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Results from the Offender Management Community Cohort Study (OMCCS): Assessment and sentence planning

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1. Summary

This report uses the Ministry of Justice's Offender Management Community Cohort Study (OMCCS), a longitudinal cohort study of offenders who started Community Orders between October 2009 and December 2010. This is the first, baseline, report from the study, and explores which offenders are sentenced to Community Orders, which offenders on Community Orders have their needs assessed, and what their needs are; and sentence planning and how sentences are tailored for these offenders. Future reports will look at other aspects of offender management and outcomes experienced by offenders on Community Orders, including investigating the levels of reoffending among this group.

Background

Community Orders, for offenders aged 18 and over, were introduced 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 comprise a 'menu' of possible requirements, such as unpaid work or treatment for drug problems, which can be imposed by the courts individually or combined.[1]

Offenders serving sentences in the community are assessed to identify the risk of harm that they pose to the community. A proportion of them also go through a formal process to identify the needs they have that may lead to further offending. Identifying needs associated with an offender's risk of reoffending[2] allows resources to be directed towards those needs, optimising the reduction of harm. This assessment is the first step in the National Offender Management Model (NOMM).

The role and effectiveness of Community Orders have come under renewed scrutiny recently. The Ministry of Justice consultation 'Punishment and Reform: effective community sentences' (MoJ, 2012) proposed that there was a lack of public confidence in Community Orders that might be addressed by increasing their punitive content. This has led to changes to ensure that every Community Order contains a punitive requirement unless there are exceptional circumstances. A subsequent consultation, 'Transforming Rehabilitation: A revolution in the way we manage offenders' (MoJ, 2013), set out proposals for reforming

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[1] At the time the OMCCS was carried out there were 12 requirements. This has now been increased to 14 requirements under The Legal Aid, Sentencing and Punishment of Offenders Act 2012.

[2] Known as 'criminogenic' needs; these are needs which are known to influence offending behaviour for an individual.

the provision of services in the community to reduce reoffending and deliver improved value for money.

Approach

The OMCCS aims to look at how Community Orders operate and their effectiveness. The study uses a dataset based on a cohort of offenders given these sentences between October 2009 and December 2010, drawing on three sources:

- A longitudinal survey of a representative sample of 2,919 offenders that provides information on their perceptions and experiences of Community Orders, their backgrounds, attitudes and needs, and how these change over time.[3]

- Central administrative records for all those offenders starting a Community Order during the period (144,388 offenders)[4] describing the sentence received, offences and the risks and needs of offenders as assessed by practitioners.

- Local administrative records from the 10 Probation Trusts selected for the survey (covering 48,943 offenders) which describe how offender management operates and how offenders complete or breach their sentences.

Individual offender records have been linked across these three sources to form a 'Universal Dataset'.[5]

Key findings

Who is sentenced to Community Orders?

The characteristics of the offenders sentenced to Community Orders and their offending behaviour were diverse; for example:

- These offenders were younger than the general population and the majority were male (84%);

- The most common offences were violence against the person (31%) and theft, burglary or fraud (29%);

- Over four-fifths of sentences imposed on the cohort were for 12 months or less.

The survey found substantial levels of needs in areas known to be associated with criminal behaviour, such as drug use and relationship problems.[6] It also identified factors that should

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3   The survey did not include Tier 1 offenders as they are not required to be formally assessed as part of the NOMM and have minimal levels of interventions in their sentence.
4   The first iteration of the dataset included 144,388 offenders; this was later updated and a further 19 commencements were added.
5   See Appendix B for more details on the OMCCS methodology.

be addressed, such as insecure accommodation, or that should influence how Community Orders are delivered (such as mental or physical health conditions). For example, more than one-fifth of offenders reported a need for help with the misuse of drugs, while one-tenth were living in a temporary situation, including living in a hostel.

Offenders' attitudes to their sentence, together with a commitment by the offender to change, are important to a successful outcome.[7] At the first, baseline, survey,[8] offenders generally expressed a positive attitude towards their Community Order. For example, nearly all (96%) agreed that they had tried hard to do all the things in the Community Order and 64% agreed that it had given them an opportunity to give something back to society.

Assessments of risks and needs

Assessment is an essential part of the NOMM for identifying dynamic risk factors.[9] As assessments are relatively resource-intensive, they are meant to be targeted at those offenders more likely to reoffend or those who present a risk of harm.

The central administrative records showed that two-thirds of the cohort received a formal assessment (i.e. a record was found on the computerised 'Offender Assessment System' – OASys). Assessments were more likely to be made:

- where there was a higher risk of reoffending;[10]
- if the sentence was more than 12 months;
- in sentences for sexual or violent offences; and
- in particular Probation Trusts.

These findings indicate a good level of fit with the principle that more resources should be applied to higher-risk offenders, although around one-tenth of offenders at high risk of reoffending were not formally assessed.

Among those in the survey who were not formally assessed, the survey found that many had considerable needs. For instance, one-tenth were using crack or heroin and half were out of

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[6] For example, see Howard (2009) and Bonta and Andrews (2010).
[7] For example, see Maruna (2001).
[8] Around three months after the start of the offender's Community Order.
[9] Dynamic risk factors are those relating to offenders' current situation and lifestyle, such as accommodation and drug and alcohol use. Static risk factors are those which cannot be changed, such as offender demographics, or those which can only change in one direction such as criminal history. Unlike static factors, dynamic factors may be amenable to treatment and intervention.
[10] As measured by the Offender Group Reconviction Scale (OGRS), which is based on static risk factors, such as offending history. See Glossary and Abbreviations for further details.

work and had no qualifications, although this level of need was lower than found for those offenders who were assessed.

Sentence plans

The principles of the NOMM are that more resources and services are used with high-risk offenders (both in terms of harm and reoffending) and that needs, particularly those related to offending behaviour, are addressed. The OMCCS found that:

- Generally, offenders posing a higher level of risk of reoffending received longer sentences and more requirements.
- There were some differences in the nature of the interventions received; advocacy, interventions to increase an offender's skill set and specialist interventions were used more frequently with offenders at high risk of reoffending.
- Offenders who were at a higher risk of reoffending had a slightly higher number of needs addressed in their sentence plans than lower-risk offenders. The number of needs addressed varied considerably by Probation Trust, perhaps reflecting local practices and the availability of certain services.
- Sentence plans most often addressed accommodation, drug misuse and alcohol misuse needs identified in the OASys assessments.

Conclusion

The Community Order is a complex sentence and offenders who are subject to them are a diverse group with varying backgrounds and needs.

Offender Managers used the formal assessment process to target those more at risk of reoffending and to manage and plan sentences. They also appeared to exercise their professional judgement to either prioritise among formally identified risks or identify other risks not captured by formal assessment. This approach seemed to be a pragmatic response to the complex needs of offenders, and may represent the reasonable use of assessment sources, professional judgement, local practices and service availability.

However, the variation between types of need identified in assessment and those addressed in the sentence plan suggests room for improvement. Assessments of some needs, such as attitudes and education and training, might be more accurate once the relationship between the Offender Manager and the offender develops. Offenders' feedback on the Community Order was particularly positive when they perceived that the Offender Manager understood their needs. Reviewing needs and activities planned to address these needs over time, with

input from experienced staff, may result in improved sentence planning. Enabling and encouraging constructive relationships to develop might help Offender Managers to support offenders to address their risk of reoffending.

Further analysis of the OMCCS will investigate the importance of decisions on targeting assessments and the exercise of judgement in sentence planning to reduce reoffending. Future reports will look at other aspects of offender management and outcomes experienced by offenders on Community Orders, including investigating the levels of reoffending among this group.

2. Introduction

2.1 Policy background

Community Orders

Community Orders, for offenders aged 18 and over, were introduced 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 comprise a 'menu' of possible requirements:[11]

- alcohol treatment;
- drug rehabilitation;
- programme, i.e. participating in a programme designed to reduce reoffending, such as anger management or substance relapse prevention;
- activity, e.g. attending basic skills training;
- attendance centre, i.e. the requirement to attend and participate in activities during leisure time;
- exclusion;
- prohibited activity, i.e. forbidding activities which are likely to result in a further offence, or to cause nuisance;
- supervision, i.e. meetings with a probation officer to seek to address the causes of the offending behaviour;
- curfew, i.e. electronic monitoring;
- mental health treatment;
- residence, i.e. the requirement to reside in a location approved by the probation officer;
- unpaid work;
- alcohol abstinence and monitoring;
- foreign travel prohibition.

The type and number of requirements, as well as the sentence length (up to a maximum of 36 months), is decided upon by the court, and is tailored according to: the seriousness of the offence, the risk of serious harm, the risk of reoffending and the offender's individual circumstances (Sentencing Council Guidelines, 2011).

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[11] At the time the OMCCS was carried out there were 12 requirements. This has now been increased to 14 under The Legal Aid, Sentencing and Punishment of Offenders Act 2012, with foreign travel prohibition and alcohol abstinence and monitoring requirements added.

These requirements can be combined to deliver any of the statutory purposes of sentencing as set out in the Criminal Justice Act 2003: the punishment of offenders; reduction in crime; reform and rehabilitation of offenders; protection of the public; and reparations to those affected by the offence. Although these purposes are not assigned to particular Community Order requirements by law, unpaid work might, for example, deliver punishment, reparation and deterrence; curfew could help protect the public; and the provision of programmes aimed at behaviour change, treatment for drug and alcohol problems and supervision could help secure the offender's reform and rehabilitation.

The role and effectiveness of Community Orders have come under renewed scrutiny with the recent Ministry of Justice consultation 'Punishment and Reform: effective community sentences' (MoJ, 2012). The consultation proposed that there was a lack of public confidence in Community Orders that might be addressed by increasing their punitive content. It also stated that levels of reoffending by offenders sentenced to Community Orders, although below those of short-term custodial sentences, remained stubbornly high, and suggested that involving the private and voluntary sectors under 'payment by results' arrangements might help to reduce this. A subsequent consultation, 'Transforming Rehabilitation: A revolution in the way we manage offenders' (MoJ, 2013), set out proposals for reforming the provision of services in the community to reduce reoffending and deliver improved value for money.

The National Offender Management Model

The National Offender Management Model (NOMM) was implemented by the National Offender Management Service (NOMS) in 2006 and is described as an 'end to end' process of offender management which gives an Offender Manager responsibility to make arrangements to ensure that the following tasks are undertaken:

- To meet the requirements of the offender's sentence;
- To promote the offender's compliance with the order; and
- To take enforcement action as required.

Offenders serving sentences in the community are assessed to identify the risk of harm that they pose to the community. A proportion of them also go through a formal process to identify the needs they have that may lead to further offending. Identifying needs associated

with an offender's risk of reoffending[12] allows resources to be directed towards those needs, optimising the reduction of harm. This assessment is the first step in the NOMM.

In discharging this responsibility Offender Managers are expected to complete a number of management tasks that are summarised by the ASPIRE acronym:

- **Assess** the offender with information principally gathered and structured within the Offender Assessment System (OASys) tool;

- Formulate a **Sentence Plan** to deliver the requirements of the sentence, taking into account local resources;

- Ensure that the plan is **Implemented** and kept under regular **Review**;

- Reviews should be conducted to ensure that the assessment and plans remain up-to-date and relevant;

- At the end of the order the sentence plan is **Evaluated** to understand if and why the plan was complied with and whether all elements of the sentence plan were followed.

The sentence plan should take account of available resources, and the NOMM also indicates that resources and interventions must be proportionate to risk, including risk to a victim of serious harm and risk (or likelihood) of reoffending.[13] The NOMM has provided a tiering framework for matching resources and offender management styles to different types of offenders; a tier is allocated to an offender based on a number of factors, including their risk of reoffending. There are four tiers; Tier 1 is the lowest tier, and these offenders have minimal levels of interventions in their sentence. As the tier increases the risks posed by the offender increase and the sentence imposed increases in complexity.

There has been significant development of the theory surrounding effective offender treatment. For example, the Risk-Need-Responsivity model (RNR) has been highly influential in guiding the risk assessment and treatment process (Bonta and Andrews, 2010). Other work has shifted emphasis away from a formalised identification of criminogenic needs and risks towards a more positive outlook centred on the offender's own narrative around their actions.[14]

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[12] Known as 'criminogenic' needs.
[13] Also there is the risk to security or reputation of for example, the Probation Trust, such as offenders who are less likely to reoffend, but would have a high impact if they did.
[14] For example, see Ward (2010) or Wilson and Yates (2009).

Since the introduction of the NOMM in 2004 practice and organisational structures in NOMS have changed considerably, partly in response to theory development, and practice on the ground may move the NOMM beyond a rigidly applied assessment and planning process.

2.2 Approach

The Offender Management Community Cohort Study (OMCCS) aims to look at how Community Orders operate and their effectiveness. The overall aims of this study are to:

- Assess the role of interventions in reducing offending behaviour; and
- Evaluate aspects of offender management.

This report uses the OMCCS to explore the early stages of the NOMM, providing a baseline for the study, covering:

- Which offenders are sentenced to Community Orders;
- Which offenders have their needs assessed, and what their needs are; and
- Sentence planning and how sentences are tailored.

This is the first report from this study: future reports will look at other aspects of offender management and outcomes experienced by offenders on Community Orders, including investigating the levels of reoffending among this group.

The study 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:

- 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, their backgrounds, attitudes and needs, and how these change over time. The first wave of the survey (the baseline survey) was carried out around three months after the start of the offender's Community Order, with subsequent surveys carried out seven months, on average, into the sentence and following its expected end point. Those offenders who were classified as Tier 1 and who therefore had the lightest contact with NOMS were excluded from the survey. This report uses data from the first wave of the survey; future reports will also include data from subsequent surveys.
- Central administrative records for all those offenders starting a Community Order during the period (144,388 offenders)[15] describing the sentence received,

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[15] The first iteration of the dataset included 144,388 offenders; this was later updated and a further 19 commencements were added.

offences and the risks and needs of offenders as assessed by practitioners. This includes: FORM 20 data detailing Community Order commencements and terminations; Offender Assessment System (OASys) data, containing details of the needs and risks that offenders present with; and Interim Accredited Programmes System (IAPS) data on offenders' attendance on accredited programmes.

• Local administrative records from the 10 Probation Trusts selected for the survey (covering 48,943 offenders), which describe how offender management operates and how offenders complete or breach their sentences.

Individual offender records have been linked across these three sources to form a 'Universal Dataset'. See Appendix B for more details on the OMCCS methodology.

Limitations of the study

Overall the OMCCS sample is representative of the national caseload of offenders starting Community Orders in England and Wales, during the time period of the study (October 2009 to December 2010). Offenders starting Suspended Sentence Orders, those out on licence from prison, or on any other non-custodial sentences are excluded from the study.

The OMCCS survey excludes Tier 1 offenders as they have minimal levels of interventions in their sentence. However, this group is included in the administrative data collected for the Universal Dataset. There were other exclusions from the survey, such as offenders who were deemed too risky to interview. Again, these cases are included in the Universal Dataset.

The response rate for the baseline survey was 44%. The survey data are weighted to adjust the final sample to reflect the population of Tier 2 to 4 offenders starting Community Orders during the sampling period.

Although the sample in the OMCCS survey is large overall (2,919 interviews were achieved in the baseline survey), the numbers of some subgroups are relatively small. Results based on small samples may not be reliable indicators of the wider population, and in some cases the sample sizes may be too small to detect differences which may actually exist.

See Appendix B for further information.

2.3 Structure of the report

This report uses the OMCCS to explore the early stages of the NOMM. The structure of this report is:

- **Chapter 3: Who is sentenced to Community Orders?** This chapter covers the characteristics of offenders on Community Orders.
- **Chapter 4: Assessments of risks and needs.** This chapter looks at the nature and appropriateness of assessments.
- **Chapter 5: Sentences and sentence plans.** This chapter covers the nature and appropriateness of sentence plans.
- Chapter 6: Conclusion.

2.4 Conventions used in the report

All analysis of the OMCCS survey data was conducted using weighted data. Unweighted bases (the number of respondents who answered each question) are shown in the tables and figures. Numbers of missing cases are not provided in tables except where the numbers are large enough to affect the interpretation of the analysis.

Percentages within the tables may not sum to 100% due to rounding. In some cases multiple responses to the OMCCS survey questions were possible (this is noted in the footnotes to the table or figure). In these situations the percentages within the tables will not sum to 100%.

Survey findings are subject to a margin of error. Findings from the OMCCS survey were statistically tested at the 5% significance level, and only differences which were statistically significant at this level are referred to in the text, unless otherwise stated.

The Universal Dataset used in this report brings together data from various sources; whilst consistent definitions have been applied, the populations covered by the different data sources vary. The precise definition of the sample being referred to is provided in the base descriptions in tables. See Appendix B for further details.

3. Who is sentenced to Community Orders?

This chapter describes offenders who were sentenced to a Community Order; it considers the criminal behaviour of those offenders and details of their life circumstances, their needs when they began their sentence and their attitudes to their Community Order.

Key findings

- The characteristics of the offenders and their offending behaviour were diverse, and offenders were very often dealing with significant challenges.
- Offenders had substantial levels of need in areas known to be associated with criminal behaviour, such as drug use, and were in circumstances that would need to be addressed before their criminal behaviour could be tackled, such as insecure accommodation.
- Offenders generally expressed a positive attitude towards their Community Order at the beginning of their sentence.

3.1 Community Order cohort characteristics from FORM 20 data

Of the 144,388 offenders starting a Community Order in October 2009 to December 2010, the majority were male (84%) and white (83%) (Appendix Table A.1). Female offenders tended to be older than male offenders, although both were considerably younger than the general adult population.[16]

The most common offences committed were violence against the person (31%), followed by theft, burglary or fraud (29%) and motoring offences (13%), with drugs offences at 7% and sexual offences the least frequent (2%). 'Other offences', which accounted for 18%, included offences such as public order offences (9%), arson and criminal damage (5%).

There was variation in sentence lengths received according to type of offence, as Figure 3.1 shows.[17] Those serving longer sentences were more likely to have committed violent offences than those sentenced to one to 12 months. Sexual offences were also more common among those serving longer sentences.[18] Longer sentences will, in part, reflect

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[16] The mean age for the total OMCCS cohort was 31 years. The ONS mid-2010 population estimate (available at: http://www.ons.gov.uk) was used to derived the mean age in England, estimated at 39 years.
[17] Figure 3.1 excludes 'drug and 'other' offences.
[18] 71% of the 2,175 offenders who committed a sexual offence had a sentence length of greater than 18 months.

greater seriousness as perceived by magistrates and judges, but they can also provide the necessary time for the treatment and control of more complex offending behaviour.

Figure 3.1 Offence categories of offenders starting a Community Order by sentence length
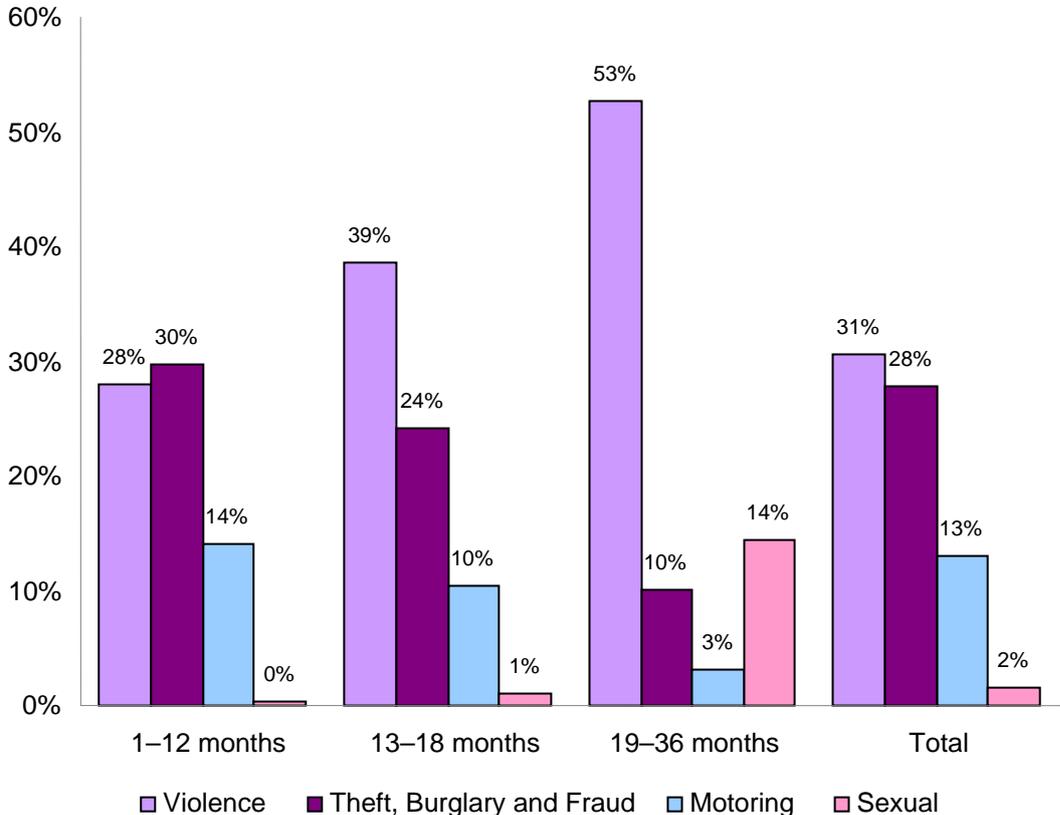
Base: All offenders starting Community Orders (Oct 2009 to Dec 2010); 1–12 months Base n=122,523, 13–18 months Base n=10,992, 19–36 months Base n=10,758)
Source: FORM 20 administrative data

3.2 Community Order cohort characteristics from the survey

The OMCCS survey provides additional information, for those offenders who were defined as Tiers 2 to 4 at the start of their sentence.[19]

Background characteristics

- **Household structure:** (Appendix Table A.2) Offenders were living in a wide range of situations. Nearly one-quarter (24%) were living in their parents' home without a partner or children (this was very common among younger offenders). One-quarter (25%) were living with a partner, and one-fifth (20%) were living with their children. One-third (33%) of offenders had children they did not live with, with this situation much more common for men (34% compared with 22% of women).

- **Family background:** (Appendix Table A.2) Just over half of offenders had lived with both natural parents during their childhoods (53%). This was more likely among older offenders (69% of those aged 40 and over compared with 38% of those aged 18 to 20). One-third (32%) had lived in a one-parent household at some point, and 6% with grandparents; 4% had lived with foster parents and 6% in an institution at some point.

- **Physical and mental health:** (Appendix Table A.3) Just over half (51%) of offenders reported a long-term health condition or disability at the time of the survey and the day-to-day activities of one-third (33%) of offenders were affected by these conditions. Nearly one-third had mental health conditions (29%); these were particularly prevalent among women (46%) and older offenders (40% of those aged 40 and over). A formal diagnosis of a mental health condition was reported by 35% of offenders.

- **Armed forces:** Among those starting Community Orders, 5% had been in the armed forces.

Work and benefits

- **Work-related activity:** (Appendix Table A.4) One-quarter of offenders (25%) had been in paid work in the previous week. A further 31% had been looking for work. Work was less common among women (15% compared with 27%), who reported higher levels of childcare responsibilities and looking after the home, and among

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[19] Those who were classified as Tier 1 and who therefore had the lightest contact with NOMS were excluded; see Appendix B for more information.

those committing acquisitive and drug-related offences. Nearly one-sixth (16%) reported being 'off sick'.

- **Benefits:** (Appendix Table A.5) One-third of offenders (35%) reported claiming Jobseekers Allowance in the previous four weeks, with men and younger offenders being more likely to report this. Older offenders were more likely to be claiming an incapacity benefit (27% of those aged 40 and over compared with 4% of those aged 18 to 20).
- **Financial position:** Nearly one-third (29%) of offenders said they were in financial difficulties, with a further 51% 'just getting by'.

The survey also asked about alcohol consumption, drug use and other 'risky' behaviour. These are discussed in Section 4.3, which looks at the formal assessments carried out by Offender Managers and discusses accommodation and employment matters and the extent to which these represent 'needs'.

Offenders' attitudes to the Community Order

Maruna (2001) identified that a commitment from the offender to change their behaviour was vital in order to take a long-term path towards reduced harm and desistance. The attitudes of the offenders who responded to the survey are presented in Appendix Table A.6. At the first OMCCS survey offenders generally expressed positive attitudes towards the Community Order received:[20]

- Eighty-nine per cent thought it was either not at all likely or not very likely that they would be back on a Community Order or in prison at some time in the future, and 77% strongly agreed or agreed that the Community Order made them less likely to commit crime.
- Almost two-thirds (64%) either strongly agreed or agreed that the Community Order had given them an opportunity to give something back to society.

The survey also showed a strong desire among respondents to comply with the Community Order at the first survey:

- Virtually all respondents, 96%, strongly agreed or agreed that they had tried hard to do all the things in the Community Order.
- The Community Order was seen as less harsh than a prison sentence by 82% of the respondents.

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[20] The first survey was carried out around three months after the start of the offender's Community Order.

It is very difficult to interpret such high levels of positivity and satisfaction, and this may reflect a 'social desirability' effect, where offenders answered the survey questions in a way that they thought would be viewed positively by others.

Other findings from the first survey on offenders' attitudes to their Community Orders include (see Appendix Table A.7):

- Eighty-three per cent of those who agreed that their sentence was fair agreed that the Community Order had made them less likely to commit crime. In contrast, 60% of those who disagreed that the sentence was fair agreed that the Community Order had made them less likely to commit crime.

- Eighty-one per cent of those who agreed that the court considered their personal situation when sentencing also agreed that the Community Order had made them less likely to commit crime, whilst 60% of those who disagreed that the court had considered their personal situation thought the order had made them less likely to commit crime.

- Eighty-six per cent of those who agreed that the Community Order gave them the opportunity to give something back to society said the order made them less likely to commit crime. Fifty-seven per cent of those who disagreed that the order had given them the opportunity to give something back to society thought the order made them less likely to commit crime.

- The manner in which the Offender Manager implemented the sentence appeared to be related to whether the offender believed he or she would reoffend. In total, 83% of offenders who said staff had involved them in deciding the aims of the plan agreed that the Community Order made them less likely to reoffend. The equivalent figure for those who said they were not involved was 65%.

4. Assessments of risks and needs

This chapter describes which groups of offenders on Community Orders were more likely to have their risks and needs assessed, how well assessments identified their needs, and the role of Offender Managers in identifying needs.

Key findings

- Two-thirds of offenders received an assessment using the OASys assessment tool. These assessments were more likely to be made where offenders had a higher risk of reoffending, where they had been sentenced to more than 12 months, or where they had been convicted of sexual or violent offences.

- More resources were used to assess offenders at higher risk of reoffending but considerable differences in practice were found across Probation Trusts.

- Some needs, such as drug use, appeared to be identified in both the assessments and the survey whereas other needs, such as education, employment and training, were not identified as frequently in both.

- Among those who were not formally assessed, the survey found considerable levels of need; for instance, one-tenth were using crack or heroin and half were out of work and had no qualifications.

4.1 OASys assessment process

The OASys assessment process is an integral offender management tool used to assess the risk of reoffending and the needs of an offender and any risks of serious harm. The assessment is completed by the Offender Manager after an interview with the offender; the offender also completes a self-assessment of their needs as part of the OASys assessment process. By identifying and prioritising offenders' needs OASys should allow tailored, sequenced sentence plans to be developed, whilst managing resources in accordance with risk; a risk management plan is also developed when necessary.

Whilst this chapter focuses on the formal assessment of needs and risks through OASys, this is not the only way in which needs may be identified and resources allocated in practice. Research has shown that effective offender management and rehabilitation can be achieved with practices which reflect both Risk-Need-Responsivity and the Good Lives Model

principles (Wilson and Yates, 2009).[21] Whilst the NOMM advocates the use of OASys, a formal administrative tool to identify an offender's criminogenic needs, other practices used by Offender Managers may also address offender engagement and desistance in a more informal manner.

To manage resources effectively, not all offenders are intended to receive an assessment, and NOMS guidance defines criteria for 'eligibility' based primarily on the offender's tier (Moore, 2009a). Table 4.1 illustrates that those who were identified as at higher risk of reoffending[22] were more likely to be categorised in the higher tiers. However, whilst there is quite a strong relationship between the risk of reoffending and tier, it is not a perfect one, therefore if tiering is the basis for the allocation of resources, assessments via OASys will not neatly follow risk of reoffending.[23]

Table 4.1 Tier within risk of reoffending categories

Tier[1]	Risk of reoffending (OGRS3)				
	Low	Medium	High	Very High	**Total**
	%	%	%	%	%
Tier 1	53	26	16	10	39
Tier 2	25	32	21	14	25
Tier 3	21	39	56	55	32
Tier 4	2	3	7	21	4
Total	100	100	100	100	100
Base	*79,572*	*35,576*	*21,930*	*5,235*	*142,313*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) for whom OGRS3 calculated

Source: FORM 20 administrative data

[1] Tier at commencement, or during sentence where missing at commencement

4.2 Who is assessed?

Just under two-thirds (65%) of the cohort starting Community Orders received an assessment that was recorded in OASys (Table 4.2); 47% received a full assessment.[24] For over one-third of offenders there was no record of them receiving a formal OASys assessment to identify their needs and optimise sentence planning.

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[21] The Good Lives Model assumes that offenders must respect other people's entitlements to wellbeing and safety and that offenders are entitled to the same considerations. Interventions should promote pro-social attitudes, wellbeing and a reduction in risk of reoffending.

[22] As measured by OGRS3, which is based on static risk factors, such as offending history. See Glossary and Abbreviations for further details.

[23] The use of OASys assessments follows risk of serious harm, as well as risk of reoffending; therefore some difference between assessment and risk of reoffending is likely.

[24] The OASys assessments matched to offenders were those closest to the start of the sentence after the sentence had started (92% of cases). Where this was not available, pre-sentence report assessments were used where these were available (8%).

Table 4.2 Type of OASys assessment carried out

Type of assessment	%
Full	47
Standard	13
Basic	4
No assessment recorded	35
Total	100
Base	*144,388*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data matched with OASys administrative data

The more resource-intensive 'full' assessment is intended to be focused on offenders on Tiers 3 and 4, with a less detailed 'standard' assessment for those on Tier 2 with a supervision requirement (Moore, 2009a).[25] Using these 'eligibility' criteria, just over half of the cohort (56%) were eligible for an OASys assessment (36% required a full assessment, with 20% requiring a standard assessment) (Table 4.3). This is lower than the proportion of the cohort who had assessments carried out (see Table 4.2); however, those eligible were not a neat subset of those who were assessed – some offenders who were assessed were not actually eligible, and others had no record of an assessment although they should have had one carried out.

Table 4.3 Comparison between assessments required and carried out

	%
OASys required and done	50
OASys required but no assessment recorded	6
OASys not required but done	15
OASys not required and no assessment recorded	29
Total	100
OASys required	56
OASys done	65
Base	*142,313*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data matched with OASys administrative data

Despite guidelines aimed at directing resource effectively, of those who did not require an assessment, one-quarter received either a full or a standard assessment (Appendix Table A.8). Conversely, of those intended to have a full assessment, 12% did not receive any form of assessment (or at least not one that was recorded in OASys), and 4% received a standard assessment (Appendix Table A.8). It is the role of Offender Managers to keep their cases

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[25] It is expected that individual Trusts used their discretion in relation to assessing offenders who were not 'eligible' on these criteria.

under continual review, and the additional resource deployed may reflect changes in circumstances after the assessment has been carried out.

Overall, there was a difference between the intended and actual resource allocation in one-third of cases, with 25% of offenders receiving more assessment resource than guidance suggests they should and 8% receiving less than expected (Appendix Table A.9).

Those who had an OASys assessment tended to be at higher risk of reoffending than those who had no record of an assessment. Eighty-one per cent of offenders at very high risk of reoffending were required to have an assessment and had that assessment, compared with 36% of offenders at low risk of reoffending; while 6% of offenders at very high risk of reoffending were not required to have an assessment and had no record of an assessment, compared with 42% of those at low risk of reoffending (Table 4.4).

Table 4.4 OASys completion by risk of reoffending and tier

			OASys required and done	OASys required but no record	OASys not required but done	OASys not required and no record	Base
Risk of offending	Low	%	36	6	16	42	79,572
(OGRS3)	Medium	%	63	5	15	17	35,576
	High	%	74	6	10	10	21,930
	Very High	%	81	7	7	6	5,235
	Total	%	50	6	15	29	142,313
Tier[1]	Tier 1	%	0	0	31	69	55,109
	Tier 2	%	74	5	11	10	36,082
	Tier 3	%	88	12	0	0	45,869
	Tier 4	%	88	12	0	0	5,253
	Total	%	50	6	15	29	142,313

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data matched with OASys administrative data

[1] *Tier at commencement, or during sentence where missing at commencement*

The additional assessments taking place, where they were not required, may be a reasonable step where the aim is to identify criminogenic needs irrespective of the overall estimated risk. Further, although the 'assessment not required' group were of lower reoffending risk on average, there were still high- and very high-risk offenders among them (around one-tenth).

A breakdown of the figures for individual Probation Trusts revealed a substantial level of variation in practice. The proportion of full assessments carried out varied between 24% and 86% of the Community Order population (and between 45% and 96% when including any

type of assessment). This was not explained by variations in risk of reoffending or tier profiles between Trusts (see the logistic regression analysis later in this section).

Appendix Tables A.10 and A.11 show the type of OASys assessment carried out by characteristics of the offence and offender.

Risk of reoffending: A higher proportion of those with high (or very high) OGRS3 scores received a full assessment (69% and 77% respectively) compared with 57% of those with a medium score. The average OGRS3 score for offenders with an assessment was 52, significantly higher than the average for those without a record of an assessment (average score of 26).

Offence type: Those sentenced for sexual offences and violence against the person had the highest proportions assessed (94% and 74% respectively), whilst those sentenced for motoring offences had the lowest (48%). This pattern was mirrored for those receiving a full assessment. This would seem to be in line with the need to manage the risk of serious harm.

Sentence length: The majority of offenders sentenced to a Community Order of 13 months or more received an assessment; 77% of those sentenced to 13–18 months and 87% of those sentenced to 19–36 months received a full assessment. This was much greater than those sentenced to less than 12 months, where 60% received an assessment, and 41% received a full assessment.

Gender: The proportion of offenders receiving an assessment was broadly the same for men and women. There was a slight difference in the type of assessment received; a greater proportion of women received a standard assessment (19% compared with 12% of men). This difference will in part be explained by differences in tiering, as a greater proportion of women were eligible for a standard assessment (30% compared with 18% of men).

Ethnicity: A greater proportion of White offenders received an assessment (66%, compared with 60% of BME offenders), but of those assessed, there was little variation in the type of assessment received. Again, part of the explanation relates to tiering, as a greater proportion of White offenders were placed in a tier that made them eligible for an assessment (58% compared with 48% of BME offenders).

Age groups: A greater proportion of offenders aged 30 to 39 received an assessment compared with those aged 18 to 20 (68% compared with 60%). This pattern was also

reflected in the type of assessment received; however, a greater proportion of older offenders were Tier 3 or 4 (37% compared with 29% of young offenders), and so a greater proportion would have been eligible for a full assessment.

A logistic regression was carried out to determine those factors that were associated with whether or not assessments were made, independent of other factors.[26] The model indicated considerable variation between Probation Trusts in the likelihood of an assessment, and also confirmed that those more likely to be assessed included:

- Higher tiers;
- High risk of reoffending (OGRS3);
- Longer sentence lengths;
- Those committing sexual or violent offences; and
- Older offenders.[27]

Statistically significant relationships were also observed for women and White British offenders receiving assessments, although these were not strong (see Appendix Table A.12 for details). These findings are in line with analysis carried out on 2007 commencement data (Moore, 2009a).

4.3 Individual criminogenic needs

Whilst the overall risk of reoffending scores provide a useful basis for some resource planning purposes, sentence plans should be developed that address specific needs. While 'static' factors, notably criminal history, are central to the overall measures of reoffending, the inclusion of dynamic factors has been shown to improve reoffending predictions (Howard, 2009) and dynamic factors may be amenable to treatment and interventions to reduce reoffending. Community Orders should enable the court, with reference to pre-sentence reports provided by NOMS, to tailor a non-custodial sentence to respond to the specific nature of the offence while also addressing the criminogenic needs of the individual offender.

Within the OASys assessment tool, eight distinct aspects of criminogenic need are addressed. The Offender Manager assesses the degree of problems on each of these needs and a 'score' is produced, indicating the level of need. The offender is categorised as having or not having a criminogenic need at a level where it should be addressed. The individual

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[26] This used variables available in the FORM 20 data (which was available for all offenders in the cohort).
[27] There may be further factors that are associated with an OASys assessment being carried out, for example the sentence requirements, which were not included in the analysis.

items that form the overall needs and the levels found in the cohort of offenders who were assessed are set out in Appendix Table A.13. The level of need identified by OASys was substantial:

- **Accommodation:** Previous research has shown a clear link between accommodation and reoffending, with those in unsuitable accommodation more at risk of reoffending (Carlisle, 1996, cited in Home Office, 2002; Donmall et al, 2009). Regular or sudden changes in accommodation have also been linked to reoffending (Carlisle, 1996, cited in Home Office, 2002; Donmall et al, 2009).

  Thirteen per cent of offenders in the cohort were identified as being in transient accommodation, including having no fixed abode. Just over one-third (36%) had problems with the permanence of their accommodation. A total of 36% had problems with the 'suitability' of their housing, which takes account of factors such as living in high crime areas or with known criminal associates. Half of this group had 'significant' problems.

- **Education, Training and Employment (ETE):** Both unemployment and employment history have been closely linked to offending, with analysis of OASys showing that offenders are more likely to have a poor or irregular history of employment (Home Office, 2002). Over half of those offenders in the cohort who were assessed were out of work, with over two-thirds having problems in their employment history. Over half had problems with work-related skills.

- **Drug misuse:** The link between drug misuse and reoffending has been well documented, and therefore forms a key focus of the OASys assessment; not only is current drug use explored, but also the frequency of use, and its apparent impact on the offender's life. One-fifth of offenders in the cohort were assessed as misusing Class A drugs at the time of the assessment.[28]

- **Alcohol misuse:** The relationship between alcohol misuse and offending has been well established, with research citing a correlation between heavy and regular alcohol use and reoffending. However, whilst it is still of particular importance for predicting violent reoffending, it is no longer strongly linked to non-violent offending (Howard, 2009). One-fifth of offenders in the cohort had significant problems with alcohol misuse with a further quarter having some level

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[28] The OASys measure includes the misuse of prescription drugs.

of problems. One-third had problems with being motivated to change their alcohol misuse.

- **Relationships:** For male offenders, in particular, there is strong evidence that good relationships reduce reoffending (Home Office, 2002). Supportiveness of families and histories of offending can also have an impact, both on younger offenders but also adults in later life (Farrington, 1978; Rutter, 1974 both cited in Home Office, 2002). Nearly half of offenders in the cohort had problems related to childhood relationships. Over half had problems with close relationships, and over half with close family relationships.

- **Lifestyle and associates:** Research has demonstrated that offenders who spend more time with other offenders and less time with non-offenders are most likely to offend (Raynor et al, 1999 cited in Home Office, 2002). Two-fifths of offenders in the cohort had problems with being easily influenced by criminal associates, and one-fifth had significant problems with risk-taking behaviour.

- **Thinking and behaviour:** There is some evidence to suggest that many offenders cope poorly with life because they exhibit various 'cognitive deficits' (Ross and Fabiano, 1985, cited in Home Office, 2002). These include a lack of impulse control, poor problem solving, an inability to see other people's views and rigid and inflexible thinking. Behavioural programmes that look to address these deficits have also been shown to decrease reoffending (Robinson, 1995, cited in Home Office, 2002). Over four-fifths of offenders in the cohort had problems with recognising the consequences of their actions.

- **Attitudes:** There is a growing body of research evidence suggesting that pro-criminal attitudes are predictive of reoffending (Walters, 1992; Sigmund, 1998 both cited in Home Office, 2002). Two-thirds of offenders in the cohort were assessed as having problems with being motivated to address offending behaviour.

OASys provides detailed measures of need that have been shown to be predictive of reoffending. However, the targeting of OASys discussed in Section 4.1 means that a substantial group of offenders did not receive these assessments. Further, even where full OASys assessments were carried out, individual items were not always completed by Offender Managers, which leads to scores not being generated for all eight of the

criminogenic needs for an individual. The coverage and identification of the individual criminogenic needs that OASys considers is shown in Table 4.5.

Table 4.5 Criminogenic needs as measured in OASys for those starting Community Orders

	Need assessment carried out[1] (of all offenders starting a CO) %	Need identified (of those assessed on measure) %	Need identified (of all offenders starting a CO) %
Accommodation	48	38	18
ETE	46	59	27
Drug misuse	53	32	17
Alcohol misuse	46	38	18
Relationships	46	61	28
Lifestyle and associates	46	58	27
Thinking and behaviour	47	59	28
Attitudes	47	51	24
None	NA	NA	55
Base	*144,388*	*Range 65,799–76,356*	*144,388*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: OASys administrative data

[1] *Defined as need score calculated in OASys for the measure*

The rate of completion of drug use assessments was higher than for the other needs, 53% of all offenders starting Community Orders who had a score generated for each of the eight needs. Morton (2009b) also identified that there was variation in the rate of completion between individual needs, and found that the poorest completion rate was for relationships; in Table 4.6 this was one of several needs that were at the same lower level.

Relationship needs were the most commonly identified among those assessed (61%), with drug misuse needs at the lower end (32% of assessed offenders).

Over half (55%) of all offenders had no criminogenic needs identified (20% were assessed as having no needs and the remaining 35% did not have an OASys assessment recorded). Section 4.5 looks at whether there was a substantial level of need in the population of offenders that were not formally assessed.

4.4 Characteristics of those with specific needs

Of the eight criminogenic needs scored in OASys assessments, offenders assessed had an average of three needs identified. The average number of needs increased with tier (see Appendix Table A.14). Tier 4 offenders, towards whom more resource is directed, had an

average of five needs, whilst Tier 3 had four, Tier 2 had two and Tier 1 had an average of one.

The OASys tool has been designed to only include items that appear to be distinct in the contribution to overall predictive power (Moore, 2009b). Perhaps for this reason, there is little to suggest that the particular groups of needs defined by OASys co-occur more than others (Appendix Table A.15); there is some indication that those who misuse alcohol were less likely to also be identified as having a drug use problem, but the differences were relatively slight.

Appendix Table A.16 shows the pattern of these eight criminogenic needs across some key characteristics:

- Drug misuse was strongly associated with the OGP general risk of reoffending measure, and alcohol misuse with the OVP predictor of violence. This is not surprising as these needs are used in creating the scores for these measures.
- In all cases, the level of need increased with tier and OGRS score.
- There was considerable variation by convicted offence type. Those convicted of theft, burglary or fraud had relatively high levels of each of the needs, but particularly for drug use. These offenders had a more middling level of need relating to alcohol use. Conversely, offenders convicted of violence had relatively high levels of need relating to alcohol and low levels in relation to drug use.
- Women were more likely than men to have needs in the areas of relationships and ETE. On average, women had 2.8 needs identified, compared with 3.1 for men.
- Young people were more likely to be identified as having ETE needs.
- White offenders were more likely to be identified as having problems with alcohol use than other ethnic groups.

4.5 What coverage of needs do assessments provide?

Section 4.2 identified that although the risk of reoffending was lower on average among those who were not formally assessed, a proportion of medium-, high- and very high-risk offenders had no OASys record. The OMCCS survey data can be used to further help understand the coverage provided by OASys assessments of individual dynamic needs as it includes offenders who were not assessed using OASys.[29]

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[29]   The survey only covers offenders commencing their order on tiers 2 to 4; therefore this analysis excludes Tier 1 cases.

Survey measures of need

Two types of measure were developed based on the survey data to look at levels of need among those who were assessed by OASys and those who were not:

Self-assessment of need: Offenders were asked whether they felt that they had a need for help with a series of issues, and some of these responses map on to the eight criminogenic needs scored in OASys. They were not asked to reflect on the extent to which this was linked to their offending, and so the self-assessments have a different focus from the OASys measures produced in the probation setting. However, this allows an understanding of how offenders' own view of their needs maps on to that from probation assessments.

Behaviour/situation: This set of measures was based on the actual behaviour or situations reported by offenders in the survey. Details are included in the notes in the tables; for example, 'hard drug use need' was defined as using a Class A drug weekly or more in last 4 weeks before interview, or injecting; 'ETE need' was defined as being unemployed at the survey interview and having no qualifications, or being unemployed and having a poor work history.

These two types of measures do not completely map on to the range of items included in the OASys assessments, therefore some level of difference between the sources would be expected. However, if those offenders in the survey who did not have an OASys assessment had needs present according to these survey measures, it is reasonable to surmise that if OASys assessments were carried out among that group, some level of need would have been detected in these eight areas.

The survey measures are available for five of the eight scored OASys needs: accommodation, ETE, drug misuse, alcohol misuse and attitudes. These are described in Appendix Tables A.17 to A.20. In addition, Appendix Table A.21 shows their relationship with tier and risk of reoffending. A strong relationship was observed (with risk of reoffending in particular) for most measures, for instance:

- Eighty per cent of those in the 'very high' risk of reoffending group had an ETE need based on the survey measure, compared with 37% of those in the 'low' group.
- Similarly, 41% of the 'very high' risk of reoffending group had a hard drug use problem based on the survey measure of behaviour/situation, compared with 4% of the 'low' group.

Figure 4.1 Comparison of OASys measures and survey measures of need of drug use and employment, training and education
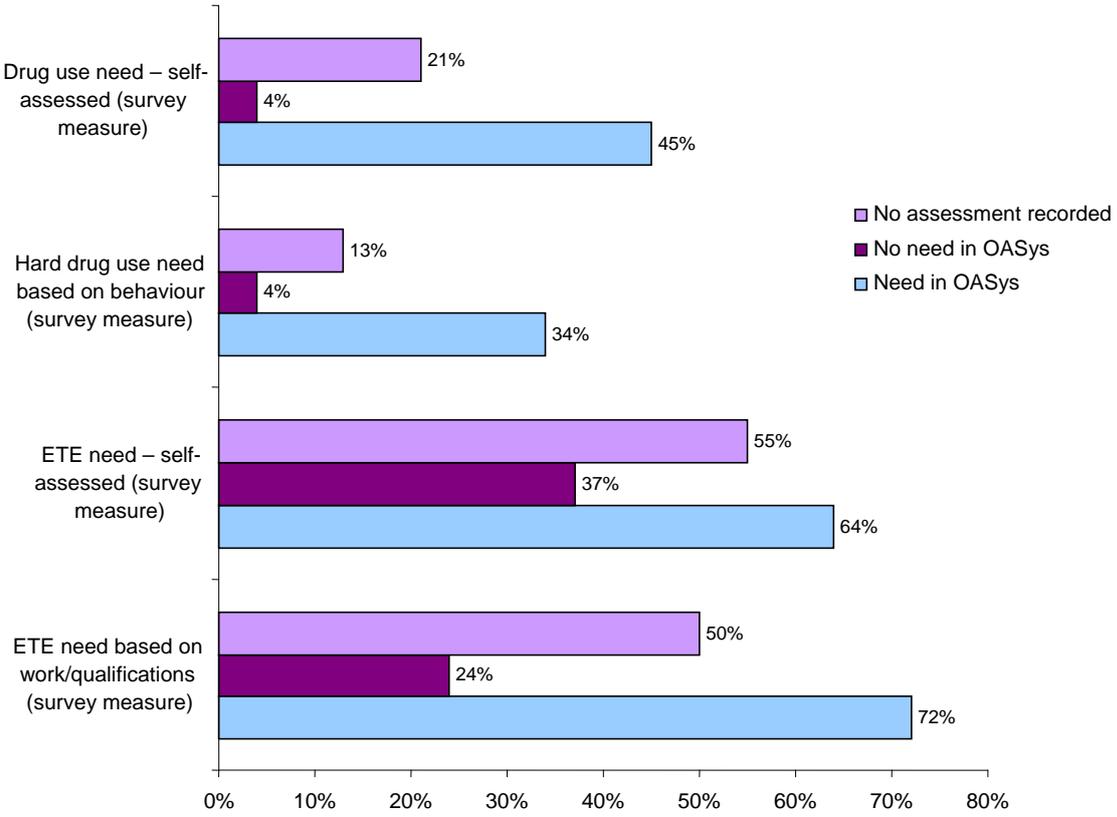
Base: Offenders starting Community Orders on Tiers 2 to 4 (Oct 2009 to Dec 2010) (see Appendix Table A.22 for unweighted base sizes and percentages)

Source: Survey data matched with OASys administrative data

Figure 4.1 displays the relationship of the survey-based measures of need and those from the OASys scored needs for the examples of drug use and ETE. It shows the percentage of offenders who were identified as having a particular criminogenic need by OASys who also had that need according to the survey measures (see also Appendix Table A.22).

For example, those offenders who OASys assessed as having a drug use need were considerably more likely to have a drug use need according to the hard drug use survey measure of behaviour/situation (34% compared with 4% of those who were not identified as having a drug use need in OASys).[30] The self-assessed drug use need displays a similarly strong association with the OASys measure.

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[30] The OASys assessments of need include problematic cannabis use, while this survey measure does not.

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However, the relationship between the OASys measures and the survey measures of ETE needs was less strong, particularly looking at the self-assessment survey measure (Figure 4.1); 37% of offenders who had been assessed as not having an ETE need in the OASys measure assessed themselves as having an ETE need.

A proportion of offenders identified as having a need in the survey measures had no related need recorded in the OASys measures; for instance, 37% of those who OASys categorised as not having an ETE need were identified as having a need based on the situation reported to the survey. One explanation for this is that the Offender Manager completing OASys may well identify a degree of need, but unless the behaviour is at a level that takes it over the 'threshold' score, it is not classified as a need to be addressed in sentence planning.[31]

Some criminogenic needs may be easier to detect than others in a consistent way. This will be affected by the validity of the measure, the complexity of the need and the ease of obtaining reliable information, as well as the level of training of assessors, the amount of oversight by senior staff and the time available for assessment.

In a study of inter-rater reliability of those carrying out OASys (Morton, 2009a) a 'moderate' level of reliability overall was found, and levels varied within the different need areas. The highest reliability was found for accommodation, lifestyle and associates and drug misuse (for which a strong relationship with the survey measures is observed in Figure 4.1 above and in Appendix Table A.22). Moderate reliability was found for ETE and for attitudes, which have relatively weak relationships with the survey measures. However, a point of difference was in alcohol, where there was a low level of reliability, but a relatively good level of correspondence with the survey measures.[32, 33]

Figure 4.1 shows that there are quite high levels of need on the survey measures among those offenders not assessed by OASys. Not identifying needs, for example because assessments are not carried out, may only be important where the offender is likely to reoffend, and it may be inefficient to spend time fully assessing an offender who is at low or medium risk of reoffending. However, looking just at those in the high or very high risk of reoffending categories, considerable need on the survey measures was still observed among

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[31] The OASys category uses a cut-off point in a score to define need and some of the need identified in the survey will be identified by OASys, but not at a level that constitutes a need to be addressed.

[32] Alcohol consumption patterns are no longer considered a good indicator of general offending (see Section 4.4).

[33] OASys was updated to respond to the findings from this study of inter-rater reliability in August 2009; the less reliable items were either dropped, or their completion was made optional.

those classified as having 'no need' by OASys and those not assessed; for instance, 32% of those who had not been assessed had a self-assessed drug misuse need (Appendix Table A.23).

To what extent is criminogenic need successfully identified?

Although, for identifying and prioritising criminogenic needs, systematic, evidence-based assessments that predict reoffending overall are used (Andrews, Bonta and Wormith, 2006), at the individual level professional judgement, guided by a systematic framework, will often be appropriate. The Offender Manager's view of which needs are important will influence the subsequent design of sentence plans and their implementation (see Chapter 5), and their view is not independent of the OASys measure as they will have completed the assessment.

Figure 4.2 shows the association between the Offender Manager's own perception that there is a link between a particular area of need and the individual's offending with reference to the other measures of need (OASys measures and the two survey measures). The Offender Manager's perception of this link is a professional judgement that is recorded in OASys.

Taking the example of drug misuse as a need, there was a strong relationship between all of the measures; among those offenders identified by OASys with a drug misuse need, 78% of Offender Managers agreed that there was a need that should be addressed, compared with 9% for those offenders where OASys did not identify a need. Similarly, among those offenders defined as having a need on the hard drug use survey measure of behaviour/situation, 82% of Offender Managers agreed there was a need, compared with 26% where the survey measure did not identify a need.

There was a much less strong association in relation to ETE, particularly in comparison to the self-assessed survey measure.

As previously discussed, some needs may be easier to identify than others. Figure 4.2 suggests that in some instances Offender Managers could be taking into account a wider set of factors that are not part of the eight OASys scored measures of criminogenic need, which may or may not correspond well to offending. Alternatively, in some cases, they could be giving the same factors a different weighting. For example, a score of 3 or more on the scored measure for ETE is classified as a criminogenic need. An offender may have some ETE problems which do not meet this threshold but which the practitioner feels are linked to offending.

Figure 4.2 Percentage of Offender Managers perceiving a link between needs and offending compared with OASys measures and survey measures of need
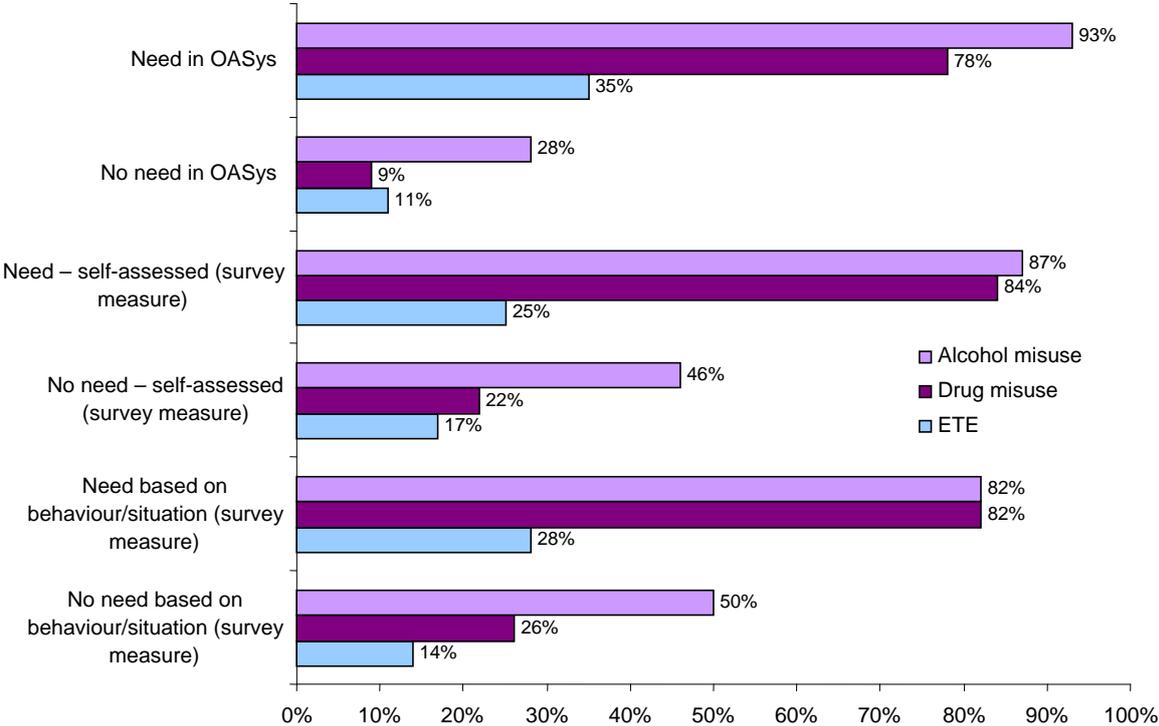
Base: Survey measures: Offenders who started Community Orders on Tiers 2 to 4 (Oct 2009 to Dec 2010), who had a full OASys assessment completed; OASys measures: Offenders who started Community Orders (Oct 2009 to Dec 2010) who had a full OASys assessment completed (see Appendix Table A.24 and Appendix Table A.25 for base sizes and percentages)

Source: Survey data matched with OASys administrative data

When trying to identify criminogenic, as opposed to general, need, the self-assessed survey measures of need can be improved using questions on the survey which ask the offender to consider what will be important in helping them avoid offending in the future. In Table 4.6, as with the preceding analysis, drug and alcohol use display good congruence among those assessed; 64% of those assessed by OASys to have a drug misuse need said controlling drug use would be important for them to avoid reoffending compared with 17% among those assessed as having no need. The relationship was much less clear for employment and qualifications.

Again there was a considerable amount of self-assessed criminogenic need among those not assessed by OASys; among the group not assessed, 57% stated that employment will be important for them to avoid offending. However, in this instance offenders may be identifying risks for the future rather than actual current need.

Table 4.6 Offender's assessment of what will be important to help them avoid offending in future by OASys identification of needs

	Need detected in OASys %	No need detected in OASys %	OASys assessment not fully completed %	Total %
Having a place to live	64	46	45	50
Unweighted base	*613*	*1,152*	*827*	*2,592*
Having a job	66	60	57	62
Unweighted base	*996*	*716*	*880*	*2,592*
Education or training	25	19	22	22
Unweighted base	*996*	*716*	*880*	*2,592*
Not using drugs	64	17	34	32
Unweighted base	*566*	*1,420*	*606*	*2,592*
Not drinking too much alcohol	66	23	35	39
Unweighted base	*679*	*1,036*	*877*	*2,592*
Avoiding certain people	48	37	39	42
Unweighted base	*939*	*772*	*881*	*2,592*

Base: Offenders starting Community Orders on Tier 2 to 4 (Oct 2009 to Dec 2010)

Source: Survey data matched with OASys administrative data

In addition to OASys, there are likely to be informal assessments not reflected in the OASys data that may be of considerable significance for sentence planning and implementation. The survey includes questions relating to discussions around areas of need; Table 4.7 shows the relationship between OASys assessments and discussions that offenders reported regarding specific needs. Among those who were identified as having a need, there was a greater level of discussion with Offender Managers,[34] but the levels of discussion among those not assessed by OASys were also high (47% of this group discussed living arrangements and 50% their work).

The survey also included measures of how well offenders felt their Offender Manager understands their needs; there was little relationship between those who were assessed by OASys as having a particular need and those who were not assessed.

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[34] This difference is not statistically significant for the discussions related to working or getting work.

Table 4.7 Discussions about types of needs held with Offender Managers by OASys identification of needs

	Need detected in OASys %	No need detected in OASys %	OASys assessment not fully completed %	**Total** %
Living arrangements	64	49	47	52
Unweighted base	*614*	*1,151*	*827*	*2,592*
Skills, education or training	44	34	43	41
Unweighted base	*996*	*716*	*880*	*2,592*
Working or getting work	51	45	50	49
Unweighted base	*996*	*716*	*880*	*2,592*
Drug use	72	19	45	38
Unweighted base	*565*	*1,422*	*605*	*2,592*
Alcohol use	73	26	42	44
Unweighted base	*679*	*1,036*	*877*	*2,592*

Base: Offenders starting Community Orders on Tier 2 to 4 (Oct 2009 to Dec 2010)

Source: Survey data matched with OASys administrative data

5. Sentences and sentence plans

This chapter describes the offenders' sentence plans and whether they made provision to manage the offenders' identified risks and address their needs, and investigates whether high-risk offenders (both in terms of harm and reoffending) received more resources and services.

Key findings

- Generally, offenders who posed a greater risk of reoffending received longer sentences and more requirements.
- Those offenders who were at a higher risk of reoffending had, on average, a greater number of needs addressed in their sentence plans than lower-risk offenders; however, the difference was less than might be expected under the NOMM.
- The number of needs addressed varied considerably by Probation Trust, perhaps reflecting local practices and the availability of certain services.
- Sentence plans most often addressed accommodation, drug misuse and alcohol misuse needs that had been identified in the OASys assessments.
- The OASys assessment and the Offender Manager's professional discretion appeared to influence how resources were used to address other needs.

5.1 The nature of sentences and sentence plans

Sentence length

Table 5.1 summarises the sentence lengths imposed on all offenders sentenced to a Community Order by different tiers and other characteristics of the offender.

More than 80% of Community Order sentences were for 12 months or less. Within each tier, the most common sentence length was 7 to 12 months and 91% of Tier 1 offenders had a sentence length of between 7 and 12 months. Not surprisingly, longer sentences were concentrated in Tier 4 and Tier 3 offenders. In contrast, there was little difference between risk of reoffending groups and longer sentences (if anything, offenders at lower risk of reoffending had long sentences on average). This is likely to be explained by the fact that risk of harm and sentencing decisions influence tiering before risk of reoffending (see Section 4.1 for the relationship between tier and risk of reoffending).

Table 5.1 Sentence length by tier, risk of reoffending, gender and age

			Sentence length					
			6 months or less	7–12 months	13–18 months	19–24 months	25–36 months	*Base*
Gender	Female	%	14	75	7	3	0	*23,288*
	Male	%	9	75	8	7	1	*120,985*
Age	18–20	%	10	78	7	4	1	*24,402*
	21–24	%	10	77	7	5	1	*26,973*
	25–39	%	10	74	8	7	1	*61,892*
	40 or over	%	10	72	7	7	3	*31,025*
Risk of reoffending (OGRS3)	Low	%	10	77	5	6	2	*81,133*
	Medium	%	9	73	10	8	1	*35,881*
	High	%	11	73	11	5	0	*22,025*
	Very high	%	14	72	11	3	0	*5,253*
Tier	1	%	7	91	2	1	0	*55,226*
	2	%	15	73	8	4	0	*36,184*
	3	%	9	61	14	14	3	*46,055*
	4	%	10	51	13	16	9	*5,259*
Total			10	75	8	6	1	*144,292*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data

Women were more likely to have shorter sentences (6 months or less) and less likely to have longer sentences, while age did not appear to be associated with sentence length.

Offence seriousness appears to have a limited relationship with sentence length, although these findings should be treated with caution as offence seriousness was not stated for the majority of offenders.[35] Only 12% of offences categorised as 'very serious' resulted in a sentence length of 19 months or more; however, a lower proportion of sentences of 19 months or more were recorded for offences categorised as 'high', 'medium' or 'low' seriousness. However, more than 70% of 'low' to 'very serious' offences resulted in a sentence of 7–12 months (Appendix Table A.26).

Requirements

The number of requirements imposed as part of the sentence was related to sentence length (Appendix Table A.27), risk of reoffending (Appendix Table A.28) and sentence tier (Appendix Table A.29); 89% of offenders with sentences of 19–24 months had two or more requirements and 93% of those with sentences from 25–36 months had two or more requirements. In comparison, only 26% of offenders with sentences of six months or less and

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[35] In the FORM 20 data, offences are categorised by very serious, high, medium or low offence seriousness.

43% of those with sentences of 7–12 months had two or more requirements. Further, offenders with higher scores for the risk of reoffending and who were in higher sentence tiers had more requirements: 68% of offenders with a very high risk of reoffending and 65% with a high risk had two or more requirements as part of their sentence, compared with 37% of offenders with low risk of reoffending and 58% with a medium risk. A majority of offenders in Tiers 2, 3 and 4 had two or more requirements and only 14% of Tier 1 offenders had two or more requirements.

The most common requirement was unpaid work: 55% of offenders had this as a requirement of their Community Order. The percentage of offenders who had a particular requirement in their sentence is presented for each tier in Figure 5.1 (see also Appendix Table A.30).

Figure 5.1 Percentage of offenders within each tier by type of requirement
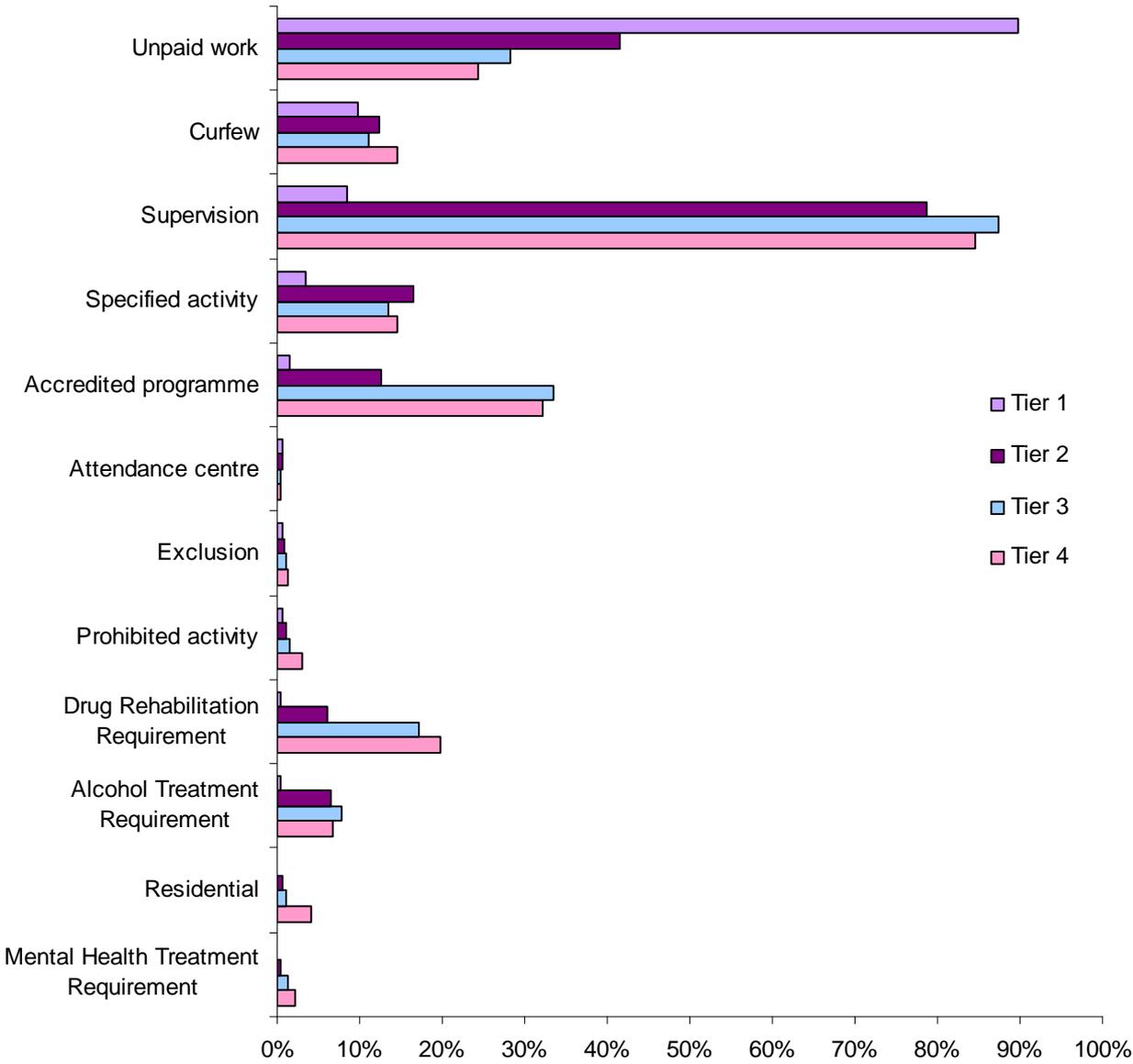
Base: All offenders starting Community Orders (Oct 2009 to Dec 2010); Base=142,793
Source: FORM 20 administrative data

Those offenders with an unpaid work requirement were mainly Tier 1; 90% of Tier 1 offenders had an unpaid work requirement. In contrast, supervision was the main requirement for Tier 2 to 4 offenders; for example, 85% of Tier 4 offenders had this requirement as part of their sentence. Accredited programmes were ordered in around one-third of Tier 3 and Tier 4 sentences. The remaining requirements were used less frequently.

The different types of requirements in sentences have been categorised into restrictive and supportive requirements for this report.[36, 37] Table 5.2 shows the percentage of offenders who had at least one restrictive requirement and one supportive requirement in their sentence.[38]

Table 5.2 Percentage of offenders within each tier by restrictive and supportive requirements in their sentence

		Restrictive requirements[1] in sentence	Supportive requirements[2] in sentence	Base
Tier 1	%	96	3	55,226
Tier 2	%	61	25	36,188
Tier 3	%	47	57	46,050
Tier 4	%	48	56	5,260
Total	%	70	28	142,819

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: OASys administrative data and FORM 20 administrative data

[1] *Restrictive interventions are exclusion, unpaid work, prohibited activity, specified activity, attendance centre, curfew, and residential*

[2] *Supportive interventions are MHTR, ATR, DRR and an accredited programme*

Table 5.2 shows that restrictive requirements were used more with Tier 1 and 2 and supportive requirements were rarer in these tiers. In contrast, just over half of Tier 3 and Tier 4 offenders had a supportive requirement, which tended to be accredited programmes and DRRs[39] and Alcohol Treatment Requirements (ATRs), but just under half of those had a restrictive requirement. This suggests that as the tier increases, sentencers impose requirements that will support the offender as well as punish. This would be expected for offenders allocated to Tier 3 where the requirements are designed to 'change' their behaviour. However, the similar percentage of Tier 4 offenders with restrictive requirements compared with Tier 3 is unexpected since the purpose of requirements for offenders in this tier is to 'control' as well as 'change' them. The supervision requirement in Tiers 3 and 4 is more restrictive because offenders attend more meetings with their Offender Manager, which also means they receive a higher level of support.

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[36] Restrictive interventions are exclusion, unpaid work, prohibited activity, specified activity, attendance centre, curfew, and residential. Supportive interventions are MHTR, ATR, DRR and an accredited programme. This classification was based on the NOMS Offender Management Model (NOMS, 2005).

[37] A separate OMCCS report (Cattell et al, 2013) looks at punitive elements of Community Orders; this classified 'punitive requirements' as exclusion, unpaid work, prohibited activity and curfew. Sentence requirements not included in the punitive category were MHTR, ATR, DRR, accredited programmes and, attendance centres aimed at addressing offending behaviour, and specified activities that included education and skills courses.

[38] Table 5.2 excludes the supervision requirement, as that requirement is both restrictive (the offender must attend a set number of meetings with the Offender Manager), and supportive (sessions with the Offender Manager will be used to discuss and address the offender's need). The majority of Tier 2, 3 and 4 offenders had a supervision requirement.

[39] DRRs do include a restrictive element as well (mandatory drug tests) but following the DRRs guidelines they have been include as a supportive requirement.

Supportive interventions

All offenders in Tiers 3 or 4 and all offenders who have a supervision requirement in Tier 2 qualify for an OASys assessment to be completed after sentencing; 88% of offenders eligible for an OASys assessment had an accompanying sentence plan (see Section 4.2 for the characteristics of those receiving an OASys assessment compared with those who did not). The sentence plan includes a list of interventions; these are delivered in addition to the sentence requirements to support the offender.

Figure 5.2 shows the percentage of offenders who had one or more interventions in their sentence plan; 31% of offenders had two interventions planned, and 29% had three interventions.

Figure 5.2 Number of interventions planned in sentences
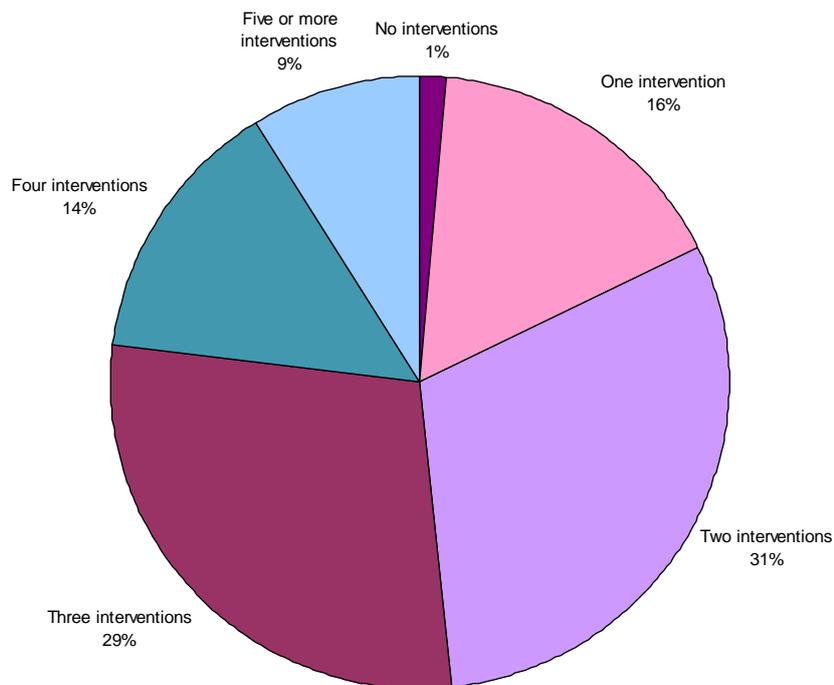
Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment and who had a sentence plan; Base=70,539

Source: OASys administrative data

The majority of offenders had some sort of advocacy or counselling included in their plan; 58% had advocacy and 66% had counselling. Accredited programmes were planned for 38% of the offenders. Skills intervention and specialist intervention were the least common, with these planned for 30% and 21% of offenders respectively. These figures are broken down by tier in Table 5.3.

Table 5.3 Percentage of offenders by type of intervention in their sentence plan

	Tier 2 %	Tier 3 %	Tier 4 %	Total %
Accredited interventions	25	47	47	38
Advocacy interventions	55	60	67	58
Counselling interventions	69	63	66	66
Skills interventions	31	29	33	30
Specialist interventions	16	23	32	21
Base	*26,258*	*39,731*	*4,545*	*70,534*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment and who had a sentence plan

Source: OASys administrative data

Tier 3 and 4 offenders had more accredited interventions, specialist interventions and advocacy interventions in their plans than Tier 2 offenders. Similar percentages in all tiers of offenders had a counselling intervention and a skills intervention.[40] The high percentage of accredited programmes and counselling within Tier 2 appears to counter the rationale of the NOMM (to 'punish' and 'help' Tier 2 offenders). However, offenders with low risk of harm and high risk of reoffending can be placed in Tier 2, particularly if they have certain requirements, such as an Alcohol Treatment Requirement, or are on certain programmes, such as the Drink Impaired Drivers accredited programme.

Offenders sentenced for the offences of fraud or forgery and motoring offences received fewer than two interventions in their plan, on average. All other offenders received more than two on average and offenders sentenced for theft or burglary received the most – nearly three interventions. Advocacy and counselling interventions were planned for a majority of offenders across all offence types (Appendix Table A.31). The exception was sexual offenders where 42% had an advocacy programme and the vast majority within that group (73%) had an accredited programme planned, such as the Sex Offender Treatment Programme (SOTP).

The number of interventions planned did not change significantly by sentence length (see Appendix Tables A.32 and A.33); all sentence lengths averaged between two and three interventions each; 2.6 (0–6 months), 2.7 (7–12 months), 2.9 (13–18 months), 2.8 (19–24 months), and 2.7 (25–36 months).

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[40] More people have accredited programmes in their sentence plan than as a requirement of their sentence. The sentence plan data might be referring to different types of structured programme rather than just those that are accredited, or the form may have been completed incorrectly.

5.2 Are sentences and sentence plans tailored to risk of reoffending?

Requirements and risk of reoffending

Table 5.4 shows that, on average, offenders with a low risk of reoffending were more likely to have a restrictive requirement in their sentence than higher-risk offenders, but only by a small margin. In contrast, one in five offenders with a low risk of reoffending had a supportive requirement, whereas nearly all very high-risk offenders had a requirement of this type. Most offenders at high risk of reoffending had a supervision requirement in addition to those requirements included in Table 5.4.

Table 5.4 Mean number of requirements by risk of reoffending

	Number of requirements in the sentence[1]				
	Restrictive		Supportive		
	Mean	SD	Mean	SD	*Base*
Risk of reoffending (OGRS3)					
Low	0.9	0.5	0.2	0.5	*81,198*
Medium	0.7	0.6	0.5	0.7	*35,898*
High	0.7	0.7	0.7	0.9	*22,035*
Very high	0.6	0.7	0.9	1.0	*5,257*
Total	0.8	0.6	0.4	0.6	*144,388*

Base: *All offenders Community Orders (Oct 2009 to Dec 2010)*

Source: OASys administrative data

[1] *Supervision requirement not included*

In determining resource allocation, the NOMM requires that offenders with a high risk of serious harm require a higher degree of accountability, more restrictions and surveillance. There are very few offenders (1,040 offenders, less than 1%) who had been assessed as posing a 'high' or 'very high' risk of serious harm; of these 44% had four interventions planned and 51% had five or more interventions planned (see Appendix Table A.34).

Supportive interventions and risk of reoffending

More resources were planned for offenders with a higher risk of reoffending but the difference with low-risk offenders was not large. Offenders with a low risk of reoffending had 2.4 interventions in their sentence plan on average and offenders with a very high risk of reoffending had on average 3.0 interventions in their plan (Appendix Table A.35). Those with a high risk of reoffending had a similar number of interventions in their plan on average (3.0) and those with medium risk had 2.7.

However, some interventions are more resource-intensive than others. The types of interventions planned for offenders are summarised in Table 5.5 by risk of reoffending band.

The most common type of intervention was advocacy for the two highest risk of reoffending bands and counselling was the most common for the two lowest risk bands. Counselling and accredited programmes were used more equally across the risk of reoffending bands; this is counter to the need to aim offending programmes at offenders at medium and high risk of reoffending. Advocacy and specialist interventions were slightly more likely to be added to the sentence plans of offenders at higher risk of reoffending. Skills interventions were not used significantly more for offenders at higher risk of reoffending.

Table 5.5 Percentage of offenders who have a type of intervention by risk of reoffending

	Risk of reoffending (OGRS3)				
	Low	Medium	High	Very high	**Total**
	%	%	%	%	%
Accredited interventions	38	41	38	33	38
Advocacy interventions	50	60	68	72	58
Counselling interventions	67	66	65	62	66
Skills interventions	26	31	33	36	30
Specialist interventions	18	21	25	29	21
Base	*28,230*	*22,239*	*15,922*	*4,143*	*70,534*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment and who had a sentence plan

Source: OASys administrative data

Looking at the 1,040 offenders in the OMCCS who were assessed as posing a 'high' or 'very high' risk of serious harm; 63% of 'high' risk offenders received a supportive intervention rising to 78% of the 'very high' risk offenders.

5.3 Are sentence plans tailored to identified needs?

Types of need addressed

Eighty-eight per cent of offenders had at least one need that was planned to be addressed in their sentence plan; 28% of offenders had one need addressed and a further 28% had two needs addressed (see Appendix Table A.36). Figure 5.3 looks at the eight needs assessed in OASys, showing the percentage of offenders where the sentence plan identified that a need would be addressed and the percentage that had an intervention in their plan for that need to be addressed.

Figure 5.3 Percentage of offenders who had a sentence plan to address a need and who had an intervention to address a need in their sentence plan[41]
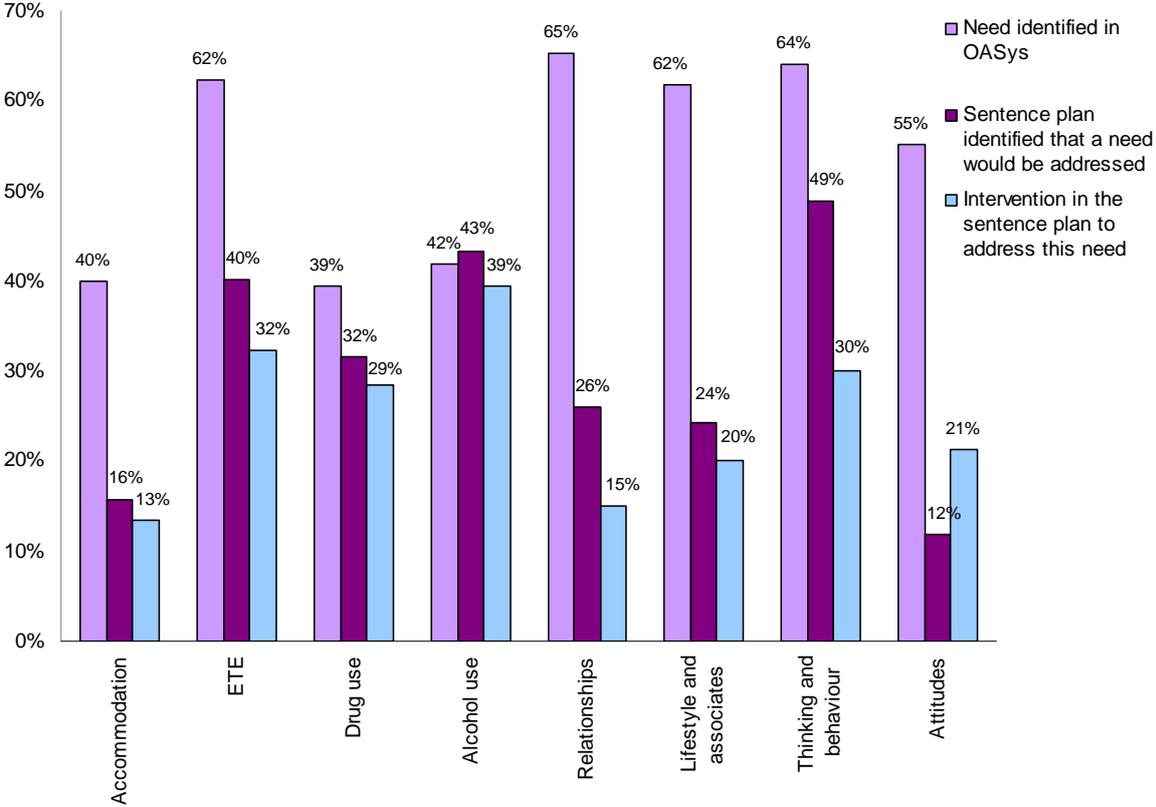
Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment, who had a sentence plan and had all needs assessed: Base=54,931

Source: OASys administrative data

In nearly half (49%) of sentence plans, the Offender Manager identified thinking and behaviour as a need to be addressed in the sentence plan. The next most common need identified to address was alcohol use (43%), followed by education, employment and training (40%). Accommodation and attitudes were identified in fewer cases.

The most common type of need addressed with an intervention was alcohol use; this was the only need addressed for nearly 40% of offenders (many interventions are associated with reducing alcohol use) and 17% of offenders had an advocacy intervention planned to address alcohol use or substance use. Alcohol Treatment Requirements were used in 8% of cases to address alcohol use; other specialist interventions and counselling to address alcohol use were used in 6% and 5% of cases respectively.

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[41] OASys needs are derived from the assessment score for each need in the assessment. The identified to addressed figure is derived from the sentence plan where the Offender Manager indicates what needs are to be addressed during the order. The intervention identified figure is derived from the sentence plan's list of interventions; these were mapped on to the needs reviewed in the OASys assessment.

After alcohol use, the need most frequently addressed was ETE; 32% of offenders had this need addressed, principally through advocacy (20% of offenders had employment advocacy planned). ETE was closely followed by thinking and behaviour, which was addressed in some way for 30% of offenders. The needs that were least addressed were relationships and accommodation (15% and 13% of offenders respectively had interventions to address these needs), typically via some form of advocacy.

Offenders with a higher risk of reoffending had more needs addressed with an intervention in their sentence plans; only 6% of very high risk offenders had no needs addressed, whereas 16% of low risk offenders had no needs addressed. Within the low and medium risk of reoffending groups the most common number of needs addressed was one or two (62% and 55% respectively). Within the very high risk of reoffending band, the most common number of needs addressed was also one or two (47%) but 38% of this group had three of four needs addressed; figures for the high risk of reoffending band showed a similar pattern (Table 5.6).

Table 5.6 Percentage of offenders within each risk of reoffending band by number of OASys needs addressed

	OGRS3 risk of reoffending				
	Low %	Medium %	High %	Very high %	Total %
Number of OASys needs addressed in the plan					
No needs	16	11	8	6	12
One or two	62	55	50	47	56
Three or four	20	29	35	38	28
Five or more	2	5	7	9	5
Base	*20,941*	*16,964*	*13,384*	*3,642*	*54,931*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment with all needs assessed and who had a sentence plan

Source: OASys administrative data

Many offenders had an intervention called one to one counselling (see Appendix Table A.37).[42] The Offender Manager might use this intervention to address needs that are not addressed by other interventions. Nearly 60% of offenders, who had one to one counselling in their plan and whose needs were not addressed with another intervention, had one to one counselling to address the thinking and behaviour need. Nearly 30% had relationships needs and lifestyle needs addressed in this way. The intervention was used less frequently to address drug and accommodation needs. A qualitative study, which formed part of the OMCCS (Turley et al, 2011), suggested that the one to one counselling will be supervision.

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[42]   This was not mapped to a specific need in the OASys assessment.

Thinking and behaviour, lifestyle and relationships are needs conducive to change through counselling and challenge. However, the qualitative study noted that Offender Managers, despite efforts to challenge certain behaviours, considered it to be imperative that the offender wanted to change.

Addressing needs identified in assessments

The majority of offenders (82%) had at least one need that was identified in their OASys assessment addressed in their sentence plan; 28% had one need addressed and 28% had two needs addressed. The need most commonly addressed in some way was alcohol misuse (69%). The next most common addressed need was drug use (63%).

Table 5.7 shows the percentage of offenders who had a need addressed and whether that need was identified in their OASys assessment. In all cases, an offender was more likely to have a need addressed when it was identified in their assessment than when it was not. The difference was largest in drug use, accommodation and alcohol use.

Table 5.7 Percentage of offenders who had an OASys need addressed in their sentence plan

	Need identified in OASys		
	Yes	No	
	%	%	*Base*
Need addressed in sentence plan			
Accommodation	28	4	*54,931*
ETE	42	16	*54,931*
Drug misuse	63	6	*54,931*
Alcohol misuse	69	18	*54,931*
Relationships	18	10	*54,931*
Lifestyle and associates	24	13	*54,931*
Thinking and behaviour	33	26	*54,931*
Attitudes	27	15	*54,931*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment with the needs section and sentence plan completed

Source: OASys administrative data

Relationships and lifestyle were needs that were relatively rarely addressed in a sentence plan. These needs were identified as being associated with offending by a majority of offenders (63% and 61% respectively); although as discussed one to one counselling may be used to address both these needs.

Table 5.7 suggests that Offender Managers were using their discretion to address needs when the OASys assessment did not identify a need. This may reflect a Risk-Need-Responsivity approach, where issues that may not be criminogenic in themselves are being

addressed to create a platform for tackling those that are more directly criminogenic. This was investigated using the OASys assessment, which asks managers to identify whether a need is related to offending, and the survey which asked offenders what they thought their needs were. The percentage of offenders who had a need identified through these methods that was addressed in their sentence plan is shown in Table 5.8.

The needs identified by the Offender Manager were, by and large, addressed in a similar way as the OASys needs shown in Table 5.8. In three cases: education, training and employment, drug use and alcohol use, the Offender Manager identified needs were more likely to be addressed in a sentence plan; however, the differences in percentages were small. More than three-quarters of offenders who identified a drug use need had that need addressed in their sentence plan. A minority of offenders who identified education, accommodation and attitudes as needs had those addressed in the sentence plan (38%, 21% and 30% respectively).

Table 5.8 Percentage of offenders who had an Offender Manager identified need or a self-identified need addressed in their sentence plan

	Offender Manager identified		Offender identified		*Base*	
	Yes	No	Yes	No		
	%	%	%	%	*OASys*	*Survey*
Need addressed in sentence plan						
Accommodation	25	9	21	8	*54,928*	*1,638*
ETE	46	27	38	22	*54,928*	*1,642*
Drug misuse	67	5	76	15	*54,928*	*1,640*
Alcohol misuse	62	12	-	-	*54,928*	*-*
Relationships	24	2	-	-	*54,928*	*-*
Lifestyle and associates	23	15	-	-	*54,928*	*-*
Thinking and behaviour	31	19	-	-	*54,928*	*-*
Attitudes	25	16	30	31	*54,928*	*1,642*

Base: Offender Manager identified: Offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment with the needs section and sentence plan completed; Offender identified: Baseline survey respondents eligible for an OASys assessment who had a sentence plan completed

Source: OASys administrative data matched with survey data

While Table 5.7 and Table 5.8 show that offenders' needs were, in general, being targeted in the sentence plans, not all offenders had an identified need addressed. Targeting of resources at higher tiers and risk of reoffending could explain this. The higher tier offenders and those with a higher risk of reoffending tended to have more needs addressed; 28% of offenders with a low risk of reoffending had no needs addressed whereas only 12% of offenders at high risk of reoffending and 8% of very high risk offenders had no identified needs addressed. A higher percentage of offenders at very high risk of reoffending had three or more identified needs addressed (21% had three identified needs addressed and 19% had

four or more addressed) than in any of the other risk of reoffending groups. However, the number of identified needs that were actually addressed is lower than the total number of needs that were intended to be addressed in the sentence plans, particularly so for the higher risk of reoffending groups (see Appendix Table A.38).

Addressing the most important needs

Some needs might be greater than others; formal intervention may be needed when the OASys score on any of the eight criminogenic needs scored in the OASys assessments is high, while general supervision might be sufficient when the OASys assessment indicates a need but the score is at the lower end of the spectrum. The OASys guidance stresses that any issues that pose a risk of serious harm should be prioritised.

Of those offenders who had an OASys assessment and a sentence plan, 36% of needs identified were targeted in the sentence plan. Most offenders are in the lower risk of reoffending bands and have sentences of 12 months or less, so this finding is not surprising. However, this still suggests that there are needs that are not being targeted.

The mean percentage of needs addressed varied considerably across the Probation Trusts, perhaps reflecting different practices and strategies, or the availability of certain programmes. The mean number of identified needs that were addressed varied from 23% to 49%. Fifty per cent of Probation Trusts addressed between 33% and 38% of needs. The differences between areas suggests that offenders sentenced for the same offence had different experiences of the Community Order; as the NOMM does not impose conformity, some differences between areas are to be expected.

Table 5.9 compares the mean OASys score on each of the eight scored criminogenic needs for those offenders who had their need addressed and those who did not.

The sentence plans targeted interventions to address drug misuse and accommodation problems to those with the highest needs. The average OASys assessment score for those who had their drug misuse need addressed was 5.7 compared with a score of 3.7 for those who did not have their drug misuse need addressed. The average score of those who received an accommodation intervention was 5.9, compared with 4.1 for those who did not have their accommodation need addressed. A small difference was noted between those who had an intervention to address alcohol misuse in their plan and those who did not (5.9 compared with 5.3). In the remaining five criminogenic needs scored in the OASys

assessment, there was little difference between the two groups; this could suggest that those most in need in those five areas were not being targeted in the sentence plans.

Table 5.9 Mean OASys assessment scores of offenders with an identified need by whether the need was addressed in the sentence plan

	Need addressed in plan		Need not addressed in plan		Difference between	
	Mean	SD	Mean	SD	means	*Base*
Need identified in OASys						
Accommodation	5.9	2.5	4.1	2.5	1.7	*21,958*
ETE	5.0	1.5	4.9	1.5	0.2	*34,220*
Relationships	3.4	1.2	3.3	1.2	0.0	*35,854*
Lifestyle	3.3	1.2	3.2	1.2	0.1	*33,984*
Drug misuse	5.7	2.1	3.7	1.6	2.0	*21,684*
Alcohol misuse	5.9	1.2	5.3	1.2	0.6	*23,006*
Thinking and behaviour	5.3	1.3	5.2	1.3	0.1	*35,228*
Attitudes	3.4	1.4	3.3	1.4	0.1	*30,315*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment with the needs section and the sentence plan completed

Source: OASys administrative data

Further analysis showed that the reasons for these differences was not due to differences in individual offenders' tiers, risk of reoffending, sentence length, or Offender Managers first addressing an individual offender's accommodation, drug or alcohol misuse.[43] Local differences among individual Probation Trusts did not account for the pattern.

Needs and relationship with the Offender Manager

A good relationship between the Offender Manager and the offender might allow for the identification of more needs and planning for how they can be best addressed. No relationship was found between the number of needs addressed and the offender's attitudes, at the first survey,[44] to:

- Whether the sentence took account of the offender's personal situation;
- The quality of the relationship with the Offender Manager; or
- Whether the offender said they were less likely to offend because of the Community Order.

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[43] The qualitative study that formed part of the OMCCS (Turley et al, 2011) looked at the factors affecting the operation and impact of the NOMM, and involved in-depth interviews with individuals from offender management teams. This found that two overarching objectives guided the sequencing of orders: reducing the risk of harm; and reducing reoffending. Running alongside these factors was the need to stabilise the offender by tackling serious alcohol misuse.

[44] Around three months after the start of the offender's Community Order.

For example, 72% of those with no needs addressed agreed that the sentence took account of their personal situation, compared with 77% of those who had five or more needs addressed.

6. Conclusion

Offenders subject to Community Orders were a diverse group with complex needs and responding to those needs in a proportionate manner required understanding between the offender and the Offender Manager.

Resources followed risk of reoffending. Assessments were generally carried out in line with an offender's risk of reoffending, and offenders at higher risk of reoffending received more resource to address their offending behaviour than lower-risk offenders. The offenders at higher risk of reoffending tended to receive more support interventions, but sentence plans need to be in proportion to the offence committed and that will influence the extent to which resources can follow risk of reoffending.

However, the findings presented here indicate that the allocation of resources to risk of reoffending is not a straightforward matter and that in some instances it appeared not to be as consistent as expected. A higher number of assessments were conducted than would be expected according to tier-based eligibility, while some offenders did not receive the level of assessment that they perhaps should have done. This may have impacted on the effectiveness of sentence plans.

Inconsistencies may also have occurred where the needs were more apparent, and given priority, such as drug misuse and lack of accommodation, than other needs which were psychosocial in nature – for example, relationships, attitudes and thinking and behaviour. Offender Managers used the formal assessment process to target those more at risk of reoffending and to manage and plan sentences. They also appeared to exercise their professional judgement to either prioritise among formally identified risks or identify other risks not captured by formal assessment. This approach appeared to be a pragmatic response to the complex needs of the offender group, and may represent the reasonable use of assessment sources (including professional judgement), local practices and service availability.

However, the variation between types of need identified in assessment and those addressed in the sentence plan suggests room for improvement. Previous research has suggested that there was pressure on resources available for assessment, including the experience of staff, which may be relevant here.[45] Drug and alcohol use and accommodation problems (where

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[45]   Turley et al (2011).

the match between the assessment and sentence plan was better) are needs that can be identified at the beginning of a sentence. Assessments of other needs, such as attitudes and education and training, might be more accurate once the relationship between the Offender Manager and the offender develops. Offenders' feedback on the Community Order was particularly positive when they perceived that the Offender Manager understood their needs. Reviewing needs and activities planned to address these needs over time, with input from experienced staff, may result in improved sentence planning.

The findings of this report indicate that there was some difference between what the OASys assessment tool identified as a criminogenic need and what Offender Managers and offenders identified as needs associated to their criminal behaviour. This suggests that the allocation of resources did not strictly follow the needs and risks identified by the OASys and OGRS3 tools. This might be reasonable and may reflect the Offender Managers taking a more holistic view of the offenders' needs; Offender Managers' perceptions are included in the overall OASys assessment.

Finally, the survey of offenders suggests that the relationship between the offender and the Offender Manager was an important influence on the offender's attitudes to reoffending early in the sentence. Enabling and encouraging constructive relationships to develop might help Offender Managers to support offenders to address their risk of reoffending.

Further analysis of the OMCCS will investigate the importance of decisions on targeting assessments and the exercise of judgement in sentence planning to reduce reoffending. Future reports will look at other aspects of offender management and outcomes experienced by offenders on Community Orders, including investigating the levels of reoffending among this group.

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Glossary and abbreviations

Accredited programmes: These are structured and planned interventions with offenders. Centred on an evidence base of what works, they provide a consistent approach to reducing offending.

Advocacy: Interventions where a representative will often work on behalf of an offender, signposting and accessing available services.

Alcohol Treatment Requirement (ATR): The ATR provides access to a tailored treatment programme with the aim of reducing drink dependency. The requirement can last between six months and three years.

Baseline interview: For those who participated in the survey, the baseline interview refers to the first interview with the offender (conducted by NatCen) after they commenced their Community Order.

Cohort: The cohort of offenders under analysis in this report consists of those offenders commencing Community Orders between October 2009 and December 2010 (inclusive).

CRIME PICS II: CRIME PICS II is a standard tool for translating responses to attitudinal statements or questions regarding offending behaviour into a raw score. Once calculated, this raw score can be used to identify those with undesirable or problematic attitudes towards offending.

Criminogenic need: A need which is known to influence offending behaviour for an individual.

Drug Rehabilitation Requirement (DRR): A DRR requires an offender to have treatment to reduce or eliminate dependency on, or likelihood to misuse, drugs.

Education, Training and Employment (ETE): ETE have been closely linked to offending. Interventions addressing these areas may be targeted at offenders whose unemployment or lack of skills are key factors in their offending.

First wave: See 'Baseline interview'.

FORM 20 data: The FORM 20 database contains information on all probation sentence commencements, and is held by probation areas at the national level.

Inter-rater reliability: This is a measure of the consistency with which different 'raters' apply the rules of an assessment process and produce the same results. Ideally, all raters would produce the same outcome, but with a complex assessment such as OASys some variation would be expected. Statistical measures, such as Kappa statistics, of this variation can be used to decide whether the level of variation is acceptable.

Interim Accredited Programmes System (IAPS): IAPS is a nationally held database containing information about offenders' attendance on programmes and interventions.

National Offender Management Model (NOMM): The NOMM was introduced to provide a more strategic approach to managing offenders. Central to this was the end-to-end management approach whereby interventions are selected, sequenced and delivered. Responsibility for this resides with a single Offender Manager who is responsible for managing, supervising and administrating the whole of an offender's sentence from commencement to termination (NOMS, 2005).

Offender Assessment System (OASys): OASys is a national system used to assist Offender Managers in identifying the risks and needs of an offender in order to ensure that resources are allocated effectively. Those on Tier 2 with a supervision requirement are eligible for a standard OASys assessment, and the Offender Manager must complete a series of scored items within each of the eight criminogenic needs. Offenders on Tiers 3 and 4 are eligible for a full assessment. Building on the standard assessment, this covers additional issues within the eight criminogenic needs.

Offender Manager: The person with overall responsibility for the offender and delivering the sentence's objectives. This could be either a Probation Officer or a Probation Service Officer.

OGP score: OASys General Reoffending Predictor (OGP) covers those offences not included in the OVP score, excluding sexual offences. Using responses given to certain OASys items (both static and dynamic), it gives an indication of the likelihood of general reoffending within two years of the commencement of the Community Order. Scores are then grouped into low (less than 33% chance of general reoffending), medium (between 34% and 66%), high (between 67% and 84%) and very high (85% or more chance of general reoffending).

OGRS3 score: The Offender Group Reconviction Scale (OGRS) 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).[46] In use since the late 1990s, OGRS has been continually developed and validated and has become the standard method of predicting reoffending in the Probation Service and the Prison Service of England and Wales (Howard et al, 2009). Its current iteration (OGRS3) groups scores into low (less than 50% chance of proven reoffending within two years), medium (between 50% and 74%), high (between 75% and 89%) and very high (90% or more chance of proven reoffending) risk bands.

OVP score: OASys Violence Predictor (OVP) uses the responses given to certain OASys items (both static and dynamic) to give an indication of the likelihood of violent reoffending within two years of the commencement of their Community Order (expressed as a percentage). Offences covered by this score are violence against the person, weapons, robbery, criminal damage and public order ('violent-type'). Scores are then banded into low (0–29%), medium (30–59%), high (60–79%) and very high (80–99%).

Pre-Sentence Report (PSR): PSRs are produced to provide information about the offender, their offence, and an assessment of likelihood of reconviction and risk in order to inform sentencing. PSRs can take the following forms: orally delivered by a probation officer in court; fast delivery (completed on the same or next working day); or standard delivery (using a full OASys assessment, for completion between conviction and sentencing).

Punitive requirements: These are programmes which are designed to punish an offender (e.g. unpaid work).

Restrictive requirements/interventions: These are programmes/interventions which are designed to limit an offender's behaviour in order to reduce the opportunity for reoffending and act as punishment (e.g. a curfew).

Sex Offender Treatment Programme (SOTP): SOTP is an accredited programme to address those who have committed sexual offences.

Supportive requirements/interventions: These are programmes/interventions which reduce the risk of reoffending by addressing a criminogenic need.

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[46] This report uses the OGRS3 score which predicts proven reoffending within two years.

Tier: The NOMS Offender Management Model identifies four broad modes of case management to ensure that offenders are consistently and appropriately managed. Known as tiers, they prescribes a different approach, and operate in a cumulative way, starting with punish (for Tier 1), adding help for Tier 2, then change for Tier 3 and finally control for Tier 4. An increase in tier represents an increase in the risk mix (i.e., risk of reoffending and risk of serious harm) and needs of the offender, the demands of the sentence and the level of resource required by the Offender Manager (Probation Circular PC08/2008). A change in risk (both of reoffending and of harm) can result in a change of tier.

Universal Dataset: A large dataset of offenders who commenced a Community Order between October 2009 and December 2010. Data comprise both National and Local level administrative data, matched with responses to a survey of offenders.

Wave 1: See 'Baseline interview'.

Appendix A
Additional tables

Table A.1 OMCCS sample characteristics from FORM 20 data

		Gender		Age		Sentence length			
		Male	Female	Young Offender	Adult offender	1–12 months	13–18 months	19–36 months	Total
		%	%	%	%	%	%	%	%
Gender	Male	-	-	87	83	83	84	93	84
	Female	-	-	13	17	17	16	7	16
Age	18–20	18	13	100	-	18	17	10	17
	21–24	19	16	-	23	19	18	15	19
	25–29	18	17	-	22	18	18	18	18
	30–39	24	28	-	30	25	16	28	25
	40–49	15	19	-	19	15	16	20	15
	50 and over	6	6	-	7	6	5	10	6
Ethnicity	White	82	85	83	83	82	86	85	83
	Mixed	3	3	4	2	3	3	3	3
	Asian or British Asian	5	2	4	5	5	4	4	5
	Black or British Black	6	5	5	6	6	5	5	6
	Chinese or other ethnic group	1	1	1	1	1	1	1	1
	Not classified[1]	3	3	4	3	3	2	2	3
Offence	Violence against the person	32	26	33	30	28	39	53	31
	Theft, Burglary, Fraud	27	45	29	30	31	26	10	29
	Motoring offences	13	11	6	14	14	10	3	13
	Drugs offences	7	5	6	7	7	6	4	7
	Sexual offences	2	0	1	2	0	1	14	2
	Other	19	13	25	17	19	18	16	18

Table A.1 continued

		Gender		Age		Sentence length			
		Male	Female	Young Offender	Adult offender	1–12 months	13–18 months	19–36 months	**Total**
		%	%	%	%	%	%	%	%
Sentence length	1–12 months	84	89	88	84	-	-	-	85
	13–18 months	8	7	7	8	-	-	-	8
	19–36 months	8	3	4	8	-	-	-	7
Minimum base		*120,985*	*23,288*	*24,402*	*119,871*	*122,523*	*10,992*	*10,758*	*144,388*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data

[1] *Includes 'not stated' and missing values*

Table A.2 Household structure of those on Community Orders

	Gender		Age				Offence						Total
	Male %	Female %	18–20 %	21–24 %	25–39 %	40 + %	Violence against the person %	Theft, Burglary, Fraud %	Sexual offences %	Drugs offences %	Motoring %	Other %	%
Household structure													
Single – children in household	3	26	3	6	7	7	7	7	2	6	8	4	6
Couple – no children	12	12	6	9	13	18	12	14	25	12	12	9	12
Couple – children in household	14	10	6	9	18	11	15	12	3	14	20	10	13
Other situation – living in parents' home	26	11	53	37	18	5	24	21	28	27	18	28	24
Other situation – hostel or sheltered	6	3	4	6	6	4	3	9	3	6	1	5	5
Other situation – homeless	3	2	3	2	2	3	2	3	2	2	1	3	3
Other situation – living alone	25	24	11	16	25	41	24	24	25	24	29	26	25
Other situation	12	12	14	13	11	11	11	12	12	9	12	15	12
Children													
Living with any of their child(ren)	16	36	9	16	25	18	22	18	5	20	28	14	20
Child(ren) living elsewhere (all)	34	22	17	27	41	30	34	30	13	36	28	37	33
No children	49	41	75	57	34	34	44	51	82	43	44	50	48
Who lived with to 17[1]													
Both natural parents	54	51	38	42	55	69	53	49	74	51	64	53	53
One natural parent	32	33	45	39	30	20	32	33	22	34	26	33	32
One step-parent and one natural parent	11	9	12	15	11	8	10	12	3	12	11	11	11
A step parent only	0	0	1	0	0	0	0	0	0	0	0	0	0
Adopted parents	1	2	1	0	2	1	1	1	0	1	1	2	1
Grandparent(s)	6	7	6	7	7	5	6	6	4	6	9	6	6
Other relatives	2	3	4	2	3	1	3	2	0	1	3	3	2
Foster parents	4	5	8	5	4	3	4	5	2	0	2	6	4
In an institution	5	9	6	5	5	7	6	8	0	3	2	5	6
Other	3	3	6	3	3	2	4	3	1	3	2	4	3
Minimum unweighted base	*2,001*	*590*	*318*	*410*	*1,230*	*631*	*942*	*708*	*66*	*164*	*245*	*466*	*2,591*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data matched to FORM 20 administrative data

[1] Produced using a multicoded variable, and will not total 100%

Table A.3 Health and armed forces background of those on Community Orders

	Gender		Age				Offence						Total
	Male %	Female %	18–20 %	21–24 %	25–39 %	40 + %	Violence against the person %	Theft, Burglary, Fraud %	Sexual offences %	Drugs offences %	Motoring %	Other %	Total %
Any long standing illness or disability	49	62	32	36	53	71	50	52	56	46	54	51	51
Type of disability													
Mental health condition	26	46	12	22	33	40	27	32	13	30	28	32	29
Chronic and systematic conditions	20	30	12	14	23	33	21	23	26	16	26	22	22
Musculo-skeletal conditions	17	16	4	10	17	30	15	17	21	16	23	17	17
Sensory disabilities	6	8	4	4	6	10	6	7	7	4	7	6	6
Learning disability	4	4	5	5	4	3	5	4	3	3	4	4	4
Previously diagnosed as having psychiatric / mental health condition	33	47	22	31	38	43	35	37	27	30	36	37	35
Everyday activities are affected by a disability[1]	31	42	15	19	35	52	30	37	31	31	35	31	33
Served in the Armed Forces	6	1	3	6	5	8	7	4	2	3	6	5	5
Minimum unweighted base	*2,003*	*590*	*319*	*410*	*1,230*	*633*	*943*	*708*	*66*	*164*	*245*	*467*	*2,592*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data

[1] *Either 'A great deal' or 'to some extent'*

Table A.4 Current main work-related activity of those on Community Orders

	Gender		Age				Offence						Total
	Male	Female	18–20	21–24	25–39	40 +	Violence against the person	Theft, Burglary, Fraud	Sexual offences	Drugs offences	Motoring	Other	
	%	%	%	%	%	%	%	%	%	%	%	%	%
Working	27	15	23	30	25	23	32	14	20	16	40	24	25
Looking for work	33	18	50	39	26	21	27	31	38	37	22	38	31
Doing unpaid work	2	2	2	3	2	2	2	3	0	2	3	2	2
Activities related to sentence	5	7	3	4	6	8	4	8	2	11	2	6	6
Attending a course	4	5	8	5	4	1	4	4	5	7	3	3	4
Childcare responsibilities	3	14	2	3	7	3	5	6	2	4	4	4	5
Caring for someone	2	3	1	1	2	3	2	2	5	2	3	1	2
Looking after the home	2	16	2	4	5	7	4	7	0	6	3	3	5
Off sick/ ill	16	16	5	7	20	25	15	20	7	12	14	18	16
Other[1]	5	4	4	4	3	7	4	4	23	2	5	3	4
Unweighted base	*2,002*	*591*	*319*	*410*	*1,231*	*632*	*944*	*707*	*65*	*164*	*245*	*468*	*2,592*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data matched to FORM 20 administrative data

[1] *Including retired, on holiday, and nothing*

Table A.5 Benefits and financial management of those on Community Orders

		Gender		Age				Offence						
		Male %	Female %	18–20 %	21–24 %	25–39 %	40 + %	Violence against the person %	Theft, Burglary, Fraud %	Sexual offences %	Drugs offences %	Motoring %	Other %	**Total** %
Receiving benefits[1]	JSA	37	23	48	46	33	18	32	40	35	38	20	37	35
	Income Support	14	38	9	11	21	24	17	24	11	23	14	14	18
	Incapacity benefits	15	20	4	7	18	27	14	16	16	19	16	17	16
Financial management	Managing well	21	13	31	25	16	16	24	13	35	13	24	21	20
	Just getting by	50	55	45	50	53	53	49	54	42	59	58	46	51
	Getting into difficulties	29	31	24	25	31	31	27	33	23	28	18	33	29
Minimum unweighted base		*1,997*	*590*	*315*	*410*	*1,228*	*633*	*942*	*702*	*66*	*164*	*244*	*466*	*2,586*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data matched to FORM 20 administrative data

[1] *In the last 4 weeks*

Table A.6 Attitudes of those on Community Orders

		Gender		Age				Offence						
		Male %	Female %	18–20 %	21–24 %	25–39 %	40 + %	Violence against the person %	Theft, Burglary, Fraud %	Sexual offences %	Drugs offences %	Motoring %	Other %	Total %
A prison sentence would have been a harsher punishment	Strongly Agree	46	56	45	50	45	52	49	44	52	46	53	47	47
	Agree[1]	81	87	81	85	80	86	84	79	82	82	88	80	82
The length of sentence was fair	Strongly Agree	16	17	14	13	17	17	13	19	25	23	21	14	16
	Agree[1]	69	71	73	71	70	66	64	80	74	79	76	61	70
My sentence was mainly a punishment	Strongly Agree	21	22	23	22	20	22	22	21	20	19	22	22	21
	Agree[1]	80	79	87	79	80	77	80	77	72	81	82	84	80
Community Order as an opportunity to give something back	Strongly Agree	18	18	22	16	18	17	16	18	25	20	19	19	18
	Agree[1]	65	60	68	60	65	63	61	68	63	71	62	65	64
The court considered my personal situation when sentencing	Strongly Agree	21	27	16	22	23	24	21	25	26	27	31	17	22
	Agree[1]	75	78	72	75	78	72	71	83	82	78	76	71	75
Relationship with Offender manager	Excellent	36	45	27	34	38	46	38	36	44	36	46	37	38
I have tried hard to do all the things in my Community Order	Strongly Agree	44	48	36	42	44	55	49	40	59	45	49	43	45
	Agree[1]	96	96	95	95	96	97	96	95	95	97	95	95	96
The Community Order has made me less likely to commit crime	Strongly Agree	31	38	29	32	31	37	31	31	47	34	34	30	32
	Agree[1]	77	77	77	77	78	75	73	82	81	80	80	75	77
Likelihood of being back on a Community Order or in prison	Not at all likely	50	61	44	50	49	64	59	36	77	39	72	53	52
	Not likely	88	90	83	89	88	93	92	82	95	89	97	89	89

Table A.6 continued

		Gender		Age				Offence						
		Male %	Female %	18–20 %	21–24 %	25–39 %	40 + %	Violence against the person %	Theft, Burglary, Fraud %	Sexual offences %	Drugs offences %	Motoring %	Other %	**Total %**
General attitude towards offending[2]	Negative	17	13	20	21	15	11	12	26	10	19	6	16	16
	Medium	22	21	30	23	22	15	20	28	10	28	11	21	22
	Positive	61	66	50	56	63	73	69	46	80	53	83	63	62
Minimum unweighted base		1,931	559	308	386	1,188	607	909	670	66	161	241	443	2,489

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data

[1] *Net (including those who answered strongly agree and agree)*

[2] *Computed using CRIME PICS II groupings*

Table A.7 Attitudes of those on Community Orders by whether less likely to commit crime in future

| | | | The Community Order has made me less likely to commit crime | | | | |
			Agree[1]	Neither agree nor disagree	Disagree	**Total**	*Unweighted base*
The length of sentence was fair	Agree	%	83	8	8	100	*1,793*
	Disagree	%	60	18	22	100	*621*
The court considered my personal situation when sentencing	Agree	%	81	10	9	100	*1,948*
	Disagree	%	60	14	25	100	*426*
Community Order as an opportunity to give something back	Agree	%	86	7	7	100	*1,640*
	Disagree	%	57	18	26	100	*566*
Staff involved me in deciding the aims of my sentence plan	Agree	%	83	8	8	100	*1,730*
	Disagree	%	65	16	19	100	*832*
Total		**%**	77	11	12	100	*2,595*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data

[1] Agree within the table is the combined responses of 'Strongly agree' and 'Agree'; Disagree is the combined responses of 'Strongly disagree' and 'Disagree'

Table A.8 OASys assessments required and in practice delivered by each intended type of assessment

Type of assessment required	Assessment recorded	%
Full assessment	Full assessment	84
	Standard assessment	4
	Basic assessment	0
	No assessment recorded	12
	Total	100
	Base	*51,122*
Standard assessment	Full assessment	51
	Standard assessment	43
	Basic assessment	
	No assessment recorded	6
	Total	100
	Base	*28,328*
No assessment required	Full assessment	17
	Standard assessment	8
	Basic assessment	9
	No assessment recorded	67
	Total	100
	Base	*62,863*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data matched with OASys administrative data

Table A.9 OASys assessments required and in practice delivered

	%
Correct assessment received[1]	68
Assessment recorded when offender not eligible	15
Offender received a higher assessment than needed	10
Offender received a lower assessment than needed	2
Offender eligible for assessment, but no assessment recorded	6
Total	100
Base	*142,313*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data matched with OASys administrative data

[1] *Includes those not assessed*

Table A.10 Type of OASys assessment carried out by tier, risk of reoffending, offence type and sentence

			Full	Standard	Basic	No assessment recorded	**Total**	*Base*
Tier[1]	Tier 1	%	16	6	9	69	100	*55,109*
	Tier 2	%	45	38	2	15	100	*36,082*
	Tier 3	%	84	4	0	12	100	*45,869*
	Tier 4	%	87	1	0	12	100	*5,253*
Risk of offending (OGRS 3)	Low	%	35	12	5	48	100	*81,197*
	Medium	%	57	17	4	22	100	*35,898*
	High	%	69	12	3	16	100	*22,036*
	Very High	%	77	9	2	12	100	*5,257*
Offence	Violence against the person	%	57	13	3	26	100	*44,437*
	Theft, Burglary, Fraud	%	44	13	4	39	100	*42,547*
	Sexual offences	%	90	3	1	6	100	*2,174*
	Drugs offences	%	44	15	4	38	100	*10,053*
	Motoring offences	%	27	16	6	52	100	*18,719*
	Other	%	48	13	4	35	100	*26,458*
Sentence length	0–12 months	%	41	14	5	40	100	*122,523*
	13–18 months	%	77	13	1	9	100	*10,992*
	19–36 months	%	87	6	0	7	100	*10,758*
Total		%	48	13	4	35	100	*144,388*

The header spans "Type of assessment received" across Full, Standard, Basic, and No assessment recorded columns.

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data matched with OASys administrative data

[1] Tier at commencement, or during sentence where missing at commencement

Table A.11 Type of OASys assessment carried out by offenders' demographic characteristics

			Full	Standard	Basic	No assessment recorded	Total	Base
						Type of assessment received		
Gender	Male	%	48	12	4	36	100	*121,081*
	Female	%	42	19	4	35	100	*23,307*
Age	18–20	%	41	14	5	40	100	*24,420*
	21–24	%	44	12	5	39	100	*27,001*
	25–29	%	49	12	4	35	100	*26,021*
	30–39	%	52	13	3	32	100	*35,901*
	40–49	%	49	14	4	33	100	*22,441*
	50+	%	45	15	4	35	100	*8,604*
Ethnicity	White	%	48	14	4	34	100	*119,663*
	Mixed	%	50	11	3	36	100	*3,841*
	Asian or British Asian	%	46	12	4	38	100	*6,555*
	Black or British Black	%	46	9	3	42	100	*8,132*
	Chinese or other ethnic group	%	36	9	5	50	100	*1,818*
	Not classified	%	30	8	5	58	100	*4,379*
Total		%	47	13	4	35	100	*144,388*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data matched with OASys administrative data

Table A.12 Logistic regression of whether OASys assessment was carried out

Variable	Category	Level of significance	Odds ratio	Confidence interval Lower	Confidence interval Upper
Probation Area	1 (Reference)	0.000			
	2	0.024	0.904	0.829	0.987
	3	0.000	17.839	13.926	22.851
	4	0.000	0.640	0.574	0.715
	5	0.000	0.542	0.493	0.596
	6	0.000	11.967	9.990	14.334
	7	0.000	0.547	0.484	0.619
	8	0.002	1.169	1.061	1.287
	9	0.000	0.574	0.521	0.632
	10	0.000	3.092	2.651	3.605
	11	0.000	15.897	12.769	19.791
	12	0.000	0.822	0.758	0.891
	13	0.706	1.028	0.891	1.185
	14	0.000	0.730	0.677	0.786
	15	0.000	2.331	2.086	2.604
	16	0.003	1.159	1.050	1.280
	17	0.000	1.802	1.625	1.997
	18	0.000	1.516	1.390	1.652
	19	0.000	1.587	1.469	1.714
	20	0.000	9.129	7.806	10.676
	21	0.000	1.550	1.358	1.770
	22	0.000	1.182	1.115	1.254
	23	0.543	0.976	0.901	1.056
	24	0.000	0.356	0.318	0.398
	25	0.000	1.388	1.230	1.567
	26	0.000	6.108	5.479	6.809
	27	0.397	0.964	0.887	1.049
	28	0.000	0.390	0.360	0.423
	29	0.000	1.837	1.660	2.033
	30	0.233	0.924	0.812	1.052
	31	0.000	0.557	0.496	0.625
	32	0.000	0.546	0.502	0.594
	33	0.000	1.387	1.210	1.591
	34	0.000	7.064	6.519	7.655
	35	0.953	1.004	0.875	1.153
	36	0.000	0.575	0.516	0.641
	37	0.149	1.058	0.980	1.142
	38	0.000	0.894	0.841	0.950
	39	0.007	1.235	1.060	1.439
	40	0.000	1.565	1.377	1.778
	41	0.000	0.721	0.650	0.801
	42	0.000	0.591	0.548	0.638
Age	Age 50+ (reference)	0.000			
	18–20	0.000	0.321	0.302	0.341
	21–24	0.000	0.418	0.394	0.444
	25–29	0.000	0.514	0.484	0.546
	30–39	0.000	0.695	0.656	0.736
	40–49	0.000	0.857	0.807	0.910
Gender	Male (reference)				
	Female	0.000	1.381	1.334	1.430

Table A.12 continued

Variable	Category	Level of significance	Odds ratio	Confidence interval	
				Lower	Upper
Ethnicity	Not White (reference)				
	White	0.000	1.252	1.208	1.297
OGRS	Low (reference)	0.000			
	Medium	0.000	4.635	4.482	4.793
	High	0.000	8.580	8.203	8.974
	Very high	0.000	13.708	12.520	15.008
Offence	Violence (reference)	0.000			
	Theft, Burglary, Fraud	0.000	0.315	0.304	0.327
	Sexual offences	0.000	2.980	2.464	3.604
	Drugs offences	0.000	0.564	0.535	0.595
	Motoring offences	0.000	0.348	0.333	0.362
	Other	0.000	0.550	0.530	0.572
Sentence length	1–12 months (reference)	0.000			
	13–18 months	0.000	5.559	5.183	5.962
	19–36 months	0.000	7.917	7.299	8.587
	Constant	0.000	1.720		

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010) (Base=142,204)

Source: FORM 20 administrative data

SPSS logistic regression using enter method

All variables entered included in the model

Dependent variable: OASys assessment carried out=1; no assessment recorded=0

Table A.13 Scored elements within the overall OASys assessments of criminogenic needs

		No problems	Some problems	Significant problems	Total	Base
Accommodation						
Current accomodation[1]	%	87	n/a	13	100	67,211
Suitability	%	64	18	18	100	67,120
Permanence	%	63	20	16	100	67,116
Location	%	66	16	18	100	67,125
ETE						
Employment status[2]	%	46	n/a	54	100	67,246
Employment history	%	32	43	25	100	66,840
Work related skills	%	42	37	21	100	66,842
Attitude to employment	%	63	30	7	100	66,857
Drug misuse						
Current drug use[3]	%	81		19	100	68,166
Level of drug use	%	72		28	100	67,938
Ever injected drugs	%	86	9	5	100	68,160
Motivation to tackle drug misuse	%	71	23	6	100	67,978
Level of time engaged in drug taking behaviour	%	76	16	9	100	67,935
Alcohol misuse						
Level of current use	%	57	24	20	100	67,175
Pattern of alcohol use	%	50	20	29	100	67,100
Past alcohol misuse	%	43	25	31	100	66,998
Motivation to tackle misuse	%	67	27	5	100	67,034
Relationships						
Relationship with close family	%	48	37	15	100	66,420
Experiences during childhood	%	54	24	22	100	66,078
Experiences of close relationships	%	43	30	28	100	66,093
Lifestyle and associates						
Regular activities encouraging offending	%	45	38	17	100	66,826
Easily influenced by criminal associates	%	60	30	10	100	66,677
Level of risk taking behaviour	%	36	44	20	100	66,781
Thinking and behaviour						
Problem recognition	%	24	58	18	100	68,165
Problem solving skills	%	13	55	33	100	68,165
Awareness of consequences	%	19	57	24	100	68,165
Attitudes						
Towards supervision	%	66	26	8	100	68,165
Towards the community	%	68	28	4	100	68,165
Motivation to address offending	%	37	54	9	100	68,165

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010) who have received full OASys assessment

Source: OASys administrative data

[1] *Where significant problems equate to the offender being of no fixed abode (NFA)*

[2] *Where significant problems equate to the offender being unemployed*

[3] *Where significant problems equate to the offender using a Class A drug*

Table A.14 Number of OASys needs identified by tier

	Tier 1 %	Tier 2 %	Tier 3 %	Tier 4 %	**Total** %
Number of needs					
0	61	47	7	2	30
1	12	12	7	2	9
2	8	9	10	4	9
3	7	9	13	7	10
4	5	8	15	11	11
5	4	7	16	16	11
6	2	5	15	23	10
7	1	3	11	23	7
8	0	1	4	12	3
Total	100	100	100	100	100
Average number of needs	1	2	4	5	3
Base	16,839	30,642	40,420	4,615	92,516

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) who have one or more completed needs assessment for the criminogenic needs

Source: FORM 20 administrative data matched with OASys administrative data

	Tier 1	Tier 2	Tier 3	Tier 4	**Total**

Table A.15 Percentage of offenders with a need in one area who have a need in the others

Need identified in OASys		Accommodation	ETE	Drug misuse	Alcohol misuse	Relationship	Lifestyle and associates	Thinking and behaviour	Attitudes	Base
					Level of need in other criminogenic areas					
Accommodation	%	-	67	43	43	70	64	66	60	*26,129*
ETE	%	45	-	48	42	68	71	69	64	*39,115*
Drug misuse	%	47	78	-	37	67	79	67	69	*24,257*
Alcohol misuse	%	44	64	35	-	69	69	69	58	*25,508*
Relationship	%	45	67	40	44	-	63	68	59	*39,989*
Lifestyle and associates	%	44	72	50	45	66	-	71	67	*38,652*
Thinking and behaviour	%	43	67	41	44	68	68	-	67	*39,958*
Attitudes	%	45	73	48	43	69	75	78	-	*34,459*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) who have had a need identified in their OASys assessment

Source: OASys administrative data

Table A.16 Level of identified need by overall risk of reoffending, sentence and demographic characteristics

			Need identified by OASys								
			Accommodation	ETE	Drug misuse	Alcohol misuse	Relationships	Lifestyle and associates	Thinking and behaviour	Attitudes	*Minimum base*
OGRS[1]	Low	%	30	37	13	33	53	36	48	30	*27,460*
	Medium	%	38	65	36	41	62	64	61	55	*19,684*
	High	%	47	81	56	42	70	83	70	75	*14,745*
	Very High	%	57	91	72	43	76	92	77	86	*3,910*
OGP	Low	%	25	32	8	31	50	30	45	26	*26,348*
	Medium	%	37	66	33	43	63	65	62	55	*22,636*
	High	%	55	89	73	44	73	91	77	83	*13,041*
	Very High	%	77	97	99	41	83	99	91	97	*3,172*
OVP	Low	%	27	43	25	20	50	44	45	34	*33,645*
	Medium	%	45	72	39	53	70	69	71	65	*25,846*
	High	%	67	91	52	82	84	90	89	90	*4,963*
	Very High	%	81	98	62	94	92	96	98	99	*529*
Tier[2]	Tier 1	%	22	38	13	18	37	36	33	30	*7,781*
	Tier 2	%	35	52	21	38	52	50	49	55	*15,491*
	Tier 3	%	40	64	41	42	67	63	66	75	*37,543*
	Tier 4	%	56	78	53	44	80	83	84	86	*4,515*
Offence	Violence against the person	%	38	51	20	44	65	44	59	44	*24,974*
	Theft, Burglary, Fraud	%	44	76	52	29	63	76	60	62	*17,807*
	Sexual offences	%	23	34	8	18	53	62	68	40	*1,961*
	Drugs offences	%	37	67	80	18	51	76	52	55	*4,201*
	Motoring offences	%	20	36	10	44	37	47	41	33	*4,631*
	Other	%	38	36	25	46	64	58	63	53	*12,225*

Table A.16 continued

			Accommodation	ETE	Drug misuse	Alcohol misuse	Relationships	Lifestyle and associates	Thinking and behaviour	Attitudes	*Minimum base*
						Need identified by OASys					
Sentence length	0–12 months	%	37	60	33	36	58	58	55	50	*48,163*
	13–18 months	%	41	63	35	45	66	62	65	56	*8,310*
	19–36 months	%	41	49	23	41	71	52	71	48	*9,307*
Gender	Male	%	38	57	32	38	59	58	60	51	*56,358*
	Female	%	39	67	29	36	73	58	52	45	*9,441*
Age	18–20	%	38	70	31	35	54	69	62	53	*9,628*
	21–24	%	38	64	33	38	60	62	60	51	*11,491*
	25–29	%	38	61	39	36	62	60	58	53	*12,212*
	30–39	%	39	59	38	38	64	57	58	51	*17,987*
	40–49	%	37	49	23	43	63	49	58	47	*10,698*
	50+	%	33	33	8	40	55	41	55	40	*3,783*
Ethnicity	White	%	39	59	32	41	63	59	60	51	*55,677*
	Mixed	%	37	65	37	26	61	61	57	53	*1,837*
	Asian or British Asian	%	25	47	23	18	38	47	51	41	*2,881*
	Black or British Black	%	32	59	33	17	51	54	55	50	*3,572*
	Chinese or other ethnic group	%	34	49	20	20	42	44	51	41	*593*
	Not classified	%	34	50	25	29	53	47	53	41	*1,245*
Total		%	38	59	32	38	61	58	59	51	*65,799*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010) who had a need identified in their OASys assessment

Source: FORM 20 administrative data matched with OASys administrative data

[1] OGRS3 score at assessment, or from commencement when missing from assessment

[2] Tier at commencement, or during sentence where missing at commencement

Table A.17 Survey measure of tenure and OASys determination of accommodation need

Tenure	OASys determines a need %	OASys determines no need %	No assessment recorded %	Total %
Owned by offender (or partner)	7	11	10	10
Rented by offender (or partner)	37	46	48	45
Part owned and part rented by offender (or partner)	1	1	2	1
Owned by offender's parent(s)	12	19	15	16
Rented by offender's parent(s)	7	11	10	10
Paying board for a property owned / rented by someone else	10	4	4	5
Living rent free in a property owned / rented by someone else	6	3	3	4
In a probation / bail hostel	1	0	0	1
In a DSS or other hostel	5	1	2	2
Supported accommodation (e.g. Sheltered housing or refuge)	5	2	2	3
Other temporary accommodation	3	0	1	1
Homeless and sleeping rough	4	1	1	2
Other	2	1	2	2
Total	100	100	100	100
Unweighted base	*615*	*1,152*	*828*	*2,595*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data matched with OASys administrative data

Table A.18 Survey measures of employment and qualifications and OASys determination of ETE need

			OASys determines a need	OASys determines no need	No assessment recorded	Total	*Unweighted base*
Employment activity in last 7 days[1]	Paid work as an employee	%	15	53	32	100	*551*
	Self employed work	%	13	56	31	100	*101*
	Temporarily off work	%	29	33	38	100	*25*
	No paid work	%	52	17	31	100	*1,918*
Any qualifications	Yes	%	34	33	33	100	*1,589*
	No	%	55	16	29	100	*1,005*
Employment history[2]	Never been unemployed	%	15	49	35	100	*315*
	Mostly in steady jobs	%	26	40	35	100	*949*
	Mainly casual or short term work	%	56	10	34	100	*353*
	Mostly self employed	%	33	32	35	100	*186*
	Frequently in and out of work	%	47	21	32	100	*563*
	More time spent unemployed than employed	%	61	8	31	100	*440*
	Mostly caring for the family	%	41	20	40	100	*256*
	Out of work for health reasons	%	55	15	30	100	*178*
	Mostly in education	%	38	33	28	100	*105*
	Mostly in and out of prison	%	68	10	22	100	*246*
Total		%	42	26	31	100	*2,594*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data matched with OASys administrative data

[1] *Prior to interview*

[2] *Binary responses produced from a multicoded question*

Table A.19 Survey measures of drug use and OASys determination of drug misuse need

		OASys determines a need %	OASys determines no need %	No assessment recorded %	Total %
Drug and frequency of use					
Heroin	Has never used	44	93	75	76
	Used, but not in last 4 weeks	30	6	16	14
	Used less than once a week in the last 4 weeks	7	-	3	2
	Used weekly or more in the last 4 weeks	19	1	7	7
Methadone	Has never used	63	96	84	85
	Used, but not in last 4 weeks	26	4	12	11
	Used less than once a week in the last 4 weeks	2	-	1	1
	Used weekly or more in the last 4 weeks	8	1	3	3
Other opiates	Has never used	60	93	82	83
	Used, but not in last 4 weeks	35	6	15	15
	Used less than once a week in the last 4 weeks	1	0	1	1
	Used weekly or more in the last 4 weeks	4	1	2	2
Crack cocaine	Has never used	44	91	69	74
	Used, but not in last 4 weeks	39	8	23	19
	Used less than once a week in the last 4 weeks	6	-	4	3
	Used weekly or more in the last 4 weeks	11	1	4	4
Cocaine powder	Has never used	33	76	48	58
	Used, but not in last 4 weeks	60	20	46	37
	Used less than once a week in the last 4 weeks	4	2	4	3
	Used weekly or more in the last 4 weeks	4	1	3	2
Amphetamines	Has never used	44	84	63	69
	Used, but not in last 4 weeks	50	15	33	28
	Used less than once a week in the last 4 weeks	2	1	1	1
	Used weekly or more in the last 4 weeks	5	0	3	2
Cannabis	Has never used	9	58	24	36
	Used, but not in last 4 weeks	42	24	32	31
	Used less than once a week in the last 4 weeks	9	4	9	7
	Used weekly or more in the last 4 weeks	40	13	35	26

Table A.19 continued

		OASys determines a need %	OASys determines no need %	No assessment recorded %	**Total** %
Drug and frequency of use					
Ecstasy	Has never used	41	81	58	65
	Used, but not in last 4 weeks	58	18	40	33
	Used less than once a week in the last 4 weeks	1	1	2	1
	Used weekly or more in the last 4 weeks	-	-	-	-
Hallucinogens	Has never used	54	88	68	75
	Used, but not in last 4 weeks	45	11	32	25
	Used less than once a week in the last 4 weeks	1	-	-	-
	Used weekly or more in the last 4 weeks	-	-	-	-
Medication not prescribed	Has never used	67	92	82	84
	Used, but not in last 4 weeks	32	8	18	16
	Used less than once a week in the last 4 weeks	-	-	-	-
	Used weekly or more in the last 4 weeks	-	-	-	-
Used any Class A drug frequently in the last 4 weeks					
	Yes	30	3	13	12
	No	70	97	87	88
Injected a drug in the last 4 weeks					
	Yes	15	1	5	5
	No	85	99	95	95
Minimum unweighted base		*533*	*1,040*	*465*	*2,038*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data matched with OASys administrative data

Table A.20 Survey measures of alcohol consumption and OASys determination of alcohol misuse need

		OASys determines a need %	OASys determines no need %	No assessment recorded %	Total %
Consumed any alcohol in the last 28 days	Yes	84	61	67	69
	No	16	39	33	31
	Unweighted base	*679*	*1,036*	*878*	*2,593*
How often alcohol has been consumed[1]	Never	16	39	33	31
	Less than once a week	15	22	21	20
	Once or twice a week	24	22	24	23
	3 or 4 times a week	14	9	9	10
	Daily or almost daily	31	7	13	16
	Unweighted base	*679*	*1,035*	*877*	*2,591*
Average number of units consumed per day	None	16	40	34	31
	1–6 units	23	31	27	28
	7–12 units	26	17	21	21
	13–20 units	21	8	12	13
	21 or more	13	4	6	7
	Unweighted base	*667*	*1,027*	*867*	*2,561*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data matched with OASys administrative data

[1] *In the last 28 days*

Table A.21 Survey measures of need against tier and reoffending

		Tier				Risk of reoffending (OGRS3)[1]			
		Tier 1 %	Tier 2 %	Tier 3 %	Tier 4 %	Low %	Medium %	High %	Very High %
Accommodation									
Self-assessed need (survey)	Need	37	29	35	33	26	36	39	44
	No Need	63	71	65	67	74	64	61	56
	Unweighted base	*127*	*1,163*	*1,157*	*143*	*1,295*	*721*	*455*	*119*
Unstable accommodation (survey)	Need	15	9	13	21	7	12	20	18
	No Need	85	91	87	79	93	88	80	82
	Unweighted base	*127*	*1,166*	*1,159*	*143*	*1,299*	*721*	*456*	*119*
ETE									
Self-assessed need (survey)	Need	55	52	55	59	46	57	61	65
	No Need	45	48	45	41	54	43	39	35
	Unweighted base	*127*	*1,165*	*1,159*	*143*	*1,299*	*721*	*455*	*119*
Need based on work/qualifications situation (survey)[2]	Need	44	47	55	72	37	54	72	80
	No Need	56	53	45	28	63	46	28	20
	Unweighted base	*127*	*1,166*	*1,159*	*143*	*1,299*	*721*	*456*	*119*
Drug misuse									
Self-assessed need (survey)	Need	15	13	22	24	8	17	32	43
	No Need	85	87	78	76	92	83	68	57
	Unweighted base	*127*	*1,165*	*1,157*	*143*	*1,298*	*720*	*455*	*119*
Hard drug use need (survey)[3]	Need	13	9	17	22	4	13	26	41
	No Need	87	91	83	78	96	87	74	59
	Unweighted base	*127*	*1,164*	*1,158*	*143*	*1,298*	*720*	*455*	*119*
Alcohol misuse									
Self-assessed need (survey)	Need	12	18	22	22	18	19	23	19
	No Need	88	82	78	78	82	81	77	81
	Unweighted base	*127*	*1,164*	*1,159*	*143*	*1,298*	*721*	*455*	*119*
Alcohol use need (survey)[4]	Need	9	11	15	21	10	15	18	17
	No Need	91	89	85	79	90	85	82	83
	Unweighted base	*126*	*1,151*	*1,142*	*141*	*1,294*	*707*	*444*	*115*
Attitudes									
Defined high risk (survey)[5]	Need	8	12	20	20	7	16	31	38
	No Need	92	88	80	80	93	84	69	62
	Unweighted base	*120*	*1,127*	*1,108*	*135*	*1,260*	*692*	*427*	*111*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data matched with OASys administrative data

[1] *OGRS3 score at assessment, or from commencement when missing from assessment*

[2] *Defined as unemployed with no qualifications or unemployed and poor work history*

[3] *Defined as using a Class A drug weekly or more or injecting*

[4] *As outlined in the 2007 alcohol strategy, women who regularly drink over 35 units a week and men who regularly drink over 50 units a week*

[5] *Defined as those scoring highly using CRIME PICS II scores*

Table A.22 Survey measures of need and OASys determined need

		OASys assessment of a need in specified area			
				No assessment	
		Need	No Need	recorded	**Total**
		%	%	%	%
Accommodation					
Self-assessed need (survey)	Need	45	28	29	33
	No Need	55	72	71	67
	Total	100	100	100	100
	Unweighted base	*665*	*1,158*	*768*	*2,591*
Unstable accommodation (survey)	Need	24	7	9	12
	No Need	76	93	91	88
	Total	100	100	100	100
	Unweighted base	*667*	*1,161*	*767*	*2,595*
ETE					
Self-assessed need (survey)	Need	64	37	55	54
	No Need	36	63	45	46
	Total	100	100	100	100
	Unweighted base	*1,094*	*684*	*816*	*2,594*
Need based on work/qualifications situation (survey)[1]	Need	72	24	50	52
	No Need	28	76	50	48
	Total	100	100	100	100
	Unweighted base	*1,094*	*684*	*816*	*2,594*
Drug misuse					
Self-assessed need (survey)	Need	45	4	21	18
	No Need	55	96	79	82
	Total	100	100	100	100
	Unweighted base	*640*	*1,356*	*596*	*2,592*
Hard drug use need (survey)[2]	Need	34	4	13	13
	No Need	66	96	87	87
	Total	100	100	100	100
	Unweighted base	*639*	*1,358*	*596*	*2,593*
Alcohol misuse					
Self-assessed need (survey)	Need	42	7	16	20
	No Need	58	93	84	80
	Total	100	100	100	100
	Unweighted base	*732*	*1,050*	*813*	*2,595*
Alcohol use need (survey)[3]	Need	29	5	11	14
	No Need	71	95	89	86
	Total	100	100	100	100
	Unweighted base	*716*	*1,042*	*801*	*2,559*

Table A.22 Continued

		OASys assessment of a need in specified area			
				No assessment	
		Need	No Need	recorded	**Total**
		%	%	%	%
Attitudes					
Defined high risk (survey)[4]	Need	23	13	13	16
	No Need	77	87	87	84
	Total	100	100	100	100
	Unweighted base	*825*	*886*	*772*	*2,483*

Base: Offenders starting Community Orders on Tiers 2 to 4 at commencement (Oct 2009 to Dec 2010)

Source: Survey data matched with OASys administrative data

[1] *Defined as unemployed with no qualifications or unemployed and poor work history*

[2] *Defined as using a Class A drug weekly or more or injecting*

[3] *As outlined in the 2007 alcohol strategy, women who regularly drink over 35 units a week and men who regularly drink over 50 units a week*

[4] *Defined as those scoring highly using CRIME PICS II scores*

Table A.23 Survey measures of need and OASys determined need for those with a high or very high risk of reoffending

		OASys determines a need %	OASys determines no need %	No assessment recorded %	Total %
Accommodation					
Self-assessed need (survey)	Need	48	35	35	40
	No Need	52	65	65	60
	Total	100	100	100	100
	Unweighted base	*203*	*252*	*119*	*574*
Unstable accommodation	Need	32	12	12	19
(survey)	No Need	68	88	88	81
	Total	100	100	100	100
	Unweighted base	*204*	*252*	*119*	*575*
ETE					
Self-assessed need (survey)	Need	65	48	63	62
	No Need	35	52	37	38
	Total	100	100	100	100
	Unweighted base	*381*	*65*	*128*	*574*
Need based on work/	Need	80	43	69	74
qualifications situation	No Need	20	57	31	26
(survey)[1]	**Total**	100	100	100	100
	Unweighted base	*382*	*65*	*128*	*575*
Drug misuse					
Self-assessed need (survey)	Need	51	11	32	34
	No Need	49	89	68	66
	Total	100	100	100	100
	Unweighted base	*279*	*181*	*114*	*574*
Hard drug use need (survey)[2]	Need	44	9	22	29
	No Need	56	91	78	71
	Total	100	100	100	100
	Unweighted base	*279*	*181*	*114*	*574*
Alcohol misuse					
Self-assessed need (survey)	Need	46	9	17	23
	No Need	54	91	83	77
	Total	100	100	100	100
	Unweighted base	*170*	*274*	*130*	*574*
Alcohol use need (survey)[3]	Need	38	5	16	18
	No Need	62	95	84	82
	Total	100	100	100	100
	Unweighted base	*164*	*269*	*126*	*559*

Table A.23 continued

		OASys determines a need %	OASys determines no need %	No assessment recorded %	Total %
Attitudes					
Defined high risk (survey)[4]	Need	35	38	20	32
	No Need	65	62	80	68
	Total	100	100	100	100
	Unweighted base	*283*	*133*	*122*	*538*

Base: offenders on community orders on Tiers 2 to 4 at commencement, who have a high or very high OGRS3 score

Source: Survey data matched with OASys records

[1] *Defined as unemployed with no qualifications or unemployed and poor work history*

[2] *Defined as using a hard (Class A) drug weekly or more or injecting*

[3] *As outlined in the 2007 alcohol strategy, women who regularly drink over 35 units a week and men who regularly drink over 50 units a week*

[4] *Defined as those scoring highly using CRIME PICS II scores*

Table A.24 Offender Manager's perception of link between needs and offending by OASys measure of need

			Offender Manager perceives link to offending	No link perceived	**Total**	*Base*
Accommodation	OASys determines a need	%	51	49	100	*26,129*
	OASys determines no need	%	13	87	100	*42,872*
ETE	OASys determines a need	%	35	65	100	*39,112*
	OASys determines no need	%	11	89	100	*27,609*
Drug misuse	OASys determines a need	%	78	22	100	*24,253*
	OASys determines no need	%	9	91	100	*52,094*
Alcohol misuse	OASys determines a need	%	93	7	100	*25,507*
	OASys determines no need	%	28	72	100	*41,446*
Relationships	OASys determines a need	%	70	30	100	*39,986*
	OASys determines no need	%	34	66	100	*25,797*
Lifestyle and associates	OASys determines a need	%	86	14	100	*38,622*
	OASys determines no need	%	28	72	100	*27,994*
Thinking and behaviour	OASys determines a need	%	98	2	100	*39,953*
	OASys determines no need	%	82	18	100	*28,183*
Attitudes	OASys determines a need	%	77	23	100	*34,451*
	OASys determines no need	%	24	76	100	*33,678*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010) who have a full OASys assessment completed

Source: OASys administrative data

Table A.25 Offender Manager's perception of link between needs and offending by survey measures of need

			Offender Manager perceives link to offending	No link perceived	Total	Unweighted base
Accommodation						
Self-assessed need (survey)	Need	%	28	72	100	735
	No Need	%	22	78	100	1,633
Unstable accommodation (survey)	Need	%	44	56	100	255
	No Need	%	21	79	100	2,118
ETE						
Self-assessed need (survey)	Need	%	25	75	100	1,228
	No Need	%	17	83	100	1,144
Need based on work/ qualifications situation (survey)[1]	Need	%	28	72	100	1,187
	No Need	%	14	86	100	1,186
Drug misuse						
Self-assessed need (survey)	Need	%	84	16	100	382
	No Need	%	22	78	100	1,989
Hard drug use need (survey)[2]	Need	%	82	18	100	305
	No Need	%	26	74	100	2,066
Alcohol misuse						
Self-assessed need (survey)	Need	%	87	13	100	446
	No Need	%	46	54	100	1,925
Alcohol use need (survey)[3]	Need	%	82	18	100	309
	No Need	%	50	50	100	2,030
Attitudes						
Defined high risk (survey)[4]	Need	%	56	44	100	326
	No Need	%	45	55	100	1,956

Base: All offenders starting Community Orders on Tiers 2 to 4 (Oct 2009 to Dec 2010) who have a full OASys assessment completed

Source: Survey data matched with OASys administrative data

[1] *Defined as unemployed with no qualifications or unemployed and poor work history*

[2] *Defined as using a hard (Class A) drug weekly or more or injecting*

[3] *As outlined in the 2007 alcohol strategy, women who regularly drink over 35 units a week and men who regularly drink over 50 units a week*

[4] *Defined as those scoring highly using CRIME PICS II scores*

Table A.26 Sentence length by offence seriousness

		Sentence length					
		6 months or less	7–12 months	13–18 months	19–24 months	25–36 months	Base
Offence seriousness							
Low	%	22	75	2	1	0	10,724
Medium	%	9	80	6	4	0	22,526
High	%	5	74	12	9	1	16,439
Very serious[1]	%	5	71	13	10	2	12,315
Too low for community sentence	%	8	65	12	13	2	2,123
Not Stated	%	11	74	7	6	2	74,789
Total	%	10	75	8	6	1	138,897

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data

[1] *In the FORM 20 data offences are categorised as: so serious – custody is inevitable; high; medium; or low. In this report the 'so serious – custody is inevitable' group are referred to as 'very serious'*

Table A.27 Number of requirements by sentence length

		Number of requirements in order				
		1	2	3	4 or more	*Base*
Sentence length						
6 months or less	%	74	23	2	0	*14,484*
7–12 months	%	57	33	9	1	*108,017*
13–18 months	%	19	52	25	4	*10,986*
19–24 months	%	11	60	25	4	*8,944*
25–36 months	%	7	70	18	5	*1,812*
Total		52	36	10	1	*144,243*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data

Table A.28 Number of requirements by risk of reoffending

		Number of requirements				
		1	2	3	4 or more	*Base*
Risk of reoffending (OGRS3)						
Low	%	63	30	6	1	*81,182*
Medium	%	41	42	15	2	*35,886*
High	%	35	46	17	3	*22,033*
Very high	%	32	49	16	3	*5,257*
Total	%	5	36	10	1	*144,358*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data

Table A.29 Number of requirements by sentence tier

		Number of requirements in order				
		1	2	3	4 or more	*Base*
Tier						
1	%	86	12	1	0	*55,289*
2	%	39	49	11	1	*36,188*
3	%	25	53	19	3	*46,057*
4	%	28	47	20	6	*5,260*
Total		52	36	10	1	*142,793*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data

Table A.30 Requirements by tier

	Tier 1 %	Tier 2 %	Tier 3 %	Tier 4 %	**Total** %
Residential	0	1	1	4	1
Accredited programme	2	13	34	32	16
DRR	0	6	17	20	8
ATR	0	6	8	7	5
Curfew	10	12	11	15	11
Attendance centre	1	1	0	0	1
MHTR	0	0	1	2	1
Specified activity	4	16	14	15	10
Prohibited activity	1	1	2	3	1
Supervision	9	79	87	85	55
Unpaid work	90	41	28	24	55
Exclusion	1	1	1	1	1
Base	55,289	36,187	46,057	5,260	142,793

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data

Table A.31 Type of intervention by offence type

		Type of intervention					
		Accredited programme	Advocacy	Counselling	Skills	Specialist	*Base*
Offence type							
Death or injury by reckless driving	%	5	40	80	20	20	*20*
Violence against the person	%	42	54	68	29	19	*25,604*
Sexual offences	%	74	43	59	23	16	*1,899*
Burglary	%	33	69	65	35	23	*5,033*
Other offences	%	38	57	68	28	19	*2,749*
Fraud and forgery	%	29	57	65	34	17	*2,032*
Drugs offences	%	25	69	63	29	26	*4,747*
Motoring offences	%	57	47	62	26	13	*6,014*
Vehicle theft and unauthorised taking	%	39	62	66	31	20	*2,323*
Theft and handling stolen goods	%	27	71	64	31	29	*11,593*
Public order offences	%	37	53	68	32	22	*6,094*
Robbery	%	33	60	73	33	26	*206*
Arson and criminal damage	%	34	61	67	39	22	*2,218*
Total	%	38	58	66	30	21	*70,532*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010)

Source: FORM 20 administrative data

Table A.32 Sentence length by number of interventions planned

		None	One to two	Three to four	Five or more	Base
		Number of interventions				
Sentence length						
6 months or less	%	4	53	36	7	*6,290*
7–12 months	%	4	48	40	8	*45,455*
13–18 months	%	1	43	46	10	*9,223*
19–24 months	%	0	44	47	9	*7,879*
25–36 months	%	0	50	41	9	*1,673*
Total	%	1	47	43	9	*70,520*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) with a sentence plan recorded

Source: OASys administrative data

Table A.33 Mean number of interventions in the sentence plan by sentence length

	Mean	SD	Base
	Number of interventions		
Sentence length			
6 months or less	2.5	1.3	6,290
7–12 months	2.7	1.4	45,455
13–18 months	2.9	1.4	9,223
19–24 months	2.8	1.3	7,879
25–36 months	2.7	1.3	1,673
Total	3.0	1.3	70,520

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment and who had a sentence plan

Source: FORM 20 administrative data

Table A.34 Intervention type by risk of harm

		Low	Medium	High	Very high	**Total**
		Risk of harm in the community				
Intervention type						
Accredited interventions	%	32	42	59	50	*39*
Advocacy interventions	%	60	59	61	67	*59*
Counselling interventions	%	66	67	69	67	*67*
Skills interventions	%	28	31	30	33	*30*
Specialist interventions	%	19	22	32	50	*21*
Base		*23,800*	*42,069*	*2,439*	*18*	*68,326*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment and who had a sentence plan

Source: FORM 20 administrative data

Table A.35 Number of interventions by risk of reoffending

	Number of interventions in sentence plan		
	Mean	SD	*Base*
Risk of reoffending (OGRS)			
Low	2.4	1.2	*28,230*
Medium	2.7	1.3	*22,239*
High	3.0	1.4	*15,922*
Very high	3.1	1.5	*4,143*
Total	2.7	1.3	*70,534*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment and who had a sentence plan

Source: FORM 20 administrative data

Table A.36 Needs addressed in sentence plan

	Percentage of needs addressed	
	%	*Base*
None	12	*6,623*
One need	28	*15,096*
Two needs	28	*15,539*
Three needs	18	*10,130*
Four or more needs	14	*7,543*
Total	100	*54,931*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment who had a sentence plan and had all needs assessed

Source: FORM 20 administrative data

Table A.37 Needs addressed by one to one counselling

	Offenders with the one to one counselling interventions	
	%	*Base*
Need addressed with one to one counselling		
Accommodation	6	990
ETE	19	3,406
Drug use	10	1,712
Alcohol use	16	2,765
Lifestyle	29	5,223
Relationships	30	5,030
Thinking and behaviour	56	9,733
Attitudes	13	2,280
Total	-	*17,469*

Base: Offenders starting Community Orders (Oct 2009 to Dec 2010) with a sentence plan need recorded

Source: OASys administrative data

Table A.38 Needs addressed by risk of reoffending

	Risk of reoffending (OGRS3)				
	Low %	Medium %	High %	Very high %	**Total** %
Number of identified needs addressed					
None	28	18	12	8	19
One need	39	33	27	24	33
Two needs	22	27	29	28	25
Three needs addressed	8	14	18	21	13
Four or more needs addressed	3	8	14	19	9
Base	*19,316*	*16,587*	*13,306*	*3,636*	*52,845*

Base: All offenders starting Community Orders (Oct 2009 to Dec 2010) eligible for an OASys assessment who had a sentence plan and had all needs assessed

Source: FORM 20 administrative data

Appendix B
Technical appendix

B.1 Introduction

The OMCCS brings together a wide range of data to describe a cohort of offenders who started Community Orders between October 2009 and December 2010 and to trace their journeys through their Community Orders.

The study uses three data sources:

- The longitudinal survey of a representative sample of 2,919 offenders, drawn from 10 Probation Trusts. This provides information on their perceptions and experiences of Community Orders, their backgrounds, attitudes and needs, and how these change over time.

- Central administrative records for all those offenders starting a Community Order during the period (144,388 offenders)[47] describing the sentence received, offences and the risks and needs of offenders as assessed by practitioners.

- Local administrative records from the same Probation Trusts selected for the survey (covering 48,943 offenders) which describe how offender management operates and how offenders complete or breach their sentences.

The survey and administrative data sources were combined to form a 'Universal Dataset'. This Technical Appendix details the design of the survey and the formation of the Universal Dataset to clarify the different samples used in the analysis in this report.

B.2 Population for the study

The overall principle of the sample design for the study as a whole was that it should represent the national caseload of offenders starting Community Orders in England and Wales during a specified period of time (October 2009 to December 2010). The study excluded those starting Suspended Sentence Orders, those out on licence from prison, or any other non-custodial sentences that are not Community Orders (unless they also started Community Order). All offence types and all sentence lengths from 1 to 36 months were included.

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[47] The first iteration of the dataset included 144,388 offenders and was used in this report. The dataset was later updated and a further 19 commencements were added; this version of the dataset is used in later reports.

The aim for the survey was that it should concentrate on offenders who had been subject to more than the minimum level of 'treatment' to enable a robust assessment of the effectiveness of the Offender Management Model. Tier 1 cases were excluded as being the group with the lightest contact with NOMS ('current' Tier within the first month was used as being more reliable in selection than the commencement Tier). However, this group is included in the administrative data collected for the Universal Dataset.

There were other exclusions from the survey; again, these cases are included in the Universal Dataset so can be included in analyses:

- Offenders who had already ended their Community Order by the first interview due to entering prison.
- Offenders who were deemed too risky to interview even within the Probation Office.
- Offenders who had moved to a new Probation Area before the baseline interview.
- Respondents who were deemed to be unable to participate for health reasons.

B.3   The longitudinal survey

Sampling approach

The sampling approach was designed to allow findings to be generalised to the wider population of Tier 2 to 4 offenders starting Community Orders in the period. The approach entailed:

- A random selection of 10 Probation Trusts.[48]
- Eight local offices were selected within the larger selected Trusts, or all offices in smaller Trusts were selected, resulting in over 70 offices being included in the survey.
- Individual offenders were then randomly selected (with female and ethnic minority offenders oversampled) as they started on Community Orders in the selected offices.

Area selections

Probation Areas were selected at random using Probability Proportionate to Size (PPS). The weights for areas in Wales were increased (by 10%) to ensure that the PPS procedure would

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[48]   There are 42 Probation Areas in England and Wales (covering the police force areas), which are served by 35 Probation Trusts. The Trusts were set up following the Offender Management Act 2007, when some of the Probation Areas joined to form Trusts. The process of forming Trusts was still underway at the time of the OMCCS fieldwork; therefore the sample was drawn from the 42 Probation Areas. Nine of the 10 sampled areas went on to become Probation Trusts, while North Wales is part of the Wales Probation Trust.

include at least one area in the final sample. Recent annual community order commencement statistics were used to select the 10 areas.

The sample was stratified by country and region. The final ten areas selected were: Derbyshire; Hertfordshire; London; Teesside; Lancashire; Kent; Wiltshire; North Wales; West Midlands; South Yorkshire.

Analysis of the survey data at Probation Area level is not possible.

Selection of local offices

A maximum of eight local offices within each Probation Area were sampled. Where there were eight or less offices in the Probation Area, all were selected. For the remainder, offices were selected at random using PPS.[49]

Selection of offenders

Offenders were selected centrally by NatCen, using random selection, based on the monthly flows of FORM 20 commencement data. A prospective cohort design was used, selecting offenders as they commenced their sentences.[50] Selections were made every month in order to approach offenders as quickly as possible.

The sampling period was 12 months; January to December 2010 for those on 1–12 month sentences, and October 2009 and September 2010 for those on 13–36 months sentences.

BME and female offender oversampling

To achieve large enough numbers of female and ethnic minority offenders for analysis in the final survey sample oversampling was needed. To achieve this, BME and female cases were weighted up in the caseload before random selections of areas and offenders were made. These oversampled groups were weighted back to actual levels in analysis.

Fieldwork

The first wave of face to face interviews was carried out, on average, three months after the start of the offender's Community Order in order to provide a 'baseline'.

The questionnaire for this baseline survey included:

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[49] All nine of Kent's offices were included, as cutting out a single office may actually introduce fieldwork inefficiencies and including all nine improved statistical efficiency.

[50] Because we could not know the eventual size and composition of the population that would commence in our period of interest, sampling fractions were set in advance based on available historical data.

- Detailed personal characteristics and background;
- Dynamic factors that might affect likelihood of reoffending, including accommodation, work and training, health and wellbeing, family relationships and drug and alcohol use;
- Pro-criminal attitudes, and attitudes towards the sentence and the practitioners delivering it;
- Offenders' experiences of the different interventions in their sentence and their assessment of their effectiveness;
- Offenders' own accounts of events including breaching the rules of sentences or reoffending; and
- Aims, aspirations, needs and sources of assistance.

The interviews were conducted, face to face, in private spaces within Probation Offices in most cases. Where this was not possible, for instance where the offender was no longer in contact with the Probation Office, or where the offender broke or would not make appointments in the office, interviewers made considerable efforts to arrange interviews in offenders' homes or at neutral venues. This was to ensure harder to reach offenders were included in the sample as far as possible.

Fieldwork was carried out using Computer Assisted Personal Interviewing. Interviews lasted, on average, 50 minutes.

The baseline survey was followed up in a second and third wave of face to face interviews at points around the middle and after the end of their order. Consistency was maintained in much of the questionnaire to enable longitudinal analysis to be carried out. The data from the second and third waves of the survey are not included in this report.

Response rates

A total of 2,919 baseline interviews were conducted, representing a response rate of 44% (see Table B.1 for full details).

As well as the difficulty of tracing and engaging this mobile and challenging population, the overall response rate was affected by variation in the effectiveness of the opt-out process

that Probation Offices operated.[51] Wide variation in opt-out rates were observed between Offices and Trusts; the overall response rate for Trusts varied from 32% to 59%.

Table B.1 Response to the baseline survey

	N	% of total issued	% of total eligible for survey	% of total eligible for survey, excluding opt-outs
Total cases issued	7,873			
Out of scope for the survey	1,302	17%		
Not interviewed due to risk to interviewer	137	2%		
Community order not started/not identified	82	1%		
Offender transferred out of survey offices	218	3%		
Respondent in prison	448	6%		
Not in touch with Offender Manager, no address	246	3%		
Other ineligible	171	2%		
In-scope for the survey	6,571			
Non-contact	1,037		16%	19%
Non-contact – Offender Manager related	485		7%	9%
Non-contact – sample member	342		5%	6%
Non-contact – no correct address information	210		3%	4%
Refusals	2,227		34%	42%
Opt-outs	1,209		18%	23%
Refusals (in person or via household)	482		7%	9%
Broken appointments, no recontact	536		8%	10%
Other unproductive	388		6%	7%
Productive interviews	2,919	37%	44%	54%

Weighting

The achieved sample was relatively close to the profile of the issued sample on the observable characteristics. There was some under-representation of offenders at higher risk of reoffending on the OGRS3 measure. Weighting was developed for the survey data to adjust the achieved sample to reflect the population of Tier 2 to 4 offenders beginning Community Orders over the sampling period and thereby minimise any bias in the survey results. The weighting corrects for unequal probabilities of selection (caused by BME/gender oversampling) as well as the differential non-response, both of which had the effect of distorting the sample composition.

All survey data presented in this report are weighted.

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[51] Individuals selected for the survey could contact their Offender Manager or NatCen directly to remove themselves from the study.

B.4 The Universal Dataset

The Universal Dataset consists of several datasets that are matched together for a common cohort. The datasets are available at different levels, some centrally and covering all Probation Trusts in England and Wales, others just covering individual trusts. Administrative data were collated from both central and local level sources for those offenders commencing a Community Order in England and Wales between October 2009 and June 2010. The following administrative datasets were matched for the cohort into one dataset:

- FORM 20 data that detail commencements and terminations information;
- Offender Assessment System (OASys) assessment data, containing details of the needs and risks that offenders present with;
- IAPS data which provide information on an offender's attendance on an accredited programmes;[52]
- Case Management System data from the 10 individual Probation Trusts selected for the survey.

All Community Order commencements between October 2009 and December 2010 were included in the dataset, a total of 144,388 offenders.[53] Added to these were data from 93,173 OASys assessments,[54] and 11,002 IAPS records. The selection of areas and the timing of the administrative data collection reflected the sampling strategy for the survey so that the survey records could be combined with the administrative data. This was done where survey respondents gave their permission for their survey data to be linked to the administrative records, resulting in 2,589 survey records being combined.

Figure B.1 provides a visual representation of the data held in the Universal Dataset.

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[52] Attendance on an accredited programme will be a requirement of the Community Order imposed by the sentencing court.

[53] The first iteration of the Universal Dataset (created in July 2011) included 144,388 offenders and was used in this report. The Universal Dataset was updated in November 2011 and a further 19 commencements were added; this version of the dataset is used in later reports.

[54] These assessments were matched by Ministry of Justice (MoJ) and included only those within 90 days of the commencement date. Nine per cent of assessments were from pre-sentence reports.

Figure B.1 Universal Dataset
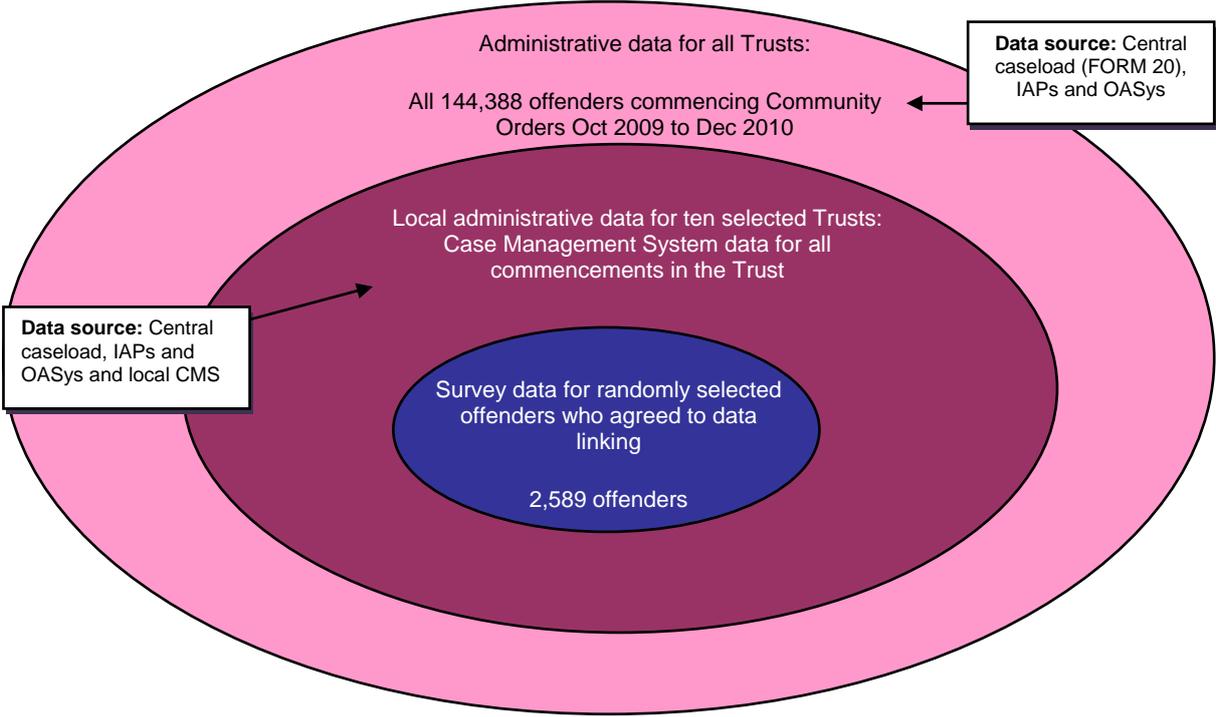
B.5   Base sizes

The Universal Dataset brings together data from various sources. Whilst consistent definitions have been applied, the populations covered by the different data sources vary. The precise sample being referred to is provided in the base descriptions in tables within the report. The key differences are:

- Overall population for the study: This has been defined by FORM 20 data which records commencements of all Community Orders. The population consists of commencements between October 2009 and December 2010. It covers all Probation Trusts in England and Wales and includes 144,388 offenders[55] who commenced a Community Order within that period of time.

- Survey data: This includes offenders on Tiers 2 to 4 of the NOMM's tiering framework but excluding offenders within Tier 1. The survey sampled 10 of the Probation Trusts, but selections were made in such a way as to be representative of all areas (weighting was also applied to achieve this). Findings from the survey data should be thought of as applying to all offenders within Tier 2 to 4. In total, 2,919 offenders were interviewed and of these 2,589 agreed to have their

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[55]   The dataset was updated in November 2011 and a further 19 commencements were added.

answers matched to administrative data. Some survey results will be based on the full survey sample, but where administrative data are used as well, it will be the smaller base (separate weights are applied in each case to provide representative estimates).

- OASys data: OASys assessments are completed for a subset of the population. Analysis that relies on OASys as the source can only cover this particular population. In particular, this includes needs, sentence plan information and some characteristics of the offender. Nine per cent of the OASys records matched to offenders were from Pre-Sentence Reports.

- Needs and sentence planning analysis: The analysis of needs in Chapter 4 was based on all OASys records available to understand the coverage of assessments. For the sentence plan analysis in Chapter 5 the focus was just on those who were eligible for an OASys assessment in order to provide a comparable view across Trusts.