



NATIONAL PROBATION SERVICE  
for England and Wales

*Lancashire*

# **NPS – Lancashire Area Business Plan for 2005-06**

**APRIL 2005**

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# 1. Introduction

This plan is written in the context of the major agenda for change which Lancashire and all other probation areas are facing during 2005-06 and beyond. The last year has seen this area make substantial improvement in its performance against the targets set by Ministers for the National Probation Service (NPS). That performance will need to be improved still further to meet the increased expectations set out in the NPS Business Plan. In the document that follows we set out how the Lancashire probation area intends to meet those expectations and what other steps we will take to improve the overall quality and impact of the services we deliver. The plan also contains a number of local objectives which are specific to Lancashire and demonstrate our determination to see that offenders are managed and help is given to victims in a way which reflects the needs of our local communities and particularly those who are made vulnerable by crime.

We intend to deliver these commitments whilst meeting a number of important challenges: the successful introduction of the National Offender Management Service (NOMS); the implementation of the far-reaching legislation contained in the Criminal Justice Act 2003 and the introduction of competition in the provision of services – contestability – in order to ensure that the best outcomes are achieved in the most cost-effective way. Key to the introduction of NOMS will be a requirement to implement the nationally-developed offender management model (for which the North West is a ‘pathfinder’ region) and to separate offender management from the provision of services for offenders (‘interventions’) which are designed to reduce their offending and protect the public. This will involve a major re-organisation to our systems for service delivery and our management and support services. Work on this has already begun in earnest and will need to be sustained throughout the year ahead so that all the necessary changes are in place by March 2006. We are committed to introducing these required changes in a way which does not damage the integrity and credibility of the organisation and ensures the proper integration of both the offender management and interventions functions.

The Probation Service has a vital role to play in a range of multi-agency settings – managing high risk offenders, targeting prolific and other priority offenders, promoting community safety and tackling drug misuse are just some of these. It also contributes directly to the work that Local Criminal Justice Boards are doing to bring more offenders to justice and to raise the confidence of the public in the way the criminal justice system operates. It will be critical over the year ahead that these contributions are sustained and that we build on our existing partnerships with a wide range of organisations in the public, voluntary, community and private sectors.

Special attention will be given to our work in the courts and to ensuring that we provide prompt high quality advice which can assist judges and magistrates in making the best use of the new sentencing options at their disposal. Our systems of sentencer communication and liaison will also need to be reviewed and re-designed to take account of both NOMS and the new court administration arrangements.

Collaboration with other probation areas across the region is already a strong feature of our work but will need renewed impetus as we take forward the regional pathfinder work on offender management; implement our regional action plan for reducing re-offending; devise a regional approach to the management of the hostel estate and develop a service level agreement with our Regional Offender Manager for the provision of offender management.

With so much organisational and legislative change in the offing there are significant business risks ahead for all probation areas and we shall need to adopt a rigorous risk management approach to ensure that the likelihood and potential impact of these is reduced as far as is possible. This plan also contains a risk register which will be continually reviewed and up-dated over the year ahead.

As always the successful delivery of our objectives will depend on our ability to harness the commitment and energy of staff at all levels in the organisation and to ensure that – despite the inevitable uncertainties – their focus on delivering strong performance is maintained.

Robert Mathers  
Chief Officer

Tony Fowles  
Probation Board Chair

February 2005

## 2. Key Priorities for 2005/06

### **The key priorities for 2005/06 are:**

- Contribute to building an excellent National Offender Management Service (NOMS) by: redesigning local service delivery arrangements to achieve a split between offender management and interventions and implement the national offender management model.
- Work with other agencies to protect the public from harm and the impact of crime
- Make a positive contribution to work with Crime and Disorder Partnership and other criminal justice agencies to implement the Prolific and Other Priority Offender Scheme.
- Focus effort and resources on the successful implementation of the Criminal Justice Act 2003 and work closely with Magistrates and Judges to achieve this.
- Implementation of the national Reducing Reoffending Action Plan at a local level.

### 3. Performance Targets and Measures 2005/06

Priority	Target/ Measure	Performance 2004/05	Target 2005/06	Scorecard Weighting
<b>1. Contribute to Building an Excellent NOMS</b>	<b>Performance Target 13</b> To ensure that at least 6.1% of employed staff are from minority ethnic groups	6.1%	6.1%	N/A
	<b>Performance Target 14</b> 95% of race and ethnic monitoring data on staff and offenders is returned on time and using the classifications.	97%	95%	10
	<b>Performance Target 15</b> Staff sickness not to exceed an average of 9 days per annum	12.7	9	N/A
<b>2. Protecting the Public from Harm</b>	<b>Performance Target 1</b> 90% of risk of harm assessments, risk management plans and OASys sentence plans on high risk offenders are completed within 5 working days of the commencement of the order or release into the community	N/A	90%	10
	<b>Performance Target 2</b> 85% of victims to be contacted within 8 weeks of an offender receiving 12 or more months for a serious sexual or violent offence	87%	85%	N/A
	<b>Local Objective</b> To consider the implications of the Childrens Act and to work with partners to ensure its effective implementation.			
<b>3. Protecting the Public from Prolific Offenders</b>	<b>Performance Target 3</b> 90% of risk of harm assessments and OASys sentence plans are completed on Prolific and other Priority Offenders within 5 working days of commencement of the order or release into the community	N/A	90%	10
	<b>Performance Target 4</b> Achieve 27 ICCP completions for offenders sentenced before implementation of the CJA	5	27	N/A
<b>4. Implementing the 2003 Criminal Justice Act</b>	<b>Performance Target 5</b> 90% of court to be provided within the time scale required by the court.	N/A	90%	10
	<b>Performance Target 6</b> Initiate breach proceedings in accordance with National Standards within 10 working days in 90% of cases.	95%	90%	8

	<b>Performance Target 7</b> Increase to 85% the proportion of orders or licences in which the offender complies	83%	85%	8
	<b>Performance Measure 1</b> 90% of Appointments arranged with offenders in accordance with National Standards	89%	90%	2
	<b>Performance Measure 2</b> 65% of Appointments to be attended by offenders in accordance with National Standards	64%	65%	2
	<b>Performance Target 8</b> Achieve 1510 successful completions of ECP/unpaid work	825	1510	10
	<b>Performance Measure 3</b> 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 an OGRS score of 41 or less	N/A		N/A
<b>5. Implementing the National Action Plan on Reducing Re-offending</b>	<b>Performance Target 9</b> (a) Achieve 1208 Basic Skills starts	1471	1208	N/A
	(b) Achieve 302 Basic Skills awards	269	302	10
	<b>Performance Target 10</b> To achieve 453 unemployed offenders finding and keeping employment or vocational training for 4 weeks or more during the course of their supervision	N/A	453	N/A
	<b>Performance Measure 4</b> Proportion of offenders in suitable accommodation at end of order/licence compared to start	N/A		N/A
	<b>Performance Target 11</b> To achieve 140 DTTO/DRR completions	55 (30%)	140	10
	<b>Performance Measure 5</b> To achieve 483 DTTO/DRR commencements	356	483	N/A
	<b>Performance Measure 6</b> 90% of first contacts with DTTO/DRR cases arranged (a) with the probation service for within one working day and (b) with the treatment provider for within two working days	93%	90%	N/A
	<b>Performance Target 12</b> To achieve 453 accredited programme completions	465	453	10
	<b>Performance Measure 7</b> Proportion of offenders starting a programme out of the total number of programme requirements	N/A		N/A

	<b>Performance Measure 8</b> Percentage of offenders completing a programme out of the total who attend the first session		N/A	N/A
	<b>Local Objective</b> To implement an accredited domestic violence programme in April 2005.			

## 4. Improvement Objectives

### Priority 1: Contribute to Building an Excellent NOMS

**To ensure that clear and visible leadership is given by Chair, Chief Officer and Senior managers to all area staff in communicating the major changes associated with the CJA and NOMS and to encourage their active participation in these developments.**

Owned by:	Chair, Chief Officer and SMG
To be delivered by:	31.3.06
Project Plan developed:	No
Cost and Resource Implications:	No significant costs anticipated.
Race Equality Scheme Implications:	It will be important to identify any particular issues that might impact disproportionately on minority staff or offenders and to ensure that an appropriate response is provided.

**To implement the separation of offender management from interventions and the national offender management model.**

Owned by:	Colin Dearden (DCO) and Phil Crooks (ACO)
To be delivered by:	31.12.05
Project plan developed:	Yes
Cost and Resource Implications:	There will be significant planning and implementation costs eg, management time and introduction of a case administrator role. It is anticipated that these will be met by money to be made available from the ROM to meet NOMS transition costs.
Race Equality Scheme Implications:	It will be important to ensure that staff are allocated to roles in a fair and appropriate manner following discussion (and possibly competition) and that all offenders are clear about the changes where they affect them and that they experience the changes positively.

**To develop an efficient and effective organisation which has an appropriate staffing profile, lean processes and low unit costs. To support this by identifying accurate unit costs for all core interventions and by reviewing and consolidating current arrangements for commissioning services.**

Owned by:	Louise Taylor (ACO), Chris Brereton ACO (HR) and Louise Mattinson (treasurer)
To be delivered by:	31.3.06
Project plan developed:	Not yet
Cost and Resource Implications:	No additional costs anticipated.
Race Equality Scheme Implications:	In carrying out this work full consideration will be given to the principles outlined in the Race Equality Scheme and Diversity Strategy

**To implement the Area's Leadership Strategy (which is based on the Living Leadership model) ensuring that it is encompassed in relevant HR policies, procedures and processes.**

Owned by: Chris Brereton ACO (HR)  
To be delivered by: 31. 3.06  
Project Plan developed: Not Yet  
Cost and Resource Implications: Implementation costs  
Race Equality Scheme Implications: Need to ensure that opportunities are made equally available.

**To review and amend as necessary, methods for managing sickness absence, i.e., sickness absence policy, monitoring procedures and occupational health services to ensure that this results in a reduction to the levels of sickness absence during 2005/2006**

Owned by: Chris Brereton ACO (HR)  
To be delivered by: 31.12.05  
Project Plan developed: Not Yet  
Cost and Resource Implications: Implementation costs  
Race Equality Scheme Implications: Any changes to procedures, policies or processes will be assessed via impact assessment to ensure that they do not adversely affect minority ethnic staff.

**To implement a diversity strategy which sets out the services vision, values, aims, commitment and objectives to diversity and equality during 2005/2006 and which encompasses the requirements of the Race Equality Scheme.**

Owned by: Chris Brereton ACO (HR)  
To be delivered by: 31. 9.05  
Project Plan developed: Not Yet  
Cost and Resource Implications: Implementation costs  
Race Equality Scheme Implications: As outlined in the improvement priority.

**To achieve the 3% efficiency savings required under PSA 10 and contribute to initiatives at a regional and national level to save money and achieve higher performance.**

Owned by: Louise Mattinson, Treasurer  
To be delivered by: 31.3.06  
Project Plan developed: No  
Cost and Resource Implications: Costs will reduce and/or resources deployed more efficiently.  
Race Equality Scheme Implications: There are no identifiable implications.

## **Priority 2: Protecting the Public from Harm**

**To continue to strengthen MAPP arrangements by securing the fullest possible co-operation from key partners, sharing the learning from serious further offence reviews and improving the completion and quality of OASys risk assessments.**

Owned by: Phil Crooks (ACO)  
To be delivered by: 31.3.06

Project Plan developed:	No
Cost and Resource Implications:	None
Race Equality Scheme Implications:	The proportion of minority ethnic offenders subject to MAPPA will be monitored as will outcomes. Further work will also be conducted with ACPC's to improve collaboration in regard to systems, thus improving services to all children.

### Priority 3: Protecting the Public from Prolific Offenders

**To work closely with the Lancashire YOT's and Prisons in developing effective arrangements for the delivery of the Rehabilitate and resettle strand of the Prolific and other priority Offenders (PPO) scheme and to monitor the impact of this work.**

Owned by:	Colin Dearden (DCO)
To be delivered by:	31.10.05
Project Plan developed:	In part
Cost and Resource Implications:	Not significant if work is restricted to statutory cases.
Race Equality Scheme Implications:	Arrangements will be made monitor the proportion of BME offenders included on the PPO scheme, the length of time they remain on it and the speed with which they are able to access appropriate services.

### Priority 4: Implementing the Criminal Justice Act 2003

**To implement the Criminal Justice Act 2003 by:**

**Reviewing and identifying the optimum probation staffing numbers and grades at court and to review quality assurance arrangements for court reports in order to achieve a consistently high quality.**

Owned by:	Janet Thomas (ACO)
To be delivered by:	31.10.05
Project plan developed:	No
Cost and Resource implications:	Not yet identified
Race Equality Scheme Implications:	Report proposals and outcomes in respect of black and asian offenders will need to be monitored and quality assurance arrangements will need to reflect the particular issues involved in writing reports on BME offenders.

**To plan the smooth implementation of unpaid work to ensure that the Service is able to deliver a quality service that meets business plan targets.**

Owned by:	Andrea Bennett (ACO)
To be delivered by:	31.10.05
Project Plan developed:	In part
Cost and Resource Implications:	This objective requires a detailed analysis of the unit costs involved in delivering Unpaid Work with the aim of ensuring we offer a competitive, value for money service.

Race Equality Scheme Implications: Consideration of the needs of BME staff, offenders and beneficiaries will be core to the work undertaken.

**Plan and implementing action to improve the completion rates of offenders on DTTO's/DRR's.**

Owned by: Louise Taylor (ACO)  
To be delivered by: 31.6.05  
Project plan developed: Yes  
Cost and Resource Implications: No additional costs anticipated  
Race Equality Scheme Implications: Work is ongoing with partner agencies to ensure that treatment and support services are available and accessible to all offenders to improve engagement and retention rates.

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

**To co-ordinate and implement local action in accordance with the resettlement pathways included in the Reducing Re-offending Action Plan.**

Owned by: Ian Phillips (ACO)  
To be delivered by: 31.3.06  
Project plan developed: No  
Cost and Resource Implications: To be identified  
Race Equality Scheme Implications: Minority ethnic offenders struggle to gain prompt and adequate access to many of the services identified in the Reducing Re-offending action plan. Implementation will need to take account of this in order to ensure that discrimination does not occur.

**National Probation Service – Lancashire  
Risk Register 2005/2006**

Business Risk							Risk Management			
			Impact Analysis				Current Risk Management Strategy	Further action required	Last Review	
Risk	Category	Owner	Likelihood/Probability	Impact	Risk Score		Controls in Place and Active and comments for information	(Further Action Required – Controls Proposed, if any)	Action Date	Review Date
					No.	2005/06 Business Plan Risk Assessment				
Failure to maintain and improve performance to meet Business Plan targets	Strategic Operational Financial	Colin Dearden	L	H	3		<ul style="list-style-type: none"> <li>Performance tracker</li> <li>Quarterly reviews</li> <li>Basic skills monitor'g</li> <li>Programmes monit'g</li> <li>DTTO/DRR monitor'g</li> <li>ICCP monitoring</li> <li>PSR/OASys monit'g</li> </ul>	Further development of team based reports.	30 Jun	
Failure to prepare adequately for the CJ Act 2003 and influence sentencing practice	Strategic Operational Compliance Third Party Relationship	Janet Thomas	L	H	3		<ul style="list-style-type: none"> <li>Monitoring of staff training</li> <li>Implementation of targeting strategy</li> <li>CRAMS CJA upgrade</li> <li>Monitoring of sentencing practice.</li> </ul>	Review of staffing at courts.	31 Oct	
Failure to manage transition to an offender manager/ interventions split	Strategic Operational Compliance Third Party Relationship Human Resources	Colin Dearden	M	M	4		<ul style="list-style-type: none"> <li>Project plan</li> <li>Strategic task group</li> <li>Trade union consultation</li> <li>Board reporting</li> </ul>	Further work on costs and timings.	31 Oct	

Failure to work effectively with key partners in delivering services for offenders	Third Party Relationship Strategic Financial	Louise Taylor	L	M	2		<ul style="list-style-type: none"> <li>Contract review meetings with partners</li> <li>Budget control meetings with Finance</li> <li>Regular tendering of new and existing contracts</li> </ul>	Undertake gap analysis and develop market place	30 Sept	
Insufficient funding settlement to meet the operational requirements of the organisation and the financial pressures arising from NOMS and CJ Act 2003.	Financial Strategic Operational Human Resources	Louise Mattinson	M	M	4		<ul style="list-style-type: none"> <li>Detailed, devolved budgets prepared by the Finance Team in conjunction with the respective Budget Holders.</li> <li>Monthly budget monitoring and reporting procedures in place across all levels of the organisation</li> <li>Discussions ongoing with NPD in respect of establishment issues arising from NOMS and CJ Act 2003</li> </ul>	<ul style="list-style-type: none"> <li>Training for Budget Holders in Financial Management and Budgetary Control</li> </ul>	31 Dec	
Inadequate structures in place to manage high risk offenders including those in Approved Premises	Operational Human Resources Compliance	Ian Phillips / Phil Crooks	L	H	3		<ul style="list-style-type: none"> <li>High risk database in place and carefully monitored.</li> <li>Rigorous system for SFO investigations in place.</li> <li>MAPP procedures fully embedded.</li> </ul>			
Failure to implement the Estates strategy designed to meet the service delivery needs of the organisation, deterioration in condition of the	Strategic Operational Human Resources Compliance	Louise Mattinson	M	M	4		<ul style="list-style-type: none"> <li>Project planning with NPD Estates and Colliers CRE to design and prepare the tender specification for refurbishment of the Burnley office and creation of an offender suite.</li> </ul>	<ul style="list-style-type: none"> <li>Implementation of an Estates database to log and track the progress of outstanding work</li> </ul>	31 Dec	

estate and failure to comply with Health and Safety legislation in this respect.							<ul style="list-style-type: none"> <li>Regular meetings held between the area and NPD Estates and the appointed contractors MITIE and Morrisons in pursuance of the Estates strategy and to monitor compliance with Health and Safety legislation.</li> <li>Audits undertaken in respect of compliance with Health and Safety and other work related legislation including Asbestos, DDA, Fire Risk Assessments.</li> </ul>	<ul style="list-style-type: none"> <li>Development of contract monitoring reports to hold the contractors to account</li> <li>Review meetings to be held to discuss Estates issues with Office Managers and Health and Safety Officer</li> </ul>	30 June	
Failure to implement new IT systems on time: e.g. Finance/ Payroll	Operational Human Resources Financial	Colin Dearden	L	M	2		<ul style="list-style-type: none"> <li>IT strategy group</li> <li>Training plan</li> <li>Union consultation</li> <li>Membership of CRAMS user group</li> </ul>	Further work with staff and other stakeholders to remove resistance to use of CRAMS	30 Sept	
Lack of formalised Business Continuity Plan	Operational Financial Human Resources Compliance	SMG	L	H	3			Development of the Business Continuity Plan and contingency measures across all areas and aspects of the business.	30 Sept	

Failure to comply with policy, procedures and legislation such as Freedom of information Act, Employment law and Health and Safety legislation	Compliance Financial Human Resources Operational	SMG	M	H	6		<ul style="list-style-type: none"> <li>Nominated officers in post to deal with specific areas of policy and procedures</li> <li>Regular audit and/or check on compliance with procedures</li> <li>Liaison with NPD to ensure consistent approach to policy and procedures where required</li> <li>Liaison with NPD Estates to ensure adequate funding of the Estate for compliance with legislative requirements</li> </ul>			
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**Risk Score Assessment:**

	<b>Likelihood/Probability</b>		
<b>Impact</b>	<b>Low</b>	<b>Medium</b>	<b>High</b>
<b>Low</b>	Low (1pt)	Low (2pts)	Medium (3pts)
<b>Medium</b>	Low (2pts)	Medium (4pts)	High (6pts)
<b>High</b>	Medium (3pts)	High (6pts)	High (9pts)