

100 YEARS
1907 - 2007

**NATIONAL
PROBATION
SERVICE**



Annual Report 2006 - 2007

National Probation Service
for England and Wales

NOMS National Offender
Management Service

Working together to reduce re-offending

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Foreword



I am delighted to introduce the National Probation Service's annual report for 2006-7, a year in which the service has had its best results ever in terms of delivery and performance.

The service has achieved or exceeded nine of its 11 service delivery targets and at a time when targets have been significantly increased in many areas of work.

This is a huge achievement, which reflects well on the strength of the National Probation Service and the work of all probation staff.

Let me put some flesh on the statistics.

- Record numbers of offenders completed accredited programmes and unpaid work.
- More offenders started and completed Drug Treatment and Testing Orders or Drug Rehabilitation Requirements than in any previous year.
- Targets for victim contact, BME staff representation in the workforce and accurate and timely ethnicity data have again been exceeded.
- In previous years I have emphasised the importance of public protection, so it is pleasing to note that for first time nationally we have exceeded the target for timely risk assessment of dangerous and prolific offenders in the community.

And it is no coincidence that this year we have had a record number of staff gaining national awards. You can read about them later in this report.

It is particularly pleasing to be able to record these achievements during our centenary year – 100 years since the

1907 Probation of Offenders Act put what had been a voluntary sector service on to a statutory footing.

As many of you will know, the service had its roots in the Church of England Temperance Society which in 1876 received a gift of money from a visionary London printer and philanthropist. The money was to be used to counter the amount of crime committed by people as a result of alcohol abuse.

So it was fitting that our major celebratory event was a multi-faith service at Westminster Abbey, with the kind permission of the Dean and Chapter of Westminster. This uplifting service was attended by over 1,000 members of staff, retired staff and stakeholders, who travelled from all parts of England and Wales to take part.

We welcome the creation of the Ministry of Justice and the opportunities to work more closely with the courts. In the course of this change we will continue to place close working with the Police as one of the highest priorities in our partnership programme and I give a personal commitment to ensuring this change is seamless.

This report is an important conclusion to our annual cycle which starts with a Business Plan. That sets out what we should do during the financial year. This report assesses our efforts and achievements.

I commend it to you and I look forward to the challenges of next year.

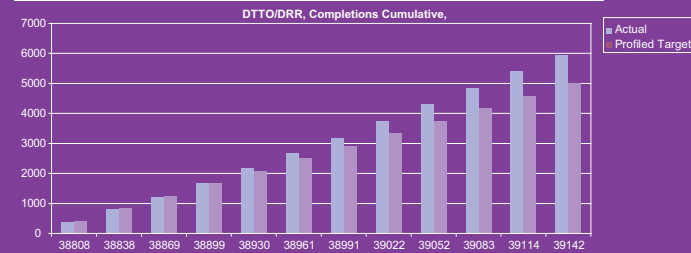
Roger Hill
Director,
National Probation Service

Performance Against Targets

Performance Against Targets during 2006-07

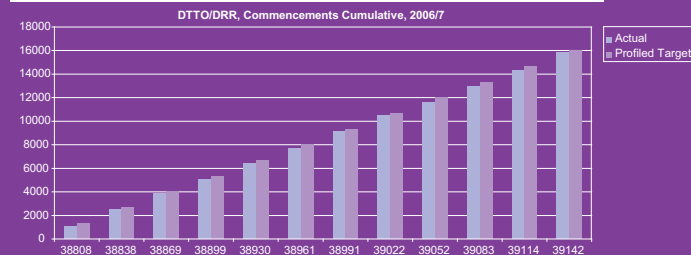
DRR Completions against Profiled Target

	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Oct-06	Nov-06	Dec-06	Jan-07	Feb-07	Mar-07
Actual	388	805	1231	1692	2166	2672	3178	3743	4294	4847	5396	5939
Profiled Target	417	833	1250	1667	2083	2500	2917	3333	3750	4167	4583	5000
Percent	93%	97%	98%	102%	104%	107%	109%	112%	115%	116%	118%	119%



DTTO/DRR Commencements against Profiled Target

	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Oct-06	Nov-06	Dec-06	Jan-07	Feb-07	Mar-07
Actual	1102	2474	3836	5076	6443	7718	9128	10493	11552	12920	14282	15799
Profiled Target	1333	2667	4000	5333	6667	8000	9333	10667	12000	13333	14667	16000
Percent	83%	93%	96%	95%	97%	96%	98%	98%	96%	97%	97%	99%



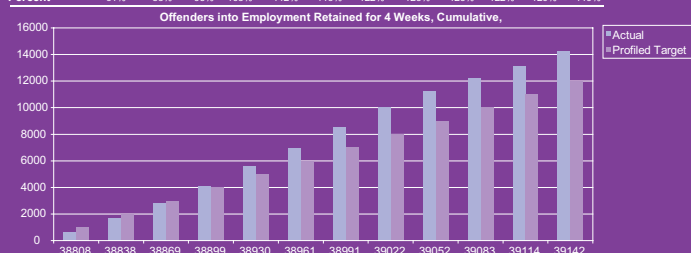
Offenders into Employment against Profiled Target

	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Oct-06	Nov-06	Dec-06	Jan-07	Feb-07	Mar-07
Actual	1056	2511	4310	6159	7990	9883	12296	14394	15585	16963	18364	19926
Profiled Target	1250	2600	3750	5000	6250	7500	8750	10000	11250	12500	13750	15000
Percent	84%	100%	115%	123%	128%	132%	140%	144%	139%	136%	134%	133%



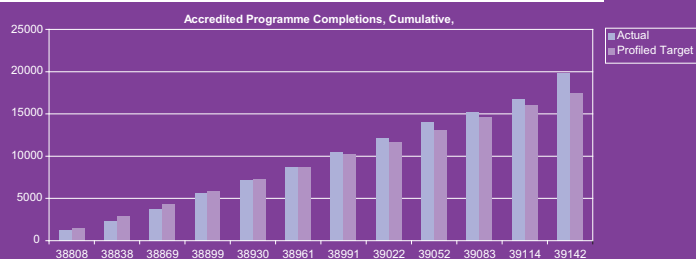
Offenders into Employment Retained for 4 Weeks against Profiled Target

	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Oct-06	Nov-06	Dec-06	Jan-07	Feb-07	Mar-07
Actual	606	1668	2849	4123	5590	6930	8542	10003	11257	12196	13160	14248
Profiled Target	1000	2000	3000	4000	5000	6000	7000	8000	9000	10000	11000	12000
Percent	61%	83%	95%	103%	112%	116%	122%	125%	125%	122%	120%	119%



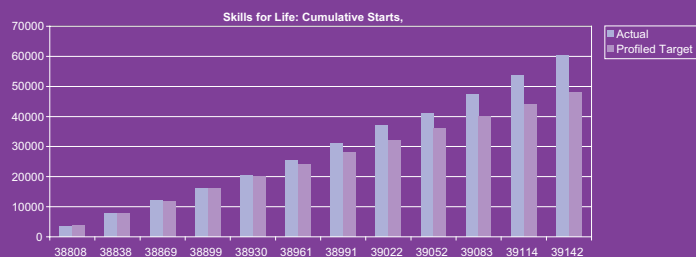
Accredited Programme Completions against Profiled Target

	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Oct-06	Nov-06	Dec-06	Jan-07	Feb-07	Mar-07
Actual	1178	2275	3724	5570	7212	8654	10522	12119	14067	15185	16720	19875
Profiled Target	1458	2917	4375	5833	7292	8750	10208	11667	13125	14583	16042	17500
Percent	81%	78%	85%	95%	99%	99%	103%	104%	107%	104%	104%	114%



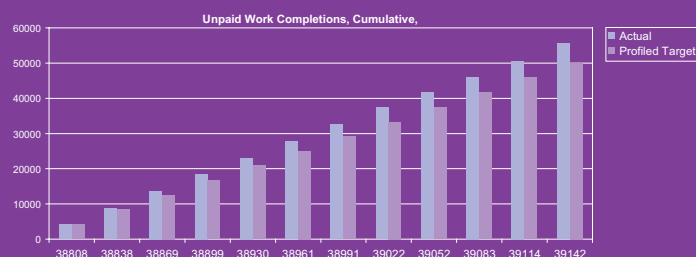
Skills for Life: Referrals against Profiled target

	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Oct-06	Nov-06	Dec-06	Jan-07	Feb-07	Mar-07
Actual	3413	7748	12042	16297	20556	25492	31016	37143	41180	47429	53710	60418
Profiled Target	4000	8000	12000	16000	20000	24000	28000	32000	36000	40000	44000	48000
Percent	85%	97%	100%	102%	103%	106%	111%	116%	114%	119%	122%	126%



Unpaid Work Completions against Profiled Target

	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Oct-06	Nov-06	Dec-06	Jan-07	Feb-07	Mar-07
Actual	4124	8770	13730	18462	23015	27749	32576	37491	41572	45994	50583	55514
Profiled Target	4167	8333	12500	16667	20833	25000	29167	33333	37500	41667	45833	50000
Percent	99%	105%	110%	111%	110%	111%	112%	112%	111%	110%	110%	111%



Enforcement and Compliance

Enforcement

A total of 92% of relevant cases monitored during 2006-07 were enforced within 10 days in accordance with National Standards. On a monthly basis performance reached 94% in November, January, February and March.

Compliance

A new compliance target was introduced for 2006-07, which measures the proportion of arranged appointments that the offender attends in the first 26 weeks of the order or licence. During April 2006 to March 2007 83% was achieved against a target of 85%. On Performance Measure 2 (PM2, the proportion of cases that reach the six month stage without requiring breach action) 72% has been achieved, against a target of 70%.

High / Very High Risk of Harm cases

The target requires areas to complete 90% of risk of harm analyses, risk management plans and OASys sentence plans on high or very high risk offenders within five working days of the commencement of the order or release

into the community. Performance exceeded target, with 94% achieved for the year, compared to 81% a year earlier.

Prolific and other Priority Offenders (PPOs)

The target is to complete 90% of risk of harm screenings / full analyses (as appropriate) and OASys sentence plans on Prolific and other Priority Offenders within five working days of commencement of the order or release into the community. This target was also exceeded nationally with 95% of cases meeting the target for 2006-07, compared to 82% in 2005-06.

Accredited Offending Behaviour Programmes

There were 19,875 completions of offending behaviour programmes between April 2006 and March 2007. This is a record number and represents 14% above the target of 17,500. There were over 2,700 more completions during this period than during 2005-06. Thirty-eight areas met or exceeded their target.

Performance Measure	2004/05	2005/06	2006/07
Programme Completions	15,595	17,127	19,875
% of target	104%	114%	114%

Unpaid Work

A highest-ever annual total of 55,514 successful completions of unpaid work were achieved during 2006-07. That is 11% above the target and over 4,000 more completions than in the previous year. Every area exceeded its target

Drug Rehabilitation Requirements (DRRs)

There were 15,799 commencements of DTTOs/DRRs during 2006-07. Although this total falls short (at 99%) of the target of 16,000, it is higher than in any previous year and is an increase of over 1,700 on the number of starts during 2005-06.

There were 5,939 successful completions of DTTOs/DRRs in 2006-07. That is 19% above the target and over 1,900 more than were achieved during 2005-06. Thirty-nine areas met or exceeded their target.

Skills for Life

A total of 60,418 offenders were referred to skills for life learning during 2006-07. This is 26% above the target for the period and over 15,000 up on the number of starts achieved during the previous year. Forty areas exceeded their target.

Race & Ethnic Monitoring

At the end of December 2006 13% of staff employed by the NPS were from minority ethnic backgrounds, up from 11.9% a year earlier and 9.8% in 2000. This is against a target of 8.4% set for 2009. Once again all regions exceeded their targets.

A total of 98.2% of data on offenders starting community orders and licences was timely and accurate with respect to ethnicity as was 99.6% of data on NPS staff. This gave a combined figure of 98%.

Sickness Absence

The average days lost per employee per staff year during 2006-07 was 12.0, an improvement on the average of 12.3 for 2005-06, but still in excess of the target of 9 days or fewer.

Victim Contact

Figures for the first three quarters of 2006-07 show that 93% of victims were contacted within the 8-week national standard against the target of 85%. That is up one percentage point on last year's results.

Court Report Timeliness

New targets were introduced for 2006-07. Results for the year show that 80% of all reports were delivered on time against the target of 90%. For Crown Court reports 96% were delivered to the court's timescale.

Employment

A total of 19,926 offenders supervised by the NPS were placed into employment during 2006-07, which is 33% above the target of 15,000. Every area exceeded its target. In addition 14,248 offenders gained employment and retained it for at least four weeks during the year, which was 19% above the target of 12,000.

Innovations and Achievements

Offender Management

In 2005/06 offender management was implemented for offenders on community orders and licences. In November 2006 it was extended to determinate sentence prisoners serving twelve months or more who are PPOs or who are assessed as posing a high or very high risk of serious harm.

In spring 2007 probation areas undertook an audit of the implementation of offender management for cases in the community. Each area has an action plan through which it will address any gaps. Probation areas also participated in regional exercises with prison colleagues to review progress with implementation of offender management for the group of prisoners to whom it has applied since November. Both exercises have identified good practice and helped foster closer working between probation and prisons.

Courts

New guidance has been issued to probation areas to assist in determining the most suitable type of Pre-sentence Report. The guidance promotes greater flexibility for areas whilst maintaining defensible decision making, with public safety firmly at the heart of the PSR writing process. Evidence from Her Majesty's Inspectorate of Probation's Offender Management Inspection Programme indicates high levels of

sentencer satisfaction with the quality of court reports. Probation areas have been at the forefront of initiatives aimed at improving the delivery of criminal justice, including the community justice courts and the simple, speedy, summary justice project.

OASys

Following the achievement of connectivity between probation areas and public sector prisons in March 2006 connectivity has been extended to the private prison estate. Building upon the Risk of Harm Training Resource Pack, guidance on Risk of Harm assessments in OASys has been revised and issued in a new chapter of the OASys Manual.

The quality of OASys assessment is showing a marked improvement as probation areas have undertaken sampling, regional audits and bench marking events in conjunction with prison colleagues.

The OASys Practice Development Package has been developed and rolled out to probation trainers. Improvement to the OASys IT application has continued and the probation IT infrastructure has been strengthened.

Accredited Programmes

The target for accredited programme completions was increased in 2006-07 from 15,000 to 17,500, and for the first time separate targets of 1,200 completions each were set for sex offender treatment programmes and domestic violence programmes. All these targets were significantly exceeded; there were 19,874 completions in total which was 14% above the target. There were 1,817 domestic violence completions 50% more than the target and 1,294 SOTP completions, including 130 for the newly introduced Internet offenders programme.

All regions achieved their targets and only four probation areas failed to achieve their local targets. It should be noted that the increased completions were not associated with increased programme referrals overall but with an increase in the number of offenders commencing programmes.

There have been some changes in the profile of accredited programmes delivered. General offending behaviour programmes suitable for medium to high risk generic offenders with thinking, attitudinal and behavioural problems remained the most popular requirement, but accounted for 39% of all completions rather than the 44% last year. The number of completions of accredited programmes addressing substance abuse remained at 15% of the total; the number of programmes for violent and sex

offenders remained roughly the same proportion of the total.

The biggest change though, is in the proportion of domestic violence programmes completed. These now account for 9% of the total. The increase is partly in response to the strategic decision taken by NOMS to set a separate target for this type of programme, and partly due to the increasing demand for DV programmes from the courts.

No new programmes were introduced to the accredited portfolio in 2006-07. The low intensity alcohol module was successfully piloted in four areas and accreditation status will be sought next year. Further progress was made in joint working with HM Prison Service in terms of joint training and aligned programmes.

Substance Misuse

Numbers of DTTO/DRR starts and completions are at an all-time high. We achieved 19% above the DRR completion target. Numbers of commencements have increased by 13% and completions by 49% in 2006/07 compared to 2005/06. Completion rates have improved dramatically since the roll-out of the order, from 28% in 2003 to 44% in 2006/07. Monitoring data has consistently shown that retentions in DTTOs for the critical 12-week period are high at 90%. (12 weeks is the minimum required period in treatment to have an impact on drug use and

offending). Sentencers appear to have retained confidence in the DRR as it gradually replaced the DTTO. The concordance rate between proposals for DTTOs and DRRs and sentencing outcomes is well over 90%.

Drug testing of prolific and other priority offenders (PPOs) was introduced in April 2005 to increase the flow of relevant offenders into treatment. Funding of £1.1m was made available to probation areas to facilitate this. PPOs are those offenders who are targeted by local crime and disorder reduction partnerships as committing a disproportionate amount of crime. Data from OASys indicates that 56 per cent of PPOs are current drug misusers. For 36 per cent, obtaining drugs is a major occupation. Almost all the sample for the national evaluation of the PPO programme had used drugs. Legal provision allows for testing of offenders who have committed a 'trigger offence' – one of a range of acquisitive and class A drugs offences. Monitoring information for 2006/7 indicates that four out of five PPOs who tested positive while on licence for Class A drugs are involved in drug treatment. The remainder are recalled to prison.

The NPS Alcohol Strategy, Working with Alcohol Misusing Offenders - a strategy for delivery, was published in May 2006. The strategy, which complements the Prison Service Alcohol Strategy to create a coherent NOMS Alcohol Strategy, contains a number of actions for the

centre and recommendations for probation areas to improve provision, many of which were taken forward in 2006-07. This included work with Alcohol Concern to develop an alcohol information pack for offenders under probation supervision, which will be published shortly; the piloting and evaluation of the lower intensity alcohol module and the provision of funding to seven alcohol best practice projects. Key learning points and outputs from these projects will be disseminated across NPS during 2007-08.

Unpaid Work

Unpaid Work features amongst the most frequently used requirements of both community and suspended sentence orders. In the 12 months to July 2006 unpaid work accounted for 30% of all requirements of community orders and 20% of all requirements of suspended sentence orders. The popularity of unpaid work with sentencers is even more apparent with single requirement orders. In the same period 65% of all community orders and 41% of all suspended sentence orders with a single requirement featured unpaid work. Unpaid work is able to meet the sentencing objectives of punishment, reparation and rehabilitation and its popularity as a disposal is reflected in the number of completions achieved, which again exceed the 50,000 target repeated from 2005-06. There were 55,437 completions in 2006-07, an

increase of 4,355 over the previous year, which is 111% of the target.

The Five Year Strategy for Protecting the Public and Reducing Re-offending published in 2006 placed unpaid work at the heart of community sentencing and during the year efforts have continued to promote the profile of unpaid work and community sentences in general via the Community Payback scheme. One major Community Payback initiative announced in 2006 is the mayoral unpaid work projects. Nationally mayors elect were invited to identify unpaid work projects, which they would support during their year of office. Probation areas have then worked with local authorities to co-ordinate press coverage, which will generate publicity for the projects at key milestone stages. In many instances the mayoral projects have served to strengthen existing links between probation areas, local authorities and partner organisations such as Crime and Disorder Reduction Panels. Projects have included graffiti removal, the refurbishment of a community centre, and reflecting the fact that 2007 is the centenary year of both the probation service and the scout movement, the external and internal redecoration of a scout hut.

In November 2006 the manual on the Delivery of Unpaid Work was launched. This replaces the Enhanced Community Punishment Manual and whilst retaining

the underlying principles of ECP, the new Manual is more concise and recognises that unpaid work may be delivered by a range of providers. The manual also includes sections on risk management and Community Payback, which were not present in the ECP manual. The management of risk in unpaid work was also strengthened by the issue of Probation Circular 20/2006, which establishes clear requirements for risk assessment before offenders are allocated to work sites.

The audit of unpaid work provision which was instigated in March 2006 has been repeated in March 2007. This will provide valuable information on the changing nature of the delivery of unpaid work, including the use of contracted partner organisations to deliver unpaid work. It will also indicate the extent to which unpaid work projects are being made visible and instigated in response to proposals by members of the public, both of which are important components of Community Payback.

During the year unpaid work projects have also featured in the Butler Trust and Justice Awards. The latter award for an outstanding contribution to engaging with communities was won by Peter Ernest, an unpaid work supervisor from Dorset who was instrumental in establishing the Taunton Town Centre Partnership which has successfully reduced damage and graffiti in Taunton.

Employment and Skills

The first performance linked employment target for employment outcomes was introduced at the start of the year (April 2006) and was set nationally at 15,000. This was exceeded, with 19,926 offender employment outcomes being recorded, 133% of target. A performance measure on sustained employment (four weeks and over) was also introduced and set nationally at 12,000. The measure was similarly exceeded, with 14,248 offender recorded as having sustained employment for four weeks or more, 119% of target.

Probation areas have continued to demonstrate a commitment to improving employment and skills interventions and opportunities, with considerable investment from sources of external funding complementing those resources committed by Probation Boards.

In April 2006, 15 Probation Areas began the phased roll out of PS Plus 3, a £29m part ESF funded project or partnership between Probation and Prisons administered by PS Plus, which is focussed on improving the employability of an estimated 29,000 offenders through individually tailored packages of support. Each area has developed its own project model, but all offer a comprehensive assessment, personal plan, advice, guidance and referral to appropriate provision. The approach is holistic, with financial, accommodation and

motivational advice/support provided alongside more practical help with accessing the job market.

All probation areas and prisons are now benefiting from the new arrangements for education and skills provided through the Offender Learning and Skills Service (OLASS). Alongside the funding for OLASS service in the community the Learning and Skills council has accessed additional ESF equal funding to support the development of employer engagement and mentoring. These additional services will help better link offender education to the focus on improving offender employment opportunities and the overarching approach through the Corporate Alliance.

Throughout the year there has been an increased focus on how employment and skills interventions can contribute to reducing re-offending, with emphasis being placed on the inter-departmental approach identified in the Government Green Paper – Reducing Re-offending through Skills and Employment (DfES 2005). The subsequent Next Steps published in November 2006 sets out three priorities to be taken forward and tested out in two regions, West Midlands and East of England, namely: Into Work and Away from Crime – engaging employers through the Reducing Re-Offending Corporate Alliance; Gaining Skills and Improving Employability – building on the new Offender Learning and Skills Service, developing a campus model; Motivated for Work, Skilled for

Employment – reinforcing the emphasis on skills and jobs in prisons and probation.

Board Advisers

Mark Johnson has become the first ex-offender to take part in an innovative scheme devised by the National Probation Service and the Prince's Trust. The scheme will see a network of ex-offenders acting as key advisers to the 42 probation boards.

Mark has been appointed to advise Dorset Probation Board. The initiative followed a summit meeting between the Prince of Wales, ex-offenders, the Home Secretary and the Attorney General. The Prince heard the views of 25 ex-offenders on how the system could be improved to tackle re-offending.

Business Change Unit to Probation Change Programme

2006-07 saw the Business Development Unit (BDU) evolve into the Probation Change Programme. Detailed below is the work completed by the BDU in accordance with the units business plan and a brief overview of the Probation Change Programme which was formally launched in March 2007.

The BDU was established to achieve the following strategic objectives;

- Develop business acumen and business capabilities through the implementation of regional business development plans
- Inform and lead a range of business efficiency initiatives
- Support areas to develop business alliances with a range of private and voluntary community sector providers and to achieve the 5% expenditure target

As a result of the work of the unit the following initiatives have been delivered: All regions have in place a Regional Business Development Strategy and a governance structure to support its implementation.

A series of mock contests for Unpaid Work were carried out. Detailed feedback on bids was submitted to regions and the process of national feedback completed. The 'ROM as a Customer' report was completed and shared with all regions.

The BDU Training and Development programme was delivered covering;


- Marketing
- Advanced bid techniques
- Customer focus
- TUPE
- Stakeholder analysis
- Partnership mapping
- Competitor analysis
- Negotiating skills

Value for Money returns were made by all areas for the first time, with national best practice sharing events held. This has resulted in the foundation being laid for realising critical savings in 2007-11. In addition, a national unit costing exercise was undertaken, establishing the basis for unit costs of tighter comparability providing a robust basis for shadow tariffs into the future.

Guidelines were issued to areas on moving from being a monopoly provider to being a "lead provider of choice" working in partnership with the private and voluntary sectors.

Probation Change Programme

The Comprehensive Spending Review 2007: Probation Intensive Review identified 10 "efficiency levers" that could generate efficiency savings. These levers were subject to further analysis and



refinement, resulting in the establishment of the Probation Change Programme. This programme is concerned with delivering probation bodies that will be fit for purpose in the commissioning and contestability environment. This outcome will be achieved through the establishment of Probation Trusts and the delivery of a range of efficiency measures which will provide the capability for Trusts to be effective and efficient in a market environment.

In addition to the establishment of probation Trusts the programme also contains the following projects:

- Workforce planning and remodelling
- Coordination of value for money initiation
- A productive time initiative applied to court work of NPS and other criminal justice agencies
- Shared services for IT, HR and Procurement
- Delivery of a comprehensive programme of training and development designed to improve the capacity and capability of probation areas as they move to the new operating environment.

Risk of Harm

Public Protection

Protecting the public remains the top priority for everyone involved in the supervision of offenders in the community. There is a growing realisation that we cannot deliver a risk-free environment. However, what we can and must do is to do our job properly. That is, we must assess risk accurately, using all the information and tools at our disposal; we must keep risk under review; we must manage risk by drawing up and implementing risk management plans, and we must take robust enforcement action where appropriate. Where we do our job properly, we may not be able to give a guarantee that offenders will not re-offend, but we will be able to say that we are doing what we can to protect the public.

Risk of Harm Improvement

Last year's report provided details of the National Risk of Harm Action Plan launched in July 2005 to deliver sustained improvement in the consistency, timeliness and quality of assessment and management of risk of harm across England and Wales. The improvement actions have all been delivered. Most notable are the achievement of the target of completing 90% of full risk of harm assessments on high risk of harm offenders within five days of release from custody and the delivery and maintenance

of the new resource and training pack, developed by Hazel Kemshall.

Approved Premises

Approved Premises were in the media spotlight for long periods in 2006/07. This brought significant operational challenges, to which the service - and the staff working in Approved Premises in particular - responded magnificently. Approved Premises remain a valuable public protection resource, providing the kind of effective supervision of certain high risk of harm offenders that would be much more costly and much more disjointed if offenders were dispersed into less suitable accommodation in the community.

Serious Further Offences

In May 2006, we launched a revised process for reviewing cases of serious further offending. The process clarified the list of qualifying offences and streamlined reporting processes. The purpose of the review process is not to apportion blame. It is to try to answer the question: did we do our job properly? It is to identify areas of good practice and to highlight any areas where practice needs to be improved in the management of future cases. Where practice needs to be improved, areas develop and implement action plans, which are then monitored by the NOMS Public Protection Unit.

MAPPA

The fifth MAPPA annual reports were published in September 2006. The number of offenders being managed under MAPPA rose from 44,592 in 2004/05 to 47,656 in 2005/06, with 12,505 being managed at Level 2 and 1,278 being managed at the highest level (Level 3). Of those managed at Levels 2 and 3, just over 0.4% were charged with serious further offences.

Revised MAPPA guidance is planned for autumn 2007, to make MAPPA even more effective and to improve consistency across all Areas.

Notes

All the publications listed in the reports can be downloaded from the NPS website:
www.probation.homeoffice.gsi.gov.uk

Hard copies, where available, can be requested from:
NPSpublications@homeoffice.gsi.gov.uk

