

Offender Case Management
in the
Isle of Man

**An Inspection led by
HM Inspectorate of Probation**

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2010

FOREWORD

We were pleased to be invited again to inspect the Isle of Man Probation Service, our last report being in 2006. As an independent jurisdiction, the Isle of Man is not subject to statutory inspection and its invitation demonstrates how the probation service welcomes external scrutiny of its work with offenders. For this inspection, we examined a representative sample of probation (adult offending) cases and have judged how often the work with each case was done to a sufficiently high level of quality.

We have given particular attention to the Public Protection aspect of the work – since this is where independent inspection can add the most value. Our '*Risk of Harm to others* score' measures how well this has been done.

Over the probation service as a whole, we judged that the work to keep to a minimum each individual's *Risk of Harm to others* was done well enough 61% of the time. The work to make each individual less likely to reoffend was done well enough 62% of the time. A more detailed analysis of our findings is provided in the main body of this report, and summarised in a table in Appendix 1.

We found improvements in the leadership of the probation service and positive engagement with key external partners, particularly in respect of public protection. Whilst not part of the criteria for this inspection, we did note that there had been an increased focus on performance management. More emphasis was needed for the future on improving the qualitative aspects of work with offenders and this was recognised by senior managers.

Overall, there has been some welcome improvement when compared with previous inspections. The Isle of Man Probation Service accepts that its journey towards improvement needs to continue, and it is now better placed to tackle the challenges it faces in bringing about improvements in the *quality* of practice.

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HM Chief Inspector of Probation

May 2010

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SCORING AND SUMMARY TABLE

This report provides percentage scores for each of the 'practice criteria' essentially indicating how often each aspect of work met the level of quality we were looking for.

Accordingly, we are able to provide a score that represents how often the *Risk of Harm to others* and Likelihood of Reoffending aspects of the cases we assessed met the level of quality we were looking for, which we summarise here. We also provide a score for how often compliance and enforcement was done well enough.

Additionally, we give a headline 'Comment' by each score, to indicate whether we consider that this aspect of work now requires **MINIMUM**, **MODERATE**, **SUBSTANTIAL** or **DRASTIC** improvement in the immediate future.

| 'Control' – Risk of Harm to others score: | |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------|
| This score indicates the percentage of <i>Risk of Harm to others</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed. | |
| Score: 61% | Comment: SUBSTANTIAL improvement required |

| 'Help' and 'Change' – Likelihood of Reoffending score: | |
|-----------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------|
| This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality. | |
| Score: 62% | Comment: SUBSTANTIAL improvement required |

| 'Punish' – Compliance and Enforcement score: | |
|-----------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------|
| This score indicates the percentage of Compliance and Enforcement work that we judged to have met a sufficiently high level of quality. | |
| Score: 68% | Comment: MODERATE improvement required |

We advise readers of reports not to attempt close comparisons of these scores with those from inspections in England and Wales. Such comparisons are not necessarily valid as the inspection criteria and the profile of cases differed, and the size of the sample was much smaller than in England and Wales. We believe the scoring is best seen as a headline summary of what we have found in the Isle of Man Probation Service, and as providing a focus for future improvement work within that service.

SUMMARY

Assessment and sentence planning {Overall Score = 61%}

Overall, the probation service had good working relationships with the courts and sentencers were generally satisfied with the quality of reports. However, none of the social enquiry reports contained an outline supervision plan and over half lacked depth in the assessment of *Risk of Harm to others*.

The timeliness of social enquiry reports, case assessments and supervision plans was very good and the classification of *Risk of Harm to others* was correct in most cases, where it had been undertaken.

In contrast, the quality of assessments of *Risk of Harm to others* was insufficient in too many cases as assessments tended to be descriptive rather than analytical and the nature of harm posed to others was not always clear. Not all cases contained an assessment of *Risk of Harm to others* as required. Multi-agency public protection arrangements were in place and multi-agency risk management was working well in relevant cases, but greater consistency was needed in identifying correctly cases which fell within the remit. Risk management plans needed considerable improvement to make clear how *Risk of Harm to others* would be addressed and victims protected. Effective involvement of line managers in high *Risk of Harm to others* and child Safeguarding cases also needed improvement to ensure the quality of work.

Likelihood of reoffending assessments were undertaken in almost all cases, but needed to be more thorough. Supervision planning required improvement to ensure plans specified what needed to be done to make the offender less likely to offend, and to minimise *Risk of Harm to others*.

Greater attention needed to be paid to offender engagement and the assessment of potential diversity issues.

Implementation of interventions {Overall Score = 69%}

In the majority of cases, offenders received a timely induction and interventions were delivered in line with sentence requirements. In almost all cases the frequency of contact met Manx national standards, but did not always take account sufficiently of the *Risk of Harm to others* or the likelihood of reoffending. There was generally good coordination of, and communication with, other workers delivering interventions. Compliance and enforcement were very well managed overall, and the review of likelihood of reoffending assessments was timely and thorough in most cases.

Interventions delivered did not always relate to the objectives in the supervision plan and were not always sequenced appropriately. Assessments of *Risk of Harm to others* and sentence plans were not reviewed thoroughly when required in too many cases, and no such reviews were undertaken in community service order cases.

Child Safeguarding procedures were used effectively in all the relevant cases, but this was not the same with the multi-agency public protection arrangements, where some cases had not been identified correctly as falling within the process. Victim safety was not given sufficiently high priority in all relevant instances and insufficient work on victim awareness was done with offenders.

Staff generally had good working relationships with offenders and encouraged and supported them during their sentence. However, offenders were not prepared well for interventions in almost half the cases and there were insufficient constructive interventions challenging offending behaviour in a similar number. Community resources were not always used effectively to support offenders and help them overcome practical obstacles to community reintegration. In particular, there was

insufficient information, advice and guidance for offenders regarding their learning needs. The delivery of interventions took account of diversity needs and relevant staff were made aware of these in almost all cases, although offender vulnerability issues were not always communicated to others involved in the case.

The score for this section indicated that moderate improvement was required overall. However, this did not reflect the finding that some particular aspects of practice needed more substantial improvement, such as delivering constructive interventions.

Achieving and sustaining planned outcomes {Overall Score = 55%}

Within the first six months or so of the order or licence, some sentences had not been delivered as intended by the sentencing court. In several instances this related to the unavailability of a specified group programme. Where needed, enforcement action was very good.

In the majority of cases, sufficient action was taken to keep the *Risk of Harm to others* to a minimum, and multi-agency work was effective in managing child Safeguarding and *Risk of Harm to others*, where used. In too many cases, though, there was no evidence of increased victim awareness in offenders and in some instances more attention needed to be given to victim safety.

We found evidence of positive changes in the lifestyles of offenders, and some offenders showed an improvement in attitudes and behaviours. However, not enough work was done to promote community reintegration and encourage future engagement with community organisations.

Leadership and strategic management

Senior managers worked together effectively and were well engaged with most partner agencies at a strategic level in relation to public protection and child Safeguarding. In respect of strategic links with the prison, resolution was needed to longstanding issues concerning the lack of provision of offending behaviour programmes in custody.

The service faced substantial budget cuts for the coming year and it was not clear how service delivery would be maintained. In the light of this, the provision of group programmes in the community needed to be reviewed to ensure resources were used effectively.

There had been a substantial focus on improving performance against Manx national standards but greater attention was needed to improving the *quality* of work. The Senior Management Team had reduced in size, but more operational management resources were needed if the quality agenda was to be developed effectively. Whilst practitioner staff supervision took place regularly, it was not always seen by case managers as promoting improvements in their practice. Most did not think that their training and development needs were being met, although these were considered formally through the appraisal system.

Although there were some initiatives to review and evaluate the outcomes of interventions, there was no feedback loop in place to ensure that results informed business planning and continuous improvement. The probation service engaged well with partner agencies in developing services to support offender case management but needed to pay more attention to provision for minority groups of offenders especially women.

Each of the criteria in the Leadership and Strategic Management section has been graded below, according to the four-point scale described in Appendix 5

| General Criterion | Score |
|--------------------------------------------------------------------------------------------------------------|-----------------------------------|
| 4.1 EFFECTIVE LEADERSHIP MAKES GOOD QUALITY CASE MANAGEMENT OF OFFENDERS MORE LIKELY | Sufficiently effective |
| 4.2 EFFECTIVE RESOURCE DEPLOYMENT MAKES GOOD QUALITY CASE MANAGEMENT OF OFFENDERS MORE LIKELY | Not sufficiently effective |
| 4.3 EFFECTIVE WORKFORCE PLANNING AND DEVELOPMENT MAKES GOOD QUALITY CASE MANAGEMENT OF OFFENDERS MORE LIKELY | Not sufficiently effective |
| 4.4 AN EFFECTIVE REVIEW AND EVALUATION REGIME MAKES GOOD QUALITY CASE MANAGEMENT OF OFFENDERS MORE LIKELY | Not sufficiently effective |
| 4.5. EFFECTIVE PROVISION OF ACCESSIBLE SERVICES MAKES GOOD QUALITY CASE MANAGEMENT OF OFFENDERS MORE LIKELY | Sufficiently effective |

RECOMMENDATIONS FOR IMPROVEMENT

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

1. a timely and good quality assessment and sentence (supervision) plan is completed when the case starts
2. specifically, a timely and good quality assessment of the individual's *Risk of Harm to others* is completed at the start, as appropriate to the specific case
3. as a consequence of the assessment, the record of the sentence (supervision) plan is specific about what will now be done in order to make them less likely to reoffend, and to minimise any identified *Risk of Harm to others*
4. *Risk of Harm to others* is reviewed regularly, including in community service order cases
5. the plan of work with the case is regularly reviewed and correctly recorded in the case record system
6. there is evidence in the file of regular quality assurance and effective involvement by managers, as appropriate to the specific case
7. victims' issues are integrated into all aspects of offender case management, through full attention to victim safety, and victim awareness work undertaken as appropriate to the specific case.

Furthermore:

8. an assessment of potentially discriminatory or disadvantaging factors is needed at the start of supervision in every case, to identify obstacles to successful completion and actions necessary to minimise their impact.

SHARING GOOD PRACTICE

Below are examples of good practice we found in the Isle of Man.

Minimising RoH:

Criterion: 2.2

George's case was supervised through MAPPA because of the *RoH* posed and the number of other agencies involved with him, including children's services. There was clear evidence of active multi-agency planning and activity to minimise the *RoH*, and very regular MARMs to monitor progress. This supported his case manager in supervising George's order, which contained additional conditions including residence at a hostel and no contact with victims. When another potential victim came to light, multi-agency planning worked effectively to protect them. George was resistant to work focused on his offending, so it was difficult to achieve change in his attitudes but his behaviour was restricted and closely monitored to reduce the LoR and minimise harm to others.

Diversity and engagement:

Criterion: 2.4

John was a national of another country who was on a short probation order. He had been diagnosed with cancer previously and needed to attend hospital appointments off the Isle of Man. John's case manager made sure that his appointments fitted around his health needs to give him the opportunity to complete his sentence. He was keen to find employment but did not have a work permit. His case manager helped him understand what application he needed to make to obtain this and supported him through the process. John eventually received his permit and completed his supervision.

Multi-agency work on safeguarding children:

Criterion: 4.1

The multi-agency Safeguarding Children's Board (which included the probation service) had developed formal procedures for use by staff in all partner agencies dealing with an issue involving the protection of children and young people. These procedures provided a mechanism for resolving significant concerns or conflicts between agencies and were a positive indication of the attention being given by the relevant agencies to child Safeguarding issues.

Effective work with partner agencies:

Criterion: 4.5

Positive links with partner agencies supported work with offenders in a number of ways. A community justice mental health liaison officer, funded through another government department, worked alongside probation staff in the courts to identify offenders with mental health difficulties and ensure access to appropriate services. The post holder was a regular visitor to the probation office, undertaking mental health assessments there for offenders and working jointly with case managers where there were mental health treatment conditions in orders.

SERVICE USERS' PERSPECTIVE

Offenders

Six offenders completed a questionnaire for the inspection, and we met seven offenders in different settings.

- All the offenders completing the questionnaire said that the rules covering their supervision by the probation service had been explained to them and their supervision plan had been discussed with them. All felt involved fully or partly in the drawing up of the supervision plan, and their progress had been discussed with them. None identified any diversity needs which might have proved a barrier to their completion of their community order or licence. All reported a good working relationship with their case manager; one commented: 'I have nothing but praise for my case manager' and another wrote: 'My case manager is always on the end of the phone and always helps me'. Between them, the six offenders had received help with a wide range of problems related to their offending, including their attitudes to offending, drug and/or alcohol misuse, emotional well-being and relationships.
- Five out of the six who completed the questionnaire thought that their case manager worked well with other agencies in order to help them, and the same number said they were helped to make links with other organisations to support them. Four out of six thought that there had been positive outcomes for them as a result of being on a community order or licence. All said that the work of the probation service had made them think more about their offending, at least in part, and all thought that they were less likely to offend as a result. Five indicated that they were more aware of the victims of crime. One wrote about being helped 'to get my life back on track' and another commented that 'being on probation has made a big change in my life. I feel I can communicate well with my case manager and I am doing really well'. Another noted that they had started college and were doing well.
- We interviewed three offenders undertaking community service orders. Whilst all said that they had received basic information about what was expected of them, they commented that they had had very little other information about the order and none had a supervision plan. All had had a timely induction and all started on their orders within a week. They were critical of their induction, saying it was very limited, with no chance to ask questions, but all were clear what would happen if they missed their appointments. None felt that any attention had been paid at the start of their order to their experience or existing knowledge and skills which might have used on community service, and none remembered any assessment or discussion of Skills for Life (their literacy, numeracy or language skills). Two described being asked some limited questions about their circumstances and individual needs (such as employment commitments or transport difficulties) but none felt that this was discussed sufficiently.
- All those interviewed who were subject to community service orders were working the number of hours required per week and one was able to do additional hours at their own request. All were aware that basic feedback about

their progress did go to their case manager from the work supervisor, but they only saw their case manager if they were "*in trouble*" – in other words having difficulty with completing their order. Two had missed work sessions for problems including health issues. Both thought they had been treated fairly but one would have liked more discussion about the problems (which included homelessness) they faced and some help with these. They did feel that they had been treated with respect by their case managers and work supervisors, and felt encouraged and supported to work. None felt that the work they were undertaking on community service was demanding, particularly on weekend sessions, and none thought that they had learned new skills. None had gained any qualifications through undertaking community service. The offenders made suggestions for improvement such as a more detailed assessment of individual needs at the start of the order, and less basic work that was more rewarding for themselves and the community.

- We met four offenders who were undertaking the domestic abuse group programme. All confirmed that they knew well in advance that they would be expected to attend the group, and that its purpose had been explained to them. Most had not thought the group was relevant to them and all reported being nervous about attending. All could recall their case manager going through their order with them, and all were clear about what was expected of them and what would happen if they breached the rules. Most were not aware of a supervision plan for their sentence. One recalled having been asked if they needed help with Skills for Life (literacy, numeracy or language skills) but none identified any need for this. The majority described being asked about possible obstacles to successful completion of their group programme and several gave examples of individual help given to tackle these. Another thought that the probation service was giving them insufficient support through the process of applying for a work permit, which they needed in order to find employment.
- All those attending the group programme saw their case manager as someone who provided support for them but the offenders had limited contact with them outside of the group. None could recall their case manager discussing with them their learning from the group. All described being treated with respect by probation staff. They thought that the facilitators were good at understanding them and supporting them. All four felt that the group had been a challenging but positive experience, and some were able to give examples of how they had put their learning into practice in their relationships, for example, taking 'time-out' to avoid losing their temper, or listening more effectively.

Courts

One questionnaire was completed by a sentencer for the inspection

- This sentencer was satisfied with the quality of reports prepared for court and, in the main, with their timeliness. A suggestion for improvement was the filing of reports well in advance of the sentencing hearing. Arrangements for enforcement of orders were generally thought to be working well.
- Satisfaction was expressed with the liaison arrangements between the probation service and sentencers, and sufficient information was received about current probation policy and practice. A suggestion was made that more resources should be devoted to the rehabilitation of those serving custodial sentences.

1. ASSESSMENT AND SENTENCE PLANNING

1.1 General Criterion: PREPARING FOR SENTENCE *High quality reports are produced to inform sentencing.*

Score:

71%

Comment:

MODERATE improvement required.

Strengths:

- (a) Sentencers were generally satisfied with the quality of the reports they received and found them helpful in sentencing.
- (b) A SER was prepared in 24 of the cases inspected. All were completed within the timescale set by the court and all used the required format. 71% (17) were suitably concise.
- (c) All but two reports were based on the required assessment of *RoH*, and all except one on the required assessment of *LoR*.
- (d) The 24 reports contained a clear proposal in all but two cases. In 88% of reports, requirements were proposed to keep *RoH* to a minimum.
- (e) Proposals were commensurate with the seriousness of the offence in 91% of cases. Where the report proposed a community sentence this was followed by the court in all except three.

Areas for Improvement:

- (a) *RoH* and *LoR* were not accurately analysed in 14 out of the 24 reports. Many of these lacked depth in the assessment included in the report and some did not identify the actual *RoH* classification (low to very high). Consequently, reports were mainly descriptive and insufficiently analytical.
- (b) None of the reports contained an outline supervision plan to help sentencers (and offenders) see what would be done during the sentence and what supervision was intended to achieve.
- (c) Issues of offender vulnerability were identified in 11 of the 24 cases where a report had been prepared, but in four of these that vulnerability had not been identified sufficiently.
- (d) Whilst community service suitability assessments were provided to the courts within seven days of the request, sentencers indicated that they would prefer the facility for stand down reports in relevant cases.

1.2 General Criterion: ASSESSMENT AND PLANNING TO MINIMISE RISK OF HARM TO OTHERS
RoH is comprehensively and accurately assessed. Plans are made to keep to a minimum the individual's RoH.

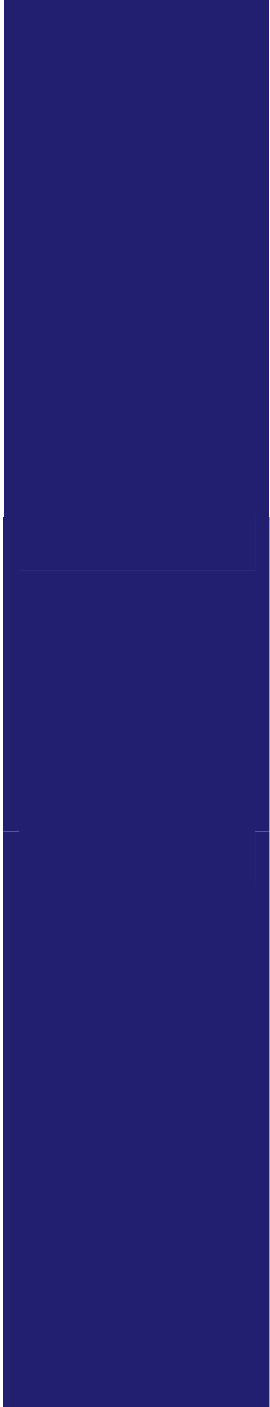
| | |
|---------------|------------------------------------------|
| Score: | Comment: |
| 65% | SUBSTANTIAL improvement required. |

Strengths:

- (a) In 90% of the cases inspected there was a correct initial *RoH* classification (low to very high).
- (b) Where the *RoH* assessment had been completed (25 out of 30 cases), this was done on time in all instances.
- (c) The probation service *RoH* assessment format required a case management plan (risk management plan) to be completed in all instances. This was done in 21 out of 25 cases. All of these used the required format and all but one of these was completed on time.
- (d) Where community orders or licences contained restrictive conditions, these were proportionate to the *RoH* and the protection of victims in all cases.
- (e) Two cases were being managed through MAPPA at Level 2 - multi-agency risk management (MARM). In both of these the proposed actions from the multi-agency meetings had been communicated to relevant bodies, but in only one were they incorporated into the supervision plan or risk management plan.

Areas for Improvement:

- (a) Five cases out of the 30 lacked a *RoH* assessment; three of these were community service orders. Probation service policy did not require a *RoH* assessment in community service cases apart from at the SER stage.
- (b) Where the *RoH* assessment had been completed, the quality was insufficient in 60% of cases. Many were descriptive rather than analytical and it was not always clear exactly what *RoH* was posed.
- (c) The *RoH* assessment did not accurately reflect risk to children in 10 out of the 30 cases. Figures were slightly better for other specific categories; *RoH* to the general public and to known adults was accurately reflected in 70% of cases and *RoH* to staff in 77%.
- (d) *RoH* issues were not clearly communicated to other staff (including other criminal justice agency staff) involved in the case in 7 out of 25 relevant cases. The Isle of Man was a compact jurisdiction; compared with England and Wales there was a relatively small number of offenders and most staff in the criminal justice agencies knew one another. Although this brought benefits, there was an over-reliance on 'everyone knew everything' which meant that *RoH* issues were not always communicated formally. This was an issue also raised by partner agencies.

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- (e) In those cases where *RoH* assessments had been completed, 47% did not draw sufficiently on all available sources of information and 38% did not take into account previous relevant behaviour. There was a tendency to focus on the current offence and not pay sufficient attention to previous offending or other behaviour.
 - (f) Risk management plans were sufficiently comprehensive in only 16% of cases and only 12% described accurately how the objectives in the supervision plan would address *RoH* issues and protect actual and potential victims. The format of the probation service's case management plan did not lend itself easily to a plan to manage *RoH*, but it could have been completed in more detail. The risk management plan was not shared with others involved in its delivery in six out of ten relevant cases.
 - (g) Five cases fell within the Isle of Man criteria for MAPPAs. Three had not been correctly identified as MAPPAs so the registration/referral process had not gone ahead in a timely manner. Although the Isle of Man MAPPAs framework was clearly written, some probation staff were uncertain which cases fell within its remit. There was a lack of clarity about the arrangements for monitoring and review of those cases which fell within the MAPPAs categories but were managed solely by probation.
 - (h) In the three high *RoH* cases, we expected to see management involvement in *RoH* assessment and planning. In one case no such involvement was evident in the case file and in the other two cases, involvement was not judged to be effective. Case files did show managerial involvement in respect of quantitative measures (such as timeliness of assessments), but not in respect of the quality of assessment and planning. We were told that high *RoH* cases were discussed between the director of operations and the consultant psychologist, and the latter also provided consultancy to staff. However, the impact of these discussions was not evidenced in the cases we saw. In respect of child Safeguarding issues; no management involvement was identified in one case and ineffective involvement in another. More positively, one child Safeguarding case was seen to have effective management involvement in assessment and planning.

1.3 General Criterion: ASSESSMENT AND PLANNING TO REDUCE THE LIKELIHOOD OF REOFFENDING
The LoR is comprehensively and accurately assessed. Plans address offending related factors needs to reduce the LoR.

| | |
|---------------|------------------------------------------|
| Score: | Comment: |
| 59% | SUBSTANTIAL improvement required. |

Strengths:

- (a) A LoR assessment was completed in all but one of the 30 cases and in 90% it was on time.
- (b) Where an initial supervision plan was done, it was completed on time in almost all cases.

Areas for Improvement:

- (a) The initial assessment of LoR was insufficient in 30% of cases, mainly because it was not detailed enough. The probation service used LSI-R as its assessment tool for offending related need. Whilst this tool did not require a detailed explanation of the relevant issues for an offender (unlike its counterpart in England and Wales), it could have been used more effectively by case managers to evidence their conclusions about the factors which were linked to offending.
- (b) In eight cases, no supervision plan had been completed at the start of the community order or release on licence. The probation service did not expect supervision plans to be completed in community service cases; instructions for work were contained in a letter to the offender. This made it difficult to see how offenders were involved in supervision planning or how identified diversity needs would be addressed.
- (c) Supervision planning in general needed considerable improvement. Some plans resembled a list of action points for the case manager, rather than objectives that the offender needed to achieve in order to comply with the sentence. Plans were not informed by relevant assessments, or appropriate to the purposes of sentencing, in 40% of cases. The objectives were not outcome focused in 82% of cases and in 86% were not logically sequenced. Objectives to address LoR were lacking in 36% of cases where this was needed. Five out of eleven did not include objectives to manage *RoH* where this was relevant. Of two cases where child Safeguarding was a factor, only one included a relevant objective to manage this. 85% of cases did not describe the levels of contact, as we would have expected. The assumption within the probation service was that contact would be in-line with Manx standards.
- (d) In 77% of cases supervision plans did not define clearly the roles and responsibilities of all involved, and plans were not shared with relevant parties in one-third.

| | |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------|
| 1.4 General Criterion: ASSESSMENT AND PLANNING FOR OFFENDER ENGAGEMENT <i>Individual diversity needs are taken fully into account at the earliest opportunity. Plans are put in place to minimise the impact of potential obstacles to engagement.</i> | |
| Score: 45% | Comment: SUBSTANTIAL improvement required. |

| | |
|-------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Areas for Improvement: | <ul style="list-style-type: none"> (a) In 62% of cases insufficient attention was paid to the methods most likely to be effective with the offender. (b) Supervision planning took account of the offender’s capacity to change in half of the cases and in 53%, their level of motivation to do so. (c) Although we did see some good examples of plans being discussed with offenders, there was insufficient evidence that the offender was actively and meaningfully involved in the sentence planning process in 69% of cases. In 63% it was not clear what contribution the offender had to make to achieve supervision plan objectives. (d) Twenty-seven cases should have had a Skills for Life screening carried out at the start of supervision, but this was missing in eight cases (30%). In five cases, a referral was required for a full assessment of learning and skills needs, but this was not carried out so there was no evidence of the outcome of the assessment or a learning plan. Case managers tended to take the view that learning and skills issues were a matter for offenders to address on a voluntary basis, outside of their sentence, rather than a key factor in reducing social exclusion and enhancing employment opportunities – thus reducing reoffending. (e) There was no assessment recorded of potential diversity issues, discriminatory/disadvantaging factors and any other individual needs in 57% of cases. Apart from community service orders where there was a standard, if limited, assessment of health or other needs, there was no routine assessment of diversity factors at the start of sentence. Where there had been an assessment, action had been taken to minimise the impact in four of the six identified cases. |
|-------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

2. IMPLEMENTATION OF INTERVENTIONS

2.1 General Criterion: DELIVERING THE SUPERVISION PLAN (INCLUDING THE PUNISH ELEMENT)

Interventions are delivered in line with the requirements of the sentence and meet prescribed standards.

Score:

70%

Comment:

MODERATE improvement required.

Strengths:

- (a) Interventions were delivered according to the requirements of the sentence in 77% of cases. In 70% their delivery was timely in respect of *RoH* and *LoR*.
- (b) Ten cases in the sample had a condition to attend a group programme as part of their supervision. In seven of these, the timing of the programme was consistent with the supervision plan.
- (c) Following sentence to a community order or release on licence, 77% of offenders were clearly informed of the expectations regarding their behaviour throughout their sentence as well as their responsibilities and rights.
- (d) The frequency of contact arranged with offenders met or exceeded Manx standards in all but six cases.
- (e) Appropriate resources were allocated to address the purpose of the sentence in 93% of cases and to address *RoH* and *LoR* in 83%. There were sufficient resources to address identified diversity needs in 88% of relevant cases.
- (f) The input of other workers involved with the offender was coordinated by case managers in 85% of cases, and in 86% there was good communication between the case manager and the other workers. 80% of cases showed good communication between all workers and the offender.
- (g) Case managers monitored offender attendance across all interventions in 93% of cases, and took effective action to secure compliance with interventions in all but three.
- (h) Judgements about the acceptability of absence or other offender behaviour were consistent in all cases, appropriate in all but one case, and clearly recorded in all except two. Breach or recall action was instigated on time in eight out of the nine cases where it was required.
- (i) Community service placements were matched to the offender and considered of benefit to the community in seven out of the eight cases in the sample. Six out of eight placements were thought to be sufficiently demanding, though this did contrast with the views of

some offenders themselves. Placements took account of the offender's *RoH* in all but two cases.

- (j) LoR assessments were reviewed thoroughly in line with required timescales in 72% of cases.
- (k) Case records were well organised. Recording of information was clear in 90% of cases and timely in all. Records contained all relevant documents in 70% of cases. This was a marked improvement from the previous inspection.

Areas for Improvement:

- (a) Interventions were not delivered in-line with the objectives in the supervision plan in 40% of cases. Not surprisingly, the weaknesses in supervision planning, already noted, had adverse consequences for delivery of interventions.
- (b) Interventions were not sequenced in relation to *RoH* and LoR in one-third of cases.
- (c) 30% of offenders were not offered a full and timely induction following sentence.
- (d) Whilst in most cases the frequency of arranged contact was in-line with Manx standards, in one-third the frequency was judged to be insufficient to facilitate the requirements of the sentence, or take full account of the assessed levels of *RoH* or LoR. In just under half of the cases, the frequency of contact was not sufficient to promote achievement of supervision plan objectives.
- (e) Although case managers coordinated the input of other workers in most cases, in 43% of cases they did not ensure that all elements of the supervision plan were delivered. There was a tendency for some case managers to focus only on the part of the supervision plan that they were delivering personally, rather than see themselves as responsible for the delivery of the whole sentence. In particular, combination orders were run as two separate orders (probation and community service) with different case managers, rather than as a single order with two elements.
- (f) *RoH* assessments were not reviewed thoroughly in-line with required timescales in 48% of cases. In some cases the review was timely, but insufficiently thorough. Assessments were not reviewed following a significant change in two-thirds of relevant cases (six out of nine).
- (g) No reviews of *RoH* were undertaken in community service cases unless they were part of a combination order or there was a different concurrent sentence. Whilst the probation service did not require *RoH* reviews in all cases, this was a matter of concern as changes in *RoH* could have had an impact on the suitability of a placement or on staff safety.
- (h) LoR assessments were not reviewed following a significant change in six out of ten relevant cases.

- (i) Supervision plans were not reviewed thoroughly within the timescale in 40% of cases, or following a significant change in 73% of those relevant cases.
- (j) Reviews of *RoH* were not used to inform supervision plan reviews in 77% of cases and in 80% did not prioritise objectives appropriately. It was a similar picture in respect of reviews of *LoR*; these did not inform supervision plan reviews in 75% of cases, or inform the prioritisation of objectives in 82%. The offender did not participate in the supervision plan review process in 63% of the sample.
- (k) Case recording did not reflect the work to achieve planned objectives in one-third of the cases. It was clear from discussion with case managers that more work had been undertaken with some offenders than was evidenced in the electronic or paper files.

2.2 General Criterion: DELIVERING RESTRICTIVE INTERVENTIONS (THE CONTROL ELEMENT OF THE SENTENCE PLAN)
All reasonable action is taken to keep to a minimum the individual's RoH.

Score:

56%

Comment:

SUBSTANTIAL improvement required.

Strengths:

- (a) In both cases managed through the MAPPA process at MARM level, decisions of the multi-agency meetings had been clearly recorded, followed through and acted upon and reviewed appropriately. Probation staff contributed well to the process in both cases, including chairing the MARM meetings.
- (b) Multi-agency child Safeguarding procedures had been used effectively in all three of the relevant cases. Decisions taken within these procedures were clearly recorded, followed through and acted upon appropriately in all the cases. However, in one, the decisions had not been reviewed appropriately. Probation staff and those from other agencies had contributed effectively to the Safeguarding procedures in all three cases.
- (c) There were restrictive conditions in two community order cases and both were monitored fully by the case manager.
- (d) In the single licence case where recall to custody was required for *RoH* reasons, this was instigated promptly. The offender was given a clear explanation of the reason for the action and efforts were made to re-engage him with the supervision plan.

Areas for Improvement:

- (a) Changes in *RoH* factors had not been anticipated or identified swiftly in five out of eight relevant cases. In four of these the changes had not been acted upon appropriately.

- (b) Of the five cases meeting the Manx criteria for MAPPA, two had been managed effectively at MARM level. In the other three the MAPPA process had not been used effectively. This linked with the uncertainty of some staff, noted in section 1, regarding which cases fell within the MAPPA categories.
- (c) Of the five licence cases in the sample, the restrictive conditions in four (for example, drug testing) had not been monitored fully by the case manager.
- (d) Appropriate priority was not accorded to victim safety by the case manager and other workers in four out of nine relevant cases.
- (e) There were three high *RoH* cases in the sample; no initial home visit was carried out in two. Of the three child Safeguarding cases, home visits were carried out in one and five out of eight other relevant cases had home visits. Whilst home visits were not required in the Isle of Man national standards, we viewed them as an important element in managing *RoH* and child Safeguarding in relevant cases.
- (f) In the three high *RoH* cases, no structured management involvement was evident on the case file in respect of *RoH* issues. The picture was more mixed in relation to child Safeguarding. Whilst in one case there had been effective management involvement regarding *RoH*, there was none in the second case. There had been involvement in the third but it was judged to be ineffective.

2.3 General Criterion: DELIVERING CONSTRUCTIVE INTERVENTIONS (THE HELP AND CHANGE ELEMENTS)

Interventions are delivered that address offending-related factors and the reduction of LoR.

Score:

54%

Comment:

SUBSTANTIAL improvement required.

Strength:

- (a) In the single case where an offender’s learning need had been identified by the case manager, arrangements had been made for relevant interventions to be delivered, although these had not taken place at the time of the inspection.

Areas for Improvement:

- (a) In one-third of relevant cases, supportive and protective factors for the offender had not been identified where they ought to have been. In the same number of cases there was not enough support from the case manager for the offender to retain or develop community ties and relationships throughout the sentence.
- (b) Of six offenders with specific learning needs, sufficient information, advice and guidance was provided to only one.

- (c) Although we saw good use of community resources in some instances, insufficient work was directed at overcoming practical obstacles to community integration and achieving key life skills in one-third of cases.
- (d) Constructive interventions did not encourage and challenge the offender to take responsibility for their actions and decisions related to offending in half the relevant cases. There was an over-reliance on group programmes to deliver offending behaviour work and these were not always available at the appropriate time during the sentence.
- (e) Victim awareness work was not undertaken in two-thirds of cases where this would have been appropriate.
- (f) Offenders were not prepared thoroughly for interventions in 47% of cases, and arrangements to reinforce new learning and/or skills were not in place in nearly two-thirds of those relevant.

2.4 General Criterion: MANAGING DIVERSITY AND MAXIMISING OFFENDER ENGAGEMENT

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

Score:

78%

Comment:

MODERATE improvement required.

Strengths:

- (a) Despite the lack of a formal assessment of diversity issues in most cases, arrangements for interventions took account of individual diversity needs in 87% of those applicable.
- (b) Relevant staff were made aware of the offender's diversity needs in 93% of cases.
- (c) In 83% of cases, there was evidence that the case manager had motivated and supported the offender throughout their sentence.
- (d) Other workers, besides the case manager, were involved in 22 cases. Typically, these would be community service supervisors or staff in community agencies. They had developed positive and productive working relationships with the offender in 81% of cases. In over 90% of the sample there was evidence that these other workers had demonstrated commitment to their work with offenders and had motivated and supported them throughout their sentence. In 79% of cases, they had reinforced positive behaviour where relevant.
- (e) There was evidence that the case manager had developed positive and productive working relationships with the offender in 76% of cases.

Areas for Improvement:

- (a) Despite good working relationships, there was insufficient evidence that case managers demonstrated commitment to their work with offenders in 38% of cases. Case managers did not always ensure that effective use was made of community resources to tackle offending-related needs. Reinforcement of the offender's positive behaviour was lacking in 40% of cases.
- (b) Issues of offender vulnerability were not clearly communicated to all staff involved in one-third of relevant cases; and appropriate arrangements were not in place to support and, where possible, protect the offender in 4 out of 18 cases.

3. ACHIEVING AND SUSTAINING PLANNED OUTCOMES

3.1 General Criterion: ACHIEVEMENT OF INITIAL OUTCOMES (INCLUDING THE PUNISH ELEMENT)

Offender managers adhere to the prescribed standards for requiring, promoting, and where necessary enforcing the order or licence.

Score:

59%

Comment:

SUBSTANTIAL improvement required.

Strengths:

- (a) Every effort had been made to promote offender compliance in 90% of cases, and the offender had fully complied in 67%.
- (b) Enforcement action needed following non-compliance with the sentence was undertaken in all nine relevant cases.
- (c) In five out of seven community service cases there was evidence of benefit to the community from the work undertaken by offenders.
- (d) Since being sentenced, only one offender in the sample of 30 had been cautioned for another matter and six convicted of a further offence.

Areas for Improvement:

- (a) In 40% of cases, the sentence had not been delivered as intended by the sentencing court, at the point when we inspected the case. In several instances this related to the unavailability of the specified group programme during the first six months or so of the order or licence.
- (b) Supervision plan objectives had not been achieved, wholly or partially, in 37% of cases. In some instances this related to the wait for a group programme, as noted above. In others, weaknesses in initial planning made it difficult to identify exactly what had been achieved by the offender. More specific, outcome-focused objectives, which related to reducing the offender's *RoH* and *LoR*, would have helped both the offender and their case manager be clear about what had been achieved and what remained to be done.
- (c) There was no evidence of a reduction in the frequency of offending and/or the seriousness of the offences in 60% of the cases.

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| 3.2 General Criterion: MINIMISING RISK OF HARM TO OTHERS (THE CONTROL OBJECTIVE) <i>All reasonable action has been taken to keep to a minimum the individual's RoH.</i> | |
| Score: 51% | Comment: SUBSTANTIAL improvement required. |

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| Strengths: | <ul style="list-style-type: none"> (a) All reasonable action had been taken to keep to a minimum the offender's <i>RoH</i> in 73% of cases. This did leave eight cases, however, where more could have been done. (b) Multi-agency work had effectively contributed to the management of <i>RoH</i> in all three child Safeguarding cases in the sample and in the two cases managed through MAPPA at MARM level. |
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| Areas for Improvement: | <ul style="list-style-type: none"> (a) There was no evidence that <i>RoH</i> had been reduced in 12 out of 14 relevant cases. (b) In the sample, there were six cases where the offender was currently (or had previously been identified as) a perpetrator of domestic abuse. In four cases it was clear from the case record if there had been any police callouts to incidents, but in the others there was no record to confirm the absence of incidents. There was an over-reliance by some case managers on being contacted by the police if there were callouts, as opposed to the proactive approach we would have expected. (c) Work to manage <i>RoH</i> had not reduced the threat to victims or potential victims in 8 out of 13 relevant cases. (d) In 17 out of 22 (77%) applicable cases, the offender had not demonstrated an increase in victim awareness, despite the availability of a victim awareness programme. |
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| 3.3 General Criterion: REDUCING LIKELIHOOD OF REOFFENDING (THE HELP AND CHANGE OBJECTIVES) <i>There is a measurable reduction in the LoR and/or the achievement of other positive outcomes that are known to promote the reduction of LoR.</i> | |
| Score: 53% | Comment: SUBSTANTIAL improvement required. |

Strengths:

- (a) There was demonstrable evidence of positive change in the offender’s lifestyle in 47% of cases.
- (b) Excluding those cases where the offender was already employed or unable to work, we found that six (20%) offenders in the sample had found employment and a further four (13%) had sustained employment for 16 weeks or more.
- (c) LSI-R had been rescored in 80% of the cases. In 70% of these cases the score had reduced, indicating a reduction in the factors related to offending. Thinking and behaviour, and alcohol misuse were the most common offending-related factors, featuring in over two-thirds of the sample.
- (d) In relation to objectives, offenders made progress against the first priority in 60% of cases, only two offenders showed deterioration. As might be expected, there was less progress against the second priority (39%) and the third (48%), but only one offender showed deterioration. First priority objectives were typically drug or alcohol misuse, thinking and behaviour, and lifestyle and associates.
- (e) Offenders showed a demonstrable improvement in attitudes in 38% of cases, and an improvement in behaviour in 56%.
- (f) Resources were used efficiently to achieve the outcomes planned for the offender in 73% of cases.

Areas for Improvement:

- (a) Whilst we found evidence of work with offenders to promote community integration/reintegration in many cases, more attention could have been given to these issues in one-third of them.
- (b) In 5 out of 13 relevant cases, case managers had not encouraged future engagement of the offender with community organisations appropriate to their needs.

4. LEADERSHIP AND STRATEGIC MANAGEMENT

4.1 General Criterion: EFFECTIVE LEADERSHIP MAKES GOOD QUALITY OFFENDER MANAGEMENT MORE LIKELY *Strong leadership contributes to public protection and reduction in LoR.*

Comment:

SUFFICIENTLY effective in making good quality case management of offenders more likely.

Strengths:

- (a) The Senior Management Team worked together well to lead the probation service effectively. Previous inspections had noted tensions within the Senior Management Team which hindered effectiveness, but changes in personnel had led to improved functioning. Effective leadership was commented upon positively by a number of external organisations. Whilst not part of the criteria for this inspection, we also noted an increased focus on performance management which was gradually changing the culture of the probation service.
- (b) As the probation service was part of the DHA, its business plans reflected Manx government priorities and was closely linked with other departmental plans focused on reducing reoffending. For instance the current business plan had been influenced by the work of the multi-agency Safeguarding Children's Board, reflecting the government's attention to this area. There were shared targets with other units within the DHA. The department's alcohol strategy, for example, included outcomes dependent on data from the probation service. Whilst the business plan was not shared with other agencies on a routine basis, planning had a strong multi-agency focus. For the year 2010-2011, for example, the business plan was expected to include its contribution to multi-agency work on an alcohol arrest referral scheme and a restorative justice project.
- (c) The business plan was reviewed on a monthly basis with the Chief Executive of the DHA. Business risks were identified; the main issue for the probation service was its small size and the consequent impact of any long-term absence. This particular business risk was managed through the use of agency staff.
- (d) Partner organisations and other agencies gave many examples of the contribution made by the probation service to their work. There were very positive links at strategic level between the probation service and the partner organisations we spoke to, especially where the probation service acted as a conduit for grant funding to voluntary bodies such as the hostel.
- (e) The probation service made an effective strategic contribution to public protection, particularly in respect of child Safeguarding. It was seen by some partner agencies as the driving force behind

developments in public protection work and there was very active involvement in the Safeguarding Children's Board. Outcomes so far have included developments with the police on joint *RoH* assessment of offenders, and related joint training, and joint work with health service partners and other organisations on domestic abuse. The conflict resolution mechanism, developed through the Safeguarding Children's Board (noted in the Sharing Good Practice section of this report), was seen by partner organisations as a particularly effective development in promoting the public protection agenda. A review of the MAPPA process was underway and the probation service was seen as integral to this. The service was seen to be "*willing to listen, to challenge other agencies, and to be challenged*" and this was highly valued by its partners.

- (f) PLC meetings with sentencers and other court personnel took place on a quarterly basis, and extensive information was provided about probation performance against national standards as well as detailed information about staffing issues and progress in respect of other matters of concern to the courts. Sentencers also received progress reports from the case manager on the completion of community orders. This enabled them to see when supervision had been successful.
- (g) The probation service had worked with a number of external consultants in its efforts to improve its functioning generally. Whilst this inspection showed that there was still a need for considerable improvement in some aspects of its management and practice, there was evidence from consultancy reports and feedback from staff that action had been taken to address underperformance and that positive progress had been made.

Areas for Improvement:

- (a) Whilst the business plan for 2009-2010 referred to 'promoting integrity, respect and anti-discriminatory behaviour to support community safety', there were no specific objectives relating to diversity issues such as improving services for women offenders or other minority groups. There were a number of relevant objectives identified in the probation service's diversity policy, written in 2008, but it was not clear how these had been tackled or reviewed.
- (b) At the time of the inspection, the SLA between the probation service and the prison was unsigned by the prison Governor. Unresolved issues in respect of the role of prison-based probation staff and the delivery of offending behaviour programmes needed to be addressed swiftly to ensure probation resources were deployed effectively.

4.2 General Criterion: EFFECTIVE RESOURCE DEPLOYMENT MAKES GOOD QUALITY OFFENDER MANAGEMENT MORE LIKELY
Deployment of resources contributes to public protection and reduction in LoR.

Comment:

NOT SUFFICIENTLY effective in making good quality case management of offenders more likely.

Strengths:

- (a) Sentencers were satisfied that probation staffing levels in court were sufficient to meet their needs for information.
- (b) To maximise resources for operational work, two administrative staff had been trained to deliver some intervention programmes with offenders. This increased their job satisfaction as well as providing an additional resource for direct work with offenders.
- (c) A workload allocation system was in place. Cases and court reports were allocated mainly on a geographical basis and decisions about allocation were communicated to all staff.

Areas for Improvement:

- (a) We interviewed seven case managers during the inspection. Only two thought that they had access to sufficient resources to meet offender needs and thus reduce reoffending. A concern for many was the lack of programmes in custody to challenge offending behaviour and tackle substance misuse. This had an impact on case managers and partner agencies in the community, as they dealt with offending-related needs which could have been addressed (at least in part) while the offender was still in custody. This concern was shared by sentencers and by a number of partner organisations.
- (b) There were no formal criteria for workload prioritisation, although the expectation of the Senior Management Team was that *RoH* work and child Safeguarding took priority.
- (c) Two of the case managers interviewed did not think that workloads were managed in a fair and transparent way, and a further three were unsure about the issue. There was no formal workload management tool in use; one had been tried in the past and found not to work effectively.
- (d) Given the small number of its operational staff and the range of intervention programmes the probation service tried to provide, it was perhaps inevitable that it struggled to run group programmes on a sufficiently regular basis to meet the individual needs of offenders and the demand for additional conditions in community orders and licences. This led to lengthy waiting lists - 20 in respect of one programme at the time of the inspection. Whilst the programmes provided were all developed in response to identified offending-related need, the probation service needed to review its

provision in the light of impending budget cuts and focus on delivering those interventions which were most effective in reducing reoffending and minimising *RoH*.

4.3 General Criterion: EFFECTIVE WORKFORCE PLANNING AND DEVELOPMENT MAKES GOOD QUALITY OFFENDER MANAGEMENT MORE LIKELY
There is a workforce strategy that promotes the development of all staff to meet service delivery outcomes.

Comment:

NOT SUFFICIENTLY effective in making good quality case management of offenders more likely.

Strengths:

- (a) All case managers interviewed were clear about the arrangements for their formal supervision and as a minimum this took place on a six weekly basis.
- (b) Whilst not formally recorded as a workforce strategy, the Senior Management Team had given thought to the staffing profile needed by the probation service and work was underway to achieve this. Two PSO grade staff were undertaking part-time Open University social work degrees, funded by the probation service, to enable them to work as probation officers once qualified. This was intended both to reduce the reliance of the probation service on recruiting probation officers from other jurisdictions who had trained under different legislative systems, and to enhance the emphasis on child Safeguarding experience and training.
- (c) The probation service aimed to recruit from local communities where it could and its commitment to training existing PSO staff, noted above, formed one aspect of this. As part of a commitment to promoting wider diversity, two staff had been recruited specifically from the government's disability register. The staffing mix was broadly representative of the Isle of Man's demographic profile, although the latter was not diverse in terms of ethnicity.

Areas for Improvement:

- (a) Only one of the case managers we interviewed considered that their line manager had the necessary skills to assess the quality of their work and help them develop professionally. More thought that their line manager had the skills to support them in their work, but only one thought that their line manager actually did these things. The focus of the Senior Management Team on improving performance against national standards (given previous inspection outcomes) had not been received well by many probation officer staff and some expressed concern that too much attention was placed on the timeliness of tasks as opposed to the *quality* of practice. The Senior

Management Team recognised that monitoring had focused primarily on performance against national standards, but took the view that this had been necessary as a starting point. Whilst this was understandable, the outcome had been a deterioration in relationships between some practitioner staff and their line manager.

- (b) The Senior Management Team had taken a deliberate decision to reduce the number of managers, leaving only the CPO and Director of Operations. Whilst commendable in terms of 'lean management' this left the role of the latter over-stretched - trying to undertake strategic functions in support of the CPO alongside operational management responsibilities. As noted above, this had impacted adversely on practice development and support for staff. Further developments in the *quality* of front line practice seemed unlikely without attention to the resourcing of operational management.
- (c) There was no formal training plan which covered all staff and detailed core mandatory training in-line with business priorities, although some mandatory training (such as child Safeguarding) had been identified by the Senior Management Team and was underway. Some staff had been through a voluntary assessment centre process focused on management potential and were engaged in developmental work relating to this, but three out of seven case managers interviewed were not clear about the arrangements for their practice development. Four did not feel that their training and skills development needs were met in respect of their current role, and five did not consider that their development needs for future roles were being met. This was despite an appraisal system which included attention to career development. Three case managers thought that there were sufficient training or development opportunities but five felt they had insufficient time to take advantage of the opportunities.
- (d) Whilst the average frequency of supervision was good, four out of seven case managers did not think it had promoted improvements in their practice. This contrasted with evidence of improvement in aspects of performance (such as timeliness of assessment) which were measured through the probation service's audit system.

4.4 General Criterion: AN EFFECTIVE REVIEW AND EVALUATION REGIME MAKES GOOD QUALITY OFFENDER MANAGEMENT MORE LIKELY

Outcomes from interventions are evaluated for their impact on public protection and reducing reoffending.

Comment:

NOT SUFFICIENTLY effective in making good quality case management of offenders more likely.

Strengths:

- (a) Where there had been complaints or other adverse outcomes, the probation service took a positive approach to identify the learning and change its practice. One example concerned a complaint from sentencers about the non-implementation of an offender's licence condition to attend a particular programme. The resulting investigation led to a change in the wording of licence conditions to make clear to all what was expected of the offender when provision of an intervention programme was not solely within the control of the probation service.
- (b) A survey of offenders' experience of contact with the probation service had been undertaken in 2008. Unfortunately, no sample size was given in the survey results but the views expressed were very positive. All respondents indicated that they had been treated with dignity and respect, and some commented specifically on the help received from probation staff and from other agencies to which they had been referred.
- (c) The probation service engaged a clinical and forensic psychologist on a regular consultancy basis. One aspect of his work involved the interpretation of psychometric testing of offenders before and after undertaking some offending behaviour programmes. A recent report was submitted to the Senior Management Team identifying outcomes from the domestic abuse programme, and proposals for addressing continuing needs. Work was ongoing to evaluate the outcomes (and thus the effectiveness) of all the programmes provided by the probation service.

Areas for Improvement:

- (a) Although the offender survey and some research into reconviction data provided useful information, it was not clear how the outcomes had been used to improve practice. There was no feedback loop in place to ensure that the results were used to inform continuous improvement and business planning.
- (b) Whilst there was extensive monitoring in respect of national standards performance, the outcomes of which were reported to the PLC, there was no effective system in place to monitor interventions and outcomes generally. The probation service had introduced the use of *Crime-Pics* (attitudinal change questionnaires) several years previously, to gather data on the results of supervision. However, whilst this was used at the start of supervision, it was not routinely

undertaken again at the end. This was a missed opportunity to identify what had worked (or not) with offenders and demonstrate the outcomes of probation supervision.

4.5 General Criterion: EFFECTIVE PROVISION OF ACCESSIBLE SERVICES MAKES GOOD QUALITY OFFENDER MANAGEMENT MORE LIKELY

The approach to the commissioning and delivery of services contributes to positive outcomes for offenders and work with victims. Services are accessible and of a high quality.

Comment:

SUFFICIENTLY effective in making good quality case management of offenders more likely.

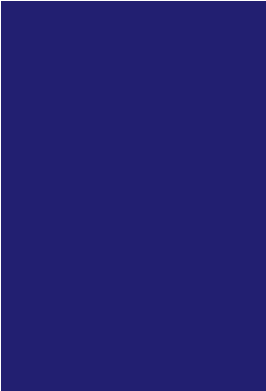
Strengths:

- (a) Over the past few years, a variety of programmes had been developed by the probation service to tackle offending-related factors. The need for these had been based in part on an analysis of aggregated data to identify the most common issues, such as offenders' thinking and behaviour. Most recently, an anger management programme had been developed in conjunction with a consultant clinical and forensic psychologist.
- (b) As part of the DHA, the probation service did not directly commission services itself but acted as a conduit for funding to the hostel managed by a voluntary agency, and to Victim Support. The probation service was involved very positively at a strategic and operational level in developing and monitoring services to support the effective management of offenders at the hostel. It was involved effectively with Victim Support at management committee level as well as through operational links.
- (c) Strategic development of services with partner agencies also took place through probation involvement in the government's drug and alcohol strategy. A partner agency commented that there was "very good dialogue at a strategic level", with a large degree of joint planning, for example, in relation to drug and alcohol arrest referral schemes, which were being developed to ensure offenders' access to appropriate services at an early stage in the community justice process.
- (d) Appropriate services to meet offending-related needs were seen in all but four cases in the sample. In particular, drug and mental health services provided to offenders were rated as sufficient to meet their needs.
- (e) One intervention programme tackling emotional well-being (which was a factor in offending for some offenders) was delivered jointly with health authority colleagues. This expanded probation resources, bringing in expertise from a partner organisation and provided helpful access to health service provision.

- (f) There was effective work with a number of partner agencies at an operational level to ensure offenders had access to mainstream services. As well as joint work with the community justice mental health liaison officer (referred to in the Sharing Good Practice section of the report) there was extensive involvement with the DAT, a multi-agency team. A probation officer was seconded to the DAT and was acting up as its manager at the time of the inspection, and a DAT worker ran a regular clinic at the probation office, carrying out assessments on offenders to provide information for court reports.
- (g) To improve offenders' personal and work skills and act as a stepping stone to employment, the probation service worked in partnership with a voluntary organisation which provided volunteer opportunities for offenders alongside other community members. Positive outcomes for offenders had included securing paid employment and returning to full time education. Local community organisations also benefited through the volunteer work provided.
- (h) Service delivery to courts was monitored extensively at strategic level through the quarterly PLC meetings. Overall, sentencers were satisfied with the quality of services provided directly by the probation service, which did respond to feedback from courts. For example, breach action was taken more swiftly on community service orders than required by the Manx national standard, following sentencers' concerns that this most visible of community sentences was seen to be enforced robustly.

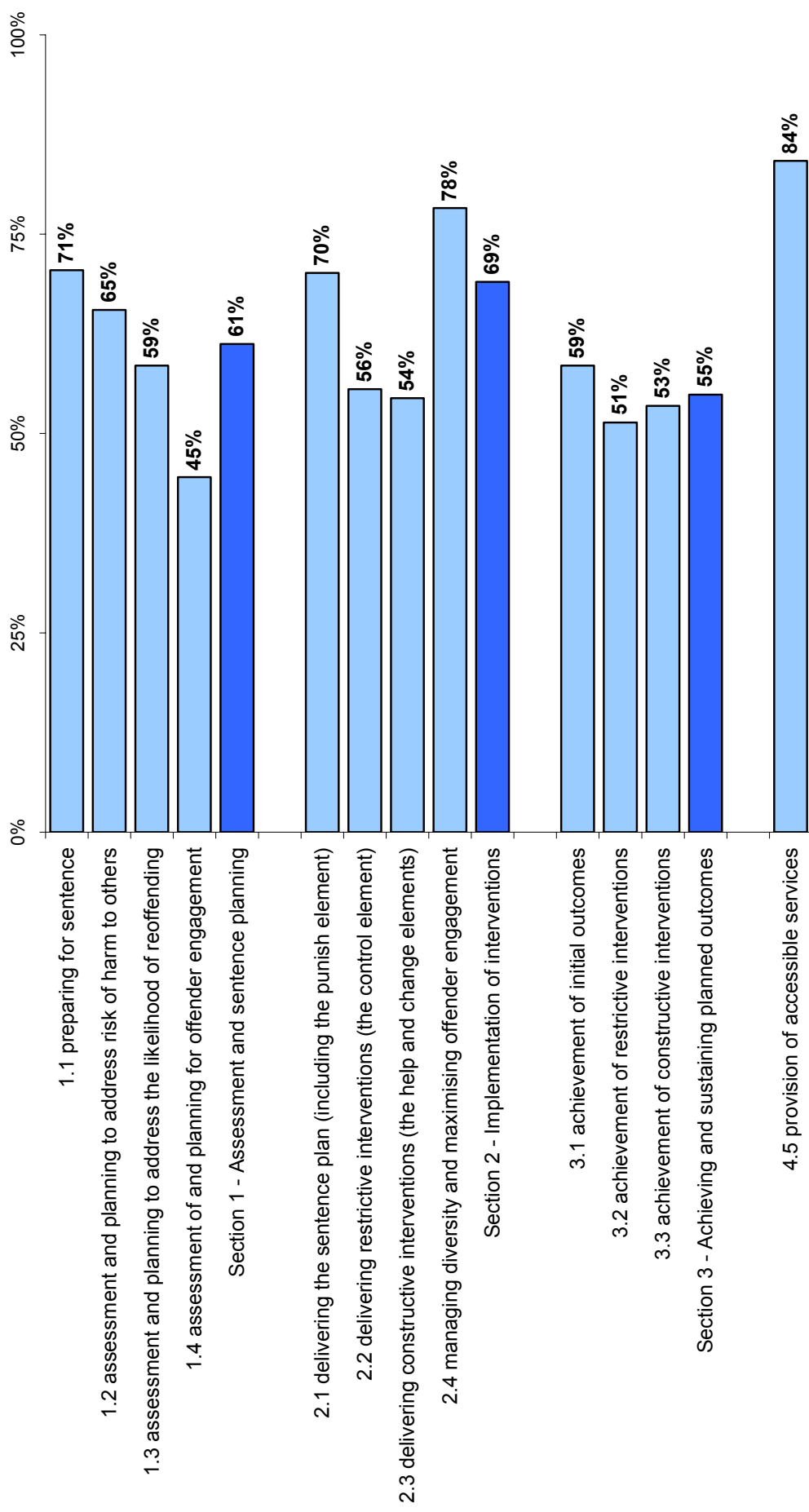
Areas for Improvement:

- (a) Although partner agencies gave many examples of effective work with them, some noted a need for more consistency in liaison and information sharing at an operational level, for example, to ensure that information regarding *RoH* was shared appropriately and that agreed actions from multi-agency meetings were always carried out. Information technology systems also varied between the probation service (as part of the DHA) and external agencies which were part of other government departments and for one partner agency this was seen as a barrier to effective communication when organisations were working with the same offender.
- (b) As noted in an earlier section of the report, there was a lack of provision of group programmes to challenge offending behaviour for offenders in custody, which had a 'knock-on' effect for community reintegration as it led to greater pressure on community-based resources once the offender was released. Although work was underway to address this issue, it had been slow to achieve any outcome.
- (c) Despite the relatively high number (compared with England and Wales) of women offenders on the caseload, there were no specific interventions available to meet their particular needs. The probation service had already identified this as an issue but no action had yet been taken.

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- (d) Compared with offending behaviour programmes in England and Wales, the domestic abuse group programme was shorter in length and did not have built-in support for offenders' partners. This raised questions about its effectiveness and the safety of victims/potential victims. The consultant psychologist had reported on outcomes from the group programme and the need of some participants for continuing offending behaviour work. The probation service recognised that it needed to review its provision in the light of research on effectiveness and this was underway at the time of the inspection.

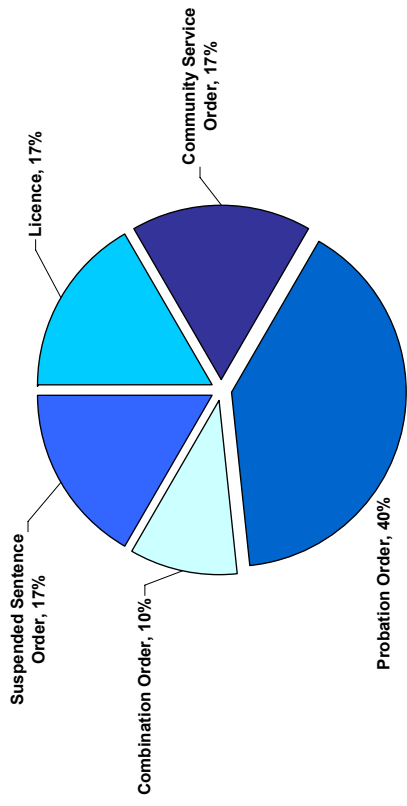
APPENDIX 1: Chart 1 Scoring of sections 1-3:

Isle of Man: General Criterion Scores - November 2009

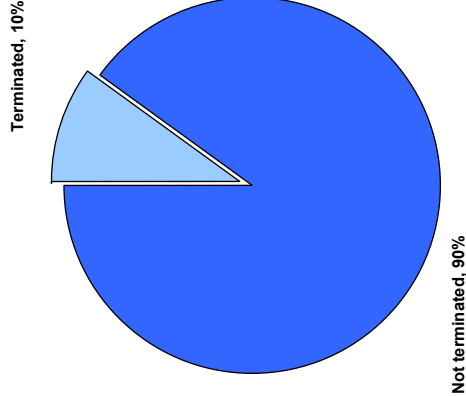


APPENDIX 2 Isle of Man inspection sample data

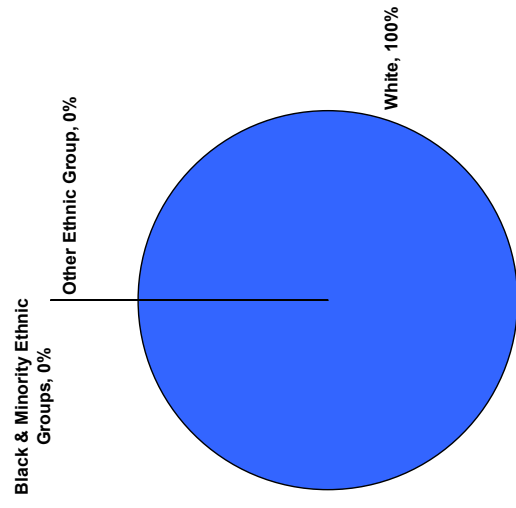
IOM 2009: Case types



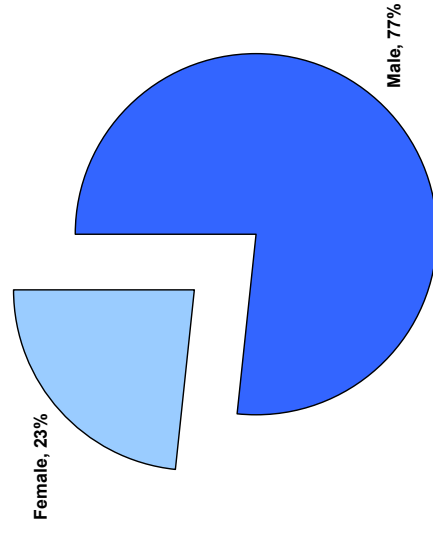
IOM 2009: Terminations



IOM 2009: Race and ethnic origin



IOM2009: Gender



APPENDIX 3 Isle of Man contextual information

Isle of Man

The Isle of Man is a Crown Dependency of the United Kingdom, located in the Irish Sea mid-way between Great Britain and Ireland.

It has its own Parliament, Tynwald, which has full responsibility for creating domestic legislation.

The capital is Douglas, which is the most densely populated area of the Island. Adjacent to Douglas is the Eastern Neighbourhood, also densely populated, which largely provides suburban accommodation for Douglas. The remaining five neighbourhoods cover smaller towns, parishes and rural areas with significantly smaller populations.

The resident population, as measured in the 2006 census, was 80,058. It had increased by 4.9% since the previous census in 2001. 49.4% of the population was male.

Ethnicity information was gathered by nationality and place of birth. 47.6% of the population were Manx born, 44.2% British born and 4.1% born elsewhere in Europe. The largest non-European populations were Asian, 1.6%, and African, 1.4%.

Probation Service

| | |
|---------------------------------------------------------------------------------|--------------------------|
| Total caseload | 408 |
| % white % minority ethnic* | No information available |
| % Male % Female | 80% 20% |
| * Excluding cases for which minority ethnic information is not available | |

Total revenue budget year ending 2008-2009 **£ 1.7 million**

Total revenue budget 2009-2010 **£ 1.8 million**

The probation service faced a budget cut of 6.5% for the business year 2010-2011, and a further cut in the subsequent year, as part of the Manx government's efforts to reduce public spending in the light of its financial crisis. Whilst work was underway to manage the situation, it was not clear at the time of the inspection how service delivery would be maintained, particularly as much of the probation service's budget was consumed by staffing costs and grants to partnership agencies.

APPENDIX 4 Inspection model and arrangements

Model

The inspection model used for the Isle of Man was adapted from the Offender Management Inspection 2 (OMI 2) Programme used in England and Wales since September 2009. The primary purpose of the Isle of Man inspection was to assess the quality of offender case management in the community, against HMI Probation's criteria, in relation to assessment, interventions and outcomes.

Methodology

The main strands of our methodology are:

- Assessment of cases. In the Isle of Man we looked at a representative sample of 30 individual offender cases approximately nine months old, made up of licences and community orders, including a minimum number of the following types of cases: high/ very high *RoH*; and black and minority ethnic offenders. Cases are assessed by a team of inspectors and assessors. They conduct interviews with case managers who are invited to discuss the case in depth and are asked to explain their thinking and to show where to find supporting evidence in the record. Case assessments are the primary source of evidence for the inspection.
- In addition we hold meetings and interviews with some staff and partners. Whilst the case manager has responsibility for the supervision of each offender, other people from a range of organisations can contribute significantly to the management of each case.
- The supporting management arrangements in the probation service are assessed via a mixture of written evidence and meetings. Those who are: chief officers, senior managers, probation liaison committee members, strategic heads/leaders of a partnership agency, may be invited to attend a meeting. These meetings are designed to provide HMI Probation with evidence about the management and leadership of the service.
- The views of users (offenders and sentencers) are gathered by means of questionnaires and individual interviews. As the Isle of Man probation service has no statutory responsibility for victim contact work, the views of victims were not sought.

Publication arrangements

- Provisional findings are given to the probation service at the end of the inspection week.
- A draft report is sent to the area for comment and publication follows approximately 16 weeks after inspection. A copy is sent to the Manx Government and copies are also made available to the press and placed on our website.

APPENDIX 5 Scoring approach

This describes the methodology for assigning the scores to each of the general criteria, to sections 1 to 3 and to the *RoH* and *LoR* and compliance & enforcement headline scores. A fuller detailed description is on HMI Probation's website at:

<http://www.justice.gov.uk/inspectors/hmi-probation>

For the Isle of Man inspection we used the general criteria from OMI 2, identified below, and adapted or removed some specific criteria to meet the needs of the Isle of Man context.

Set out below is the full scoring approach for the OMI 2 programme.

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

Section 1: Assessment and sentence planning

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

Section 2: Implementation of interventions

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

Section 3: Achieving and sustaining planned outcomes

- 3.1 Achievement of initial outcomes (including the *punish* element)
- 3.2 Minimising *Risk of Harm to others* (the *control* objective)
- 3.3 Reducing likelihood of reoffending (the *help and change* objectives)

The score is based on an average, across each of the questions in the Offender Management Tool for that criterion, of the proportion of relevant cases in the sample where the work assessed by that question was judged sufficient ('above the line'). Further details are given in the description on the website.

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

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

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

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

For **each of the general criteria in section 4**, that is:

Section 4: Leadership and strategic management

- 4.1 Effective leadership makes good quality offender management more likely

4.2 Effective resource deployment makes good quality offender management more likely

4.3 Effective workforce planning and development makes good quality offender management more likely

4.4 An effective review and evaluation regime makes good quality offender management more likely

4.5 Effective provision of accessible services makes good quality offender management more likely

A score of either **very/sufficiently/not sufficiently/not** effective is assigned on the basis of the performance across the specific criteria which make up that criterion. (Details are given in the description on the website.)

APPENDIX 6 Role of HMI Probation and Code of Practice

HM Inspectorate of Probation is an independent Inspectorate, funded by the Ministry of Justice and reports directly to the Secretary of State.

Our purpose is to:

- report to the Secretary of State on the effectiveness of work with individual offenders, children and young people aimed at reducing reoffending and protecting the public, whoever undertakes this work under the auspices of the National Offender Management Service or the Youth Justice Board
- report on the effectiveness of the arrangements for this work, working with other Inspectorates as necessary
- contribute to improved performance by the organisations whose work we inspect
- contribute to sound policy and effective service delivery, especially in public protection, by providing advice and disseminating good practice, based on inspection findings, to Ministers, officials, managers and practitioners
- actively promote race equality and wider diversity issues, especially in the organisations whose work we inspect
- contribute to the overall effectiveness of the Criminal Justice System, particularly through joint work with other inspectorates.

Code of Practice

HMI Probation aims to achieve its purpose and to meet the Government's principles for inspection in the public sector by:

- working in an honest, professional, fair and polite way
- reporting and publishing inspection findings and recommendations for improvement in good time and to a good standard
- promoting race equality and wider attention to diversity in all aspects of our work, including within our own employment practices and organisational processes
- for the organisations whose work we are inspecting, keeping to a minimum the amount of extra work arising as a result of the inspection process
- while carrying out our work we are mindful of Ministerial priorities and the Strategic Plan for the Criminal Justice System. We work closely with other criminal justice Inspectorates through the Criminal Justice Chief Inspectors' Group, and also with Inspectorates involved with work with children and young people.

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

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

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

*HM Chief Inspector of Probation
2nd Floor, Ashley House
2 Monck Street
London, SW1P 2BQ*

APPENDIX 7 Glossary

| | |
|-----------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| CPO | Chief Probation Officer |
| DAT | Drug and alcohol team |
| DHA | Department of Home Affairs |
| Dynamic factors | As distinct from <i>static factors</i> . <i>Dynamic factors</i> are the factors in someone's circumstances and behaviour that can change over time. |
| ETE | <i>Employment, Training and Education</i> : Work to improve an individual's learning, and thereby to increase their employment prospects |
| HMI Probation | Her Majesty's Inspectorate of Probation |
| Interventions; constructive and restrictive interventions | Work with an offender which is designed to change their offending behaviour and to support public protection. A <i>constructive intervention</i> is where the primary purpose is to reduce <i>Likelihood of Reoffending</i> . A <i>restrictive intervention</i> is where the primary purpose is to keep to a minimum the offender's <i>Risk of Harm to others</i> . Example: with a sex offender, a <i>constructive intervention</i> might be to put them through an accredited sex offender programme; a <i>restrictive intervention</i> (to minimise their <i>RoH</i>) might be to monitor regularly and meticulously their accommodation, employment and the places they frequent, whilst imposing and enforcing clear restrictions as appropriate to each case. NB Both types of intervention are important. |
| LoR | Likelihood of Reoffending; See <i>constructive</i> interventions |
| LSCB | <i>Local Safeguarding Children Board</i> – set up in each local authority in England and Wales (as a result of the Children Act 2004) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality. There is a similar body on the Isle of Man |
| LSI-R | <i>Level of Service Inventory – Revised</i> : Assessment tool used in the Isle of Man probation service to identify offending-related factors |
| MAPPA | <i>Multi-Agency Public Protection Arrangements</i> : Probation, police, prison and other agencies working together locally to manage offenders who are of a higher <i>Risk of Harm to others</i> |
| MARM | <i>Multi-Agency Risk Management Meeting</i> : Relevant agencies working together locally to manage offenders who are of a higher <i>Risk of Harm to others</i> |
| OASys/eOASys | <i>Offender Assessment System/ electronic Offender Assessment System</i> : the nationally designed and prescribed framework in England and Wales for both Probation and Prisons to assess offenders, implemented in stages from April 2003. It makes use of both <i>static</i> and <i>dynamic factors</i> . |
| Case manager | This is the term for the officer with lead responsibility for managing a specific case |
| OMI 2 | Offender Management Inspection 2 |
| PSO | <i>Probation Services Officer</i> This is the term for staff who fulfil specific roles in working with offenders during their sentence; for example, community service officer |
| PLC | <i>Probation Liaison Committee</i> . Includes sentencers and others involved in the justice system |
| 'RoH', 'RoH work' or 'Risk of Harm work' | <i>Risk of Harm to others</i> : 'RoH work' is the term generally used by <i>HMI Probation</i> to describe work to protect the public, with the case manager using primarily <i>restrictive interventions</i> that keep to a minimum the offender's opportunity to behave in a way that is a <i>Risk of Harm to others</i> . <i>HMI Probation</i> uses the abbreviation 'RoH' to mean specifically <i>Risk of Harm to others</i> . We use it instead of Risk of Serious Harm in order to ensure that <i>RoH</i> issues being assessed and addressed by probation areas are not restricted to the definition given in OASys. (Whilst OASys is not used as an assessment tool in the Isle of Man, its classifications of harm ARE used.) The intention in doing this is to help to clarify the distinction between the <i>probability</i> of an event occurring and the <i>impact/severity</i> of the event. The Risk of Serious Harm definition only incorporates 'serious' impact, whereas using 'RoH' enables the necessary attention to be given to those offenders for whom lower <i>impact/severity</i> harmful behaviour is <i>probable</i> . |
| RoSH (Risk of Serious Harm) | This is the label used for classifying levels of risk in OASys, where offenders are classified as either 'low', 'medium', 'high' or 'very high' <i>Risk of Serious Harm</i> , where serious harm is defined as "an event which is life-threatening and/ or traumatic, and from which recovery, whether physical or psychological, can be expected to be difficult or impossible." (Chapter 8 of the Offender Assessment System Manual, July 2006). In this report this term is used solely to refer to this process of <i>RoSH</i> classification |
| Safeguarding | The ability to demonstrate that all reasonable action has been taken to keep to a minimum the risk of a child or young person coming to harm. |
| SER | Social Enquiry Report: report prepared for the court, pre-sentence |
| SLA | Service Level Agreement |
| Static factors | As distinct from <i>dynamic factors</i> . <i>Static factors</i> are elements of someone's history that by definition can subsequently never change (i.e. the age at which they committed their first offence). |