



National Probation Service for England & Wales
Business Plan 2005-06

Contribute to Building
an Excellent NOMS

Protecting the Public
from Harm

Protecting the Public
from Prolific Offenders

Implementing the 2003
Criminal Justice Act

Implementing the
National Action Plan on
Reducing Re-offending

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Foreword

This is a period of considerable change for the Criminal Justice System. The establishment of the National Offender Management Service, the creation of Her Majesty's Courts Service, the work of the new Sentencing Guidelines Council and the implementation of the 2003 Criminal Justice Act are all major challenges. Ministers also have a clear expectation that the NPS will continue to achieve the significant improvements in performance made in 2004-05.

This plan sets out the main priorities for the NPS within NOMS and provides an overall context for areas/regions. It places high priority on working with:

- offenders who pose a high risk of harm, and
- prolific offenders who commit a high percentage of crime.

2005-06 will be a crucial year for the National Offender Management Service. The development of "end-to-end" offender management underpins the implementation of the CJA and is central to NOMS. All Probation Areas are expected to organise themselves to reflect the split between offender management and interventions although it is recognised that there will be differences because of local operational factors. The National Offender Manager and the Director General of the NPS issued joint guidance on the introduction of offender management in January 2005. Work in courts is given high prominence because effective targeting of interventions can help to reduce offending as well as ensure the best use of resources.

The importance of joint work with the Prison Service is demonstrated by the National Reducing Re-offending Action Plan with its focus on resettlement and community reintegration. I am particularly anxious that the NPS improves the work done with mentally disordered offenders, women and drug/alcohol misusers. 2005 will also see important developments in relation to arrangements to protect children and it is vital that they link effectively with existing MAPPA arrangements.

A key feature of NOMS is contestability and it is essential that probation staff working in interventions have a clear competitive edge in its work with offenders. This requires the effective use of resources, good working relationships with the Trade Unions and a willingness to be clear about the prioritisation of work. The NPD will provide guidance and support on these issues. It is essential that areas work closely with the Regional Offender Managers so that the full potential of these posts to tackle offending at a regional level can be realised.

2004-05 was the year in which we absorbed the implications of the Carter Report. Performance improved sharply throughout that year. 2005-06 will begin to see the National Offender Management Service begin to take shape in areas, and all of us will, I am sure, continue to strive to sustain and improve our performance yet further as these changes unfold. All Boards, staff, and partners have a vital contribution to make and I am confident that we can rely on each other to deliver together in the year ahead.

Steve Murphy

Director General

National Probation Service

Key Priorities for the National Probation Service 2005-06

In the first four years of its existence the National Probation Service has improved its performance year on year. The establishment of the National Offender Management Service provides a new context for work with offenders. The publication of “Reducing Re-offending – A National Action Plan” in July 2004 highlighted the importance of an integrated approach to working with offenders involving a range of Government Departments, Statutory Agencies, the voluntary sector and private providers. The National Probation Service will adopt a flexible approach to take full advantage of all these potential partnerships for all offenders whether they be in custody or in the community.

The key priorities for the National Probation Service for 2005-06 are:

1

Contributing to the building of an excellent National Offender Management Service with the separation of offender management from interventions:

During 2005-06 areas will be expected to reorganise themselves to establish a clear operational division between offender management and interventions. The NPS – both the offender management and interventions sections – will continue to give priority to diversity issues in relation to the workforce and service delivery. Excellence will continue to be a goal. The aim will be to demonstrate that interventions has acquired a real and visible competitive edge enabling it to compete successfully against voluntary and private sector providers.

2

Working purposefully with other criminal justice agencies to protect the public from harm:

The NPS will work with partners in the Multi-Agency Public Protection Arrangements (MAPPA) to manage the risk of harm posed by dangerous offenders in the community. It will continue to provide a range of community based interventions for sex offenders and expand the availability of programmes for domestic violence perpetrators and implement new sentences to protect the public. It will implement the Approved Premises and Offender Housing Strategy for Higher Risk Offenders. It will develop and implement a strategy for mentally disordered offenders. It will also help probation areas to make a strong contribution to the new arrangements to protect children.

3

Working with other criminal justice agencies and local Crime and Disorder Partnerships to promote the effective implementation of the Prolific and other Priority Offender (PPO) Strategy:

The NPS will prioritise PPOs for reports to courts and all interventions, unless other offenders present a greater risk of harm. It will develop intensive community interventions for this group of offenders involving information/intelligence sharing with the Police. The new Drug Rehabilitation Requirement to be introduced in April 2005 as part of the Community Order will be prioritised for PPOs.

4

Working with other criminal justice agencies, Judges and Magistrates to implement the 2003 Criminal Justice Act with a particular focus on the new

Community Order: This will be accompanied by a new emphasis on work in and around the court. This will be characterised by a new national approach to fast delivery reports and the introduction of an adjourned report that will be linked electronically to OASys. It will take account of developments in electronic monitoring and the operation of new EM contracts from April 2005.

5

The full implementation at a national, regional and area level of “Reducing Re-offending – A National Action Plan”:

The focus will be on providing an effective range of interventions to help offenders released into the community from prison and those on Community Orders. The seven pathways in the plan identify work on: accommodation/employment, training and education/mental and physical health/drugs and alcohol/finance, benefit and debt/children and families of offenders/attitudes, thinking and behaviour.

The Planning Context

In July 2004, the Home Secretary, Secretary of State for Constitutional Affairs and the Attorney General published their strategic plan for criminal justice. "Cutting Crime, Delivering Justice" ¹ set out the vision for the Criminal Justice System 2004-08:

- The public will have confidence that the Criminal Justice System is effective and that it serves all communities fairly.
- Victims and witnesses will receive a consistent high standard of service from all criminal justice agencies.
- We will bring more offences to justice through a more modern and efficient justice process.
- Rigorous enforcement will revolutionise compliance with sentences and orders of the court.
- Criminal justice will be a joined-up, modern and well run service, and an excellent place to work for people of all backgrounds.

CJS targets for 2005-06 are set out at Annex E. Local Criminal Justice Boards, which comprise the chief officers of criminal justice agencies in the local area, including chief officers of probation, are the principal vehicles through which these targets will be delivered.

This business plan sets out the contribution of the National Probation Service to the delivery of this vision.

Through its Chief Executive the National Offender Management Service and therefore the NPD will work by:

- supporting the Sentencing Guidelines Council in developing guidance on the most effective punishments that reflect the capacity of NOMS to deliver;
- prison and probation staff working together in more integrated ways of working;
- creating a new collaborative environment in which organisations share information and knowledge;
- developing a competitive market in which all providers must continuously show their ability to provide high quality services at realistic prices;
- having a clear distinction between those that plan and commission services from those that provide them.

NOMS will have close working relationships with the Sentencing Guidelines Council. The new Community Order will give sentencers wider choices and it is difficult to predict the impact on the NPS workload. It will be essential that areas monitor the effect of the CJA so that any difficulties

¹ Cutting Crime, Delivering Justice – A Strategic Plan for Criminal Justice 2004-08, Cm 6288, July 2004.
http://www.cjsonline.gov.uk/downloads/application/pdf/cjs_strategic_plan.pdf

can be resolved at a local level in the first instance. The NPD will pursue wider policy issues with the Sentencing Guidelines Council and the Department for Constitutional Affairs. Assistance should come from the developments in electronic monitoring technology. The new electronic monitoring contracts will be significantly cheaper and this should ease the pressure on NPS resources.

The National Action Plan on Reducing Re-offending is given prominence in this plan. It builds on the work done by HMPS and the NPS in recent years to develop a more integrated approach to the management of offenders released into the community. The seven pathways identified in the plan are equally relevant to offenders on Community Orders and there will be no distinction within the NPS between these two groups. The focus will be on ensuring that offenders are given every opportunity to reintegrate into the community.

One of the key principles of offender management is the effective transfer of information on offenders between agencies. NOMS will facilitate this through the central direction and management of IT and the development of a new electronic case management system – NOMIS – for use in both prisons and the community. It has been a matter of serious concern that offenders are frequently assessed by different agencies for the same problems or that work/treatment started in one setting is not continued in another. The NPS must work with HMPS and other agencies to ensure that this does not happen.

NOMS will create the market in which probation areas will compete. It is vital that Probation Boards respond to this challenge by developing a competitive edge in terms of quality and value for money. The European Foundation for Quality Management (EFQM) Excellence Model has been widely used in the NPS to promote business excellence and it should continue to be promoted.

The Regional Offender Managers will commission services and the National Offender Manager will take an overview on performance and value for money. The regional managers will focus on performance management and the promotion of regional collaboration. The NPS Business Plan is the overall framework within which probation area planning should be conducted. The performance of probation areas will be scrutinised by the Director of Probation who is accountable to the Chief Executive of NOMS for the delivery of the targets laid before Parliament.

The NPS is expected to separate offender management from interventions and this will be a key priority for 2005-06. The NPD will not issue a standard model because there is no such thing as a standard probation area. However, the planning guidance will include some advice for areas.

The Government is giving a high priority to civil renewal issues and it is essential that areas ensure that planning takes account of the:

- role of MAPPA lay advisors and the use of “Circles of Support” with high risk of harm offenders;
- potential to engage communities in choices about the nature of unpaid work;
- opportunities to increase the use of volunteers and mentors;
- Restorative Justice developments.

The wider criminal justice agenda at probation area level must be maintained. Chief Officers have an important contribution to make to Local Criminal Justice Boards, which will become increasingly focused on post-conviction initiatives. There will be a new LCJB target to improve “end-to-end” enforcement of Community Orders. This will require strong collaboration with the Court Service and

police. Other significant developments include the work of Crime and Disorder Reduction Partnerships, the Drug Interventions Programme, the Street Crime Initiative, the Prolific and other Priority Offender Strategy and Local Area Plans.

This is a period of considerable change and uncertainty. Good Corporate Risk Management is therefore essential. The NPS has improved its quality of risk management in recent years but shortcomings remain. It is vital that corporate risk assessment is integrated in the planning process and the NPD will expect all area plans to address risk issues effectively. The NPS risk register, based on area plans and its own internal assessment, is shown at Annex C. It identified the situation as it existed in March 2005 and it is used to manage corporate risk. All the risks identified have associated actions designed to minimise their impact. The risk register is subject to monthly review by the National Probation Service's Service Delivery Board and the NPS Audit Committee. The explicit aim of the NPD is to reduce these risks in line with the overall Home Office policy on corporate risk.

Priority 1: Contribute to Building an Excellent NOMS

Organisation

The Carter Report recommended that “a National Offender Management Service should be established, led by a Chief Executive, with a clear objective to punish offenders and help reduce re-offending. Within the service there should be a single person responsible for offenders. This would be separate from those with day-to-day responsibility for prisons and probation. The new structure would break down the silos of the services. It would ensure the end-to end management of offenders, regardless of whether they were given a custodial or community sentence.” ²

The Chief Executive, the National Offender Manager and the ten Regional Offender Managers were all appointed in 2004. During 2005-06 areas will be expected to reorganise themselves to establish a clear operational division between offender management and interventions.

The Carter Report emphasised the importance of a new approach to managing offenders:

- Prison and probation need to be focussed on the management of offenders throughout their sentence, driven by information on what works to reduce re-offending.
- Effectiveness and value for money can be further improved through greater use of competition from private and voluntary providers.

This will ensure that the system is focussed on the ultimate goals of reducing crime and maintaining public confidence in the broader Criminal Justice System.

The aim will be to demonstrate that interventions has acquired a real and visible competitive edge enabling it to compete successfully against voluntary and private sector providers.

Diversity

The NPS has progressed a diversity agenda focusing on being a more representative organisation. All regions have met the Home Secretary's regional targets while some national targets for 2009 have been met and surpassed. The priority is achieving a better representation of staff from minority ethnic background at senior management levels. The commitment to 'Accelerate', the positive action personal development programme for minority ethnic and disabled staff, as a core NPD project will continue into 05/06.

Diversity will be integrated into human resource policies and programmes in a way that will facilitate the delivery of outcomes aimed at meeting our legislative responsibilities under religion and faith, sexual orientation regulations and the Disability Discrimination Act.

² Reducing Crime – Changing Lives “The Government's plans for transforming the management of offenders”, January 2004

Priority 1: Contribute to Building an Excellent NOMS

The NPS cannot demonstrate that it is engaging with diversity effectively in relation to service delivery. The NPS has a legal responsibility to monitor staff and offenders' ethnicity using the 16+1 census 2001 category. NPS performance is generally unsatisfactory and in some areas over 50% of data is missing. A high priority must be given in 2005-06 to rectify this serious failing so that comparisons can be made about the quality of service delivery to different minority groups. A target has been set of 95% monitoring for all offenders and staff. This will be incorporated into the weighted scorecard. Gender monitoring will be given higher priority in relation to service delivery.

The aggregate findings of the Effective Supervision Inspection published in November 2004 showed that results for white offenders were better than for minority ethnic offenders who were less likely to have had effective methods considered in their case and somewhat less likely to be assessed appropriately. The other results showed better scores for work being done with women, disabled offenders and older offenders. However, although the inspection results are encouraging it is imperative that the NPS gives high priority to ensuring that provision for all minority groups is improved. This applies particularly to women who are over represented in the prison population. The NPD Approved Premises Strategy includes specific work to address the needs of women offenders.

The 42 Probation Boards and NPD will review their race equality schemes by May 05 making sure that the necessary steps are taken to ensure compliance with the RR(A) Amendment Act 2000.

The HM Inspectorate of Probation incorporated an inspection of National Probation Service work with racially motivated offenders in the Effective Supervision Inspection programme thematic report. The NPD and NPS will implement the recommendations, particularly the development of a national strategy on racially motivated offenders.

The NPS will continue to deliver the Home Office diversity strategy and work in partnership with NOMS to drive the active community and community cohesion agenda and a contestability model that is inclusive and accessible to voluntary community sector especially minority groups.

The Diversity Strategy Board will continue to play a key role in ensuring that the needs of minority groups of all kinds and women are more effectively met by the NPS. This will require more rigorous monitoring and evaluation of current provision. A major review of the current Diversity Strategy "Heart of the Dance" will take place in early 2005-06 and this will inform future strategy.

Excellence

The NPS will continue to use the EFQM Excellence Model in its pursuit of excellence. In 2005-06 areas will be encouraged to develop closer relationships with regional excellence organisations through the NPD's position as a sponsor member of the British Quality Foundation. This will bring areas into closer contact with the private sector so that they can instil best practice as a means of becoming more competitive and robust in future market situations.

Leadership

The NPS will continue to embed the Living Leadership Framework into the Service as part of the drive to improve performance by increasing leadership capability and introducing a coaching culture. In 2005-06 the implementation of Phase 2 of Living Leadership will continue with the introduction of

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an advanced leadership change programme, “Living Leaders in Transition”, for all senior managers in the NPS. This will concentrate on the transformational skills and behaviour required to lead people through the organisational changes that will accompany the transition to NOMS.

The NPD will deliver a programme of leadership development including coaching skills workshops, national Living Leadership conferences for new middle managers, Chief Officer development, a suite of open learning key practice leadership modules, the Chartered Manager award and an Introduction to Management Certificate at level 3. It will also make available on-line 360 degree feedback and reports. In early 2006 applications will be sought for a postgraduate diploma in leadership, accredited at level 5. Chiefs and Chairs are asked to encourage staff to take up these development opportunities.

Information

The NPD will ensure that key performance results are published quarterly on a national basis no later than six weeks after the end of the reporting period. Other significant data will be provided monthly. For example information on the level of reports provided to courts, workload, and the operation of the CJA will be collated within the NPD and published to areas within six weeks of the reporting period.

The NPD will be working closely with colleagues from the Research Development and Statistics Directorate (RDS) who are embedded in NOMS, to improve the frequency and timeliness of data returned to RDS. If successful, this should allow some monthly returns to be dropped and will enable RDS to provide a more responsive service to NOMS (centre and areas).

The NPD will continue to use a “weighted scorecard” to compare the performance of probation areas and will publish this on a quarterly basis. The composition of the elements to be used will be finalised in March 2005 after careful examination of the performance of the NPS in the first nine months of 2004-05.

In 2005-06 the NPD will begin to make available to areas management information derived from the central OASys database maintained by the OASys Development, Evaluation and Analysis Team (O-DEAT).

Reducing Bureaucracy

The NPD will encourage areas to pursue more standardisation of business processes within regions to enable improved working relationships with organisations like the HM Court Service, which from 1 April 2005 will be led on a regional basis. The Cabinet Office report “Making a Difference – Reducing Post Sentencing Burdens on Front Line Staff – Prisons and Probation Paperwork” will be implemented in conjunction with the Criminal Justice Act to increase the time staff can spend in face-to-face work with offenders. The NPD will lead work in regions to ensure that business processes are streamlined and unnecessary “paperwork” discontinued.

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Human Resources

The recent review of workforce information will enable the service to work towards the collection and analysis of staffing information that adds value to both the centre and the areas, with greater emphasis on benchmarking and a move towards the achievement of Human Capital Measurement. The agreement on the structure and vision of the service within NOMS will enable the development and implementation of frameworks to support on-going future planning of staffing resources to meet service delivery needs and targets.

As NOMS develops, 'Skill for Justice', the Sector Skills Council for the justice sector, in conjunction with the NPD, HMPS and NOMS head office will commence the re-design of occupational standards across NOMS. This work will involve considerable work in and with areas to establish the new standards.

If the piloting of the NPS' Job Evaluation Scheme is a success the programme will roll out across the Service. This will be a considerable exercise for the NPS to undertake and will require commitment, time and resources from areas during its introduction.

The NPD is committed to the introduction of an affordable, modernised pay and reward system for the NPS. Provided that a package can be successfully negotiated with the trade unions, it will be delivered to the Service in 2005. The introduction of a modernised pay and reward system will require a substantial assimilation exercise across areas.

Finance

Probation Boards must budget realistically to keep expenditure within their 2005-06 budget. Transfers under the Budget Exchange Scheme must be applied for in accordance with the 2005-06 Budget Pack where certain conditions apply. Boards will be required to provide an analysis of their budget for approval by NPD as described in the budget pack. Historically Boards have had to make efficiency savings of 3% per annum on their main grant. Due to increased emphasis on value for money in the public sector by the Treasury and the Office of Government Commerce (OGC) it is necessary to have a more structured approach to VFM. The NPD will be setting out the main areas where Boards are expected to make savings and Boards will be required to report plans and achievement on these headings as well as any other local VFM schemes. Further details will be provided, but Boards will be expected to achieve approximately 3% per annum VFM over 2005-06 to 2007-08 of which half will be cash-releasing.

Estates

The Estates Strategy for the NPS/NOMS property will continue to focus on the delivery of more efficient and economic work space within the current economic restraints and managing the delivery of FM services. The committed project work for the year will largely clear the backlog of schemes required to mitigate lease events and after these are completed it will leave little scope to achieve any capacity building. The current team is structured to provide support for business as usual estate matters, but will need to be reinforced to assist the areas in the preparations for contestability and the gathering of the efficiency data that will be required for unit costing. The approval procedures for all new schemes initiated next year will be modified to reflect the NOMS

Priority 1: Contribute to Building an Excellent NOMS

structures and will require areas to provide more information on the use of the buildings, space allocation and occupancy.

Information Management and Technology

The overall challenge will be to provide effective Information Management and Technology support to NOMS in advance of knowing how the NOMS business will operate. A key objective will be to provide the business with a flexible, reliable and secure infrastructure which will be capable of supporting a comprehensive portfolio of business applications as and when they are specified and developed.

The current NPS infrastructure (STEPS 1) has recently successfully undergone a comprehensive 'Technology Upgrade'. The NPS now has modern and powerful infrastructure. However, the main issue in this area is the considerable shortfall in the resources needed to manage the contract and changes so as to provide a consistent, reliable and effective service.

The end-to-end offender management system NOMIS is being developed by NOMS and will start to be rolled out in 2007. The application will need to run across both the Quantum and STEPS networks and this will require a great deal of preparation and testing. The challenge will be that resources are already over stretched in providing the existing services.

All probation areas are currently using Version 2 of e-OASys and at the last count included over 400,000 assessments. During the first half of 2005-06 a connectivity version of e-OASys will be rolled out to all areas and will enable risk assessments to be exchanged between areas and between areas and the Prison Service. It will provide for the first time a truly national offender register.

A major challenge from April 2005 until NOMIS is rolled out will be to meet the requirements of the CJA. This will mean making changes to legacy case management systems, OASys and IAPS.

By the end of the first quarter of 2005-06 sufficient of the NPS Security Improvement Programme will have been completed to apply for accreditation to join the Government Secure Intranet (GSI). Depending on the amount of any remedial work required it is anticipated that accreditation will be achieved by the end of the second quarter. This will enable areas to communicate securely with the Prison Service and the rest of the criminal justice community.

GSI accreditation will also provide the NPS with secure access to the internet which will enable every desktop to have internet browsing. Also, an NPS intranet is currently being piloted and it is anticipated that this will be ready to roll out nationally by the end of the second quarter.

The current NPS infrastructure contract runs out in December 2005. A project to let a replacement contract (OMNI) has been in progress for two years. Following the announcement of NOMS the project was put on hold pending a review on how best to scope the new contract in light of the large amount of imminent business change. Martin Narey has recently agreed to the project restating and that the new contract should be essentially the same as the one it is replacing except for retaining a number of options which might be exploited at a future date. The project is on track for placing a new contract in July/August 2005.

Priority 1: Contribute to Building an Excellent NOMS

At Area Level

Chief Officers should:

- Ensure that ethnic and race monitoring returns are completed and transmitted to the NPD in a timely manner
- Encourage staff to participate in EFQM activity outside the NPS
- Encourage leaders and managers to participate in the Living Leadership Development Programme

Offender Managers should:

- Ensure that ethnic and race monitoring returns are completed on all relevant cases and reports

At Regional Level

Chief Officers and **Chairs** through regional forums should:

- Review the effectiveness of service delivery provision with a particular focus on diversity
- Review the level of regional leadership development activity

At National Level

The NPD will:

- Continue to promote the Accelerate Programme as a positive action personal development programme for minority ethnic and disabled staff
- Integrate diversity into all central NPD policies and strategies
- Develop and implement a strategy to address the over-representation of women in Prison
- Champion the use of the EFQM to improve the excellence of the NPS generally and enhance its competitive edge
- Provide performance data to areas to an agreed timetable
- Continue to use the weighted scorecard using a variety of formats to emphasise the performance of the whole NPS and not simply as a comparator of areas
- Support areas in the simplification of business processes in response to the Cabinet Office report on reducing bureaucracy
- Continue with the implementation of Phase 2 of Living Leadership and deliver a range of National Leadership development interventions

Performance Targets

PT 13 – The National Probation Service to meet regionally set employment targets for minority ethnic staff

PT 14 – 95% of race and ethnic monitoring data on staff and offenders to be returned on time and using the correct (Census 2001) classifications

PT 15 – Staff sickness in the NPS not to exceed an average of nine days per annum

Priority 2: Protecting the Public from Harm

The NPS continues to fulfil a fundamental duty, in partnership with Police and Prisons, to establish and review public protection arrangements that assess and manage sexual and violent offenders in the community. These multi-agency arrangements, known commonly as MAPPA, have been strengthened and extended by the inclusion of the Prison Service as part of the Responsible Authority and by placing a duty to co-operate on a number of other social care agencies. There is a clear focus on those offenders who pose the highest and most complex risk of serious re-offending behaviour.

The NPS is contributing to the delivery of quality offender management through:

- reviewing the effectiveness of public protection arrangements in each area and the publication of an annual report;
- analysing and implementing recommendations from research that have evaluated the effectiveness of MAPPA;
- ensuring that operational developments and decisions taken nationally by the Responsible Authority are effectively communicated to colleagues in areas and integrated into practice.

The public anxiety associated with the release and management of dangerous offenders is recognised by the NPS and, in partnership with Police and Prisons, each area is actively recruiting two lay advisers to assist with the oversight of MAPPA. Although still relatively new, this scheme will allow greater scrutiny and review of public protection arrangements by ordinary people and should assist the Responsible Authority to convey messages that inform and educate the public about risk and personal protection.

The NPS will implement the Domestic Violence Strategy published in early 2005 and give priority to:

- extending the victim contact work to those abused by convicted domestic violence perpetrators;
- establishing an accredited domestic violence perpetrators programme in each probation area.

The NPS will work together with the Health Partnerships Directorate in NOMS to develop a comprehensive Health Support Strategy for offenders in the community. The aim will be to consolidate and improve work with mentally disordered offenders so that there is greater integration between health and offender services for this group.

The NPS Sex Offender Strategy was published in 2004 and sets the following objectives:

- accurate individual assessments based on OASys in all cases supporting a risk management plan;
- interventions to reduce risk primarily through the use of accredited sex offender treatment programmes;
- interventions to manage risk primarily through Multi-Agency Public Protection Arrangements;
- the development of a range of accommodation options commensurate with risk and need.

Priority 2: Protecting the Public from Harm

A key part of the public protection strategy is the involvement of local communities through the use of Circles of Support, accountability projects and lay advisers on MAPPA.

The NPS will implement the strategy for approved premises and accommodation for higher risk offenders by:

- developing regional plans to rationalise regional provision to ensure a better match between assessed demand and supply;
- reconfiguring the approved premises estate to ensure that each region has a “female only” premises and endorsing mixed provision.

At Area Level

Chief Officers should ensure:

- That effective Multi-Agency Public Protection Arrangements (MAPPA) are in existence and regularly reviewed
- That local action to implement the Mentally Disordered Offenders Strategy is pursued
- That accredited sex offender treatment programmes are available to all relevant offenders

Offender Managers should:

- Complete a full risk of harm assessment, risk management plan and OASys on high risk of harm offenders within five working days of the commencement of the order or release into the community
- Ensure that offenders suitable for sex offender treatment programmes are referred to appropriate interventions

Interventions staff should:

- Ensure that Offender Managers are informed of the progress of offenders who pose a high risk of harm including advice on non-compliance

At Regional Level

Chief Officers and **Chairs** through regional forums should:

- Explore the potential for collaboration in the delivery of interventions across area boundaries with priority given to increasing capacity and eliminating any delay in starting an appropriate sex offender treatment programme
- Develop regional plans for approved premises to rationalise regional provision and ensure adequate facilities and regimes for women offenders

At National Level

The NPD will:

- Monitor performance through the use of monthly sampling exercises to provide data on high risk of harm offenders using an adapted version of NSMART
- Develop the regional provision for residential community treatment centres. These will provide for the assessment and treatment of sex offenders who require longer treatment and more intensive supervision to reduce the risk they present to the community
- Pilot the use of polygraph testing for adherence to supervision conditions and satellite tracking of sex offenders

Performance Targets

PT 1 – 90% of risk of harm assessments, risk management plans and OASys sentence plans on high risk offenders are completed within five working days of the commencement of the order or release into the community

PT 2 – 85% of victims to be contacted within eight weeks of an offender receiving 12 or more months' imprisonment for a serious sexual or violent offence

Priority 3: Protecting the Public from Prolific Offenders

The Prolific and other Priority Offender (PPO) Strategy is a single initiative in three complementary strands. It aims to reduce crime by targeting those who offend most frequently or who cause most harm to their communities. It replaced the national Persistent Offender Scheme under the Narrowing the Justice Gap initiative.

The three strands of the PPO Strategy are:

- Prevent and Deter
- Catch and Convict
- Rehabilitate and Resettle

Each Crime and Disorder Reduction Partnership (CDRP) area was required to set up a Prolific and other Priority Offender scheme by September 2004. Each local scheme is based on intelligence, selects the individuals who are causing the most harm to their communities and ensures all agencies prioritise their resources on these offenders, with the explicit aim of putting an end to the harm which they are causing.

The NPS will give priority to the **Rehabilitate and Resettle** strand.

Offender Managers will be expected to prioritise the management of those offenders on supervision or licence who fall within this group. A probation target will measure the percentage of PPOs who have a risk of harm assessment and an OASys completed within five working days of the commencement of the order or release into the community.

The Offender Manager must ensure priority access to interventions that will help reduce their re-offending through:

- monitoring these individuals on community sentences or licences through the use of surveillance techniques/intelligence sharing with the Police;
- implementation of the seven pathways of the National Action Plan on Reducing Re-offending (accommodation; employment, training and education; mental and physical health; drugs and alcohol; finance, benefit and debt; children and families of offenders; and attitudes, thinking and behaviour);
- use of additional requirements in intensive community orders for all PPOs;
- intensive case management (level 4) management of licences including additional licence conditions such as drug testing;
- prompt enforcement of offenders building on the fast track breach pilots in Staffordshire and Cambridgeshire.

The NPS should also ensure high completion rates for those offenders subject to Intensive Control and Change Programmes made under the pre CJA arrangements in the ICCP pilot areas. A target of a 40% completion rate has been set for this group.

Priority 3: Protecting the Public from Prolific Offenders

The use of satellite tracking with offenders is currently being piloted in three areas and will be evaluated. Subject to the outcome of the pilots and to resources being available, the Government intends to implement the use of satellite tracking across England and Wales within three years. This will be a useful additional tool for some PPO cases among others, especially when the sentence or release licence includes exclusion requirements or conditions. The NPS will need to liaise effectively with electronic monitoring contractors and other relevant agencies in areas where satellite tracking is available.

At Area Level

Chief Officers should ensure:

- Effective involvement by the NPS in Crime and Disorder Reduction Partnerships and Local Criminal Justice Boards who share responsibility for the PPO strategy
- The monitoring of PPOs in conjunction with the Police through the work of Offender Managers

Offender Managers should:

- Provide appropriate sentencing advice to courts for PPOs
- Prioritise the access to interventions for PPOs without undermining work with offenders who present a high degree of danger
- Initiate enforcement action within the minimum timescales required by National Standards and within faster timescales through the roll-out of fast track enforcement schemes
- Share information/intelligence on PPOs with the Police in accordance with local protocols

Interventions staff should:

- Ensure that Offender Managers are informed of the progress of PPOs including advice on non-compliance

At Regional Level

Chief Officers and **Chairs** should work within regional forums to:

- Maximise the opportunities for collaboration in the provision of interventions for PPOs
- Compare performance information on work with PPOs
- Ensure that provision for PPOs is consistent so that sentencers receive a minimum and predictable level of provision

At National Level

The NPD will:

- measure performance through the use of monthly monitoring exercises to provide data on PPOs using an adapted version of NSMART
- represent the interests of community correctional services in relevant national forums dealing with PPO schemes
- continue working relationships with Job Centre Plus to enable offenders to access benefits while subject to intensive Community Orders

Priority 3: Protecting the Public from Prolific Offenders**Performance Targets**

PT 3 – 90% of risk of harm assessments and OASys sentence plans are completed on Prolific and other Priority Offenders within five working days of commencement of the order or release into the community

PT 4 – 350 ICCP completions for offenders sentenced before the implementation of the CJA will be achieved

Priority 4: Implementing the 2003 Criminal Justice Act

The Criminal Justice Act 2003 marks a fundamental overhaul of the sentencing framework. With the exception of Custody Plus, which is not expected until 2006-07, and Intermittent Custody, which was already live, the new sentencing provisions were implemented on Monday 4 April 2005. They apply in cases where the offence was committed on or after that date – the existing sentences will continue to apply in other cases.

Until Judges and Magistrates start using the new sentences it is difficult to predict the impact on the Service's workload. The SGC guideline will be helpful; for example, even where a case passes the community threshold, it suggests the court could still consider a fine. The NPS/NOMS input to sentencers' training should help to establish a common understanding and this needs to be underpinned by good NPS relations with local sentencers and professional court staff.

Sentencing under the new Act will be monitored across the Service on a fortnightly basis. Areas will be expected to provide returns to the NPD on time.

The implementation structure put in place last summer will continue through 2005-06, with the Regional Implementation and Benefits Realisation Groups taking a leading role. The central team will provide ongoing advice and support including a series of visits to areas after April that will help areas with quality issues.

The new HM Court Service is established from 1 April 2005. This provides the NPS with the opportunity to develop new working relationships with sentencers and those professional staff responsible for court administration. A key priority will be to strengthen the presence of probation staff in and around the court. There will be two forms of PSR for courts to use in sentencing (as provided in Probation Circular 18/2005, Annex A):

Fast Delivery PSR: normally to be completed on the day – this should be our aim whenever possible – but may be completed in up to five days, usually without a full OASys Assessment.

Standard Delivery PSR: for completion on adjournment based on a full OASys assessment.

All reports will be completed within the timescale set by the court although probation areas should ensure that they have a dialogue with the HMCS to ensure that any difficulties in the provision of reports or the wider service to the court are fully discussed.

OASys will continue to be developed. The Assistive Technology developments will be closely monitored in conjunction with the Trade Unions. During 2005-06 full connectivity between the NPS and the Prison Service and between probation areas will be achieved. The NOMIS IT developments to support offender management will have to integrate OASys.

Areas must take ownership of the quality of OASys completion, supported by the NPD, addressing this issue in a systematic way given the central role of OASys in the production of reports to courts and offender management decisions. The NPS will continue to develop its use of the aggregate data within OASys to assist planning and resource decision making at all levels.

Priority 4: Implementing the 2003 Criminal Justice Act

The development of offender management is an absolute priority for NOMS and is key to the implementation of the CJA. During 2005-06 offender management will be used with the Community Order and the new National Standards will reflect this approach. Preparatory work will take place for the introduction of Custody Plus during 2005-06. The structural changes that areas are expected to implement during 2005-06 to separate offender management from interventions will be within the framework approved by the NPD/NOMS. Quality management issues will be a priority for the NPD/NOMS and a framework will be developed for implementation in 2005-06. The emerging lessons from the North West offender management pathfinder will be used at both an area and a national level to inform developments.

The CJA provides managers with the opportunity to develop new delivery arrangements involving new partners especially in areas such as unpaid work. This could involve working offenders across area boundaries or with new providers.

Unpaid work requirements will be available to sentencers for offenders in all three tiers and the length of the requirement will now have a maximum of 300 hours compared with 240 under a Community Punishment Order. The priorities in relation to unpaid work will be to ensure that:

- Unpaid work for offenders in the bottom tier is delivered in a value for money format which will not require accredited supervisors and for which offenders will not normally have had an OASys assessment. This approach will be adopted for unpaid work orders of longer lengths where there is no additional requirement. For all other unpaid work orders the principles of ECP will be applied with an expectation that an OASys assessment will be completed.
- Visible work of value to the community is undertaken through closer links with Crime and Disorder Reduction Partnerships, local authorities and other community groups as part of the civil renewal agenda.
- Unpaid work orders are completed in accordance with the National Standards.

The supervision of offenders on parole and licence will change following the introduction of the CJA. Offenders will be on supervision for longer periods and, if recalled, it is likely that they will be released more quickly into the community. This has implications for staffing levels for post-release work. The Parole Board will continue to monitor the quality of reports from probation staff and the NPD will monitor timeliness. It has been acknowledged by the NPD that this is an aspect of performance that requires improvement.

The NPS will need to take account of new electronic monitoring contracts starting in April 2005. The new arrangements include a significant reduction in the cost of curfew orders with electronic monitoring. This is likely to enable the use of this sentence with offenders at all three levels of seriousness (high, medium and low) identified in the sentencing guideline.

Priority 4: Implementing the 2003 Criminal Justice Act

At Area Level

Chief Officers should ensure that:

- Good liaison arrangements exist with local sentencers and professional court staff, with appropriate links to DIP
- Offender Managers receive adequate training, supervision and support in the preparation of OASys and court reports
- Quality management arrangements exist for OASys and offender management provision
- The development of offender management within areas is promoted

Offender Managers should:

- Give priority to the provision of high quality service to courts through the provision of immediate and adjourned reports
- Ensure that parole reports are prepared to time and a high quality
- Supervise the new Community Order in accordance with the new National Standards

Interventions staff should:

- Ensure that unpaid work is of real value to local communities and is visible
- Supervise unpaid work in accordance with the relevant National Standards

At Regional Level

Chief Officers and **Chairs** through regional forums should:

- Support the work of the Regional Implementation and Benefits Realisation Groups for the CJA
- Explore the potential to develop interventions, such as unpaid work, across area boundaries

At National Level

The NPD will:

- Monitor the use of Assisted Technology in OASys and liaise closely with the relevant Trade Unions
- Ensure that arrangements are made to implement full connectivity of OASys with the Prison Service
- Utilise the OASys data in aggregate form in the development of strategy, policy and planning

Priority 4: Implementing the 2003 Criminal Justice Act

Performance Targets

PT 5 – 90% of reports to court in 2005-06 to be provided within the timescale set by the court

PT 6 – Initiate breach proceedings according to National Standards within 10 days in 90% of cases

PT 7 – Increase to 85% the proportion of Community Orders/licences in which the offender complies (including those orders allowed to continue by the court following breach action)

PT 8 – Achieve 50,000 successful completions of ECP/unpaid work requirements nationally

Performance Measures

PM 1 – 90% of appointments to be arranged in accordance with National Standards

PM 2 – 65% of appointments to be attended in accordance with National Standards

PM 3 – The proportion of cases where probation staff recommend a Community Order for offenders flagged by the court as coming within the low seriousness community order bracket and who have a low OGRS score

Note

Ministers recently agreed the following end-to-end community penalty enforcement target for Local Criminal Justice Boards:

- an average of 35 working days from second unacceptable absence to resolution of the case;
and
- to resolve 50% of cases within 25 working days of a second unacceptable absence.

The NPS will have a key role to play by ensuring it continues to improve performance against its enforcement target (PT6 above). Achievement will be further assisted by the emergence of the National Enforcement Service.

Priority 5: Implementing the National Action Plan on Reducing Re-offending

The National Action Plan on Reducing Re-offending was published in July 2004. It is a key document in emphasising the importance of establishing closer links between the Prison and Probation Services as well as a range of other important agencies in the community. The NPS will pursue this vigorously both in relation to the resettlement of offenders released from Prison and those on Community Orders.

18 to 20 year olds have recently been a focus of correctional services, owing to changes in the youth justice system and the consequent impact upon the young adult offender population. 18 to 20 year olds are at a transitional point in their pathway to adult independence and are characterised by markedly higher criminogenic needs such as education, poor employment prospects, and styles of thinking and behaviour that tend to encourage offending. Following the piloting of ICCP the NPS is committed to contributing to the delivery of quality offender management through the general approach of individually tailored packages that focus on the most prevalent characteristics of 18 to 20 year olds. The NPS will continue to contribute to work with this age group for both offenders in the community and those serving custodial sentences.

Accommodation

The NPS will improve engagement with Supporting People commissioning bodies so as to improve offenders' access to supported housing and to maximise the benefit of HO investment. The NPS will:

- ensure representation on regional housing boards and develop a regional approach to the provision of accommodation building on the work of the projected pathfinders;
- clarify the extent of accommodation need and the NPD will develop an accommodation assessment tool;
- support the accommodation pathfinder projects if they receive funding so probation/prison staff can refer offenders for specialist accommodation advice.

A performance measure will be used to ascertain the change in accommodation status of offenders during supervision.

Performance Measure

PM 4 – The percentage of offenders in suitable accommodation at end of order/licence compared to start

Priority 5: Implementing the National Action Plan on Reducing Re-offending

Education, Training and Employment

Basic Skills

Lead policy responsibility for Learning and Skills provision for offenders in the community transferred from the Home Office to the DfES from April 2004. The Learning and Skills Council (LSC) assumed responsibility for the planning and funding of education for offenders in the community in England whilst the NPS retained responsibility for the screening, assessment and referral of offenders. 2004-05 was designated as a transition year in order to build capacity and facilitate the new working procedures.

The NPS is working with the OLSU and other major partners to introduce and deliver the new Offenders Learning and Skills Service (OLASS) which will integrate provision for offenders in custody and the community from September 2006. The purpose is to provide a holistic end-to-end service throughout the period of sentence. Three development regions were identified in May 2004 – the South West, the North West and the North East. The development regions are piloting elements of the new service between January and July 2005. In August 2005 these regions will then launch the service with national roll out planned for September 2006.

As the remit of the LSC only covers England, different arrangements have been put in place for Wales. The individual Welsh probation areas will own the targets and ELWa in conjunction with the Welsh Assembly will build sufficient expertise and capacity. The priority for 2005-06 will be to develop a strategic framework for delivery of basic skills with offenders in Wales that provides an end-to-end service throughout the period of sentence.

Basic Skills targets have risen challengingly over recent years – from 6,000 starts/1,000 awards in 2002-03 to 32,000 starts/8,000 awards in 2004-05. Performance against these targets has improved steadily. A further increase in performance will be required in 2005-06. The NPD will need to work closely with LSCs to build capacity and enhance quality. It will also continue to focus on and work closely with low performing areas by offering advice and guidance.

Employment and Training

The priorities for the NPS will be the delivery of the new employment target for 2005-06 and continued work in developing effective interventions through the employment pathfinders. This will involve working closely with Jobcentre Plus/Department of Work and Pensions.

Performance Targets

PT 9 – Basic Skills – 40,000 starts and 8,033 awards (contributing, alongside the LSC-led partnership target of 1,967 awards, to a total of 10,000 awards for offenders in the community) ³

PT 10 – 15,000 offenders will find and keep employment or vocational training for four weeks or more during the course of their supervision

Mental and Physical Health

The priority will be the development of a service wide health strategy for offenders in the community in close consultation with key stakeholders including the Department of Health and Prison Service. The recently created Health Partnerships Sub-board of the National Reducing Re-offending Board will provide a forum for agreeing detailed action with stakeholders.

The NPD will:

- Contribute to the development of a strategy for work with mentally disordered offenders in conjunction with the Prison Mental Health Care Pathway and, as part of this review, current community mental health care for younger offenders
- Review current work on physical health issues with a focus on links with Primary Care Trusts and the role the NPS can play in promoting healthy life styles and appropriate take up of primary health care by offenders, especially those in approved premises
- Take specific account of diversity issues in these developments

Drugs and Alcohol

Reducing drug related crime is a key focus of the revised Government Drug Strategy. A critical theme is that ‘treatment works’. The NTORS research indicates that for every £1 spent on treatment, reduced offending saves £3. The Government continues to fund expansions in treatment via significant increases in funding to the pooled treatment budget and by expansion of the Drugs Intervention Programme (formerly CJIP).

Under the CJA the DTTO will be replaced by the Drug Rehabilitation Requirement (DRR) of the new Community Order. The DRR will enable the amount and type of treatment to be more closely matched to treatment needs. This should enable the DRR to be targeted at a wider pool of drug using offenders than is the case with the DTTO.

For 2005-06 the treatment and testing component of the order will continue to be funded via the pooled treatment budget and commissioned via local DATs. The NPS will need to actively engage

³ With the transfer to the Learning and Skills Council (LSC) of lead responsibility for delivering offender learning and skills, and introduction of the fully integrated service in three regions (North East, North West and South West) from August 2005, Basic Skills awards achieved by offenders in those regions will count towards operational targets for the LSC-led partnerships and the NPS targets have been adjusted accordingly.

with DATs and their Joint Commissioning Groups to ensure sufficient provision is commissioned to meet the treatment needs of offenders.

DIP and CJITs will continue to provide a central contact for drug using offenders at all stages of the Criminal Justice System. Contact with CJITs, prior to sentence, should support identification of offenders suitable for a DRR. Referral, assessment and treatment can commence pre sentence and can be continued under a DRR. DIP should therefore be viewed as a route into treatment for all relevant offenders and not as an alternative to treatment under a DRR.

Research into persistent offenders under the narrowing the justice gap initiative indicates that between 50-80% of PPOs may have problems with drugs. Following the piloting of drug testing on licence in nine areas, this will be introduced for all such offenders from April 2005 as part of the PPO strategy. The use of additional licence conditions to support interventions with drug misusers should be promoted more actively.

The Government published the Alcohol Harm Reduction Strategy for England in March 2004, a sign of the increasing emphasis it is placing on addressing the problems associated with alcohol misuse, particularly violent crime and anti-social behaviour. The NPD will develop an alcohol strategy in 2005, in line with this over-arching Strategy and the Prison Service Alcohol Strategy, launched in December 2004, which will result in a consistent approach across NOMS. Alcohol treatment can be delivered under the Alcohol Treatment Requirement of the new Community Order and DIP are piloting options to address alcohol use when it presents a barrier to effective drug treatment. The NTA are producing 'models of care for alcohol misusers', which will provide areas with greater evidence of what works in treating alcohol misuse.

ASRO, OSAP and the Drink Impaired Drivers accredited programmes should continue to be provided for offenders with alcohol problems, with more specialised treatment commissioned as appropriate.

Performance Targets

PT 11 – 4,000 completions of DTTO/DRR

Performance Measures

PM 5 – 16,000 DTTO/DRR commencements

PM 6 – 90% of first contacts arranged (a) with the probation service for within one working day and (b) with the treatment provider for within two working days

Children and Families of Offenders

The NPS has been involved in a limited way with the children and families of offenders. The child protection arrangements are currently being reviewed as part of an inter-agency inspection process. It is essential that probation areas ensure that the development of local child protection arrangements link effectively with MAPPA.

Priority 5: Implementing the National Action Plan on Reducing Re-offending**The NPS will:**

- Establish a best practice framework for work with children and families of offenders in Prison and the community
- Develop links at both a national and area level with relevant voluntary and community organisations
- Work with the Prison Service to ensure that children and families of offenders can maintain links with prisoners as far as possible during the custodial part of their sentence. This should include involvement with the Family Ties Network and the development of video linkages

Finance, Benefit and Debt

The NPS involvement in these issues has not been considerable in recent years but the National Reducing Re-offending Action Plan means that it should be given a higher priority. The NPD will provide guidance in early 2005-06 and develop mechanisms for areas to share good practice. At an area level, priority should be given to developing partnerships with key voluntary and other organisations that specialise in the provision of advice on the management of money.

Attitudes, Thinking and Behaviour

There are now 18 programmes accredited for use in the community. This spectrum of programmes provides a sufficiently broad base to address the major attitudinal and offending behaviour needs for generic and specialist offender groups. We expect that future years will see only a limited development of programmes. The major developments will be to complete the roll-out of the Integrated Domestic Abuse Programme (IDAP), and to pilot and consider further implementation of the second domestic violence programme, Community Domestic Violence Programme (CDVP). Decisions on the roll-out of new developments such as the Women's Acquisitive Crime programme have not yet been made.

The NPS should continue to focus on the improvement in quality and quantity of delivery of programmes. The use of IAPS is essential in the monitoring of the use of programmes at both a local and national level and all areas are expected to support its deployment from April 2005.

The role of the Offender Manager in ensuring that offenders start programmes is crucial, as this is the point of greatest attrition. The quality of programme delivery contributes significantly to the ultimate aim of reducing re-offending and audit arrangements are pivotal to maintaining good quality delivery. Closer links will continue to be developed with HMPS in relation to the delivery and audit of accredited programmes reflecting the establishment of NOMS. The joint work plan includes:

- the alignment of the psychometric testing to ensure consistency;
- the alignment of the post programme handover report so that there is consistency between feedback from programmes delivered either in custody or community, i.e. to ensure better sentence planning;
- the adoption of the Prison domestic violence programme as the second Probation programme (i.e. CDVP known in the prisons as Healthy Relationships);

- joint training where common programmes exist, e.g. Enhanced Thinking Skills (ETS), Controlling Anger and Learning to Manage it (CALM);
- a joint strategy for the development of programmes for women;
- the development of a joint process of video monitoring, including joint training, which will in turn pave the way for a common audit process.

At Area Level

Chief Officers should:

- Support close working arrangements with LSCs and Job Centres to enable Offender Managers to meet the Basic Skills and Employment targets
- Participate fully in DIP and ensure that the needs of offenders are promoted appropriately in DATs
- Ensure that suitable drug testing arrangements for PPOs on licence exist in their areas
- Provide an appropriate range of accredited programmes to address the needs of offenders
- Develop links with voluntary and community organisations to support the children and families of offenders including access to advice on finance, benefit and debt

Offender Managers should:

- Ensure that offenders are referred appropriately to the various interventions identified as appropriate through OASys

Interventions staff should:

- Ensure that Offender Managers are informed of the progress of offenders including advice on non-compliance

At Regional Level

Chief Officers and **Chairs** through regional forums should:

- Ensure representation on regional housing boards and develop a regional approach to the provision of accommodation building on the work of the projected pathfinders
- Continue to focus on performance in relation to the delivery of interventions
- Support regional work on treatment management

At National Level

The NPD will:

- Develop an accommodation assessment tool and support the accommodation pathfinders
- Work with OLASS to manage the introduction of the new integrated management arrangements for offenders with learning and skills needs
- Support staff in Wales where Basic Skills provision operates in a different structural context
- Develop a strategy for mentally disordered offenders
- Review current work on physical health issues with a specific focus on approved premises
- Liaise with the NTA over the models of care framework for alcohol treatment

Priority 5: Implementing the National Action Plan on Reducing Re-offending

- Establish a best practice framework for work with children and families of offenders in Prison and the community
- Review the accredited programme training framework to create a more modular approach to minimise duplication of training and to aid speedier integration of new staff
- Continue work on literacy to improve retention of offenders in accredited programmes
- Complete the roll-out of domestic violence programmes and women's programme as appropriate
- Develop the electronic training module for CALM

Performance Targets

PT 12 – 15,000 accredited programme completions

Performance Measures

PM 7 – % of offenders starting a programme out of the total number of programme requirements

PM 8 – % of offenders completing a programme after attending the first session

Annex A

National Probation Service Budget for 2005-06

	Revised Budget 2004-05 £m	Proposed Budget 2005-06 £m
Probation Boards		
Main Resource Allocation	559.9	620.0
Approved Premises Allocation	43.8	47.0
Probation Officer Training Allocation	57.1	51.4
Met/Shire/Street Crime & PAGs Allocations	14.7	14.7
Performance Bonus Allocations	14.3	18.5
PSO Allocation	5.5	0.0
Provision for Carry Forwards	7.7	5.6
Total Probation Boards	703.0	757.2
National Probation Directorate		
NPD Staffing	17.0	15.3
Electronic Monitoring	79.0	79.0
Information Technology	14.1	18.7
Loan Charges	3.0	2.5
Estates Under Recovery	4.0	17.0
ICCP	7.4	0.0
Voluntary Approved Premises	6.4	6.9
Grants to Voluntary Organisations	3.7	3.8
Interventions/OASys	8.1	9.6
Probation Training University Contracts	7.9	6.2
Human Resources	2.7	2.7
PSO Plus Training	1.0	1.0
CJIT Repayment	1.5	1.5
IT Case Management	2.8	2.1
CJA	2.6	0.0
Prospects	0.5	2.5
Public Protection	3.3	3.4
RDS	1.2	1.2
Miscellaneous	2.7	2.1
Total National Probation Directorate	168.9	175.5
Total National Probation Service	871.9	932.7

Annex B

NPS Performance Targets and Measures 2005-06

Priority	Target/Measure	Weighted Scorecard Status
1. Contribute to Building an Excellent NOMS	Performance Target 13 Regionally set employment targets for minority ethnic staff	Not in Weighted Scorecard
	Performance Target 14 95% of race and ethnic monitoring data on staff and offenders is returned on time and using the correct (Census 2001) classifications	Weighting = 10
	Performance Target 15 Staff sickness in the NPS not to exceed an average of nine days/annum	Not in Weighted Scorecard
2. Protecting the Public from Harm	Performance Target 1 90% of risk of harm assessments, risk management plans and OASys sentence plans on high risk offenders are completed within five working days of the commencement of the order or release into the community	Weighting = 10
	Performance Target 2 85% of victims to be contacted within eight weeks of an offender receiving 12 or more months' imprisonment for a serious sexual or violent offence	Not in Weighted Scorecard
3. Protecting the Public from Prolific Offenders	Performance Target 3 90% of risk of harm assessments and OASys sentence plans are completed on Prolific and other Priority Offenders within five working days of commencement of the order or release into the community	Weighting = 10
	Performance Target 4 350 ICCP completions for offenders sentenced before implementation of the CJA	Not in Weighted Scorecard

Priority	Target/Measure	Weighted Scorecard Status
4. Implementing the 2003 Criminal Justice Act	Performance Target 5 90% of reports (“expedited” and “adjourned”) provided within the timescale required by the court	Weighting = 10
	Performance Target 6 Initiate breach proceedings in accordance with National Standards within 10 working days in 90% of cases	Weighting = 8
	Performance Target 7 Increase to 85% the proportion of orders or licences in which the offender complies	Weighting = 8
	Performance Measure 1 90% of appointments to be arranged in accordance with National Standards	Weighting = 2
	Performance Measure 2 65% of appointments to be attended in accordance with National Standards	Weighting = 2
	Performance Target 8 50,000 successful completions of ECP/unpaid work	Weighting = 10
	Performance Measure 3 The proportion of cases where probation staff recommend a Community Order for offenders flagged by the court as coming within the low seriousness community order bracket and who have a low OGRS score	Not in Weighted Scorecard
5. Implementing the National Action Plan on Reducing Re-offending	Performance Target 9 (a) 40,000 Basic Skills starts (b) 8,033 Basic Skills awards (contributing, alongside the LSC-led partnership target of 1,967 awards, to a total of 10,000 awards for offenders in the community)	(a) Not in Weighted Scorecard (b) Weighting = 10
	Performance Target 10 15,000 unemployed offenders find and keep employment or vocational training for four weeks or more during the course of their supervision	Not in Weighted Scorecard

Priority	Target/Measure	Weighted Scorecard Status
5. Implementing the National Action Plan on Reducing Re-offending (continued)	Performance Measure 4 Percentage of offenders in suitable accommodation at end of order/licence compared to start	Not in Weighted Scorecard
	Performance Target 11 4,000 DTTO/DRR completions	Weighting = 10
	Performance Measure 5 16,000 DTTO/DRR commencements	Not in Weighted Scorecard
	Performance Measure 6 90% of first contacts arranged (a) with the probation service for within one working day and (b) with the treatment provider for within two working days	Not in Weighted Scorecard
	Performance Target 12 15,000 accredited programme completions	Weighting = 10
	Performance Measure 7 Percentage of offenders starting a programme out of the total number of programme requirements	Not in Weighted Scorecard
	Performance Measure 8 Percentage of offenders completing a programme out of the total who attend the first session	Not in Weighted Scorecard

Weighted Scorecard and Performance Bonus Scheme

Please note that the Weighted Scorecard items listed above may be subject to change.

If a Performance Bonus Scheme is in place in 2005-06, it will use the same set of measures as the Weighted Scorecard.

Annex C

Summary Risk Register 2005-06

The following are the risks identified with the 2005-06 Business Plan:

1	Contributing to the building of an excellent National Offender Management Service with the separation of offender management from interventions: During 2005-06 areas will be expected to reorganise themselves to establish a clear operational division between offender management and interventions.				
	Risk Ref No	Risk Descriptions	Residual Risk Assessment		
			Likelihood	Impact Rating	Risk
1	7	Lack of programme and programme management for NOMS implementation leads to uncertainty resulting in drop in performance and organisational effectiveness	M	H	19
1	8	Establishing division between offender management and interventions resulting in diminished ability to deliver	L	L	5
1	9	Insufficient priority to establishment of new interventions organisation results in non-viable interventions capacity	M	H	19
1	10	Fragmentation resulting from the change programme results in lost opportunity to integrate services involving voluntary, private and statutory organisations at regional and local level	M	M	14
1	11	Failure to deliver the diversity agenda across NOMS resulting in loss of staff and stakeholder confidence and litigation	M	L	8
1	12	Inadequate workforce planning to meet challenges of new CJA/Offender Manager development results in loss of confidence by sentencers	M	H	19
1	13	Poor contract letting/management process leading to sub-optimal service	M	M	14
1	14	Inadequate NPS involvement in developing NOMIS application leads to poor acceptance of application, reduced business benefit and cost of development	L	M	11
1	15	Failure to deliver upgrades to NPS legacy systems jeopardises the effectiveness of CJA delivery	L	L	5

2	Working purposefully with other criminal justice agencies to protect the public from harm.				
	Risk Ref No	Risk Descriptions	Residual Risk Assessment		
			Likelihood	Impact Rating	Risk
2	1	Industrial action/work to rule leading to disruption of service delivery	M	M	14
2	2	Loss of key skills resulting in inadequate supervision of dangerous offenders	H	VH	24
2	3	Failure to obtain GSI accreditation results in reduced cross-CJS collaboration leading to failure to deliver benefits of joined-up CJS	VH	VH	25
2	4	Failure to share confidential information leading to loss of NPS reputation	L	VH	20
2	5	Inadequate supervision of cases leading to high profile media attention and unmanageable policy making	H	VH	24
2	6	Unclear NOMS accountabilities undermining the effectiveness of local public protection partnership	L	L	5

3	Working with other criminal justice agencies and local Crime and Disorder Partnerships to promote the effective implementation of the Prolific and other Priority Offender (PPO) strategy.				
	Risk Ref No	Risk Descriptions	Residual Risk Assessment		
			Likelihood	Impact Rating	Risk
3	21	Inability to work effectively with other CJ agencies at national and local level leading to failure to prioritise PPOs consistently and allocate resources appropriately	L	M	11

4	Working with other criminal justice agencies, Judges and Magistrates to implement the 2003 Criminal Justice Act with a particular focus on the new Community Order.				
	Risk Ref No	Risk Descriptions	Residual Risk Assessment		
			Likelihood	Impact Rating	Risk
4	16	Failure of sentencers to follow SGC guideline in relation to use of CO/C – requirements, leading to overload in areas	M	VH	21
4	17	Failure to rebalance sentencing so as to lose low level cases from NPS caseload leading to overload in areas	M	H	19
4	18	Inability to prepare adequately in 05/06 for likely custody and implementation	H	H	22

5	The full implementation at a national, regional and area level of 'Reducing Re-offending' – A National Action Plan.				
	Risk Ref No	Risk Descriptions	Residual Risk Assessment		
			Likelihood	Impact Rating	Risk
5	22	Demands of implementing CJA and creating NOMS divert attention and resources from RRAP leading to poor delivery and failure to reduce re-offending	M	H	19
5	23	Disengagement of agencies from RRAP leading to failure to deliver locally co-ordinated services and failure to reduce re-offending	L	M	11

	Risk Ref No	Risk Descriptions	Residual Risk Assessment		
			Likelihood	Impact Rating	Risk
OTH	19	Lack of intelligent client capacity in Probation Directorate leading to inadequate understanding of NPS needs	M	H	19
OTH	20	Inadequate co-ordination between workforce planning and support service requirements leading to inability to deliver effective service	M	M	14

Annex D

Glossary of Terms

ASRO	Addressing Substance Related Offending
CDRP	Crime and Disorder Reduction Partnership
CJA	Criminal Justice Act
CJIT	Criminal Justice Information Technology
DAT	Drug Action Team
DCA	Department for Constitutional Affairs
DDA	Disability Discrimination Act
DfES	Department for Education and Skills
DIP	Drug Interventions Programme
DRR	Drug Rehabilitation Requirement
DTTO	Drug Treatment and Testing Order
ECP	Enhanced Community Punishment
EFQM	European Foundation for Quality Management
ELWa	Education and Learning Wales
EM	Electronic Monitoring
FM	Facilities Management
GSI	Government Secure Intranet
HMCS	Her Majesty's Courts Service
HMPS	Her Majesty's Prison Service
HO	Home Office
IAPS	Interim Accredited Programme Software
ICCP	Intensive Control and Change Programme
LCJB	Local Criminal Justice Board
LSC	Learning and Skills Council
MAPPA	Multi-Agency Public Protection Arrangements
NOMIS	National Offender Management Information System
NOMS	National Offender Management Service
NPD	National Probation Directorate
NPS	National Probation Service for England & Wales
NSMART	National Standards Monitoring and Reporting Tool
NTA	National Treatment Agency
NTORS	National Treatment Outcome Research Study
OASys	Offender Assessment System
OGRS	Offender Group Reconviction Score
OLSU	Offender Learning and Skills Unit
OLASS	Offender Learning and Skills Service
OMNI	Offender Management National Infrastructure
OSAP	Offender Substance Abuse Programme
PPO	Prolific and other Priority Offender
PSR	Pre-Sentence Report
RR(A)A	Race Relations (Amendment) Act
SCI	Street Crime Initiative
SGC	Sentencing Guidelines Council
VFM	Value for money

Annex E

Criminal Justice System Targets 2005-06

Vision Strand	2005/6 Target
1. Bringing more offences to justice	Bring 1.15m offences to justice.
2. Confidence Race	<p>Increase the proportion of people who are very or fairly confident that the CJS is effective at bringing people who commit crimes to justice (from 2002/03 baseline of 39%).</p> <p>Increase the confidence of black and ethnic minority communities that the CJS is effective in bringing people who commit crimes to justice (from 2002/03 baseline of 49%) – this target has not been devolved to Local Criminal Justice Boards.</p>
3. Victims and Witnesses	Improve the satisfaction of victims and witnesses with the Criminal Justice System (from 2003/04 baseline of 59% and 57% respectively) – this target has not yet been devolved to Local Criminal Justice Boards.
4. Persistent Young Offenders	To maintain the average time for dealing with persistent young offenders from arrest to sentence to 71 days or fewer.
5. Enforcement Fail to Appear Warrants Financial penalties Community Penalties Asset Recovery	<p>To reduce the absolute number of unexecuted fail to appear warrants.</p> <p>To achieve an average national rate for the payment of financial penalties of 81%.</p> <p>To achieve an average time of 35 working days from second unacceptable breach of a community penalty to resolution of the case, and</p> <p>50% of breaches of community penalties should be resolved within 25 days of a second unacceptable breach.</p> <p>To secure 2,200 confiscation orders worth £68 million;</p> <p>To reduce the outstanding balance rate to 50% for confiscation orders made under the Proceeds of Crime Act 2002 (POCA);</p> <p>To reduce the number of collectable outstanding orders over twelve months old by 25%.</p>

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