



Ministry
of Justice

The Role of Offender Managers in Community Orders

Results from the Offender Manager
Community Cohort Study

Chris Lord, Tom Kenny and Martin Wood
NatCen Social Research and GtD

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1. Summary

This report is one of a series that summarises findings from the Ministry of Justice's (MoJ's) Offender Manager Community Cohort Study (OMCCS), a longitudinal cohort study of offenders, aged 18 and over, who started Community Orders between October 2009 and December 2010.

The aim of this report is to look at the role of the Offender Manager in implementing and managing Community Orders, the quality of the relationship between offenders and Offender Managers and the impact these elements have on sentence outcomes of Community Orders. The role of the Offender Manager is important in achieving successful rehabilitation. This report will be of interest to those involved in the development of policy and practice in the implementation of Community Orders and supervision in the community.

1.1 Context

The Criminal Justice Act 2003 introduced Community Orders in England and Wales for offenders aged 18 and over, enabling judges and magistrates to tailor sentences according to the particular nature of the offence and the offender. Community Orders are made up of a 'menu' of possible requirements, such as unpaid work or treatment for drug problems, which can be imposed by the courts individually or in combination.

The Government is making changes to the way offenders are managed in the community, including offenders on Community Orders, to reduce reoffending. The Crime and Courts Act 2013 has brought into legislative effect proposals to ensure that every Community Order includes an element of punishment. Proposals have been made to reform the provision of services in the community by opening up the market to a diverse range of new rehabilitation providers, incentivised through payment by results to reduce reoffending.¹ Under these proposals, a minimum of 12 months' supervision will be extended to nearly all those leaving custody, including those who receive a sentence length of less than two years. Under this approach a new, public sector National Probation Service will be created, which will carry out risk assessments of all offenders and have responsibility for directly managing offenders who pose a high risk of serious harm to the public. Market-owned Community Rehabilitation Companies will manage low and medium risk offenders which are allocated to them.

¹ See *Transforming Rehabilitation – A revolution in the way we manage offenders* (MoJ, 2013a) and the response to the consultation (MoJ, 2013b).

1.2 Approach

The OMCCS uses three sources of data: a longitudinal survey of a representative sample of 2,919 offenders starting Community Orders between October 2009 and December 2010, central administrative records for all offenders starting a Community Order in this time (144,407 offenders) and local administrative records from 10 Probation Trusts over the same period (covering 50,935 offenders).

This report uses all three sources of data but focuses on offenders in the survey who were interviewed at more than one point in time to investigate the implementation of Community Orders.²

1.3 Key findings

- Offenders had high levels of contact with Offender Managers at the beginning of the Community Order. The frequency and duration of meetings, and the number of topics discussed related to specific needs fell over time.³
- The average number of topics discussed by offenders and their Offender Managers was three. The most common topics of discussion were: family or children (51 per cent), living arrangements (51 per cent) and employment (50 per cent).
- Topics of discussion between offenders and Offender Managers were often linked to 'criminogenic' needs identified in the formal Offender Assessment System (OASys)⁴ process, such as alcohol or drug misuse. Discussions on these topics were more common where offenders had a need in that area.
- The offenders' own assessment of their needs, their related behaviour (such as whether they reported taking drugs in the survey) and their sentence requirements influenced which topics were discussed.
- The majority of offenders found all topics of discussion either 'very useful' or 'fairly useful':

² The survey included offenders in management Tiers 2 to 4. A tier is allocated to an offender based on a number of factors, including their risk of reoffending. Tier 1 is the lowest tier; these offenders were excluded from the survey as they have minimal levels of interventions in their sentence.

³ This was a reduction in contact reported by offenders who completed the survey at Wave 1 and Wave 2, and was not a result of offenders leaving the supervision of Probation Trusts, e.g. due to breach.

⁴ The Offender Assessment System (OASys) is a risk assessment and management system used by Offender Managers. It uses static factors (e.g. criminal history, demographics), dynamic factors (e.g. accommodation, drug use), risk of serious harm, sentence and risk management planning and an offender questionnaire to ensure that resources are allocated effectively. The full OASys assessment scores eight 'criminogenic needs'. An offender has an OASys identified need if their score for that need exceeds a designated cut-off point.

- The discussions most frequently reported as useful were those on alcohol and drug use; 83 per cent of offenders found discussions on alcohol useful and 80 per cent found discussions on drugs useful.
- Discussions about work, drug use and alcohol use were more likely to be found useful by offenders if they had an OASys identified need or sentence requirement in the area that was discussed.
- The majority of offenders (80 per cent) described their relationship with their Offender Manager as ‘excellent’ or ‘good’.
- Ninety-five per cent of offenders agreed that their Offender Manager listened carefully to what they told them, while 88 per cent agreed that their Offender Manager understood their needs well.
- Offenders who reported that they had received warnings or that they had been taken to court for breaching their Community Order at some point during their sentence were less likely to have had an ‘excellent’ relationship with their Offender Manager in the early months of their Community Order.
- However, those who believed any warnings received were fair were more likely to have had an excellent relationship. The analysis in this report cannot establish whether poorer relationships led to non-compliance and warnings, or whether it was warnings or breaches for non-compliance that led to poorer relationships.
- Offenders who had meetings once a week with Offender Managers were more likely to report that they had breached their Community Order, even after controlling for factors such as pre-existing risk of reoffending. One explanation could be that Offender Managers are skilled at identifying offenders who are likely to breach, and set up more meetings with those at risk of breach to manage them more closely.
- Around three-fifths of offenders (59 per cent) felt their Offender Manager had motivated them to avoid crime. Meetings of a longer duration, where more topics were discussed, appeared to be more effective in motivating offenders to avoid crime.

2. Introduction

This report is one of a series that summarises findings from the Ministry of Justice's (MoJ's) Offender Manager Community Cohort Study (OMCCS), a longitudinal cohort study of offenders, aged 18 and over, who started Community Orders between October 2009 and December 2010. The aim of this report is to describe the nature of offender management, the role of the Offender Manager in implementing and managing Community Orders, the relationship they have with offenders and how these elements impact on breaches of Community Orders.

2.1 Context

Community Orders, for offenders aged 18 and over, replaced several different community sentences in England and Wales in 2005 to enable judges and magistrates to tailor sentences according to the particular nature of the offence and the offender. Community Orders are comprised of a 'menu' of possible requirements, such as unpaid work or treatment for drug problems, which can be imposed by the courts individually or in combination.⁵ The type and number of requirements, as well as the sentence length (up to a maximum of 36 months), are decided upon by the court, and are tailored according to: the seriousness of the offence, the risk of serious harm,⁶ the risk of reoffending and the offender's individual circumstances (Sentencing Council Guidelines, 2011).

Probation staff in the role of 'Offender Managers' play a central role in the delivery of Community Orders under the National Offender Management Model (NOMM), which was implemented in 2006.⁷ The NOMM is an 'end to end' process of offender management which expects Offender Managers to complete tasks summarised by the ASPIRE acronym: Assess, Sentence Plan, Implement, Review and Evaluate. Key aspects of the role of Offender Manager are to implement the requirements of the sentence, monitor compliance of the offender, take enforcement action and assess the risk of harm that offenders may present (National Offender Management Service (NOMS), 2006). At the time the OMCCS

⁵ At the time the OMCCS was carried out there were 12 requirements. This has been increased to 13 under the Legal Aid, Sentencing and Punishment of Offenders (LASPO) Act 2012, with the introduction of a foreign travel prohibition requirement. Requirements that have been added to statute but not yet enacted are: the electronic location monitoring requirement (Crime and Courts Act 2012) and the alcohol abstinence and monitoring requirement (LASPO, 2012). At the time of writing, only the foreign travel prohibition requirement had been commenced.

⁶ The risk of serious harm to the public is assessed as the relative likelihood that an offence or harmful act will occur, and the relative impact or harm of the offence (NOMS, 2009).

⁷ Offender Managers may be Probation Officers (POs) or Probation Service Officers (PSOs). POs are fully qualified to protect the public, manage offenders who pose a high risk of harm to others and influence

was carried out, the National Standards for the Management of Offenders (MoJ, 2007)⁸ required supervision meetings to be held more frequently for the first 16 weeks and encouraged Offender Managers to be guided in their approach by what was needed to implement the sentence plan and protect the public.⁹

Rehabilitation of the offender is an important aim of these sentences, and Offender Managers undertake a systematic assessment and reassessment process of offenders, assisted by the Offender Assessment System (OASys). OASys is a risk assessment and management system used by Offender Managers to assess offenders' risk of reoffending, risk of serious harm, and their needs, for example accommodation or drug misuse. The OASys assessment enables the Offender Manager to consider 'static' risk factors, such as gender and criminal histories as well as identify 'dynamic' criminogenic needs¹⁰ that can be addressed by effective and well-targeted interventions, and through regular meetings with the Offender Manager to discuss the offender's needs and the requirements of the sentence. This is in line with the 'Risk–Needs–Responsivity' (RNR) approach, the dominant model for offender management, which emphasises a positive Offender Manager–client relationship to encourage moves towards positive outcomes (see, for instance, Bonta and Andrews, 2007).

The Government plans to make changes to the way offenders are managed in the community, including offenders on Community Orders, to reduce reoffending. The MoJ consultation 'Punishment and Reform: Effective Community Sentences' (MoJ, 2012a) and the response to the consultation (MoJ, 2012b) proposed that every Community Order should include an element designed to fulfil the purpose of punishment. The Crime and Courts Act 2013 brought these proposals into legislative effect, introducing more punitive elements in Community Orders, such as longer unpaid work hours and longer curfews.

offenders to change harmful behaviour. PSOs are not trained to manage high risk offenders, but are able to assess the risk of harm to others, the need for intervention and to support offenders to change.

⁸ National Standards were revised in 2011 and are now much less prescriptive – they do not set frequency of contact in most cases with the exception of Tier 4 cases.

www.justice.gov.uk/publications/corporate-reports/moj/2011/noms-standards

⁹ These guidelines advise on frequency of contact for offenders with supervision requirements, and they advise Offender Managers to vary frequency of meetings by tier.

¹⁰ Criminogenic needs are associated with an individual's criminal behaviour and may be associated with their risk of reoffending. The OASys system identifies whether an offender has criminogenic needs that have been found to be predictive of reoffending across a population.

Proposals have been made to reform the provision of services in the community by opening up the market to a diverse range of new rehabilitation providers, incentivised through payment by results to reduce reoffending.¹¹ Under these proposals, a minimum of 12 months' supervision will be extended to nearly all those leaving custody, including those who receive a sentence of less than two years. Under this approach a new, public sector National Probation Service will be created, which will carry out risk assessments of all offenders and have responsibility for directly managing offenders who pose a high risk of serious harm to the public. Market-owned Community Rehabilitation Companies will manage low and medium risk offenders which are allocated to them. Against this backdrop, understanding the role of the Offender Manager and the impact that aspects of the offender management process can have upon offenders' level of breach will provide a useful insight.

2.2 Aims

This report aims to describe Offender Management in Community Orders; how an Offender Manager implements and manages the Community Order, and the relationship between Offender Managers and the offenders they work with, and the impact that aspects of the offender management process has on offender breach rates. The relationship between the Offender Manager and offender has been shown to be important in the identification of needs, ongoing engagement with the sentence and ultimately for rehabilitation (Burnett and McNeill, 2005). Offenders feeling that they were listened to, and having a good relationship with their Offender Manager are both essential components of a rehabilitative approach (Turley *et al.*, 2011). This report provides evidence to support the development of practice in the implementation of sentences and supervision in the community.

2.3 Approach

The OMCCS follows a cohort of offenders who started Community Orders between October 2009 and December 2010 in England and Wales. The study provides insight into the application and outcomes of Community Orders and looks at how Community Orders operate and their effectiveness.

¹¹ See *Transforming Rehabilitation – A revolution in the way we manage offenders* (MoJ, 2013a) and the response to the consultation (MoJ, 2013b).

The OMCCS uses a dataset based on a cohort of offenders, aged 18 and over, given Community Orders between October 2009 and December 2010, drawing on three sources:

1. A longitudinal survey of a representative sample of 2,919 offenders, drawn from 10 Probation Trusts, that provides information on their perceptions and experiences of Community Orders. The first wave of the survey (Wave 1) was carried out around three months after the start of the offender's Community Order, with a subsequent survey (Wave 2) on average at seven months and a third survey following the expected end of the sentence (not all offenders were included in Wave 3 fieldwork, but among those who were, the interview was on average ten months after the start of the offender's Community Order). Those offenders who were classified as Tier 1 were excluded from the survey.¹²
2. Central administrative records for all offenders starting a Community Order during the period (144,407 offenders) describing the sentence received, offences and the risks and needs of offenders as assessed by practitioners. This includes: FORM20 data that describe Community Order commencements and terminations; OASys data, containing the needs and risks that offenders present with; and Interim Accredited Programmes System (IAPS) data on accredited programmes.
3. Local administrative records from the 10 Probation Trusts selected for the survey (covering 50,935 offenders) which describe how offender management operates and how offenders complete or breach their sentences.

Individual offenders' records have been linked across these three sources to form a 'Universal Dataset'. Further details of the methodology, are published in the reports 'Offender Management Community Cohort Study (OMCCS): Baseline Technical Report' (Wood *et al.*, 2013) and 'Offender Management Community Cohort Study: Waves 2 and 3 Technical Report' (Wood and Hussey, 2014).

This report uses all three sources of data and focuses on the 1,640 offenders in the survey who responded to both the first survey and a subsequent survey (Wave 2, Wave 3, or both) and who gave permission to link their survey responses to the administrative data sources.¹³

¹² Offenders are assigned to one of four 'tiers' during their management by NOMS, based on a number of factors including their risk of reoffending, with the aim of directing appropriate resource towards them. Tier 1 is the lowest level, where the aim is largely punishment, whilst substantial management is required of Tier 4 offenders with the aim of controlling risk.

¹³ Referred to as 'Wave 2/3 survey respondents' in the tables and figures in this report.

Not all offenders who responded to the first survey took part in subsequent surveys, and the Wave 3 survey was stopped part way through due to concerns about high levels of attrition. The response rate for the baseline survey was 44 per cent; at Wave 2 the response rate was 67 per cent and at Wave 3 the response rate was 57 per cent. Attrition such as this is common in longitudinal surveys; however this may impact on how representative the later survey samples are compared with the original sample and the general population of offenders on Community Orders during the period. The data were weighted to take account of this and selection bias.¹⁴ Further details on the Wave 2 and Wave 3 surveys are published in Wood and Hussey (2013).

The majority of the analysis in this report focuses on Wave 1, or compares Wave 1 and Wave 2 survey responses. For some analysis in this report, the 'latest' available survey response is used; this is the Wave 3 survey response for those offenders who were interviewed at this point, while the Wave 2 survey response is used for those offenders who did not complete the Wave 3 survey. Finally, in chapter 4 some analysis combines responses from all waves to determine whether outcomes such as offender reported breaches have occurred at any point.

The analysis presented in this report focuses on offenders at Tier 2 or above; Tier 1 offenders were excluded from the OMCCS survey as they have minimal levels of interventions in their sentence. However, Tier 1 offenders are included in the administrative data collected for the Universal Dataset, and data on this group is presented in other OMCCS reports in the series.

The findings discussed in the report are statistically significant at the 95 per cent level unless stated otherwise.

Percentages within the tables may not sum to 100 per cent due to rounding. In some cases multiple responses to survey questions were possible and the tables will not sum to 100 per cent. This is noted in the footnotes to the table or figure.

¹⁴ The fieldwork design for the three waves of the OMCCS accounted for different sentence lengths and early terminations of Community Orders. In addition the survey data has been weighted to the population profile of Tier 2–4 offenders beginning Community Orders in October 2009 to December 2010 (see Wood and Hussey, 2013 for further details).

Limitations of data

There are some limitations to the data:

- The offenders were interviewed at different time points in each survey wave. The Wave 1 data were collected on average three months after the start of the sentence, the Wave 2 data were collected on average seven months after the start of the sentence; and Wave 3 data were collected when the Community Order ended. This means the analysis refers to different time points. As Wave 3 interviews were not completed for all offenders, some offenders will have had more opportunity to complete the requirements of their Community Order than others in analysis.
- Although the overall sample in the OMCCS survey is large, the numbers of some subgroups are relatively small. For example, due to the higher percentage of males compared with females it is difficult to make comparisons between those groups.
- The local administrative data were not consistently recorded in the 10 Probation Trusts. Work was done to produce standardised measures across the 10 Trusts, but not all the data could be made comparable.
- This report presents associations and relationships between implementation and level of breach, and this analysis cannot establish causation. There may be unobserved variables that impact on the level of breach.
- This report uses offenders' own reporting of warnings and breach. Recall of warnings and breach may not be complete, but offenders are taken to court where they are breached, so it is likely that these events will be recalled in the majority of cases. For more information on the administrative breach data see Appendix C in Cattell *et al.* (2014b).

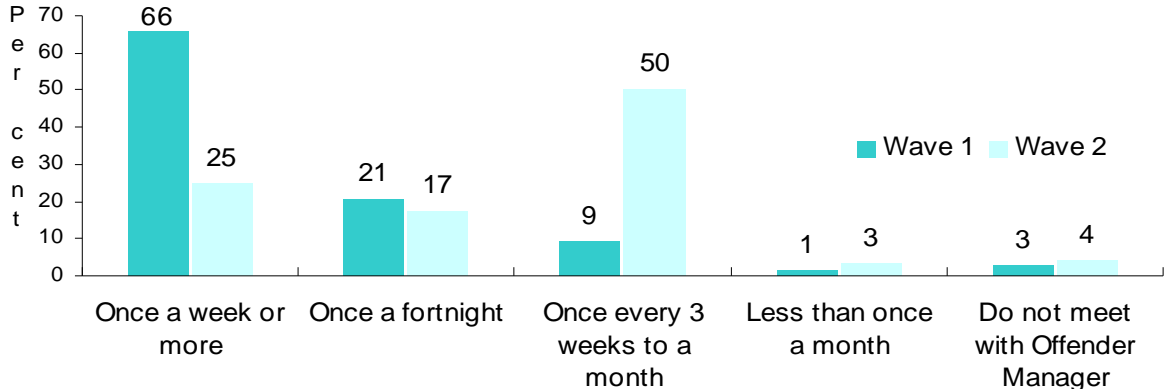
3. Nature of contact

This chapter describes offenders’ contact with their Offender Manager. It looks at the typical frequency and duration of meetings, and also examines whether there is evidence of offenders contacting their Offender Manager outside of compulsory meetings. The number of different members of staff that an offender saw is also explored.

3.1 Frequency and duration of meetings

Offenders’ meetings with Offender Managers were typically longer and more frequent at the start of the Community Order, and became less frequent and shorter as the Community Orders progressed, reflecting the National Standards for the Management of Offenders (MoJ, 2007). At the Wave 1 survey (on average three months into the sentence) two-thirds (66 per cent) of offenders said they met their Offender Manager once a week or more, with 21 per cent meeting once a fortnight and nine per cent meeting once every three weeks to a month (Figure 3.1).¹⁵ By the time of the Wave 2 survey (on average seven months into the sentence), meetings took place less frequently; half (50 per cent) of offenders met with their Offender Manager once every three weeks to a month, with one-quarter (25 per cent) meeting once a week or more.

Figure 3.1 Frequency of meetings with Offender Manager (as reported by offender)

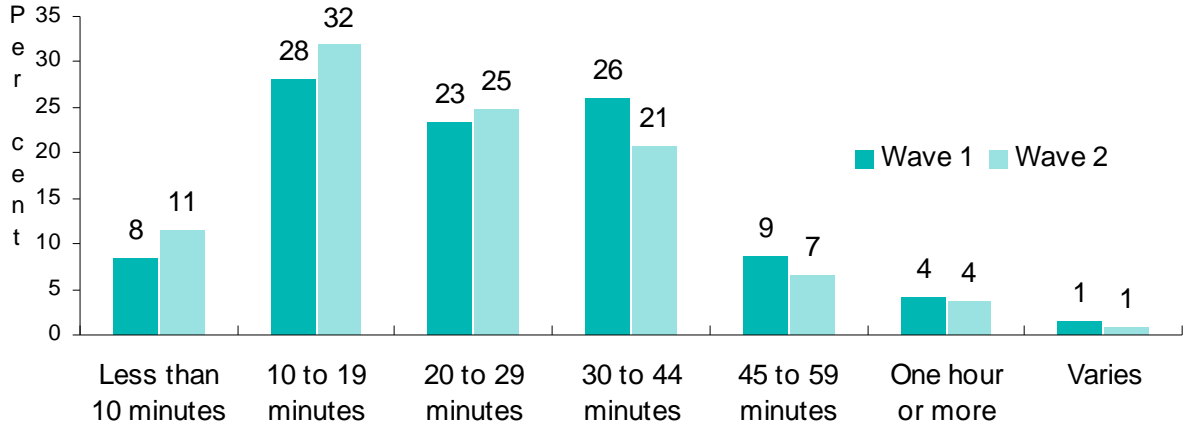


Base: Survey respondents at Wave 1 and Wave 2, offenders on Tiers 2 to 4. Unweighted base: 1,530
 Source: Survey data (Wave 1 and Wave 2)

¹⁵ Further analysis of the pattern of meetings based on the administrative data collected as part of the OMCCS is provided in the report ‘Implementation of Community Orders: Results from the Offender Management Community Cohort Study’ (Cattell *et al.*, 2014b).

Offenders were asked about the typical length of meetings with their Offender Managers. The most common length for meetings between offenders and their Offender Managers was 10 to 19 minutes (28 per cent in Wave 1, 32 per cent in Wave 2), followed by 20 to 29 minutes (23 per cent in Wave 1, 25 per cent in Wave 2), and 30 to 44 minutes (26 per cent in Wave 1, 21 per cent in Wave 2). Meetings typically became shorter as the Community Orders progressed (Figure 3.2); at the Wave 2 survey more offenders reported meetings of less than 30 minutes (68 per cent in Wave 2, compared with 59 per cent in Wave 1).

Figure 3.2 Duration of meetings with Offender Manager (as reported by offender)



Base: Survey respondents at Wave 1 and Wave 2, offenders on Tiers 2 to 4. Unweighted base: 1,459
 Source: Survey data (Wave 1 and Wave 2)

Table 3.1 combines the measures of frequency and duration of meetings at the Wave 1 survey to assess ‘intensity of contact’. Meeting less than once a week was defined as ‘low’ frequency and meeting once a week or more as ‘high’ frequency. A typical meeting duration of less than 30 minutes was defined as ‘short’ duration, and a meeting of 30 minutes or more as ‘long’ duration at Wave 1. Just under one-quarter of offenders (24 per cent) had meetings with their Offender Manager that were low frequency and duration, with a similar proportion (26 per cent) meeting with high frequency and duration.

Table 3.1 Frequency and duration of meetings with Offender Manager, at the Wave 1 survey (as reported by offender)

		Short duration (less than 30 minutes)	Long duration (30 minutes or more)	Total
		%	%	%
Low frequency (less than once a week)	%	24	14	38
High frequency (once a week or more)	%	36	26	62
Total	%	60	40	100
<i>Unweighted base</i>				1,632

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4

Source: Survey data (Wave 1)

Higher tier offenders (those intended to be more intensively managed)¹⁶ were more likely to meet more frequently with their Offender Manager (99 per cent of Tier 4 offenders met once a week or more, compared with 83 per cent of Tier 3 offenders, and 39 per cent of Tier 2 offenders).¹⁷ Although a higher proportion of Tier 4 offenders also reported longer duration of meetings, this was not statistically significant. Offenders who reported to the survey that they had four or more needs did have longer duration of meetings, suggesting that Offender Managers were spending more time with those with the greatest need.

3.2 Contact outside meetings

Supervision meetings are compulsory for offenders, but there was evidence that Offender Managers were also providing support beyond this requirement. The majority of offenders contacted their Offender Manager outside these meetings, and this continued as Community Orders progressed. Fifty-four per cent of offenders reported contacting their Offender Manager outside of meetings at the Wave 1 survey, and at the Wave 2 survey 59 per cent of offenders reported that they had contacted their Offender Manager outside of a regular meeting between the Wave 1 and Wave 2 surveys (see Appendix Table A.3). The most common method was to do this by phone (93 per cent); with 15 per cent going to their office and one per cent contacting their Offender Manager by text message.¹⁸ Offenders contacted their Offender Managers for a range of reasons including: letting the Offender Manager know what they were doing, discussing problems with the Community Order, discussing personal problems, asking for information or advice, and making or changing an appointment.

¹⁶ For more information on tiers please see definition in chapter 2.
¹⁷ Tier 1 offenders were excluded from the OMCCS survey as they have minimal levels of intervention in their sentence.
¹⁸ Multiple responses were possible for this question, so percentages may not sum to 100. Other options included: email, letter, and other; less than 1% of offenders reported each of these options.

3.3 Consistency of staffing

Consistency of staffing is a central aim of offender management within the NOMM (NOMS, 2006). Changes in the staff overseeing a case increases the risk that information is missed or opportunities are not taken to form strong relationships based on a good understanding of needs and experiences. The survey showed that staffing was quite consistent. Four-fifths (81 per cent) of offenders said that their Offender Manager did not change between the Wave 1 and the latest survey available and two-fifths (41 per cent) reported speaking to only one member of probation staff¹⁹ between the commencement of their Community Order and the Wave 1 survey. Only 26 per cent of offenders saw more than two members of probation staff (Table 3.2). This supports findings from previous research (Turley *et al.*, 2011) which also found evidence of staffing consistency.

Table 3.2 Number of probation staff the offender talked to between the beginning of the Community Order and the Wave 1 survey

Number of staff talked to	% of offenders
One	41
Two	34
Three	15
Four	7
Five or more	4
<i>Unweighted base</i>	<i>1,640</i>

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4

Source: Survey data (Wave 1)

There was no relationship between the number of probation staff seen and a number of offender characteristics; there was no difference by the offender's tier, risk of reoffending,²⁰ risk of serious harm,²¹ or sentence length (see Appendix Table A.4). Staffing consistency appeared to be relatively high across all tiers and risks of reoffending.

¹⁹ Probation staff includes the Offender Manager and any other member of staff at the Probation Trust who the offender might have had contact with.

²⁰ Risk of reoffending was measured by the Offender Group Reconviction Scale (OGRS). This uses static factors (such as age at sentence, gender, offence committed and criminal history) to predict the likelihood of proven reoffending within a given time (usually one or two years after starting their Community Order).

²¹ The risk of serious harm to the public is assessed as the relative likelihood that an offence or harmful act will occur, and the relative impact or harm of the offence (NOMS, 2009).

4. Discussions between Offender Managers and offenders

The OASys assessment process is used by probation staff to assess the risk of reoffending, the needs of an offender and any risks of serious harm. Previous analysis of the OMCCS has shown that sentence plans do not always address the needs identified in OASys explicitly, for instance through planned requirements, but these needs may be addressed in the supervision discussions (Cattell *et al.*, 2014a). In addition, offenders may have needs beyond those identified in OASys. This chapter describes the extent to which Offender Managers discuss needs with offenders and looks at the offenders' views of their Offender Manager.

4.1 Topics discussed with Offender Managers

Of the topics offenders mentioned discussing at least once with their Offender Managers at the Wave 1 survey, the most common were: family or children (51 per cent), living arrangements (51 per cent) and employment (50 per cent) (Table 4.1).²² The topic discussed by the fewest offenders was managing finances, which was discussed by one-quarter (25 per cent) of offenders.

A lower proportion of offenders reported discussing each topic as the Community Orders progressed, suggesting that discussions became more targeted as the sentence progressed. At the Wave 2 survey, offenders were again most likely to mention having discussed family or children, living arrangements, or employment, however at Wave 2 these were each mentioned by around two-fifths of offenders, compared with around half at Wave 1.

²² The topics covered by the survey were identified by the offender from a set list, compiled to be in line with the needs from the OASys assessment, for example the topic of living arrangements was considered to be related to the OASys identified need of accommodation. These are distinct from the needs identified in the OASys assessment, or the self-reported needs of the offender.

Table 4.1 Percentage of offenders discussing topics with Offender Managers²³

Topic of discussion	Wave 1 %	Wave 2 %	At Wave 1 or Wave 2 %
Living arrangements	51	41	63
Family or children	51	41	60
Work or getting work	50	40	62
Alcohol use	45	35	51
Skills, education and training	43	29	52
Drug use	39	31	43
Mental health	29	23	37
Physical health or disability	27	22	36
Managing finances	25	19	34
<i>Unweighted base</i>	<i>1,541</i>	<i>1,541</i>	<i>1,541</i>

Base: Survey respondents at Wave 1 and Wave 2, offenders on Tiers 2 to 4

Source: Survey data (Wave 1 and Wave 2)

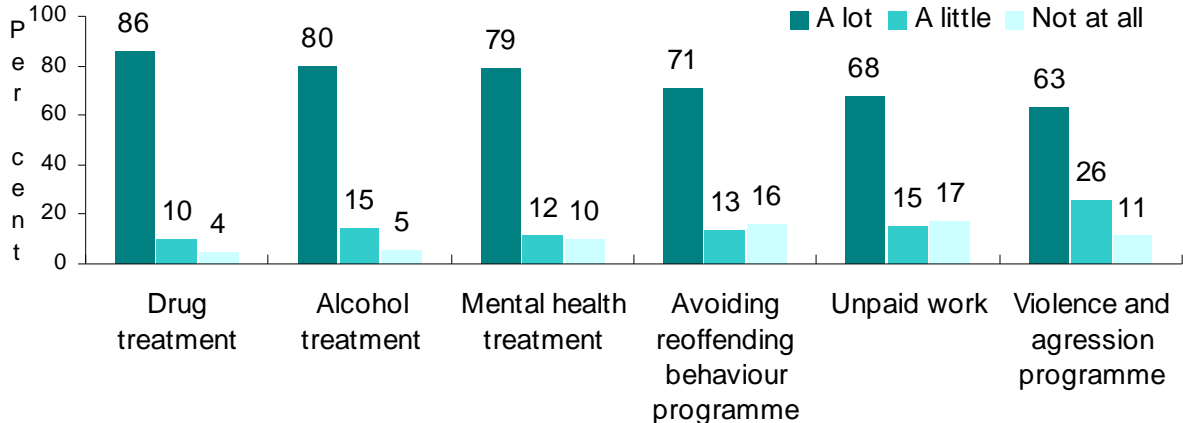
The average number of topics discussed with each offender by the Wave 1 survey was three;²⁴ however there was a broad range either side of this (see Appendix Table A.5). Offenders who were at high risk of reoffending (measured by OGRS) were more likely to report discussing more than three topics (53 per cent) than those judged to be at a low risk of reoffending (43 per cent) (see Appendix Table A.6).

Offenders and Offender Managers also discussed the sentence requirements. The majority of offenders on each requirement described their Offender Manager as asking ‘a lot’ about how that requirement was going at the Wave 1 survey; offenders with a drug treatment requirement were most likely to say this (86 per cent), perhaps reflecting the fact that there is often a requirement to report to the probation office as part of testing (Figure 4.1).

²³ A similar table to this appears in Cattell *et al.* (2014b). The difference between the tables is that the analysis in this report is for all offenders who reported discussing topics at both Wave 1 and Wave 2, whilst in the table in Cattell *et al.* (2014b), the base is restricted to those with a supervision requirement.

²⁴ Both the mean and median number of topics discussed was three.

Figure 4.1 Offenders’ views of the amount Offender Managers asked how each requirement was going, by type of requirement,²⁵ at the Wave 1 survey



Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4. Unweighted bases (from left to right): 214, 278, 77, 113, 389, 116

Source: Survey data (Wave 1)

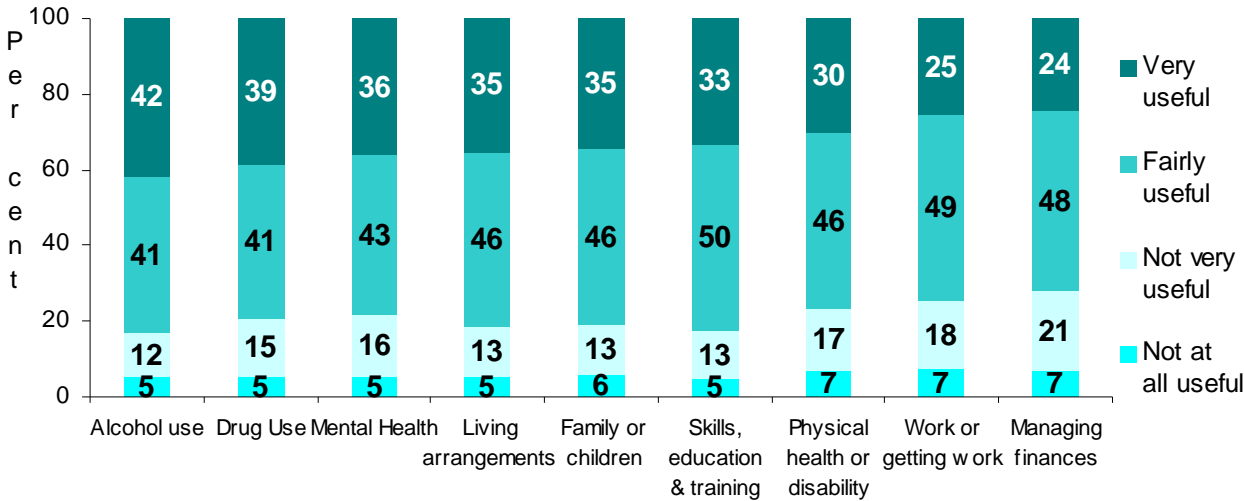
4.2 How useful did offenders find the discussions?

Offenders generally found discussions of the topics with their Offender Manager to be useful, with between 72 per cent and 83 per cent of offenders describing each topic of discussion as either ‘very useful’ or ‘fairly useful’ at the Wave 1 survey (Figure 4.2 and Appendix Table A.7).

Discussions on alcohol use (42 per cent) and drug use (39 per cent) were most likely to be described as ‘very useful’ by the offenders. This may be partly a result of the relatively close targeting of discussions on drug and alcohol misuse towards OASys identified needs (see Section 4.3). For all topics except alcohol use, participants were more likely to describe discussions as ‘fairly useful’ than ‘very useful’.

²⁵ In the OMCCS survey offenders were asked to consider the following as examples of programmes aimed at tackling violent behaviours: ART – Aggression Replacement Training; CALM – Controlling Anger and Learning to Manage it; IDAP – Integrated Domestic Abuse Programme; CDVP – Community Domestic Violence Programme; COVAID – Control of Violence for Angry Impulsive Drinkers. In the survey offenders were asked to consider the following as examples of programmes aimed at avoiding reoffending: ETS – Enhanced Thinking Skills; TSP – Thinking Skills Programme; Think First; R&R – Reasoning and Rehabilitation; Priestley one to one; Cognitive Skills Booster; Women’s Acquisitive Crime; DID – Drink Impaired Drivers Programme.

Figure 4.2 Offenders’ views of the usefulness of discussions with Offender Manager, by topic of discussion, at the Wave 1 survey



Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4. Unweighted bases (from left to right): 707, 578, 505, 830, 859, 671, 448, 772, 432

Source: Survey data (Wave 1)

4.3 Offender needs and discussions with Offender Managers

Targeting of discussions

This section considers offenders’ needs as identified in OASys in relation to accommodation, Education, Training and/or Employment (ETE), relationships, drug and alcohol misuse, and assesses the extent to which the topics of discussion were targeted to these needs. For example, topics related to an ETE need were ‘skills, education and training’ and ‘work or getting work’, while discussions on the topic of ‘living arrangements’ were considered to be related to an OASys identified accommodation need.

Discussions reported at the Wave 1 survey were more common on topics where offenders had a related OASys identified need (see Appendix Table A.8), with the exception of discussions on work and ETE needs.²⁶ This may reflect previous findings from the OMCCS which suggested that Offender Managers tended to under-assess levels of ETE need in relation to offending behaviour compared with OASys identified levels of ETE need (Cattell *et al.*, 2014a). Where there was an OASys identified alcohol or drug misuse need, Offender Managers were particularly likely to discuss that need with the offender. Around three-quarters of offenders with these needs discussed topics related to them, compared to 19 per

cent of offenders without an identified drug misuse need, and 28 per cent of those without an identified alcohol need.

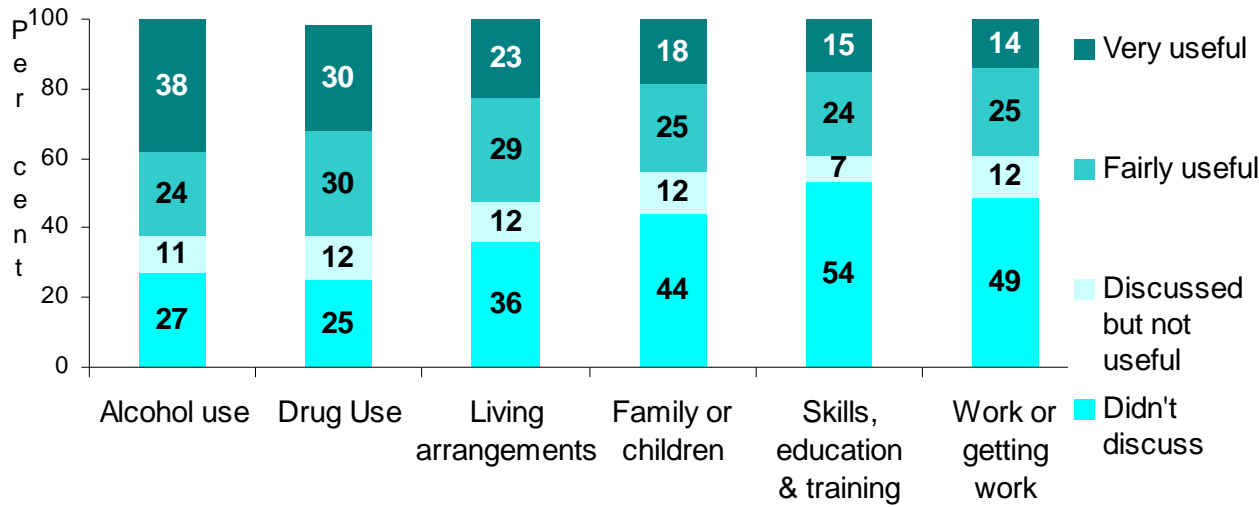
Discussing topics related to OASys identified needs

Discussions related to OASys identified needs were generally described as useful by offenders at the Wave 1 survey. Over half (51 per cent) of those who had an OASys identified alcohol misuse need and who discussed the topic of alcohol use with their Offender Manager found those discussions 'very useful' (see Appendix Table A.9). Work and skills discussions were less likely to be described as 'very useful', but offenders were still positive, for example 32 per cent of offenders who had an OASys identified ETE need and who discussed skills with their Offender Manager found the discussions 'very useful'. Discussions about work, drug use and alcohol use were found to be more useful for offenders if they had a corresponding OASys identified need compared with those who did not (Appendix Table A.10). Discussions on topics related to other needs were not found to be more useful if the offender had a corresponding need in this area.

Figure 4.3 shows how useful offenders with an OASys identified need found discussions on each topic related to that need, as well as the proportions with a need that did not discuss each topic by the Wave 1 survey. For example, of those with an OASys identified alcohol misuse need, 27 per cent did not discuss alcohol use with their Offender Manager, 38 per cent discussed alcohol use and found this 'very useful' and 24 per cent discussed alcohol use and found it 'fairly useful'.

²⁶ While a higher proportion of offenders with an OASys identified ETE need had discussions on work the difference was not statistically significant.

Figure 4.3 Offenders' views of usefulness of discussions with Offender Managers related to each OASys identified need, by the Wave 1 survey



Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4. Unweighted bases (from left to right): 459, 404, 410, 734, 694, 694

Source: Survey data (Wave 1)

For the six OASys identified needs discussed in this section,²⁷ 44 per cent of offenders had discussed topics related to all of the needs they had with their Offender Managers by the Wave 1 survey and a further 42 per cent discussed topics related to at least one need, but not all of them (Appendix Table A.11). A total of 14 per cent of offenders with one or more of these six OASys identified needs did not discuss topics related to any of them with their Offender Managers. These offenders had an average (mean) of 2.5 of the six needs, and over half of them were Tier 3 offenders. When discussions at the Wave 2 and Wave 3 survey were taken into account, a total of 12 per cent of offenders with one or more of the OASys identified needs had not discussed topics related to any of them with their Offender Managers.²⁸

Why might an offender and Offender Manager not discuss an OASys need?

There are several possible reasons why topics related to OASys identified needs were not discussed for some individuals. Recall during the survey may be one issue; discussions on

²⁷ The OASys identified needs of 'thinking and behaviour' and 'lifestyle and associates' were not included in this section as questions relating to discussion of these needs were not asked of offenders.

²⁸ Offenders who reported discussing 'none' of these needs may have discussed needs with their Offender Manager that were not asked about in the survey, for example the OASys identified needs 'thinking and behaviour' and 'lifestyle and associates'.

topics that were less pertinent or useful to the offender may be less likely to be recalled by them.

Another explanation may be that the individuals did not consider themselves to have such needs. Offender Managers may decide that the topics of discussions should be at least partly responsive to the offender's views in order to be worthwhile and generate engagement. The OMCCS survey showed that offenders were more likely to have discussions on topics related to each OASys identified need by the Wave 1 survey if offenders reported that they needed help in those areas (see Appendix Table A.12). This effect was particularly marked for drug and alcohol misuse needs and relationship needs; for example, 91 per cent of offenders who had an OASys identified alcohol misuse need but who did not discuss alcohol use with their Offender Manager said that they did not need help with alcohol misuse at the Wave 1 survey. Similarly, offenders who had OASys identified drug or alcohol misuse need and who reported behaviours to the survey that indicated that they had needs in these areas,²⁹ were more likely to talk about alcohol or drug use in discussions with their Offender Manager (Appendix Table A.13).

Another possible reason why topics related to OASys identified needs would not be discussed is if the Offender Manager did not consider them to be linked to the individual's offending behaviour. In such cases, offenders were significantly less likely to have discussed topics related to these needs by the Wave 1 survey (see Appendix Table A.14). However, this was not the case for the topics of accommodation, skills, work or alcohol use.

A further reason why Offender Managers may not discuss certain topics with the offender might be where needs in those areas are addressed via a requirement of the Community Order. However, discussions on drug use, alcohol use and mental health were very likely to overlap with requirements; 90 per cent or more of offenders on each of drug, alcohol or mental health treatment requirements discussed the topic related to that requirement with their Offender Managers by the Wave 1 survey (Appendix Table A.16).

²⁹ Behaviours reported in the survey that were categorised as indicating a serious drug use need were using heroin, crack cocaine, cocaine, methadone, other opiates or 'Benzos', weekly or more in the four weeks before the survey interview, or injecting any drug. As outlined in the 2007 Alcohol Strategy, behaviours that were categorised as indicating a serious alcohol use need were: for women, regularly drinking 35 units a week; and for men, regularly drinking over 50 units a week (Department of Health, 2007).

4.4 Attitudes towards Offender Managers

Good relationships between offenders and Offender Managers are recognised as being important for the identification of needs, ongoing engagement of the offender with the sentence and ultimately for rehabilitation (Burnett and McNeill, 2005).

Four-fifths of offenders (82 per cent) described having an ‘excellent’ or ‘good’ relationship with their Offender Manager at the Wave 1 survey, while only two per cent described it as ‘not very good’ or ‘bad’ (Appendix Table A.18). Over half of offenders (53 per cent)³⁰ described their relationship with their Offender Manager as ‘excellent’ in at least one survey (Appendix Table A.19) and one-quarter (25 per cent) described the relationship as ‘excellent’ in both the Wave 1 and 2 surveys.

Offenders who were at low risk of reoffending (as measured by OGRS) were more likely to describe their relationships with their Offender Managers as ‘excellent’ at the Wave 1 survey (44 per cent) than those at medium risk (31 per cent), high risk (33 per cent), or very high risk of reoffending (27 per cent) (Appendix Table A.20).

Ninety-five per cent of offenders ‘agreed’ or ‘strongly agreed’ at the Wave 1 survey that their Offender Manager listened carefully to what they told them, while 88 per cent agreed or ‘strongly agreed’ that they understood their needs well (Table 4.2). A lower proportion of offenders (59 per cent) agreed that their Offender Manager supported them in their daily life, though this was still the majority of offenders. These are positive findings given that previous research has shown the benefits of good relationships (e.g. Burnett and McNeill, 2005, and Turley *et al.*, 2011) and that poor experiences ‘may not just be neutral, but may harm desistance’ (Shapland *et al.*, 2012b: 1).

³⁰ This has been calculated by summing the percentage of offenders who said they had: an excellent relationship in Wave 1, but not Wave 2; an excellent relationship in Wave 2, but not Wave 1; and an excellent relationship in both waves. See Appendix Table A.19.

Table 4.2 Offenders' attitudes to their Offender Managers, at Wave 1 survey

		Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	<i>Unweighted base</i>
My Offender Manager listens carefully to what I tell him/her	%	55	40	3	1	1	1,639
I believe my Offender Manager understands my needs well	%	46	42	7	4	1	1,640
My Offender Manager supports me in my daily life	%	24	35	20	16	5	1,636
My Offender Manager motivates me to make improvements to my life	%	31	48	12	8	2	1,638
By offending again I would let my Offender Manager down	%	34	44	10	9	2	1,636

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4

Source: Survey data (Wave 1)

Offenders' attitudes towards their Offender Managers remained largely positive at the latest available survey. However, there was a shift from 'strongly agree' to 'agree' in each of the measures; for example 46 per cent strongly agreed that their Offender Manager understood their needs in Wave 1 compared with 37 per cent in the latest available survey. It may have been expected that Offender Managers' understanding of offenders' needs would improve over time as relationships develop, but this fall may simply reflect a lower level of contact between the offender and Offender Manager towards the end of the sentence (Appendix Table A.21).

5. Offender management and sentence outcomes

This chapter looks at the associations between offender management and sentence outcomes, in terms of warnings and breach as reported by the offenders.³¹ It also considers offenders' perceptions of warnings and breach and how these sanctions were used by Offender Managers, and their views of the impact that their Offender Manager had on their offending behaviour.

Warnings are discretionary measures available to Offender Managers to address an offender's failure to comply with the requirements of the Community Order. Up to two warnings may be given before a 'breach'. A breach may result in changes to the Community Order, a fine or resentencing.³² Sentence changes following breach may mean some offenders receive additional support, for example in relation to their drug use, and this may help to encourage future compliance with the Community Order. However, additions to a sentence following breach may also present offenders with further opportunities to breach their sentence, potentially leading to more severe sentencing consequences.

5.1 Use of warnings

By the latest available survey, almost half (49 per cent) of offenders said they had received no warnings or breaches during their Community Order, and 29 per cent reported that they had received one or more warnings but had not been breached. Offenders who said they received warnings at some point during their sentence were less likely to report that they had an 'excellent' relationship with their Offender Manager at the Wave 1 survey compared with those who did not (31 per cent compared with 42 per cent). Offenders were more likely to have viewed this relationship as 'excellent' where they thought warnings were fair compared with those who did not (33 per cent compared with 19 per cent) (Table 5.1).

³¹ Levels of breach and the characteristics associated with breach are explored in more detail in Cattell *et al.* (2014b), using Form 20 administrative data and local administrative data. However, there were inconsistencies in the administrative data, data from one Trust was missing, and warnings were not recorded. Given these limitations, this report uses offenders' own reporting of warnings and breach. Recall of warnings and breach may not be complete, but offenders are taken to court where they are breached, so it is likely that these events will be recalled in the majority of cases. For more information on the administrative breach data see Appendix C in Cattell *et al.* (2014b).

³² At the time of the OMCCS it was not possible for a court to impose fines in relation to breach (as per the provisions in the Legal Aid, Sentencing and Punishment of Offenders Act 2012, Section 67); therefore most of this cohort of offenders were likely to have additions or changes to their sentences following breach. However, a small proportion of offenders who received longer sentences may have been affected by the new provisions.

It is not possible from this analysis to establish whether poorer relationships led to non-compliance and warnings, or whether it was warnings for non-compliance that led to poorer relationships.

Table 5.1 Relationship with Offender Manager by whether offenders received warnings (as reported by the offender)

		Relationship with Offender Manager at Wave 1					<i>Unweighted base</i>
		Excellent	Good	OK	Not very good	Bad	
Whether offender reported receiving a warning by the latest survey interview							
Had received at least one warning	%	31	43	23	2	1	668
Not received any warnings	%	42	44	12	1	1	964
For offenders reported receiving a warning at Wave 1, whether they perceived them as fair							
Warning(s) considered fair	%	33	42	21	3	1	339
Warning(s) considered unfair	%	19	41	33	4	2	167
Some warnings were fair, some not	%	6	48	32	0	13	31

Base: All Wave 2/3 survey respondents, offenders on Tiers 2 to 4

Source: Survey data (Waves 1, 2 and 3)

Around two-thirds (67 per cent) of the offenders reported missing at least one appointment at the probation office by the time of their latest survey. Some of these will have been allowed absences, for example absence due to illness. There was also some evidence of the use of discretion among Offender Managers faced with non-compliance by the offenders. At the Wave 1 survey, half (50 per cent) of those who reported missing meetings also reported receiving a warning by that point (Table 5.2).

Table 5.2 Percentage of offenders reporting receiving a warning and offenders' perception of fairness by attendance at probation meetings, at the Wave 1 survey

	Whether offender missed any probation meetings	
	Yes %	No %
Whether offender reported receiving a warning		
Has received at least one warning	50	16
Not received any warnings	50	84
<i>Unweighted base</i>	798	841
For offenders reporting receiving a warning, whether they perceived them as fair		
Yes	67	52
No	27	44
Some were fair, some not	6	5
<i>Unweighted base</i>	340	101

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4

Source: Survey data (Wave 1)

About two-thirds (67 per cent) of those who reported missing meetings and who said they were given warnings agreed the warnings were fair, compared with around half (52 per cent) of those who said they received warnings but did not report missing any meetings. This suggests that fewer offenders felt warnings were fair when they were received for types of non-compliance other than missing meetings with their Offender Manager, such as missing any days of unpaid work.

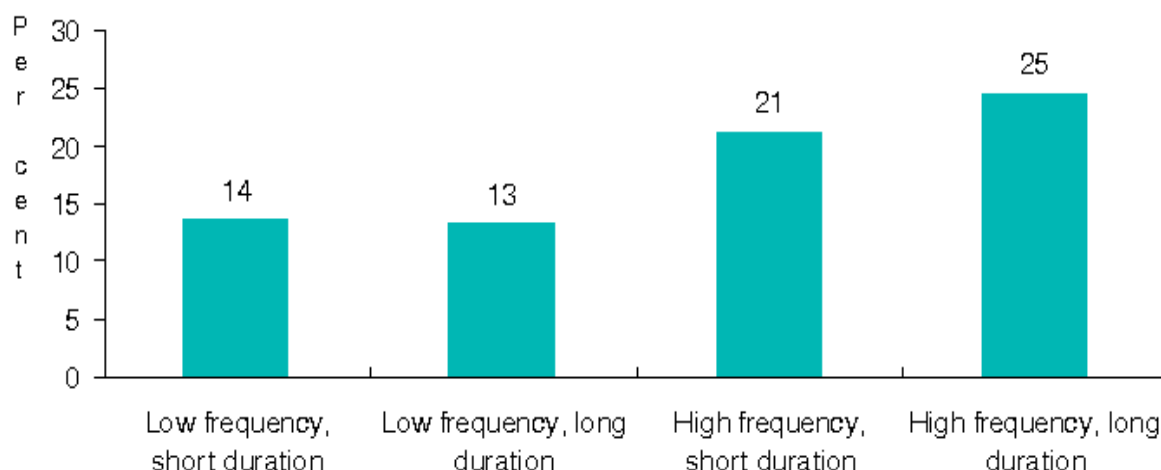
5.2 Breaches

This section focuses on breach as reported by the offender. Breach represents a lack of compliance with the Community Order and can result in additional requirements. In some instances, additions to sentences may result in more opportunities for Offender Managers to support the offender towards rehabilitation. Overall, 17 per cent of offenders said that they had been taken to court for a breach of their Community Orders and it had been amended, while three per cent of offenders said that they had breached their Community Order and it had been ended (Appendix Table A.23).

Offenders who reported meeting frequently with their Offender Managers at the Wave 1 survey were more likely to report that they had breached their Community Order by their latest available survey. Twenty-five per cent of those offenders meeting with their Offender Manager at a high intensity (once a week or more, typically for 30 minutes or more) reported that they breached their Community Order compared with 14 per cent of those meeting at a lower intensity (less than once a week, and typically for less than 30 minutes) (Figure 5.1).³³

³³ Intensity of contact refers to the frequency and duration of meetings, with high frequency and high duration being considered the most intense, and low frequency and low duration the least.

Figure 5.1 Percentage of offenders reporting breach by frequency and duration of meetings with Offender Managers



Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4. Unweighted bases (from left to right): 380, 223, 583, 421

Source: Survey data (Waves 1, 2 and 3)

Offenders who reported that they had breached their Community Order were less likely than those who reported that they had not breached to say they had an 'excellent' relationship with their Offender Manager (28 per cent compared with 39 per cent).

Table 5.3 Relationship with Offender Manager by whether offenders breached (as reported by the offender)

	Relationship with Offender Manager at Wave 1					Unweighted base	
	Excellent	Good	OK	Not very good	Bad		
Whether offender reported being breached by the latest survey interview							
Had been breached	%	28	43	24	2	3	233
Had not been breached	%	39	43	16	1	1	1,399
For offenders reported being breached at Wave 1, whether they perceived this as fair							
Breach considered fair	%	32	46	21	1	0	71
Breach considered unfair	%	20	20	43	2	15	40

Base: All Wave 2/3 survey respondents, offenders on Tiers 2 to 4

Source: Survey data (Waves 1, 2 and 3)

Logistic regression analysis was carried out to explore which offender management factors were independently associated with an offender reporting that they had breached (see Appendix Table A.25). This analysis concentrated on factors relating to offender

management, and factors relating to the offender, such as risk of reoffending and age,³⁴ were included in the model only to control for their influence on likelihood of offender-reported breach.³⁵

This analysis found that:

- Meeting once a week was associated with a higher level of offender-reported breach (regardless of risk of reoffending, age and criminal history) than meeting more or less frequently than once a week.
- Duration of meetings was not found to be significantly associated with offender-reported breach when other factors were controlled for.
- The proportion of offender's OASys needs that were discussed was not significantly associated with offender-reported breach.
- The number of meetings that the offender had with their Offender Manager by the second month of the Community Order was also not significantly associated with offender-reported breach.

An explanation for the increase in offender-reported breach for those offenders who met once a week with their Offender Manager is that Offender Managers are skilled at identifying offenders who are likely to breach. Offender Managers could be setting up weekly meetings with those at risk of breach in order to manage them more closely. This suggests that the requirement to meet weekly leads to a higher likelihood of breach, although there may be other factors involved.

5.3 Offender Managers and motivation

When asked if anyone in particular had motivated them to avoid crime, three-fifths (59 per cent) of offenders specified, at the Wave 1 survey, that their Offender Manager had been particularly influential;³⁶ how this relates to actual reoffending will be explored in a future OMCCS report.

³⁴ Offender and offence characteristics that were included in the regression and were significantly associated with offender-reported breach were: age (younger offenders were more likely to breach); OGRS (offenders at a higher risk of reoffending were more likely to breach); having a specified activity, drug treatment, or unpaid work requirement in the sentence; and tier after sentence commencement (Tier 1 offenders were more likely to breach than Tier 4 offenders). Offender and offence characteristics which were not significantly associated with offender-reported breach were: having a drug use problem; length of the sentence; and gender. See Appendix Table A.25 for more details.

³⁵ A model of breach that includes a wider range of variables, beyond those relating to the offender management process, is included in Cattell *et al.* (2014a).

³⁶ The other people that were mentioned by offenders included their partner or a family member.

Longer meetings were associated with offenders feeling the Offender Manager motivated them to avoid crime. Offenders who typically had meetings of a longer duration (30 minutes or more) were more likely to say their Offender Managers had helped them avoid crime; 68 per cent of those who met for longer said that their Offender Manager had motivated them to avoid crime at the Wave 1 survey, compared with 54 per cent among those who met for a short duration (Table 5.3). The frequency of meetings did not affect whether offenders felt that their Offender Manager had motivated them to avoid crime (Appendix Table A.26).

Table 5.4 Percentage of offenders who said that their Offender Manager motivated them to avoid crime by duration of meetings with Offender Manager, at the Wave 1 survey

Typical duration of meetings with Offender Manager ³⁷	Offender Manager motivated them to avoid crime %
Short duration	54
Long duration	68
<i>Unweighted base</i>	<i>1,607</i>

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4

Source: Survey data (Waves 1, 2 and 3)

The more topics discussed with offenders, the more likely offenders were to report the Offender Manager motivated them. Offenders were more likely to report feeling motivated to avoid crime in cases where they said they had discussed areas of potential need at meetings with their Offender Managers. Offenders who said they had not discussed any of the potential needs were less likely to say that their Offender Manager had motivated them to avoid crime (34 per cent) compared with those who said they had discussed at least one topic (62 per cent) (see Appendix Table A.27). This relationship generally became more pronounced the more potential needs the offender had discussed with the Offender Manager during their meetings: offenders who had discussed more topics were more likely to say their Offender Manager motivated them to avoid crime (Table 5.4).

³⁷ Short duration was defined as 'less than 30 minutes'; long duration was '30 minutes or more'.

Table 5.5 Percentage of offenders who said that their Offender Manager motivated them to avoid crime by number of topics discussed with Offender Manager, at the Wave 1 survey

Number of topics discussed with Offender Manager	Offender Manager motivated them to avoid crime %	Unweighted base
None	34	150
One	43	211
Two	54	249
Three	62	268
Four	67	251
Five	64	174
Six or more	73	337

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tiers 2 to 4

Source: Survey data (Wave 1)

Offenders were also more likely to report that their Offender Managers helped them avoid crime when Offender Managers and offenders discussed topics related to specific needs identified in OASys (Appendix Table A.28). Sixty-eight per cent of those who had discussed topics related to all their OASys identified needs reported this, compared with 58 per cent who discussed topics related to some, but not all, their needs, and 48 per cent who did not discuss any topics related to their needs.

6. Conclusions

This report describes the level of contact between offenders and Offender Managers, the relationship this had with needs, the quality of the relationships and associations with breach of the Community Order.

At the time this study was carried out, the National Standards for the Management of Offenders (MoJ, 2007)³⁸ required supervisions to be held more frequently for the first 16 weeks and encouraged Offender Managers to be guided by what was needed to implement the sentence plan and protect the public.³⁹ In line with this, contact with Offender Managers was generally higher at the start of the Community Orders; frequency of meetings, their duration, and the number of specific needs discussed all fell over time.⁴⁰ Discretion was apparent, especially in the association of intensity of contact and offender tier, with Offender Managers increasing the time spent with offenders in line with their survey reported level of need, in addition to directions based on the offender's tier.

The content of discussions between offenders and Offender Managers was often in line with criminogenic needs identified in the formal OASys assessment process. This was particularly evident for drug and alcohol use. However, not all these needs were covered by topics discussed, in particular, discussions on topics related to needs other than drug and alcohol problems were less frequent. The Offender Manager's own perception of whether the needs were related to the offending behaviour for that offender and the offender's own perception of their needs could account for some topics being less likely to be discussed.

These results support the suggestion made in Cattell *et al.* (2013) that Offender Managers may address needs not identified in OASys in their attempts to engage offenders and motivate them to make changes in their lives. This is in line with a RNR approach which emphasises the central place of Offender Manager–offender relationships (Bonta and Andrews, 2007) and 'Good Lives' models (Maruna, 2001) which emphasise reinforcing individuals' positive characteristics as a means of moving towards desistance.

³⁸ National Standards were revised in 2011 and are now much less prescriptive – they do not set frequency of contact in most cases with the exception of Tier 4 cases.

³⁹ These guidelines advise on frequency of contact for offenders with supervision requirements, and they advise Offender Managers to vary frequency of meetings by tier.

⁴⁰ This is an evidence-based strategy: survival analysis of reoffending has shown that the rate at which offenders reoffend is at its height in the early period after sentencing (Howard, 2011).

Offenders generally found the discussions they had with their Offender Manager valuable, with the large majority of offenders finding them 'very' or 'fairly' useful. The topics of discussion found most useful were those on alcohol and drug use, and this may reflect the targeting of these conversations in line with OASys assessments. The majority of offenders described having an 'excellent' or 'good' relationship with their Offender Manager and felt they were listened to and understood; both considered essential components of a rehabilitative approach (Turley *et al.*, 2011).

Less frequent meetings of longer duration were associated with a lower level of offender-reported breach. Furthermore, longer meetings where more topics were discussed were associated with bringing about a self-reported commitment to avoid crime than frequent shorter meetings, as these offenders were more likely to say that their Offender Manager helped them avoid crime. This was particularly the case where discussion topics were in line with OASys identified needs. Therefore, a focus on fewer, longer meetings between offenders and Offender Managers may be beneficial in encouraging offenders towards a pathway of desistence.⁴¹

⁴¹ See Shapland *et al.* (2012a and 2012b) for further discussion on quality.

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Appendix A

Additional tables

Table A.1 Frequency of meetings offenders reported having with their Offender Manager

	Wave 1 %	Wave 2 %
Once a week or more	66	25
Once a fortnight	21	17
Once every 3 weeks to a month	9	50
Less than once a month	1	3
Do not meet with probation officer	3	4
<i>Unweighted base</i>	<i>1,530</i>	<i>1,530</i>

Base: Survey respondents at Wave 1 and Wave 2, offenders on Tier 2 to 4

Source: Survey data (Wave 1 and Wave 2)

Table A.2 Duration of meetings offenders reported having with their Offender Manager

Typical duration of meetings	Wave 1 %	Wave 2 %
Less than 10 minutes	8	11
10 to 19 minutes	28	32
20 to 29 minutes	23	25
30 to 44 minutes	26	21
45 to 59 minutes	9	7
One hour or more	4	4
Varies too much to give typical	1	1
<i>Unweighted base</i>	<i>1,459</i>	<i>1,459</i>

Base: Survey respondents at Wave 1 and Wave 2, offenders on Tier 2 to 4

Source: Survey data (Wave 1 and Wave 2)

Table A.3 Percentage of offenders who reported contacting their Offender Manager outside of meetings

	Made contact outside meetings %
Up to Wave 1	54
Between Wave 1 and Wave 2	59
<i>Unweighted base</i>	<i>1,530</i>

Base: Survey respondents at Wave 1 and Wave 2, offenders on Tier 2 to 4

Source: Survey data (Wave 1 and Wave 2)

Table A.4 Number of probation staff offenders reported talking to between the beginning of the Community Order and the Wave 1 survey by tier, risk and sentence length

		Number of probation staff talked to					<i>Unweighted base</i>
		One	Two	Three	Four	Five or more	
Tier							
2	%	42	35	14	5	4	768
3	%	40	33	15	7	4	779
4	%	37	33	18	10	2	92
OGRS band							
Low	%	39	36	16	6	4	876
Medium	%	40	33	16	7	4	428
High	%	47	32	12	6	3	269
Very high	%	35	35	11	14	5	66
Sentence length							
6 months or less	%	49	29	12	8	2	187
7–12 months	%	40	35	14	6	4	1094
13–18 months	%	41	29	18	10	2	172
19–24 months	%	41	31	20	4	4	136
25–36 months	%	30	43	18	7	2	50
Risk of serious harm							
Low	%	38	40	14	5	4	563
Medium	%	38	40	14	5	4	882
High or very high	%	42	32	15	7	4	58

Base: All survey respondents at Wave 1, offenders on Tiers 2 to 4

Source: Survey data (Wave 1)

Table A.5 Number of topics offenders reported discussing with Offender Manager

	% of offenders
0	10
1	12
2	15
3	16
4	15
5	11
6 or more	21
Mean (number of topics)	3.3
<i>Unweighted base</i>	1,640

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1)

Table A.6 Number of topics offenders reported discussing with Offender Manager by risk of reoffending

Risk of reoffending (OGRS)		Number of topics discussed		<i>Unweighted base</i>
		None to three	Four or more	
Low risk	%	57	43	876
Medium risk	%	51	49	429
High risk	%	47	53	269
Very high risk	%	51	49	66

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1)

Table A.7 Offenders' views of the usefulness of discussions with Offender Manager, by topic of discussion

Topic of discussion		Very useful	Fairly useful	Not very useful	Not at all useful	<i>Unweighted base</i>
Alcohol use	%	42	41	12	5	707
Drug use	%	39	41	15	5	578
Mental health	%	36	43	16	5	505
Living arrangements	%	35	46	13	5	830
Family or children	%	35	46	13	6	859
Skills, education and training	%	33	50	13	5	671
Physical health or disability	%	30	46	17	7	448
Work or getting work	%	25	49	18	7	772
Managing finances	%	24	48	21	7	432

Base: All survey respondents at Wave 1 (average of 3 months into the Order), Tier 2 to 4 offenders

Source: Survey data (Wave 1, average of 3 months into the Order)

Table A.8 Percentage of offenders who had discussions with Offender Manager on each topic, by whether they had a related OASys identified need

Topic of discussion		Discussed by Wave 1
Living arrangements		
No accommodation need	%	47
Accommodation need	%	64
Skills, education and training		
No ETE need	%	34
ETE need ¹	%	46
Work or getting work		
No ETE need	%	43
ETE need ¹	%	51
Family or children		
No relationship need	%	47
Relationship need	%	56
Drug use		
No drug misuse need	%	19
Drug misuse need	%	75
Alcohol use		
No alcohol misuse need	%	28
Alcohol misuse need	%	73
<i>Unweighted base</i>		1,640

Base: Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

¹ ETE need means OASys has identified a need for Education, Training and Employment support

Table A.9 Percentage of offenders with an OASys identified need who discussed the topic related to that need with Offender Manager and who found those discussions useful

Topic of discussion	% of offenders who found the discussion very useful ¹	<i>Unweighted base</i>
Living arrangements	35	260
Skills, education and training	32	321
Work or getting work	27	354
Family or children	33	409
Drug use	43	301
Alcohol use	51	334

Base: All Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

¹ Based on those who had an OASys identified need related to the topic of discussion who discussed the topic

Table A.10 Offenders' views of the usefulness of discussions with Offender Manager, by topic of discussion and whether they had an OASys identified need related to that topic

Topic of discussion		Very useful	Fairly useful	Not very useful	Not at all useful	<i>Unweighted base</i>
Living arrangements						
No accommodation need	%	36	48	13	3	593
Accommodation need	%	35	46	12	6	237
Skills, education and training						
No ETE need	%	27	53	14	7	523
ETE need ¹	%	32	52	13	2	148
Work or getting work						
No ETE need	%	21	51	20	8	600
ETE need ¹	%	27	49	17	6	172
Family or children						
No relationship need	%	33	53	10	4	635
Relationship need	%	33	45	15	7	224
Drug use						
No drug misuse need	%	34	39	17	10	423
Drug misuse need	%	43	41	13	4	155
Alcohol use						
No alcohol misuse need	%	29	48	16	7	539
Alcohol misuse need	%	51	33	12	4	168

Base: All Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

¹ ETE need means OASys had defined a need for Education, Training and Employment support

Table A.11 Percentage of offenders with OASys identified needs who discussed topics related to those needs with Offender Manager

	% of offenders
Topics related to all needs discussed	44
Topics related to at least one need, but not all needs, discussed	42
No topics related to needs discussed	14
<i>Unweighted base</i>	<i>1,007</i>

Base: All Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

Table A.12 Offender's views of whether they needed help with each OASys identified need, by whether topics related to need were discussed with Offender Manager

OASys need	Offender's views of needs			<i>Unweighted base</i>	
	No help needed	Need a little help	Need a lot of help		
Accommodation					
Living arrangements discussed	%	47	12	41	238
Living arrangements not discussed	%	70	8	22	134
ETE¹					
Skills discussed	%	53	20	28	273
Skills not discussed ¹	%	69	15	16	336
ETE¹					
Work discussed	%	36	24	41	314
Work not discussed ¹	%	59	15	26	295
Relationships					
Family or children discussed	%	78	12	11	406
Family or children not discussed	%	88	4	7	292
Drug misuse					
Drug use discussed	%	43	17	41	253
Drug use not discussed	%	85	11	4	80
Alcohol misuse					
Alcohol use discussed	%	47	20	33	315
Alcohol use not discussed	%	91	2	7	107

Base: All Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

¹ ETE need means OASys had defined a need for Education, Training and Employment support

Table A.13 Percentage of offenders who reported behaviours that indicated each need and who had that need identified in OASys, by whether topics related to that OASys need were discussed with Offender Manager

OASys need	Behaviour indicates need %	Behaviour does not indicate need %	<i>Unweighted base</i>
Accommodation			
Living arrangements discussed	75 ¹	61	238
Living arrangements not discussed	25	39	134
Drug misuse			
Drug use discussed	92 ²	65	253
Drug use not discussed	8	35	80
Alcohol misuse			
Alcohol use discussed	86 ³	68	315
Alcohol use not discussed	14	32	107

Base: All Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

¹ Behaviour indicating accommodation need: living in a probation, bail, DSS or other hostel, living in supported accommodation, living in other temporary accommodation, or homeless and sleeping rough

² Behaviour indicating drug misuse need: using a hard (Class A) drug weekly or more in last 4 weeks before survey interview, or injecting

³ Behaviour indicating alcohol misuse need: women regularly drinking 35 units a week or men regularly drinking over 50 units a week

Table A.14 Percentage of offenders with OASys identified needs who discussed topics related to that need, by whether Offender Manager perceived each need to be related to offending

OASys need	Offender Manager's perception		<i>Unweighted base</i>
	Need is related to offending %	Need is not related to offending %	
Accommodation			
Living arrangements discussed	59	68	238
Living arrangements not discussed	41	32	134
ETE¹			
Skills discussed	46	46	273
Skills not discussed ¹	54	54	336
ETE¹			
Work discussed	49	52	314
Work not discussed	51	48	295
Relationships			
Family or children discussed	60	46	406
Family or children not discussed	40	54	292
Drug misuse			
Drug use discussed	79	55	253
Drug use not discussed	21	45	80
Alcohol misuse			
Alcohol use discussed	74	68	315
Alcohol use not discussed	26	32	107

Base: All Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

¹ ETE need means OASys had defined a need for Education, Training and Employment support

Table A.15 Percentage of offenders with a drug or alcohol requirement in their Community Order, by whether they had an OASys need or the offender reported a need for help in that area

	% of offenders with requirement	<i>Unweighted base</i>
Drug requirement		
OASys need	43	404
Self-reported need for a lot of help	75	196
Alcohol requirement		
OASys need	42	668
Self-reported need for a lot of help	55	179

Base: All Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

Table A.16 Percentage of offenders with each requirement in their Community Order who had discussed topics related to that requirement with Offender Manager

Community Order requirement	% of offenders who discussed related topics	<i>Unweighted base</i>
Drug treatment	94	264
Alcohol treatment	90	305
Mental health treatment	90	77

Base: All Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

Table A.17 Offenders' views of the usefulness of discussions with Offender Manager by whether they had a treatment requirement for that need

OASys need		Usefulness of discussions				<i>Unweighted base</i>
		Very useful	Fairly useful	Not very useful	Not at all useful	
Drug misuse						
Has drug treatment requirement	%	58	33	7	1	248
No drug treatment requirement	%	26	46	20	8	389
Alcohol misuse						
Has alcohol treatment requirement	%	59	28	11	1	275
No alcohol treatment requirement	%	31	48	13	7	451
Mental health						
Has mental health treatment requirement	%	52	28	16	4	69
No mental health treatment requirement	%	33	45	16	5	403

Base: All Wave 2/3 survey respondents with OASys assessments at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1), matched with OASys administrative data

Table A.18 Offenders' views of their relationship with their Offender Manager

		Excellent	Good	OK	Not very good	Bad	<i>Unweighted base</i>
Response at Wave 1	%	37	43	18	1	1	1,632
Latest response (Wave 2 or Wave 3)	%	41	37	17	3	2	1,603

Base: All Wave 2/3 survey respondents at Wave 1 and latest survey, offenders on Tier 2 to 4

Source: Survey data (Waves 1, 2 and 3)

Table A.19 Change over time in offenders' views of relationship with Offender Manager

	%
Excellent relationship in Wave 1 and Wave 2	25
Excellent relationship in Wave 1 but not Wave 2	12
Not excellent relationship in Wave 1 but excellent relationship in Wave 2	16
Excellent relationship in neither Wave 1 nor Wave 2	47
<i>Unweighted base</i>	<i>1,520</i>

Base: All Wave 2 survey respondents, offenders on Tier 2 to 4

Source: Survey data (Wave 1 and Wave 2)

Table A.20 Offenders' views of relationship with Offender Manager by risk of reoffending (OGRS)

Risk of reoffending (OGRS)	Relationship with Offender Manager					<i>Unweighted base</i>
	Excellent	Good	OK	Not very good	Bad	
Low	44	41	14	1	1	<i>700</i>
Medium	31	45	21	2	1	<i>499</i>
High	33	47	18	1	1	<i>350</i>
Very high	27	41	26	5	1	<i>81</i>

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1)

Table A.21 Offenders' attitudes to their Offender Managers at the latest available survey

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	<i>Unweighted base</i>
My Offender Manager listens carefully to what I tell him/her	45	47	4	3	2	<i>1,640</i>
I believe my Offender Manager understands my needs well	37	49	7	5	2	<i>1,640</i>
My Offender Manager supports me in my daily life	21	34	20	21	4	<i>1,638</i>
My Offender Manager motivates me to make improvements to my life	26	47	14	10	3	<i>1,638</i>
By offending again I would let my Offender Manager down	31	44	10	10	4	<i>1,640</i>

Base: All Wave 2/3 survey respondents latest response, offenders on Tiers 2 to 4

Source: Survey data (Wave 2/3)

Table A.22 Percentage of offenders who said that their Offender Manager understood their needs well, by risk of reoffending (OGRS)

Risk of reoffending (OGRS)		Offender Manager understands needs well				Unweighted base	
		Strongly agree	Agree	Neither agree nor disagree	Disagree		
Low	%	50	39	6	3	1	705
Medium	%	40	48	7	5	0	501
High	%	44	41	9	5	1	354
Very high	%	51	37	5	6	1	81

Base: All Wave 2/3 survey respondents at Wave 1, offenders on Tier 2 to 4

Source: Survey data (Wave 1)

Table A.23 Sentence outcomes reported by offenders¹

	% of offenders
No warnings, breach or conviction	49
One or more warnings but no breach	29
Breach – order amended	17
Breach – order ended	3
Convicted for another offence	3
<i>Unweighted base</i>	<i>1,640</i>

Base: All Wave 2/3 survey respondents at latest survey, offenders on Tier 2 to 4

Source: Survey data (Waves 1, 2 and 3)

¹ Categories are mutually exclusive, e.g. if an offender received one or more warnings and was breached they would not be included in the category of 'One or more warnings'

Table A.24 Percentage of offenders who reported that they had been breached, by whether they also reported being given a warning

	One or more warnings %	No warnings %
Offender-reported breach		
Yes	37	4
No	63	96
<i>Unweighted base</i>	<i>670</i>	<i>970</i>

Base: All Wave 2/3 survey respondents at latest survey, offenders on Tier 2 to 4

Source: Survey data (Waves 1, 2 and 3)

Table A.25 Logistic regression of offender-reported breach during the Community Order

Variable	Category	Significance	Odds ratio	Confidence interval	
				Lower	Upper
Age	Age (entered as continuous variable)*	0.000	0.962	0.946	0.978
Frequency of meetings with Offender Manager (Wave 1)	More than once a week*	0.003	0.418	0.237	0.739
	Once a week (reference)				
	Once a fortnight*	0.000	0.229	0.117	0.449
	3 weeks to a month*	0.000	0.193	0.088	0.423
Specified activity	Less frequent*	0.011	0.328	0.138	0.778
	No (reference)				
Drug treatment	Yes*	0.001	1.766	1.280	2.436
	No (reference)				
Unpaid work	Yes*	0.002	1.823	1.255	2.650
	No (reference)				
OGRS (risk of reoffending)	OGRS (entered as continuous variable: higher = higher risk)*	0.000	1.954	1.434	2.662
Tier ¹	Tier 1*	0.050	1.006	1.000	1.012
	Tier 2	0.032	2.314	1.074	4.985
	Tier 3	0.855	1.059	0.573	1.955
	Tier 4 (reference)	0.842	0.942	0.520	1.704
Constant		0.827	0.893		

Base: all survey respondents at Wave 2/3, Tier 1 to 4 offenders (n = 1,527)

Source: Survey data

SPSS logistic regression using enter method following forward stepwise to assess effect of wider group of variables

Variables found not to be significant and not included in this model: Duration of meetings, gender; proportion of offender's OASys needs that were discussed; number of meetings with Offender Manager in second month of Community Order, drug use problem (survey definition), length of sentence

Dependent variable: breach proceedings according to offender reports to survey (at any wave)

Odds ratios of greater than one indicate relatively higher odds of an adverse outcome for the Community Order than the reference category in that variable; less than one indicate relatively lower odds

A significance level of 0.05 was used, indicating a statistically significant impact of that variable on the dependent variable (at the five per cent level)

* Indicates a statistically significant difference in the odds ratio compared with the reference category or for the variable in the case of continuous variables. Categories found to be more likely to breach in this analysis:

- a) Younger offenders
- b) Those who met with their Offender Manager once a week
- c) Those with a specified activity requirement
- d) Those with a drug treatment requirement
- e) Those with an unpaid work requirement
- f) Those with higher risk of reoffending scores based on OGRS
- g) Those in Tier 1, compared with Tier 4

¹ The OMCCS survey included offenders who were defined as Tier 2 to 4 at the start of their sentence, and excluded those defined as Tier 1 at the start of their sentence. This analysis uses tier after Community Order commencement. Some offenders who were defined as Tier 2 to 4 at the start of their sentence subsequently changed to Tier 1.

Table A.26 Percentage of offenders who said their Offender Manager motivated them to avoid crime, by frequency of meetings with Offender Manager

Frequency of meetings (at Wave 1)	% of offenders who said their Offender Manager motivated them to avoid crime
Low frequency (less than once a week)	53
High frequency (once a week or more)	62
<i>Unweighted base</i>	<i>1,640</i>

Base: All Wave 2/3 survey respondents, offenders on Tier 2 to 4

Source: Survey data (Waves 1, and 2/3)

¹ Frequency of meetings was reported at Wave 1, while the percentage of offenders who reported that the Offender Manager motivated them to avoid crime uses the latest survey available

Table A.27 Percentage of offenders who said their Offender Manager motivated them to avoid crime, by number of potential needs discussed with Offender Manager

Number of needs discussed (at Wave 1)	% of offenders who said their Offender Manager motivated them to avoid crime
Did not discuss any needs	34
Discussed at least one need	62
<i>Unweighted base</i>	<i>1,640</i>

Base: All Wave 2/3 survey respondents, offenders on Tier 2 to 4

Source: Survey data (Waves 1, and 2/3)

¹ Number of potential needs discussed with Offender Manager was reported at Wave 1, while the percentage of offenders who reported that the Offender Manager motivated them to avoid crime uses the latest survey available

Table A.28 Percentage of offenders who said their Offender Manager motivated them to avoid crime, by number of OASys identified needs discussed

Number of needs discussed (at Wave 1)	% of offenders who said their Offender Manager motivated them to avoid crime
Topics related to all OASys identified needs were discussed	68
Topics related to at least one, but not all OASys identified needs were discussed	58
No topics related to OASys identified needs were discussed	48
<i>Unweighted base</i>	<i>1,007</i>

Base: Wave 2/3 survey respondents with OASys assessments by Wave 1, offenders on Tier 2 to 4

Source: Survey data (Waves 1, and 2/3)

¹ Number of OASys reported needs discussed with Offender Manager was reported at Wave 1, while the percentage of offenders who reported that the Offender Manager motivated them to avoid crime uses the latest survey available