



NATIONAL PROBATION SERVICE
for England and Wales

Lancashire Area

BUSINESS PLAN

2003-2004

1. Introduction

This business plan for the Lancashire probation area identifies how we will deliver the priorities and targets which the Government has set for the National Probation Service for the year 2003-2004.

In so doing we shall be giving practical effect to the aims of the Service which are to:

- protect the public
- reduce re-offending and rehabilitate offenders
- ensure the proper punishment of offenders in the community
- make offenders aware of the effects of crime on victims and on the community

The Service has a critically important task in working for the protection of all members of the community. We recognise that the most serious of crimes will continue to attract custodial sentences but are called upon to provide the courts with a range of community sanctions which not only punish the offender but are effective in preventing further offending. This year sees the introduction of the OASys offender assessment system which will bring with it not only a major advance in the quality of our assessment work but also in the exchange of case management information with our criminal justice partners.

In carrying out our responsibilities it is vital that all sections of the community should have confidence in the Service. That confidence will only come about if they receive good information about the Probation Service's work and are persuaded that its methods are effective. To that end we shall be giving a continuing high priority to implementing the 'What Works' initiative through which the Service has developed a series of high quality, evidence-based supervision programmes with proven impact in reducing crime. A number of these programmes are already established in Lancashire and the coming year will see them extended still further. There is encouraging evidence of a significant reduction in re-offending arising from these structured programmes and sustained progress here is critical to achieve the Services' performance targets. This year will see some important capacity building as we look to increase the number of offenders starting Drug Treatment and Testing Orders by 50% and prepare for the implementation of the Enhanced Community Punishment Scheme from October 2003

The Service will also prioritise its statutory responsibilities for the management of high risk offenders under the multi-agency public protection arrangements introduced in April 2001. Attending to the interests of victims is another major commitment and a particular focus will be given to sustaining the improved timeliness with which they are contacted in those cases where the offender is sent to prison for twelve months or longer.

In Lancashire we have a long-standing commitment to working on issues of equality and diversity. It will be important here that we review the impact and effectiveness of our Race Equality Scheme and ensure that minority ethnic communities are fully informed and consulted on matters affecting their interests. We look to achieve further improvement, too in the proportion of our workforce from minority ethnic communities in pursuit of the race equality targets which the Home Secretary has set.

The effective delivery of this plan will require that we attend to the good health of the organisation as it continues to expand to meet its challenging targets. The importance of effective communication at all levels - and between senior managers and other staff in particular - will be crucially important in maintaining the common sense of purpose which is an essential prerequisite of good performance.

John Crawforth, Chief Officer
Tony Fowles, Acting Chair, Lancashire Probation Board

2. Results

In this section we set out the results which all probation areas within the National Probation Service are expected to deliver. They are grouped under 'customer', 'people', 'society' and 'key performance results' in line with the structure of the European Excellence Model which the NPS has adopted.

For each measure 'previous performance' refers to projected performance in the year 2002/03 against target based on the latest information available and 'planned' performance to the target set for 2003/04. Whether this requires previous performance to be maintained (M) or improved (I) is shown in the right-hand column.

Customer results

Ref:	Description of measure	Previous performance		Planned	M or I
		Target	Actual	Target	Status
SDA 2	Increase educational and vocational qualifications of offenders and achieve area target for <i>completions</i> of basic skills awards at entry level, level 1 and level 2	201 Commencements 34 Completions	1296 15	Entry level: 61 Level 1: 245 Level 2: 61	I
*SPM 1	Proportion of cases involving serious sexual or other violent offence in which contact is made within 8 weeks of sentence in accordance with National Standards and Victim's Charter – where offender sentenced to 12 months or more	85%	92%	85%	M
SPM 3	Quality of PSR from National Standards monitoring	85% assessed as satisfactory or better	85%	90%	I
SDA 5/ SPMs 11-16	Offender access to employment, accommodation, education and training, measured at beginning and end of supervisory contact	No target	N/A	No target	N/A
SPM 21	Annual sample survey of sentencer satisfaction – judges / sentencers satisfied with overall work of service (satisfactory or better).	No target	90% PIP 2000	90%	M

People results

Ref:	Description of measure	Previous performance		Planned	M or I
		Target	Actual	Target	Status
*SDA 8	Sickness Absence Rates – target to reduce the average days per annum per member of staff year to 9 by 2004.	9	11.8	9	I
SDA7 (a)	Minority Ethnic Representation in the Area workforce	5.4%	4.8%	5.4%	I
SDA7 (b)	Retention / Resignation by grade and ethnic group (national target)	Equal rates of resignations by grade for white and minority ethnic staff resignation	3.4% white 7.1% minority ethnic	Equal rates of resignations by grade for white and minority ethnic staff	I

SDA 7 (c)	Career progression by grade and ethnic group (national target) Regional Target: middle managers to be 5.5% of total Senior Managers to be 3.6% of total	To add 1 senior manager	Not achieved	To add 1 senior manager	I
		To add 1 middle manager	Achieved (5.8%)	To add at least one middle manager to ensure maintenance	M
		Of 40 TPOs appointed Sept 2002 5.4% of those who progressed internally to be from minority ethnic groups	5.1%	5.4%	I
SPM 20	Wastage of staff as percentage of workers (excluding death, retirement and in service transfers)	10.7%	7.1%	7.0%	I
*	To ensure that there is a clear recommendation in PSRs written on minority ethnic offenders	95%	95%	95%	M
	To ensure 100% completion of race and ethnicity monitoring information (staff and offenders)	100%	96% (offenders) 65% (staff)	100%	I

Society results

Ref:	Description of measure	Previous performance		Planned	M or I
		Target	Actual	Target	Status
Local target	% of community punishment work which contributes to community safety	20%	26%	20%	M

Key Performance Results

Ref:	Description of measure	Previous performance		Planned	M or I
		Target	Actual	Target	Status
* SDA 3	(a) Number of offenders through accredited programmes: achieve area completions target contributing to national target of 20,000				
(SPM 27)	i. Orders made:	795	645	1326	I
(SPM 28)	ii. Completions:	518	217	942	I
	iii. IQR:	75%	71%	71%	M
	SDA target (Completions x IQR):	367	154	612	I
	(b) Number of ECP starts: achieve area target contributing to national target of 25,000 starts from October 2003 to March 2004	No target	N/A	633	N/A
	Number of offender commencements Programme X			45 (Oct-Mar)	N/A

SPM 29	Number of offenders completing accredited drug misuse programmes	204	103	185	I
	# Efficiency savings: achieve area target contributing to national target of 3% - See Annex B				
SPM 4	Actual reconviction rates for persons subject to community orders by type of order compared to predicted rates – target lower actual rates for all types and achieve lower than predicted rates	CRO 62.5% CPO 46.6% CPRO 65% Total 57.4%	63.9% 46.6% 58.9% 57.4%	No target	N/A
* SDA 6	Number of DTTO commencements: achieve area target contributing to 9,000 nationally	190	190	275	I
SDA 1(a) SPM 2(a)	PSR completion in 15 days in magistrates' courts	90%	73%	90%	I
SDA 1(b) SPM 2(b)	% of court reports which are SSRs focus on magistrates' courts	20%	15%	25%	I
* SDA 4 (SPM 7)	Breach action in accordance with NS (Broken down by order type)				
	CRO	90%	47%	90%	I
	CPO	90%	48%	90%	I
	CPRO	90%	50%	90%	I
	Post release	90%	60%	90%	I
SPM 5	Contact / compliance across the basket of NS	90%	90%	90%	M* see annex A
SPM 6	Timeliness of supervision plans and reviews	80% sup plans 81% reviews	90% 90%	90% 90%	I
SPM 9	Timeliness of risk plan on those assessed as high or very high risk of harm	90%	83%	90%	I
SPM 10	Completions of hostel residence orders or conditions	85%	92%	85%	M
SPM 18	Proportion of hostel bed space occupied	90%	93%	90%	M
SPM 19	Proportion of CP orders where average weekly hours worked was at least 5 hours	90%	96%	90%	M
SPM 24	Average NS compliance for high or very high risk of harm cases	90%	86% contact 60% breach	90%	I

SPM 25	Proportion of offenders for whom drug misuse is a criminogenic factor who are on a recognised drug intervention in the course of their supervision	No Target	N/A	No target	N/A
SPM 26	Proportion of offenders commencing orders and licences who go on accredited programmes	23%	18%	37%	I
	Meeting of budget			100%	

3. Improvement Priorities

In this section we set out those priority areas for improvement that will be required to meet the results which we need to deliver. They are grouped under the ‘enabler’ headings taken from the European Excellence Model. For each improvement priority area there is a named person responsible for it, a timescale and a note of whether a project plan has been developed, together with anticipated costs. Reference will be made to the Directorate’s Diversity Checklist in implementing each of these plans.

Leadership

<p>Improvement Priorities Improvement priorities to be drawn from EEM Self assessment, PIP feedback, IIP Feedback or any other diagnostic tool used which identifies systems / processes requiring improvement.</p>	<p>To deliver improved performance against the following SDA / SPM Results</p>
<p>Improvement Objective: Devise a strategy and implement an action plan which specifically improves communication flows from and to senior managers</p> <p>Owned by: Chief Officer</p> <p>To be delivered by: 30.06.03</p> <p>Project plan developed? No</p>	
<p>Costs & resource implications: Staff time</p>	

Policy & Strategy

<p>Improvement Priorities Improvement priorities to be drawn from EEM Self assessment, PIP feedback, IIP Feedback or any other diagnostic tool used which identifies systems / processes requiring improvement.</p>	<p>To deliver improved performance against the following SDA / SPM Results</p>
<p>Improvement Objective: Develop a formal process for implementing, reviewing and deploying policy and strategy in line with the EFQM Diversity Checklist and the Communications Strategy</p> <p>Owned by: Chief Officer</p> <p>To be delivered by : 30.9.03</p> <p>Project plan developed? No but will draw on national and regional work</p>	
<p>Costs & resource implications: Staff time</p>	

People

<p>Improvement Priorities Improvement priorities to be drawn from EEM Self assessment, PIP feedback, IIP Feedback or any other diagnostic tool used which identifies systems / processes requiring improvement.</p>	<p>To deliver improved performance against the following SDA / SPM Results</p>
<p>Improvement Objective: To re-examine the major contributors to sickness absence, linking with the outcomes of recent work related to the Employee survey and Employee Care Agreement and implement a range of short and long term improvements</p> <p>Owned by: Mary Whyham, ACO (HR)</p> <p>To be delivered by : analysis and action plan by 30.6.03</p> <p>Project plan developed? No</p>	<p>SDA 8</p>
<p>Costs & resource implications: Staff time</p>	
<p>Improvement Objective: Implement and communicate procedures for workload measurement in line with national guidance, employee care and worklife balance issues</p> <p>Owned by: Chief Officer</p> <p>To be delivered by : 30.9.03</p> <p>Project plan developed? Yes</p>	
<p>Costs & resource implications: £??</p>	

Partnerships & Resources

<p>Improvement Priorities Improvement priorities to be drawn from EEM Self assessment, PIP feedback, IIP Feedback or any other diagnostic tool used which identifies systems / processes requiring improvement.</p>	<p>To deliver improved performance against the following SDA / SPM Results</p>
<p>Improvement Objective: To devise and implement a clear strategy for IS/IT to enhance performance management</p> <p>Owned by: Information Manager</p> <p>To be delivered by : 30.9.03</p> <p>Project plan developed? No</p>	
<p>Costs & resource implications: £? and staff time</p>	
<p>Improvement Objective: Devise, implement and communicate a strategy for information security issues identified in recent information security audit</p> <p>Owned by: Chief Officer</p>	

To be delivered by :	
Project plan developed? Yes, analysis completed	
Costs & resource implications: Staff time/additional post	

Processes

Improvement Priorities Improvement priorities to be drawn from EEM Self assessment, PIP feedback, IIP Feedback or any other diagnostic tool used which identifies systems / processes requiring improvement.	To deliver improved performance against the following SDA / SPM Results
Improvement Objective: To improve enforcement by implementing the findings of the Process Review Group Owned by: Deputy Chief Officer To be delivered by : 30/06/03 Project plan developed? Yes	SDA 4 / SPM7
Costs & resource implications: To be determined	
Improvement Objective: Implement the findings of the process improvement projects to improve DTTO commencements and accredited programme completions. Owned by: OMG To be delivered by: 31/12/03 Project plan developed?	SDA 3, SPM 27 & 28 SPM 29 SDA 6
Costs & resource implications: To be determined	
Improvement Objective: To implement the ECP Implementation Plan within agreed timescales to ensure that ECP targets for 2003/2004 can be achieved. Owned by: Louise Taylor (ACO) To be delivered by: 30/9/03 Project plan developed? Yes	SDA 3
Costs & resource implications: To be determined	

4. Conclusion

This plan focuses upon the delivery of our key business targets for 2003-2004 and sets out the improvement priorities which we shall focus upon.

It is not a static document and, necessarily, it can not encompass all the activity the Service will be involved in during the coming year. The NPS faces a rapidly changing agenda and one of the tests of good planning is an ability to retain a focus whilst at the same time being flexible and adaptive.

As the plan was being finalised we received the HM Inspectorate of Probation report on 'Safeguarding Children' and it is clear that there are a number of major implications here for the Service in the assessment and management of child protection issues. There can be no higher priority for us all than ensuring that our practice is of the very highest standard when the safety of vulnerable children is at stake. Though many of the report's recommendations require a national lead they will also require careful attention by local areas and we shall ensure that we take whatever action is necessary to effect the improvements required.

Similarly, we know that the Narrowing the Justice Gap initiative will have very significant implications for the NPS and these will become clearer as we move into the new planning year. Our experience of prolific and persistent offenders will mean that we have an important role to play in ensuring that more of them are brought to justice in the future and that the public can feel greater confidence in the criminal justice system as a result.

The emerging Local Criminal Justice Boards will have a critically important co-ordinating role in ensuring that the planning of individual criminal justice agencies is properly synchronised and that the Government's PSA targets for crime reduction are met.

There will be particular pressures upon all local probation areas as they rise to the challenge of expanding capacity at a rapid rate. Whilst we approach our future with real optimism there will be some difficult months ahead until the benefits of employing new probation officer staff on completion of their training begin to be felt from the third quarter onwards. The workload priorities agreement that we have reached with NAPO locally will need to be kept under continuous review and adjusted in the light of good practice nationally and the introduction of the Workload Measurement Tool during the summer of 2003.

Of particular concern in Lancashire will be the need for us to continue to build bridges to our minority ethnic communities and to sustain our momentum in recruiting a more representative workforce. The last year has seen us make excellent progress but we are conscious of the real tensions which have emerged in a number of our east Lancashire towns and of the growing political influence of extremist organisations in some of our most deprived communities.

As a Service we will have a necessary focus on meeting our own performance targets but will need to attend to our wider role in contributing to community safety strategies and in working for healthier, better integrated communities

National Standards

	Community Rehabilitation Orders:	Performance 2002-03	Target 2003-04
1	Appointment in first five working days		
	Offered	95%	90%
	Kept	78%	No target
2	Twelve face-to-face contact in first 12 weeks		
	Offered	95%	90%
	Kept	42%	No target
3	Six appointments arranged in 2nd 12 weeks	100%	90%
4	Monthly appointments thereafter	100%	90%
5	Action on absence in 2 days	79%	No target
6	Supervision plan written and agreed within 15 working days	77%	No target
7	Risk assessment undertaken	77%	90%
8	Breach action after 2nd unacceptable absence	47%	90%
9	Extent to which offenders behaviour challenged	Not measured	
10	Extent to which related problems addressed		
11	Extent to which offender aware of effect on victims		
	Community Punishment Orders:		
12	Placement within 10 working days	96%	90%
	First session attended within 10 working days	Not measured	No target
13	Breach action after 2nd unacceptable absence	48%	90%
14	Percentage where average work rate <i>five</i> hours per week	96%	90%
	Combination orders:		
15	CR appointment within <i>five</i> days	90%	90%
	CP placement agreed within 10 working days	90%	90%
16	Twelve CR appointments and 11 CP sessions arranged within first 12 weeks	88%	90%
17	Six CR appointments and 12 CP sessions arranged in 2nd 12 weeks	96%	90%
	Licences:		
1	Pre-release risk assessment undertaken	82%	90%
2	First appointment within one working day of release		
	Offered	97%	90%
	Kept	95%	No target
3	Home Visit within 10 days of release	78%	90%
4	Weekly contact arranged for first four weeks	95%	90%
5	Fortnightly appointment arranged for second and third months	95%	90%
6	Action on missed appointments within two working days	82%	No target
7	Breach action after 3rd unacceptable absence	60%	90%

	PSRs:		
1	Percentage PSRs completed within 15 days at magistrates court	73%	90%
	Percentage PSRs completed within 15 days at crown court	42%	No target
2	Percentage PSRs rated satisfactory or better (HMIP list)	85%	90%
	Hostels:		
1.	Occupancy rates	93%	90%
2.	Occupancy completions	92%	85%

Table showing efficiency savings for 2003/2004	
Lancashire Probation Board	
List of Efficiency Savings	Saving £'000
Increased turnover savings	77
Reduction in staff costs for 6 months by using PSOs instead of POs	91
Reduction in sickness from current 12 days to 9 days	219
Increase use of SSRs from 15% to 25%	93
Total	480

RISK REGISTER

Risk Register Title:

Risk						Counter Measures				
No	Risk / Opportunity Description Full description of the risk and how this likelihood/impact will affect task in question.	Category e.g. financial, operational, external, HR	Risk Owner Name/unit and phone No.	Likelihood From VL to VH	Impact From VL to VH	Taken Controls in place and active	Planned Controls proposed	Proximity Time from the risk e.g. long term, on going, specific milestones	Date Reviewed When did risk owner last review this	Date Actioned When was actions taken to mitigate risk
1.	Failure to assess appropriately, monitor and supervise high risk offenders in the community.	O	Peter Simpson	H	VH	<ul style="list-style-type: none"> • Policy and Procedures recently reviewed. • Proven high risk database. • Protocols with police and other key stakeholders. 	<ul style="list-style-type: none"> • Training and full rollout of OASys and E-OASys • Local management of MAPPP procedure devolved to a district level with effect from 1st April 2003. 	Ongoing	2002	Ongoing
2.	Failure to contact victims of serious crime, monitor and meet the necessary targets established by NPD.	O/F	Colin Dearden	H	VH	<ul style="list-style-type: none"> • Policy and Procedures in place. • VLOs appointed throughout the county with admin support. 	<ul style="list-style-type: none"> • Protocol to be implemented with both Victim Support and YOTs. • Contingency arrangements to cover for admin and high demand in specific district areas. 	Long term	2002	Ongoing

3.	Failure to meet accredited programme targets as established by the NPD including enhanced community punishment rollout.	O	Teresa Mallabone and Louise Taylor	VH	VH	<ul style="list-style-type: none"> • Current programmes team acting as specialist programme deliverers. • Detailed planning in regard to the introduction of ECP. • Detailed implementation plan in regard to each accredited programme. 	<ul style="list-style-type: none"> • Devolution of responsibility to districts from 01/04/03. • Appointment of What Works Manager on an area basis. • Formal introduction of ECP at the earliest possible opportunity. 	Ongoing with specific milestones to be determined later.	Think First audit July 2002. ECP yet to be introduced .	Ongoing
4.	Failure to reach enforcement targets as defined by National Standards and contained within the Business Plan.	O	Phil Crooks	VH	VH	<ul style="list-style-type: none"> • Practice Instructions and Procedures in each key operational area. • Feedback loop provided by audited cases. 	<ul style="list-style-type: none"> • Process review leading to enforcement action plan with effect from 01/04/03 this will cover each operational area. • Enforcement working party to be established by CO. 	Long term	Ongoing	To be actioned 01/04/03

5.	Performance implications for restructure to be undertaken 01/04/03.	All	Colin Dearden	VH	VH	<ul style="list-style-type: none"> • Implementation plan and implementation group in place since Summer 2002. • Planning undertaken at OMG level. • Authority achieved through Probation Board. 	<ul style="list-style-type: none"> • Ongoing via Implementation Group and OMG. 	From 01/04/03	Not applicable	Ongoing
6.	Failure to recruit/retain sufficient staff with relevant skills, including from minority ethnic groups to deliver the business plan.					•	•			
7.	Failure to meet targets for sickness absence established by NPD.	HR	Mary Whyham	VH	VH	<ul style="list-style-type: none"> • Detailed policies in place in regard to both short and long term absence. • Regular reports to ACOs in order to establish action. 	<ul style="list-style-type: none"> • Continue to maintain impetus behind policies. • Monitoring to continue at a high priority level. 	Long term	2002	2002
8.	Failure to appropriately implement new estate management strategy in 2003.	All	Peter Dyer	H	VH	<ul style="list-style-type: none"> • Detailed strategy and implementation plan. • Planned controls. • Close monitoring of the new estate management process. 	<ul style="list-style-type: none"> • More specific plans to arise in 2003. 	Ongoing	Not applicable	2002

9.	Failure to provide sufficient performance data to ensure reliable data against targets.	All	Peter Dyer	VH	VH	<ul style="list-style-type: none"> • Appointment of new Information Officer. • Introduction of NSMART monitoring. 	<ul style="list-style-type: none"> • Consideration of a requirement to use CRAMS and establish information culture. 	Long term	Not applicable	Ongoing
10.	Failure to meet targets for DTTOs.	O	Louise Taylor	H	VH	<ul style="list-style-type: none"> • Action plans required from each team manager from Nov 2002. • Appointment of specialist team manager two years ago has provided a focus to our work. 	<ul style="list-style-type: none"> • Devolution of responsibility to districts with effect from 01/04/03. • Specific target setting in current Business Plan. • The YOT protocols are still being developed • Establishing an increased integrated treatment infrastructure 	Ongoing	2002	Ongoing