not delivered in line with the sentence plan in 31% of cases, were not delivered in a timely manner according to *RoH* in 28% or sequenced according to *RoH* in 32% of relevant cases.
- (b) Interventions in custody were delivered in preparation for release in 9 of the 16 relevant cases.
- (c) Good communication between offender managers and offender supervisors in custody was evident in just over one-third of the relevant cases. Some cases in the custody sample lacked evidence of good communication between the offender supervisor and other workers in the prison (36%), and some cases (23%) needed better communication with the offender by all staff involved.
- (d) There was insufficient evidence that unpaid work placements had been matched to the offender in one-third of cases, although it was evident that the Trust had clear processes to enable this to happen. Unpaid work placements did not facilitate skills development or educational attainment in seven of the relevant 15 cases. Ofsted inspectors found that the Trust did not track or record the skills offenders developed on unpaid work and that offenders had few opportunities for accreditation.
- (e) The *RoH* and LoR were not reviewed in line with required timescales in 36% and 29% of cases, respectively. They were reviewed following a significant change in the circumstances of the case in just over half the cases where this was required. Reviews were

'pulled-through' from the initial assessment and updated. Many assessments continued to include irrelevant and out of date information and did not contain an analysis of the significance of changes recorded.

- (f) Where there were significant changes, sentence plans were reviewed in 60% of cases.
- (g) Reviews of *RoH* were used to inform sentence plan reviews in 63% of cases and to prioritise objectives in 55%. Reviews of *LoR* were used to prioritise objectives in 61%.
- (h) Offender managers had coordinated the input of all workers in 75% of cases and ensured all elements of the sentence plan were delivered in 73%.
- (i) The offender was involved in sentence planning reviews in just over half the cases. Offender managers did not maximise this opportunity to engage the offender in reviewing progress, planning future work and considering barriers to compliance.

2.2 General Criterion: DELIVERING RESTRICTIVE INTERVENTIONS (THE CONTROL ELEMENT OF THE SENTENCE PLAN)

All reasonable action is taken to keep to a minimum the individual's RoH.

Score:	Comment:
77%	MODERATE improvement required.

Strengths:

- (a) Nine cases in the sample were managed through MAPPA at Levels 2 or 3. MAPPA was operated effectively by probation in all cases and probation staff had contributed effectively in all bar one case. The input by other agencies was judged to be effective in all cases. Decisions taken within MAPPA were clearly recorded in all except one case. Decisions were reviewed appropriately and followed through in every case.
- (b) Multi-agency child protection procedures had been operated in 14 of the relevant 17 cases. Recording was clear in 12 cases, followed through and acted upon in 13 and reviewed appropriately in 12 cases. Offender managers and all other relevant staff were judged to have contributed effectively in all except two cases.
- (c) Restrictive requirements in licence cases were monitored fully in 84% of the 45 relevant cases.
- (d) Victim contact work was required in 50 cases in the sample. In all but three cases an offer of face-to-face contact was made and this was timely in all except six cases. Twenty-four victims took up the offer of contact. Regular and accurate information was shared between the VLO and the offender manager in all except one case.

In almost all relevant cases, victims had the opportunity to give their views on proposed licence conditions. Twelve out of fifteen were informed of relevant events during the offender's sentence, such as transfer to a different prison. All except one had been informed of any relevant conditions of release for the offender, such as exclusion zones or conditions not to contact the victim. There was regular and accurate exchange of information between VLO and the offender manager in all except one case and between the offender manager and prison staff in all but two cases. It was of concern however, that in only 4 out of 16 cases there had been an opportunity for the victim to see the relevant part of parole or other reports. Overall, services provided to victims through VLOs were rated as sufficient or excellent in 86% of cases. In the five cases where services were provided by women's safety workers, in connection with domestic violence accredited programmes, these were rated as sufficient or excellent in all but two cases.

- (e) An initial and purposeful home visit had been carried out in 79% of the high or very high RoSH cases and was timely in 78%. However, this left eight cases where initial home visits had not been undertaken. Although timely initial home visits had not always been undertaken where there were child protection concerns, home visits were repeated to monitor concerns in 79% of relevant cases.
- (f) Approved premises were used effectively as a restriction to manage *RoH* in all 12 applicable cases.
- (g) Recall to custody for *RoH* reasons was required in 11 cases. Action was taken promptly in nine cases, and in one further case was taken later. However, this did leave one case where recall was not instigated when it should have been.
- (h) Eight community orders required breach for *RoH* reasons, six were enforced promptly, and in one case breach action was instigated but this was not timely. Clear explanations about the reason for the breach were given to the offender in six cases and efforts were made to re-engage the offender in the sentence plan in five of the seven cases where this was required.

Areas for Improvement:

- (a) Potential and actual changes in *RoH* factors were not anticipated in one-third of cases. Where changes took place, they were not identified swiftly by the offender manager in 27% of cases nor acted on appropriately in 32%.
- (b) Initial and purposeful home visits had not been carried out where there were child protection concerns in 40% of cases where required. Home visits were not repeated as part of a regime to manage *RoH* in one-third of cases. Where other home visits were required, initial and repeat home visits were carried out in one-third of cases.
- (c) Appropriate priority had been given to victim safety by the offender manager and others workers in 73% of cases, leaving 33 cases where the safety of the victim had not been addressed.

- (d) There was evidence in six out of the ten community orders that restrictions had been monitored fully. Information from electronic monitoring companies was rarely found on file and offender managers did not take a sufficiently proactive approach.
- (e) Six out of ten PPO offenders received enhanced levels of contact and three did not have appropriate restrictions.
- (f) Following recall, clear explanations were given to the offender about the reason for their recall and efforts were made to re-engage the individual with their sentence plan occurred in 7 out of 11 cases.
- (g) Although there had been structured management involvement in all but one high or very high RoSH cases it was less than effective in 13 cases. Similarly, effective management involvement was evidenced in just under half the cases where there were child protection concerns.

2.3 General Criterion: DELIVERING CONSTRUCTIVE INTERVENTIONS (THE HELP AND CHANGE ELEMENTS)
Interventions are delivered that address criminogenic needs and the reduction of LoR.

Score:

75%

Comment:

MODERATE improvement required.

Strengths:

- (a) Following sentencing, offender managers identified supportive factors in the lives of 91% of offenders and they ensured that the offender was sufficiently supported in retaining or developing community ties in 79%. Immediate action was taken to identify and preserve housing, employment and family ties for 10 out of the 14 offenders sentenced to a custodial sentence.
- (b) There were 36 cases where interventions related to learning needs were delivered; almost all were judged to be proportionate to the offender's need and relevant to the offender's aspirations and abilities. Over three-quarters were delivered in line with sentence plan objectives. ETE services were rated as sufficient or excellent in 81% of the cases where used. Ofsted found some excellent examples of programmes accessed by offenders which were matched to their learning and employability needs.
- (c) In 74% of cases, sufficient work was directed at overcoming practical obstacles to community integration and promoting key life skills.
- (d) Constructive interventions encouraged and challenged offenders to take responsibility for their offending behaviour in 80% of relevant cases in the community. There was less evidence of this positive work taking place with offenders who were in custody.

- (e) Arrangements were in place to prepare offenders thoroughly for interventions in 82% of cases and arrangements were put in place to reinforce new learning and skills in 76%.
- (f) Of the 12 applicable cases, appropriate constructive interventions were delivered in approved premises in all but one case; however, in only six cases was this included in the sentence plan.
- (g) Accommodation services were rated as sufficient or excellent for 33 of the 39 offenders who accessed this service. Although lower numbers used financial management and relationship services, these were similarly rated positively. There were 52 offenders who accessed services for drug or alcohol misuse and in most cases these were rated positively, as were services accessed for emotional well-being, thinking and behaviour and attitudes to offending. Overall, we found that 89% of services commissioned to address offending-related needs were rated as sufficient or excellent.

Areas for Improvement:

- (a) Sufficient information, advice and guidance had been provided to offenders regarding learning needs in 60% of applicable cases. In a similar proportion of cases, arrangements were made for interventions to be delivered where a learning need had been identified. An intervention was delivered in only 36 of the 83 cases where this was required. Ofsted noted that too few women accessed vocational programmes. Women’s centres, however, did provide good opportunities for personal development.
- (b) Victim awareness work had not been undertaken in 32% of cases where it would have been appropriate.

2.4 General Criterion: MANAGING DIVERSITY AND MAXIMISING OFFENDER ENGAGEMENT

The management of offenders’ diversity needs facilitates effective engagement with the sentence.

Score:

81%

Comment:

MINIMUM improvement required.

Strengths:

- (a) Arrangements for interventions took account of offenders’ diversity issues in 74% of applicable cases. Evidence was found in 76% of cases that the offender manager had ensured all relevant staff were aware of the diversity needs of the offender. In approved premises, the regime met the individual needs of all residents whose cases were in the sample.
- (b) Offender managers showed commitment to their work with offenders in 83% of cases, motivated them and supported them in 84%, and reinforced positive behaviour in 86%. Other workers also

showed their commitment to offenders in 87% of cases, in addition to motivating and supporting them and reinforcing positive behaviour in 86% of cases.

- (c) Offender managers and other staff had developed positive and productive working relationships in 83% of cases, though the figures (72%) were slightly lower for offender supervisors in custody.

Areas for Improvement:

- (a) There was evidence in 14 of the 22 relevant custody cases that offender supervisors showed commitment to offenders, supported them and reinforced positive behaviour.
- (b) Where vulnerability issues had been identified, in one-third of cases these had not been clearly communicated to all staff involved in the case.

COMMENTARY on Implementation of interventions as a whole:

Whilst we saw good communication between the offender manager, the offender and other workers, effective communication was less well evidenced between offender managers and offender supervisors for those in custody.

We saw effective use of approved premises as part of a regime to resettle and manage high *RoH* offenders and constructive interventions were delivered, although they were not always included within sentence plans.

Reviews were completed and updated but the problems identified in the previous section were evident in reviews. Offender managers often saw OASys as more of a recording tool rather than a framework for a dynamic risk assessment. We saw little evidence that offenders had been involved in sentence plan reviews which was a lost opportunity for them to reflect on progress and achievements as well as building their commitment to the future plan.

The Trust had commissioned a wide range of high quality services but these rarely featured in sentence plans which focused largely on interventions to be delivered by the offender manager. However, we did see many occasions when offender managers had been creative in delivery of one-to-one interventions. ETE services, when accessed, were of a high quality and offered good learning and vocational opportunities but far too few offenders who required these services were referred. There were also limited vocational opportunities for women.

Offender managers expressed positive views about the way in which planned absences were managed to minimise their impact on continuity of work with offenders but were less positive in regard to unplanned absences, which also varied across LDUs. Three-quarters of those we interviewed thought that workloads were monitored and managed in a fair and transparent way. Just under one-quarter did not think that their own diversity needs had been reasonably met by the organisation, but 33% thought that there had been an excellent response to their individual needs.

3. ACHIEVING AND SUSTAINING PLANNED OUTCOMES

OVERALL SCORE: 71%

Our inspections include findings about initial outcomes, as set out in this section. In principle, this is the key section that specifies what supervision is achieving, but in practice this is by necessity just a snapshot of what has been achieved in only the first 6-9 months of supervision, and for which the evidence is sometimes only provisional.

We have made some changes to this section, with effect from the North West inspections. The scores reported here are therefore not comparable with Section 3 results from previous inspections.

3.1 General Criterion: ACHIEVEMENT OF INITIAL OUTCOMES (INCLUDING THE PUNISH ELEMENT) <i>Offender managers adhere to the prescribed standards for requiring, promoting, and where necessary enforcing the order or licence.</i>	
Score: 77%	Comment: MODERATE improvement required.

- (a) In all but five of the cases we inspected we judged that appointments arranged with the offender were sufficient for the purpose of carrying out the sentence of the court.
- (b) In 97% of cases, either the offender had complied with their order or licence, or their sentence had been properly enforced.
- (c) In 50% of cases, offenders had abided by the requirements of their order or licence without the need for the offender manager to take further action. Where the offender had initially failed to comply, in 55% of cases the offender manager had taken appropriate action to promote compliance and had been successful in re-engaging the offender. In a further 32%, attempts to re-engage the offender had not been successful. There were seven cases where we felt that there should have been further attempts to promote compliance. Where offenders failed to comply, the order or licence was enforced as required in 86% of cases.
- (d) Where there had been good progress, the offender manager had applied for early termination of the order in 10 cases. There was a further case where we felt that there could have been an application for early termination and no cases where we believed that the application for early termination was inappropriate.
- (e) Since being sentenced, 19% of offenders in the case sample had been convicted of a further offence, five (3%) had been cautioned for an offence committed since the start of the sentence and 13 had received any other type of disposal relating to their behaviour –

sexual offences prevention order, restraining order, penalty notice or prison adjudication. There were 28 offenders who had been charged with a further offence committed since the start of the sentence.

3.2 General Criterion: MINIMISING RISK OF HARM TO OTHERS (THE CONTROL OBJECTIVE) <i>All reasonable action has been taken to keep to a minimum the individual's RoH.</i>	
Score: 72%	Comment: MODERATE improvement required.

- (a) All reasonable action to keep *RoH* to a minimum had been taken in 75% of cases.
- (b) In 32 out of 64 cases where there were known domestic abuse issues, there had been no further police callouts. However, in 16 cases there was no record of the offender manager checking with police regarding reports of further incidents.
- (c) Where there was an identifiable victim or potential victim there was evidence that *Risk of Harm* to them was effectively managed in 67% of cases.

3.3 General Criterion: REDUCING LIKELIHOOD OF REOFFENDING (THE HELP AND CHANGE OBJECTIVES) <i>There is a measurable reduction in the LoR and/ or the achievement of other positive outcomes that are known to promote the reduction of LoR.</i>	
Score: 65%	Comment: MODERATE improvement required.

- (a) Sentence plan objectives had been fully met in 19% of cases and partly met in 57%.
- (b) Including the PSR author, 68% of cases had been managed by two or more offender managers. Where there had been a change of offender manager, delivery of the sentence plan had been maintained in 84%.
- (c) There was evidence that the community had benefited from reparative activities in 82% of cases.

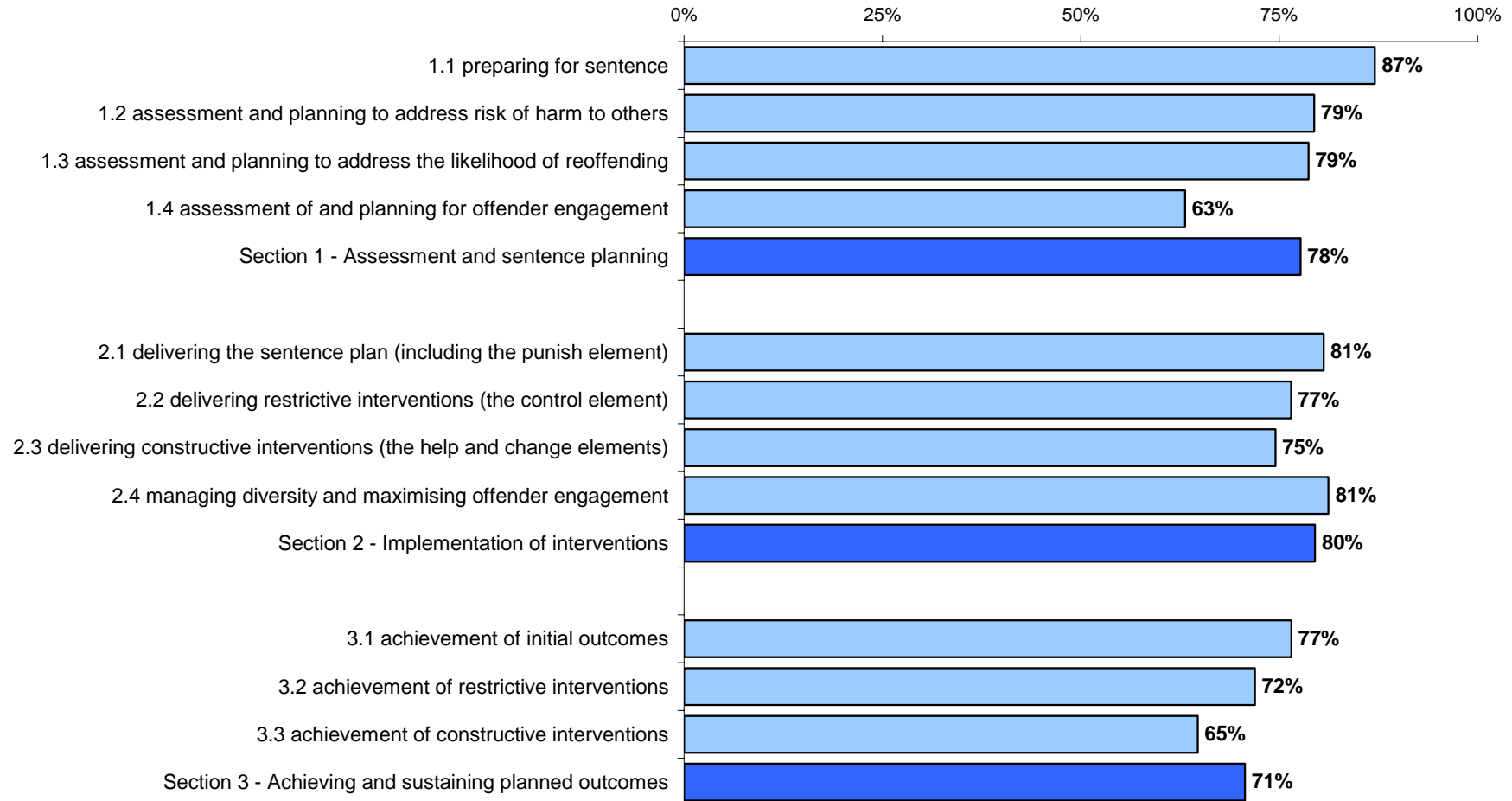
- (d) In our inspection of each case, we identified the factors that made the individual offender more likely to reoffend. We also judged the extent to which, at this point in the sentence, sufficient progress had been made against the relevant factors.

	Number of cases in which this was identified as a factor associated with LoR at the start of sentence/release	% of relevant cases in which sufficient progress had been made (at this point in the sentence)
Accommodation	41	68%
ETE	39	54%
Financial	25	28%
Relationships	87	30%
Lifestyle and associates	89	35%
Drug misuse	50	64%
Alcohol misuse	77	52%
Emotional well-being	58	31%
Thinking and behaviour	129	54%
Attitudes	81	41%
N/A – Unpaid work	21	

- (e) In 62% of cases, sufficient overall progress had been made in relation to the factors we identified as making the offender more likely to reoffend.
- (f) There was evidence of progress regarding the offender's learning and skills development in 36% of relevant cases. Where there was a need, 6% had gained some qualification related to learning and skill development.
- (g) Nearly one-quarter of those who were able to work but were unemployed at the start of their sentence or licence secured employment, at least on a temporary basis. Employment had been secured and maintained for at least 16 weeks by a further 15% of relevant cases.
- (h) In 65% of cases, action had been taken, or plans were in place to ensure that positive outcomes were sustainable beyond the end of the sentence.
- (i) Resources were used effectively to achieve the outcomes planned for the offender in 77% of cases.

APPENDIX 1 Scoring of sections 1-3

OMI 2 Lancashire: General Criterion Scores - July 2011



APPENDIX 2 Lancashire Probation Trust: Contextual information

Total caseload at December 2010	7,513
% white*	90.4%
% minority ethnic*	9.6%
% Male	89.7%
% Female	10.3%
* excluding cases for which information on ethnicity is not available	

APPENDIX 3 Inspection arrangements

Model

The Offender Management Inspection 2 (OMI 2) Programme entails visits to all NOMS Areas and Trusts over a three-year period from September 2009. Its primary purpose is to assess the quality of offender management both in custody and the community, against HMI Probation's published criteria, in relation to assessment, interventions and outcomes. We inspect work in the community and in custodial establishments.

Methodology

The focus of our inspection is the quality of work undertaken with offenders. We look at a representative sample of between 100 and over 200 individual offender cases approximately nine months old/terminated, made up of licences, community orders and custody cases including a minimum number of the following types of cases: high/very high *RoH*; PPOs; approved premises residents; statutory victim contact; and black and minority ethnic offenders. Cases are assessed by a team of inspectors and assessors (including staff from the Trust itself). They conduct interviews with offender managers who are invited to discuss the case in depth and are asked to explain their thinking and to show where to find supporting evidence in the record. Case assessments are the primary source of evidence for OMI2.

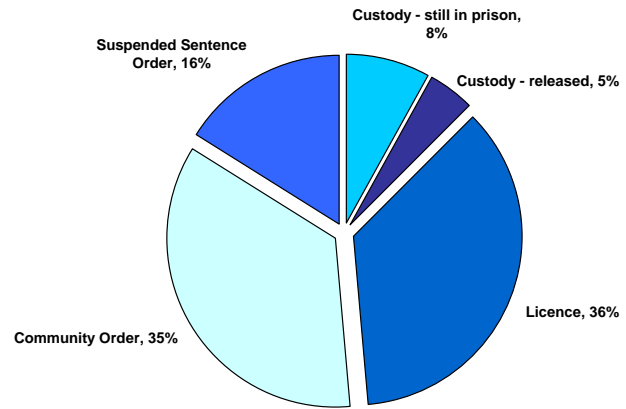
In addition we gather the views of users (victims, offenders and sentencers) by means of questionnaires.

Publication arrangements

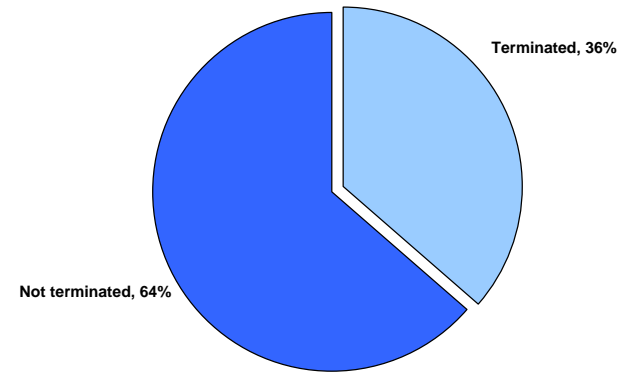
- Provisional findings are given to the Trust at the end of the inspection week.
- A draft report is sent to the Trust for comment four to six weeks later. Publication follows approximately 12 weeks after inspection. A copy is sent to NOMS, and copies are also made available to the press and placed on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

APPENDIX 4 Lancashire: characteristics of cases inspected

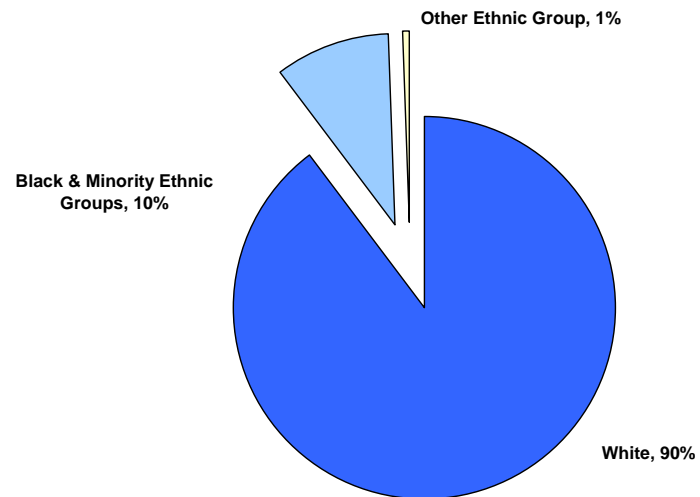
OMI 2 Lancashire: Case types



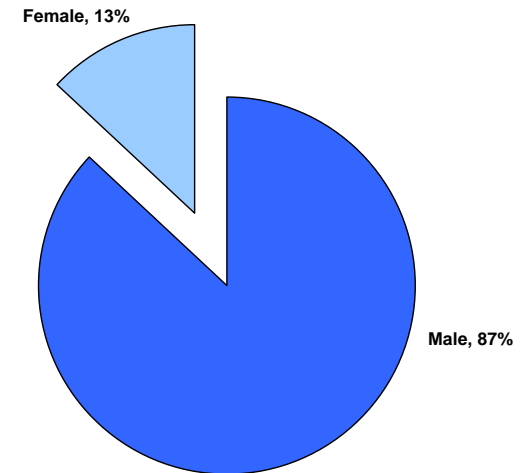
OMI 2 Lancashire: Terminations



OMI 2 Lancashire: Race and ethnic origin



OMI 2 Lancashire: Gender



APPENDIX 5 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* and *LoR* and compliance & enforcement headline scores. A fuller detailed description is on HMI Probation's website at:

www.justice.gov.uk/inspectionofprobation/hmi-probation

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

Section 1: Assessment and sentence planning

- 1.1 Preparing for sentence
- 1.2 Assessment and planning to minimise Risk of Harm to others
- 1.3 Assessment and planning to reduce the likelihood of reoffending
- 1.4 Assessment and planning for offender engagement

Section 2: Implementation of interventions

- 2.1 Delivering the sentence plan (including the *punish* purpose)
- 2.2 Delivering restrictive interventions (the *control* purpose of the sentence plan)
- 2.3 Delivering constructive interventions (the *Help and Change* purposes)
- 2.4 Managing diversity and maximising offender engagement

Section 3: Achieving and sustaining planned outcomes

- 3.1 The sentence has been served (including the *punish* purpose)
- 3.2 *Risk of Harm to others* has been minimised (the *control* purpose)
- 3.3 Likelihood of reoffending has been reduced (the *help and change* purposes)

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'). Further details are given in the description on the website.

The **score for each of sections 1, 2 and 3** is then calculated as the average of the scores for the component general criteria.

The **RoH headline score** is calculated as an average, over all the questions in the Offender Management Tool in sections 1, 2 and 3 relating to *RoH*, of the proportion of relevant cases where work was judged 'above the line'.

The **Likelihood of Reoffending headline score** is calculated as an average, over all the questions in the Offender Management Tool in sections 1, 2 and 3 relating to *LoR*, of the proportion of relevant cases where work was judged 'above the line'.

The **Compliance and Enforcement headline score** is calculated as an average, over all the questions in the Offender Management Tool in sections 1,2, and 3 relating to compliance and enforcement, of the proportion of relevant cases where work was judged 'above the line'.

APPENDIX 6 Glossary

<i>Accredited programme</i>	Structured courses for offenders which are designed to identify and reduce the factors related to their offending behaviour. Following evaluation, the design of the programmes has been accredited by a panel of experts
<i>Approved premises</i>	Approved Premises provide controlled accommodation for offenders under supervision
<i>CEO</i>	<i>Chief Executive Officer</i> of a Probation Trust
<i>Child Protection</i>	Work to ensure that that all reasonable action has been taken to keep to a minimum the risk of a child or young person coming to harm
<i>CRAMS</i>	<i>Case Record Administration and Management System</i> : Electronic case record used in most probation Trusts
<i>Dynamic factors</i>	As distinct from <i>static factors</i> . <i>Dynamic factors</i> are the factors in someone's circumstances and behaviour that can change over time
<i>ETE</i>	<i>Education, Training and Employment</i> : Work to improve an individual's learning, and thereby to increase their employment prospects
<i>FDR</i>	<i>Fast delivery report</i> : Short format Pre-sentence report, as distinct from a Standard Delivery Report
<i>HMI Prisons</i>	Her Majesty's Inspectorate of Prisons
<i>HMI Probation</i>	Her Majesty's Inspectorate of Probation
<i>IDAP</i>	<i>Integrated Domestic Abuse Programme</i> : An accredited programme which challenges the behaviour of male perpetrators of domestic abuse. The involvement of Women's Safety Workers is integral to the programme
<i>Interventions; constructive and restrictive interventions</i>	<p>Work with an offender which is designed to change their offending behaviour and to support public protection.</p> <p>A <i>constructive intervention</i> is where the primary purpose is to reduce <i>Likelihood of Reoffending</i>. In the language of <i>offender management</i> this is work to achieve the 'help' and 'change' purposes, as distinct from the 'control' purpose. A <i>restrictive intervention</i> is where the primary purpose is to keep to a minimum the offender's <i>Risk of Harm to others</i>. In the language of <i>offender management</i> this is work to achieve the 'control' purpose as distinct from the 'help' and 'change' purposes.</p> <p>Example: with a sex offender, a <i>constructive intervention</i> might be to put them through an accredited sex offender programme; a <i>restrictive intervention</i> (to minimise their <i>RoH</i>) might be to monitor regularly and meticulously their accommodation, employment and the places they frequent, whilst imposing and enforcing clear restrictions as appropriate to each case.</p> <p>NB Both types of intervention are important</p>
<i>ISP</i>	<i>Initial Sentence Plan</i> : All cases should have a sentence plan. Usually this will be contained within the Offender Assessment System format
<i>LAA</i>	<i>Local Area Agreement</i> : a structure that brings together the chief executives of the various public bodies in a locality to share responsibility for delivering public services in their area
<i>LCJB</i>	<i>Local Criminal Justice Board</i> : This is a group made up of the <i>Chief Officers</i> of the five criminal justice agencies (police, probation, courts, prisons and the Crown Prosecution Service) in each of the 42 criminal justice areas
<i>LDU</i>	<i>Local delivery unit</i> : an operation unit comprising of a probation office or offices. LDUs are generally coterminous with police basic command units and local authority structures
<i>LoR</i>	<i>Likelihood of Reoffending</i> : See <i>constructive</i> interventions
<i>LSCB</i>	<i>Local Safeguarding Children Board</i> : set up in each local authority (as a result of the Children Act 2004) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality
<i>MAPPA</i>	<i>Multi-Agency Public Protection Arrangements</i> : probation, police, prison and other agencies working together locally to manage offenders who are of a higher <i>Risk of Harm to others</i>
<i>MARAC</i>	<i>Multi-agency risk assessment conference</i> : part of a coordinated community response to domestic abuse, incorporating representatives from statutory, community and voluntary agencies working with victims/survivors, children and the alleged perpetrator
<i>NOMS</i>	<i>National Offender Management Service</i> : The single agency responsible for both Prisons and <i>Probation Trusts</i>
<i>OASys/eOASys</i>	<i>Offender Assessment System/electronic Offender Assessment System</i> : The nationally designed and prescribed framework for both Probation and Prisons to assess offenders, implemented in stages from April 2003. It makes use of both <i>static</i> and <i>dynamic factors</i>
<i>Offender management</i>	A core principle of <i>offender management</i> is that a single offender manager takes responsibility for managing an offender through the period of time they are serving their sentence, whether in custody or the community. Offenders are managed differently depending on their <i>RoH</i> and what <i>constructive</i> and <i>restrictive interventions</i> are required. Individual intervention programmes are designed and supported by the wider 'offender management team or network', which can be made up of the <i>offender manager</i> , offender supervisor, key workers and case administrators

<i>Offender manager</i>	In the language of <i>offender management</i> , this is the term for the officer with lead responsibility for managing a specific case from 'end to end'
<i>Ofsted</i>	<i>Office for Standards in Education, Children's services & Skills</i> : the Inspectorate for those services in England (not Wales, for which see Estyn)
<i>OGRS</i>	<i>Offender Group Reconviction Score</i> : A predictor of reoffending based only on static risks such as age, gender and criminal history
<i>OMI 2</i>	<i>Offender Management Inspection 2</i>
<i>OMU</i>	<i>Offender Management Unit</i>
<i>PO</i>	<i>Probation Officer</i> : This is the term for a 'qualified' offender manager who has undertaken a higher education based course for two years. The name of the qualification and content of the training varies depending on when it was undertaken. They manage offenders posing the highest risk of harm to the public and other more complex cases
<i>PPO</i>	<i>Prolific and other priority offender</i>
<i>PSO</i>	<i>Probation Services Officer</i> : This is the term for an offender manager who was originally recruited with no qualification. From 2010 they may access locally determined training to 'qualify' as a PSO or to build on this to qualify as a Probation Officer. They may manage all but the most complex cases or those posing the highest risk of harm to the public depending on their level of training and experience
<i>PSR</i>	<i>Pre-sentence report</i> : Includes both Standard Delivery Report and Fast Delivery Report
<i>REM</i>	<i>Race and ethnic monitoring</i>
<i>'RoH', 'RoH work' or 'Risk of Harm work'</i>	<i>Risk of Harm to others</i> : 'RoH work' is the term generally used by <i>HMI Probation</i> to describe work to protect the public. In the language of <i>offender management</i> , this is the work done to achieve the 'control' purpose, with the offender manager/supervisor using primarily <i>restrictive interventions</i> that keep to a minimum the offender's opportunity to behave in a way that is a <i>Risk of Harm to others</i> . <i>HMI Probation</i> uses the abbreviation 'RoH' to mean specifically <i>Risk of Harm to others</i> . We use it instead of Risk of Serious Harm in order to ensure that <i>RoH</i> issues being assessed and addressed by probation Trusts are not restricted to the definition given in <i>OASys</i> . The intention in doing this is to help to clarify the distinction between the <i>probability</i> of an event occurring and the <i>impact/ severity</i> of the event. The Risk of Serious Harm definition only incorporates 'serious' impact, whereas using 'RoH' enables the necessary attention to be given to those offenders for whom lower <i>impact/ severity</i> harmful behaviour is <i>probable</i>
<i>RoSH (Risk of Serious Harm)</i>	This is the label used for classifying levels of risk in <i>OASys</i> , where offenders are classified as either 'low', 'medium', 'high' or 'very high' <i>Risk of Serious Harm</i> , where serious harm is defined as "an event which is life-threatening and/ or traumatic, and from which recovery, whether physical or psychological, can be expected to be difficult or impossible." (Chapter 8 of the Offender Assessment System Manual, July 2006). In this report this term is used solely to refer to this process of <i>OASys</i> classification
<i>Safeguarding</i>	The ability to demonstrate that a child or young person's wellbeing has been 'safeguarded'. This includes – but can be broader than – <i>child protection</i>
<i>SDR</i>	<i>Standard Delivery Report</i> : a 'full' Pre-sentence report, as distinct from a Fast Delivery Report
<i>SFO</i>	<i>Serious Further Offence</i> : when an offender is charged with an offence classified as an SFO (serious sexual or violent offences), the Probation Trust conducts an investigation and review of the management of the case
<i>SMB</i>	<i>Strategic Management Board</i> : the duties and responsibilities of the MAPPAs 'Responsible Authority' (police, probation and prison service) are discharged through the SMB. This consists of senior representatives of the agencies involved in MAPPAs and lay advisors
<i>SOTP</i>	<i>Sex offender Treatment Programme</i> : there are several different accredited programmes for men convicted of sexual offences
<i>Static factors</i>	As distinct from <i>dynamic</i> factors. <i>Static</i> factors are elements of someone's history that by definition can subsequently never change (i.e. the age at which they committed their first offence)
<i>TPO</i>	<i>Trainee probation officer</i>
<i>TSP</i>	<i>Thinking Skills Programme</i> . A national accredited offending behaviour programme for general cognitive skills
<i>VLO</i>	<i>Victim liaison officer</i> : responsible for delivering services to victims in accordance with the Trust's statutory responsibilities
<i>WSW</i>	<i>Women's Safety Workers</i> provide help, support and information to the victims of men on the IDAP programme
<i>YOI</i>	<i>Young Offender Institution</i>
<i>YOS/YOT</i>	<i>Youth Offending Service/Youth Offending Team</i>

APPENDIX 7 Role of HMI Probation and Code of Practice

Information on the Role of HMI Probation and code of practice can be found on our website:

<http://www.justice.gov.uk/about/hmi-probation/index.htm>

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

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Data charts in this report are available electronically upon request.