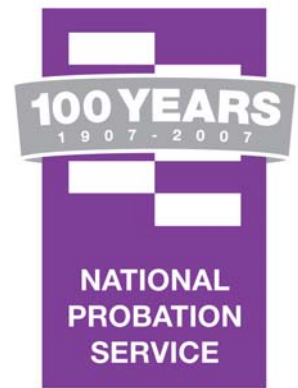


# Probation Circular



## PC24/2007 – PROLIFIC AND OTHER PRIORITY OFFENDER ISSUES; DRUG TESTING OF PPOs ON LICENCE; DRUG TESTING IN APPROVED PREMISES

**IMPLEMENTATION DATE:** 16 July 2007

**EXPIRY DATE:** July 2012

**TO:** Chairs of Probation Boards, Chief Officers of Probation, Secretaries of Probation Boards

**CC:** Board Treasurers, Regional Managers

**AUTHORISED BY:** Sarah Mann, Head of Interventions and Substance Abuse Unit

**ATTACHED:** Annex A: Drug testing funding for areas

Annex B: Performance data

Annex C: Equality Impact Assessment Form

### RELEVANT PREVIOUS PROBATION CIRCULARS

PC34/05, PC56/05, PC72/05, PC05/06, PC30/06, PC22/07

### CONTACT FOR ENQUIRIES

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## PURPOSE

To highlight recording, funding and procurement issues relating to prolific and other priority offenders (PPOs) and Approved Premises and to announce a series of performance visits.

## ACTION

Chief Officers are asked to draw this Circular to the attention of the relevant senior managers for PPOs and Approved Premises.

## SUMMARY

This Circular:

- Reminds Areas of the importance of recording PPO status
- Announces a series of performance visits to Areas relating to PPOs
- Outlines the funding position with respect to drug-testing in 2007/8 and intentions beyond
- Updates Areas on progress with drug testing procurement

## 1. Recording PPO status

Areas are asked to ensure that PPO status is accurately recorded in case management systems particularly at the beginning but also at the end of periods of supervision; in OASys assessments; and in the course of National Standards monitoring (the NSMART forms). Missing data makes it difficult to establish categorically what sentences PPOs currently receive and therefore to plan to increase the proportion receiving community as opposed to short prison sentences.

Areas are reminded that **all** PPOs (both community sentence and licence cases) must be included in the monthly NSMART sample, and the sample then 'topped up' to the required level with other cases.

## 2. Performance visits to Areas

The Home Office document *Rebalancing the criminal justice system in favour of the law-abiding majority* pledged a renewed focus on PPOs. Realignment of the Drug Intervention Programme with the PPO Programme to improve the 'grip' on drug-using PPOs is one manifestation of this. Similarly, NOMS' Interventions and Substance Abuse Unit (ISAU) is seeking to ensure that PPOs under probation supervision have appropriate resources focused on them in line with NOMS' commissioning priorities. ISAU is therefore planning a series of area visits to focus on PPOs over the coming year, looking particularly at drug-testing of PPOs on licence.

PC34/05 introduced drug testing on licence for PPOs. Take-up of conditions is measured through routine National Standards monitoring (NSMART). Returns indicate a wide disparity in performance between areas. The area visits will concentrate initially on those areas who are reporting the lowest rates of licence conditions among the target group: PPOs serving sentences of 12 months or more, for a trigger offence committed on or after 4 April 2005, who have a substance misuse habit linked to their offending. (see Annex B for further details).

ISAU is preparing a self-assessment questionnaire for Areas to prepare in advance of the visits. The questions will seek to establish why reported performance is at the current level and to help Areas decide the most appropriate functions and grades of staff to be involved in the performance reviews. ISAU will be liaising with staff from the relevant ROM's office in carrying out the visits.

## 3. Funding for drug testing on licence and in Approved Premises

Funding has been increased from £1.1m in 2006/7 to £1.8m in 2007/8. This funding is to cover **both** drug testing on licence and in Approved Premises. Areas are reminded of the following provision in the Budget Book:

### **Drug Testing Funding**

*In 2006/07, £1m of Drug Strategy Directorate funding, to be used for Prolific and Persistent Offenders, was allocated to Boards through the main grant distribution. For 2007/08 NOMS is making £1.8m available to cover drug testing of prolific and other*

*priority offenders (PPOs) and drug testing in Approved Premises. This will be distributed to Boards under the usual formula and is contained within the main resource grant allocation. While it is not ring-fenced, there is an expectation that Boards are able to demonstrate both that testing is taking place according to the relevant guidance, and the level of spend under each heading. Adjustments may be made to the funding formula in subsequent years, if resources permit, to give more to areas testing higher proportions of offenders in the target groups. This will continue to be monitored via NSMART, in relation to testing of PPOs, and via the "H1" form for Approved Premises.*

Details of the standard distribution and the money Areas will receive are given in Annex A.

#### **4. Drug testing procurement**

Two framework contracts were let in August 2005 with suppliers of drug-testing kits. These contracts expire at the end of July 2007. ISAU is intending to replace these with a further contract or contracts but these will not be available for several months. This is in light of attempts to co-ordinate with other procurement timetables in order to achieve 'best value' from economies of scale.

Areas using the current frameworks can pre-order kits until the end of July. Thereafter, supplies will continue to be available but the price structure contained in the framework cannot be guaranteed.

#### **5. Equality impact assessment**

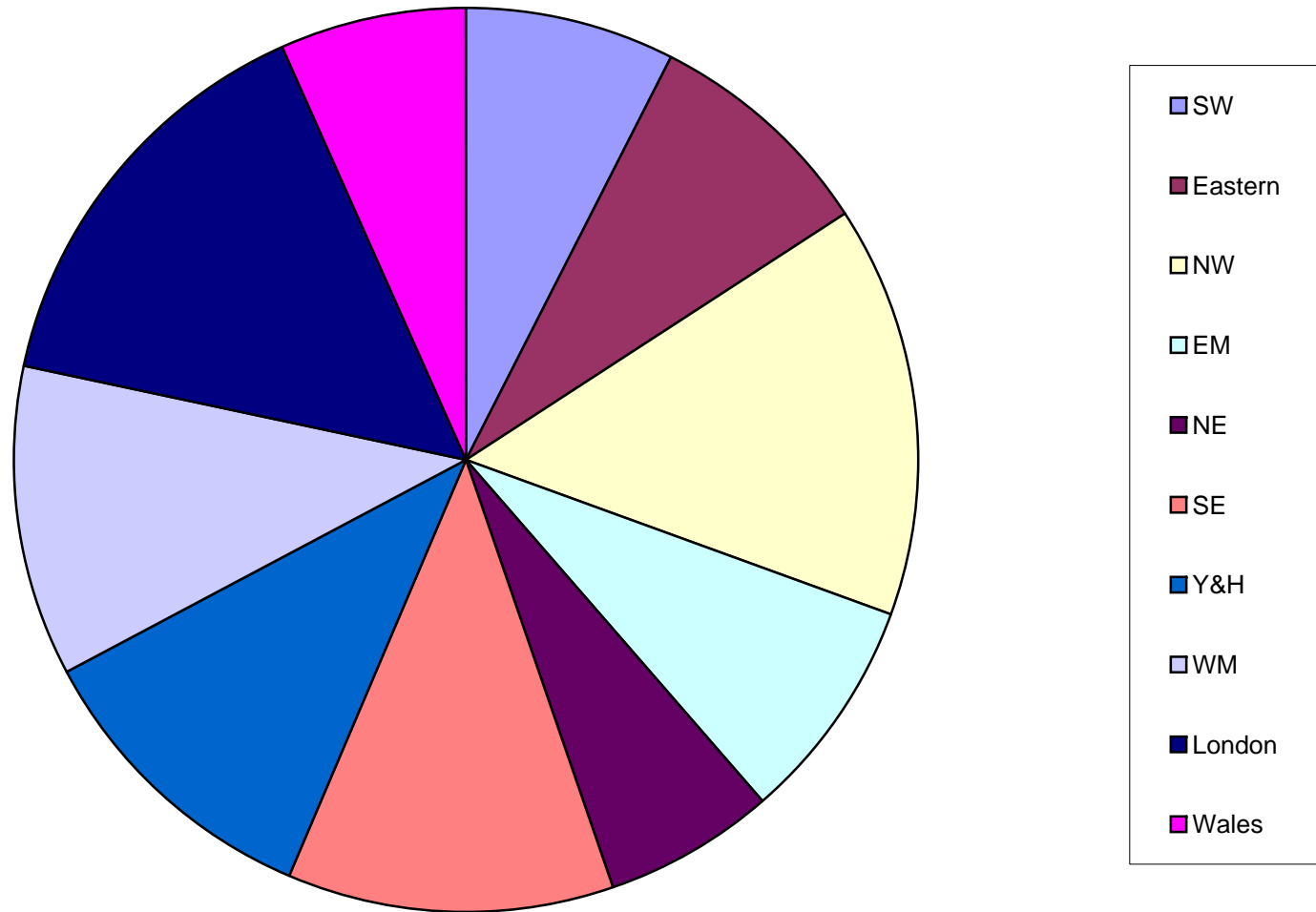
This PC has been the subject of an equality impact screening which indicates that a full equality impact assessment is unnecessary.

Annex A Drug Testing PPOs on licence and ALL in Approved Premises grant allocation

Region/Area	Total Undamped Formula £m	% of Undamped Formula	Allocation 2006/2007
<b>South West</b>	<b>51210</b>	<b>7.45%</b>	<b>134,135.62</b>
Avon & Somerset	15390	2.24%	40,311.41
Devon & Cornwall	16620	2.42%	43,533.18
Dorset	6460	0.94%	16,920.84
Gloucestershire	5950	0.87%	15,584.98
Wiltshire	6790	0.99%	17,785.22
<b>Eastern</b>	<b>58510</b>	<b>8.51%</b>	<b>153,256.69</b>
Bedfordshire	7150	1.04%	18,728.17
Cambridgeshire	8160	1.19%	21,373.69
Essex	16210	2.36%	42,459.25
Hertfordshire	9930	1.44%	26,009.90
Norfolk	9310	1.35%	24,385.91
Suffolk	7750	1.13%	20,299.77
<b>North West</b>	<b>101140</b>	<b>14.72%</b>	<b>264,918.51</b>
Cheshire	11550	1.68%	30,253.20
Cumbria	6900	1.00%	18,073.34
Lancashire	19300	2.81%	50,552.97
Greater Manchester	40040	5.83%	104,877.76
Merseyside	23350	3.40%	61,161.23
<b>East Midlands</b>	<b>54730</b>	<b>7.96%</b>	<b>143,355.65</b>
Derbyshire	11720	1.71%	30,698.49
Leicestershire	11970	1.74%	31,353.32
Lincolnshire	7750	1.13%	20,299.77
Northamptonshire	7720	1.12%	20,221.19
Nottinghamshire	15570	2.27%	40,782.89
<b>North East</b>	<b>42640</b>	<b>6.20%</b>	<b>111,688.01</b>
Durham	8790	1.28%	23,023.86
Teeside	10330	1.50%	27,057.63
Northumbria	23520	3.42%	61,606.52
<b>South East</b>	<b>79140</b>	<b>11.52%</b>	<b>207,293.36</b>
Hampshire	20120	2.93%	52,700.81
Kent	17910	2.61%	46,912.11
Surrey	7340	1.07%	19,225.84
Sussex	14380	2.09%	37,665.89
Thames Valley	19390	2.82%	50,788.71
<b>Yorks and Humber</b>	<b>74670</b>	<b>10.87%</b>	<b>195,584.98</b>
Humberside	13940	2.03%	36,513.39
North Yorkshire	8350	1.22%	21,871.36
South Yorkshire	19950	2.90%	52,255.53
West Yorkshire	32430	4.72%	84,944.70
<b>West Mids</b>	<b>75540</b>	<b>10.99%</b>	<b>197,863.80</b>
Staffordshire	13190	1.92%	34,548.89
Warwickshire	5310	0.77%	13,908.61
West Mercia	12780	1.86%	33,474.97
West Midlands	44260	6.44%	115,931.32
<b>London</b>	<b>104080</b>	<b>15.15%</b>	<b>272,619.32</b>
<b>Wales</b>	<b>45540</b>	<b>6.63%</b>	<b>119,284.05</b>
Dyfed-Powys	6790	0.99%	17,785.22
Gwent	9300	1.35%	24,359.72
North Wales	9410	1.37%	24,647.85
South Wales	20040	2.92%	52,491.27
<b>Total</b>	<b>687200.000</b>	<b>1.000</b>	<b>1,800,000.00</b>

Region	Drug Test Allocation 06/07
SW	134,135.62
Eastern	153,256.69
NW	264,918.51
EM	143,355.65
NE	111,688.01
SE	207,293.36
Y&H	195,584.98
WM	197,863.80
London	272,619.32
Wales	119,284.05

**ANNEX A - Drug Testing of PPOs on licence and ALL in Approved Premises - Grant Allocation 06/07**



## ANNEX B

63. Did the offender have a drug testing condition?

(This relates to cases in the minimum requirement group specified in PC34/05 - offences committed on/after 4 April 2005)

Yes	1
No	2
Not applicable – no evidence of drug problem or judged by offender manager as not needed	3

No	Region	Area	Y	N	N/A	Total	All applicables	% tested
1	West Midlands	Staffordshire	17	6	1	24	23	74%
		Warwickshire	2	6	4	12	8	25%
		West Mercia	4	10	4	18	14	29%
		West Midlands	20	19	6	45	39	51%
West Midlands Total			43	41	15	99	84	51%
1 Total			43	41	15	99		
2	North East	County Durham	1	4	1	6	5	20%
		Northumbria	5	30	18	53	35	14%
		Teesside	14	3	2	19	17	82%
North East Total			20	37	21	78	57	35%
2 Total			20	37	21	78		
3	East	Bedfordshire	24	21	1	46	45	53%
		Cambridgeshire	2	11	4	17	13	15%
		Essex		7		14	7	0%
		Hertfordshire		4		4	4	0%
		Norfolk	1	5	3	9	6	17%
		Suffolk	3	12	9	24	15	20%
East Total			30	60	24	114	90	33%
3 Total			30	60	24	114		
4	North West	Cheshire	10	28	12	50	38	26%
		Cumbria	1	6	1	8	7	14%
		Greater Manchester	66	94	40	200	160	41%
		Lancashire	11	21	20	52	32	34%
		Merseyside	16	9	8	33	25	64%
		North West Total			104	158	81	343
4 Total			104	158	81	343		
5	East Midlands	Derbyshire	39	14	8	61	53	74%
		Leicestershire & Rutland	44	16	16	76	60	73%
		Lincolnshire	19	3	2	24	22	86%
		Northamptonshire	21	8	3	32	29	72%
		Nottinghamshire	45	31	10	86	76	59%
East Midlands Total			168	72	39	279	240	70%
5 Total			168	72	39	279		
6	Yorkshire & Humber	Humberside	25	8	24	57	33	76%
		North Yorkshire		5	3	8	5	0%
		South Yorkshire	6	22	6	34	28	21%
		West Yorkshire	1	32	14	47	33	3%
Yorkshire & Humber Total			32	67	47	146	99	32%
6 Total			32	67	47	146		
7	South East	Hampshire	3	16	9	28	19	16%
		Kent		19	4	23	19	0%
		Surrey	2	8	5	15	10	20%
		Sussex	22	48	10	80	70	31%
		Thames Valley	6	23	14	43	29	21%
South East Total			33	114	42	189	147	22%
7 Total			33	114	42	189		
8	South West	Avon & Somerset	30	3		33	33	91%
		Devon/Cornwall	17	30	15	62	47	36%
		Dorset	4	10	4	18	14	29%
		Gloucestershire	7	4		11	11	64%
		Wiltshire		7	2	9	7	0%
South West Total			58	54	21	133	112	52%
8 Total			58	54	21	133		
9	London	London East	4	3		7	7	57%
		London North	1	1	2	4	2	50%
		London South	4	5		9	9	44%
		London West	1	4		5	5	20%
		London Total			10	13	2	25
9 Total			10	13	2	25		
10	Wales	Dyfed/Powys	4	7	9	20	11	36%
		Gwent	4	8	6	18	12	33%
		North Wales	7	11	8	26	18	39%
		South Wales	2	33	10	45	35	6%
		Wales Total			17	59	33	109
10 Total			17	59	33	109		
Grand Total			515	675	325	1515	1190	43%

## ANNEX B

## Tranche One Performance Visits

<b>Region</b>	<b>Area</b>
West of Midlands	West Mercia Warwickshire
North East	Northumbria County Durham
East	Cambridgeshire Essex Hertfordshire Norfolk Suffolk
North West	Cheshire Greater Manchester Cumbria Lancashire
Yorkshire and Humberside	North Yorkshire South Yorkshire West Yorkshire
South East	Hampshire Kent Surrey Sussex Thames Valley
South West	Dorset Devon and Cornwall Wiltshire
London	London South London East London North London West
Wales	Gwent South Wales Dyfed Powys North Wales

**A. INITIAL SCREENING**

**1. Title of function, policy or practice (including common practice)**

*This Probation Circular is addressing various practice issues with regard to the management of Prolific and Other Priority Offenders (PPOs), and resource issues for drug testing both this group and residents of Approved Premises.*

**2. Aims, purpose and outcomes of function, policy or practice**

*To improve PSR quality and financial housekeeping (relating to drug testing).  
To inform areas of changes to 'trigger offences' which relate to drug testing.  
To reiterate funding arrangements for 2007/8 and indicate possible revisions in subsequent years.  
To improve data quality by reminding areas where they need to be reporting on PPOs.*

**3. Target groups**

*Who is the policy aimed at? Which specific groups are likely to be affected by its implementation? This could be staff, service users, partners, contractors.*

<b>Equality target group</b>	<b>Positive impact – could benefit</b>	<b>Negative impact - could disadvantage</b>	<b>Reason for assessment and explanation of possible impact</b>
Women			No specific impact
Men	The majority of PPOs are white men aged 18-30. The implication of being a PPO is that they should receive services which meet their needs. Being a PPO is not a positive advantage since		No specific impact

	it connotes a extensive record of offending.		
Asian/Asian British people			No specific impact
Black/Black British people			No specific impact
Chinese people or other groups			No specific impact
People of mixed race			No specific impact
White people (including Irish people)	See 'Men'.		No specific impact
Travellers or Gypsies			No specific impact
Disabled people			No specific impact
Lesbians, gay men and bisexual people			No specific impact
Transgender people			No specific impact
Older people over 60			No specific impact
Young people (17-25) and children			No specific impact
Faith groups			No specific impact

4. Further research/questions to answer  
A full impact assessment is not required

Initial screening done by: Corinna Griggs

Name/position: HEO-PPO Policy Development Officer

Date: 18/06/07