

Quality & Impact inspection

The effectiveness of probation work in Greater Manchester

An inspection by HM Inspectorate of Probation
February 2017

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This publication is available for download at:

www.justiceinspectorates.gov.uk/hmiprobation

Published by:

Her Majesty's Inspectorate of Probation

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1 Bridge Street West

Manchester, M3 3FX

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Foreword

This inspection forms part of our Quality and Impact inspection programme of adult probation work. Here we report on probation services provided in Greater Manchester by the North West division of the National probation Service (NPS) and the Community Rehabilitation Company (CRC) owned by Purple Futures.

Purple Futures is applying the same innovative operating model in each of the five CRCs it owns. Cheshire & Greater Manchester CRC leaders see it as the heart and soul of the organisation. It is based on solid desistance research and so one would expect it to be embraced by staff, but leaders are nevertheless finding it hard to embed. Other issues have perhaps clouded the picture for leaders and staff alike.

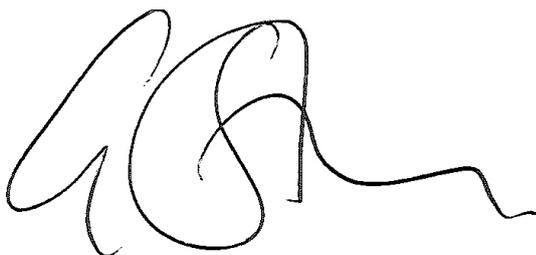
Inspection inevitably takes place at one point in time. At the point of this inspection we found sickness absence rates were high, and individual caseloads had been high in the months preceding inspection as well. This inevitably increases risk and leads to cases being reallocated mid-supervision, making it difficult to maintain the meaningful relationships so central to effective rehabilitation work. A good number of extra staff were recruited recently, however, and with good leadership and management this should make a noticeable difference to staff morale and the quality of work.

With additional funding from the Police and Crime Commissioner, the CRC was delivering impressive services for women. They represent a small proportion of the CRC's work though, and the quality of the rest of its work was mixed. Initial assessments and plans in cases were not being followed through often enough, and public protection work was poor because commendable policies and procedures were not being applied consistently.

At the NPS we found a settled leadership team, relatively high staff morale and well-established core processes. The work was of sufficient quality overall and public protection work was good, but nevertheless there was more to do to deliver consistently across Greater Manchester the rehabilitation work that is so central to reducing reoffending.

With Westminster about to devolve significant powers to Greater Manchester, we found both providers anticipating that keenly, and well placed, with good strategic relationships. Both already do some things well: working with service users to help them abide by their sentences, and working creatively to ensure compliance while at the same time taking enforcement decisions firmly and appropriately.

Admirably, both the NPS and the CRC in Greater Manchester have a tangible desire to improve where necessary and so enhance the life chances of those under supervision, and reduce reoffending. We welcome that commitment, and hope that the findings and recommendations within this report will be helpful to them both.



Dame Glenys Stacey
HM Chief Inspector of Probation
February 2017

Key facts

- 258,748** The total number of offenders subject to probation supervision across England & Wales¹
- 12,277** The number of offenders supervised by the Cheshire & Greater Manchester CRC¹
- 42%** The proportion of the CRC cases which relate to a custodial sentence (pre or post-release supervision)¹. The proportion for all England & Wales was 56%
- 79%** The proportion of offenders who were recorded as having successfully completed their period of licence or post-sentence supervision with the CRC². The performance figure for all England & Wales was 75%, against a target of 65%
- 16,718** The number of offenders supervised by the North West division of the NPS¹
- 4,330** The number of MAPPA eligible offenders managed by the NPS in Greater Manchester³
- 30%** The volume reduction for the CRC caseload, comparing 2015-2016 annual data to initial assumptions⁴. The reduction across CRCs ranged from -6% to -36%
- 5 (of 21)** The number of CRCs owned by Purple Futures

1 Offender Management Caseload Statistics as at 30 June 2016, Ministry of Justice.

2 CRC Service Level 9, Community Performance Quarterly Statistics April-June 2016, Ministry of Justice.

3 Multi-Agency Public Protection Arrangements (MAPPA) Annual Report as at 31 March 2016, Ministry of Justice.

4 'Transforming Rehabilitation', National Audit Office, 2016.

1. Overall judgements and recommendations

- Protecting the public
- Reducing reoffending
- Abiding by the sentence
- Recommendations

We last inspected probation services in Greater Manchester in 2011, when services were provided by one organisation, the Greater Manchester Probation Trust. Direct comparisons over time cannot be made, as we have since developed our inspection methodology, and in any event probation workloads and work types differed in 2011 (see Chapter 2). We summarised the outcomes from our 2011 inspection in Table 1.

Table 1: Findings scores for the Greater Manchester Probation Trust during the June 2011 inspection.

<i>As a result of some changes to questions in Section 3, results for Trusts from the North West are not strictly comparable with previous scores.</i>	Scores from the English regions that had been inspected to date			Scores for Greater Manchester
	Lowest	Highest	Average	
'Control' - 'Risk of Harm to others' work <i>(action to protect the public)</i>	64%	81%	72%	77%
'Help' and 'Change' - Likelihood of Reoffending work <i>(individual less likely to reoffend)</i>	62%	78%	71%	75%
'Punish' - Compliance and Enforcement work <i>(individual serves his/her sentence)</i>	69%	85%	79%	77%

We concluded that work to protect the public, reduce the likelihood of further offending and ensure that the sentence of the court was served had been done well and only moderate improvements were required.

The full findings of this 2016 inspection are set out in the following chapters and summarised here.

Protecting the public

CRC effectiveness

Overall, performance fell short of our expectations despite strong local strategic partnerships.

The CRC had not made a sufficient contribution to protecting those at risk of harm. Public protection policies and procedures were robust but they were not being applied consistently, and so the impact of the work to protect actual and potential victims was limited. We found a degree of detachment between the strategy and practice on the ground, in particular joint work at the front-line. The quality of communication between responsible officers and social workers was inconsistent and communication was often slow.

Relationships at a strategic level with children's social care services within Greater Manchester were good. There was a clear commitment from the CRC to playing an effective role in the Local Safeguarding Children's Board.

NPS effectiveness

NPS performance was good.

The NPS had made an effective contribution to protecting those at risk of harm. The quality of the work delivered was generally good, with most victims protected. Public protection policies and procedures were strong and were generally being applied appropriately.

The CRC and NPS working together

Working relationships between the two organisations at senior management level in public protection work were strong but communication needed to be more effective. There had been good joint work to resolve shared issues linked to the *Transforming Rehabilitation* implementation, information-sharing, allocation and the processes for breaches of community orders and recall of released prisoners.

There had been some disagreement between the CRC and NPS about the quality of breach reports but this issue had been resolved following constructive interventions by both organisations.

Reducing reoffending

CRC effectiveness

The CRC was not sufficiently effective in delivering interventions to reduce reoffending.

Progress in the delivery of interventions to support desistance had been made in too few of the cases in our sample. The quality of the work and its impact was not consistent. Assessments had largely been carried out well but planning for work to support desistance was weaker. We found a number of cases where there had been a noticeable disruption to the continuity of supervision due to frequent changes in responsible officers. In these cases service users told us they had struggled to build meaningful relationships.

NPS effectiveness

The quality of work to reduce reoffending was generally acceptable but with room for improvement.

Assessments and plans were good and the quality of one-to-one work was strong in some parts of Greater Manchester. The NPS was not consistently accessing substance misuse services, however. Protective factors had not always been properly considered and formal reviewing of progress was inconsistent. Interventions to support desistance were not delivered consistently across all the identified areas of need.

The CRC and NPS working together

The senior management teams in the CRC and NPS were committed to partnership activities to support desistance work. Senior managers from both organisations chaired a number of groups in order to drive change that would achieve better outcomes for service users. Communication on both sides was not always effective and the two agencies were working hard to improve information exchange especially in courts.

The CRC is eager to develop the 'rate card' offer to the NPS and to enhance provision to support desistance.

Women's services were a clear strength. The CRC was resourcing women's services effectively across Greater Manchester with the assistance of the Police and Crime Commissioner. Female service users from the CRC and the NPS were benefiting greatly from these services.

The co-location of CRC and NPS staff in Integrated Offender Management teams was a significant strength. Staff were working collectively and learning from one another.

Abiding by the sentence

CRC effectiveness

Overall, performance was good.

The CRC was generally effective in supporting service users to abide by their sentence. The frequency, quality, enforcement and the number of appointments offered was generally good and consequently, service users usually complied. The diversity needs of service users were not always integrated into the supervisory process in a meaningful way, however.

NPS effectiveness

Overall, performance was good.

The quality of work to support service users to abide by their sentence was generally good. We saw examples of very good motivational work to engage service users in complying with their sentences.

Most service users abided by the requirements of their sentences. When they did not, enforcement action was taken firmly and appropriately in the vast majority of cases.

The individual diversity needs of service users were incorporated into assessments, plans and interventions. Service users were not always actively involved in preparing their plans or reviewing progress, however. Where there had been involvement with partner agencies, responsible officers had used the information to inform their reviews.

The CRC and NPS working together

The relationship between CRC responsible officers and NPS enforcement officers was at times difficult. Information contained in breach papers from the CRC and the NPS had often been poorly prepared and had to be returned. Senior managers had recognised these issues and were actively seeking to resolve them. At a local level, managers from the CRC and NPS were meeting formally and informally to address operational issues in courts. IT problems were impeding effective services from the court.

A Professional Services Centre (based in three sites: Liverpool, Fareham and Wakefield) had recently been introduced by the CRC to improve the delivery of administrative services. It was too early to comment on the impact of this new service, albeit CRC and NPS staff saw its potential benefit.

Recommendations

The Community Rehabilitation Company and National Probation Service should:

1. agree and collect data which enables them to evaluate the impact and effectiveness of the Integrated Offender Management schemes
2. improve accessibility of the different rehabilitation activity requirement provisions available to service users on the basis of need.

The Community Rehabilitation Company should:

3. fully implement then evaluate the impact of its operating model
4. provide all staff, especially those new to the company, with regular supervision and training in effective offender management, in order to increase the focus on the quality of work
5. improve the effectiveness of the management of unpaid work.

The National Probation Service should:

6. access the range of accredited and non-accredited interventions on offer from the CRC
7. make sure it evaluates the quality of work being delivered to support desistance and public protection.

2. The arrangements for delivering probation services in Greater Manchester

- the national context
- the local context
- organisational arrangements

National context

In 2014, the UK government extended probation supervision for the first time to offenders released from prison sentences of under 12 months (over 40,000 people each year⁵). Now, over 250,000 adults are supervised by probation services annually, and all offenders released from prison on licence are subject to supervision. In addition, since May 2015, in an initiative known as 'Through the Gate', probation services must provide offenders with resettlement services while they are in prison, in anticipation of their release.

Probation services were formerly provided by 35 self-governing Probation Trusts working under the direction of the National Offender Management Service (NOMS). They are now provided in a mixed economy model, with an expectation of greater involvement of the third sector. The government wishes to promote innovation in probation services, and in June 2014, under the *Transforming Rehabilitation* programme, probation services in England and Wales were divided into a new public sector National Probation Service and 21 new privately-owned Community Rehabilitation Companies providing services under seven-year contracts with a lifetime value of approximately £3.7 billion.

The NPS advises courts on sentencing all offenders, and manages those offenders presenting high or very high risk of serious harm, or who are managed under Multi-Agency Public Protection Arrangements (MAPPA). CRCs supervise most other offenders presenting low and medium risk of harm. In order to protect the public, probation staff assess and manage the risks offenders pose to the community. They help rehabilitate offenders by dealing with problems such as drug and alcohol misuse, and lack of employment or housing, so as to reduce the prospect of reoffending. They monitor whether they are complying with court requirements, so as to make sure individuals abide by their sentence, and report them to court or request recall to prison if they fail to comply.

CRCs operated as companies in public ownership until 01 February 2015 when ownership was transferred to eight separate organisations. Most CRC income is from a 'fee for service' related to the number of offenders under various forms of supervision and the requirements to which they are subject. These payments may be reduced if the CRC fails to meet certain service levels. In addition, there is the possibility of additional income - payment by results - triggered by reductions in proven reoffending, once relevant reoffending data is available.

The most recent published proven reoffending statistics indicate that the one-year reoffending rate varied from 31.4% to 37.4% between regions for those offenders starting a court order and managed by probation providers in the period from January 2014 to December 2014⁶.

The transition from Probation Trusts to the mixed economy model has been challenging (as reported in our series of *Transforming Rehabilitation* reports) and the new expectations of probation providers are demanding. Those serving short sentences are more often prolific offenders, less receptive to rehabilitation. Through

5 Figures relate to releases from determinate sentences of less than 12 months during 2015 (excluding 15-17 year olds). Source: Offender Management Statistics, Ministry of Justice, October 2016.

6 Source: Proven Reoffending Statistics Quarterly Bulletin: January to December 2014: England and Wales, Ministry of Justice.

the Gate services require persistence and good joint working, and for the moment those arrangements appear the least well-developed.

Nationally, NPS workloads have risen noticeably in the last year and staffing levels have risen marginally, whereas CRC workloads (and income) do not match the assumptions underpinning CRC contracts. The shortfalls vary across the CRCs. The new arrangements provide opportunities to innovate and develop new systems, but workload shortfalls have led to financial constraints and uncertainty for CRCs, and reluctance to commit to longer-term investment or settled arrangements with other providers, including those from the third sector. The government is currently reviewing CRC performance measures and detailed funding arrangements in a probation services review.

Convictions have reduced by 28% over a nine year period⁷ ⁸. The custody rate has remained fairly stable, with only a small proportion of convictions resulting in custody (less than 1 in 12). The average custodial sentence has increased by one-third to 16.4 months, however, in part because of an increase in the length of sentences given for sexual offences.

The most common sentence is still a fine, accounting for 73% of offenders sentenced in 2016. Community sentences have been declining for all offences but have increased recently for less serious (indictable) offences, and the use of suspended sentences has also increased⁸, probably due in part to changes to sentencing options introduced in December 2012⁹.

Local context

Here we report on probation services delivered in the Greater Manchester area by both the Purple Futures CRC and the NPS North West division. These services were formerly provided by the Greater Manchester Probation Trust. The area is divided into the ten metropolitan boroughs of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan. It is coterminous with the Greater Manchester Police and Crime Commissioner (PCC) area.

Figure 1.1: Map of the Greater Manchester Metropolitan Borough boundaries



Image source: National Audit Office

⁷ from 2.38 million in 2006 to 1.72 million in 2015 (2016 data is not available).

⁸ Source: Criminal Justice Statistics Quarterly Update to June 2016: England & Wales, Ministry of Justice.

⁹ As from December 2012, custodial sentences of two years or less can be suspended and the imposition of community requirements is now discretionary.

Local politics in Greater Manchester are dominated by moves towards greater localism and devolution from central government. The Greater Manchester 'devolution deal' was the first to be agreed, and paves the way for significant powers to be passed to the area from Westminster. Mayoral elections will take place in May 2017. The successful candidate will then take on Police and Crime Commissioner responsibilities, and control and allocate significant relevant resources, for example a £300 million housing investment fund. Probation providers in Greater Manchester are well attuned to the political environment and see the prospect of devolution as an opportunity. It will be critical for them to develop strong relationships with the new mayor.

We provide demographic data and information about the area in Appendix 2. The ten local authorities together represent the largest economic area outside London, with an estimated population of around 2.75 million¹⁰.

The city of Manchester is significantly the most densely populated metropolitan borough, and lies at the heart of the Greater Manchester area. It has twice as many black and minority ethnic residents compared to the national average for England and Wales, and a noticeably young population, with around one-third of residents between 25 and 44 years old. There are over 70,000 students attending universities in the city. Just over 40% of the city's households do not have access to a car.

While there are pockets of considerable affluence across the area, there is also extreme deprivation, with reports suggesting that 180,000 children and 440,000 adults live in poverty¹¹. Unemployment rates in the majority of boroughs (Bolton, Bury, Manchester, Oldham, Rochdale, Salford and Tameside) are higher than the national average.

Reoffending rates vary but are lower than the national average, and there are fewer previous offences on average in Greater Manchester than in England and Wales as a whole, although this varies by borough.

In common with others nationally, the NPS area caseload is higher than anticipated¹². The CRC's is lower than anticipated, as it is in all of the Purple Futures' CRCs¹³. Income is affected by a number of variables, including the type of sentences being ordered; locally, the CRC had noted a reduction in accredited offending behaviour programmes being imposed. Purple Futures holds contracts across five contract package areas, comprising Cheshire & Greater Manchester; Hampshire & the Isle of Wight; Humberside, Lincolnshire & North Yorkshire; Merseyside; and West Yorkshire. As such, it manages a significant proportion of the overall CRC workload in England and Wales, and holds the largest share of the total CRC market.

Both the CRC and NPS are performing well against national performance targets and when compared to others in England and Wales. At the time of the inspection, the CRC was being evaluated on three service levels against national targets¹⁴ and four assurance metrics. The most current published data covering April–June 2016 showed that the CRC was performing below the national target on two of the

10 Office for National Statistics, June 2016.

11 *Towards inclusive growth in Greater Manchester*: Inclusive Growth Analysis Unit: October 2016.

12 National Audit Office, April 2016, *Transforming Rehabilitation*.

13 Workloads are lower than anticipated across all Purple Future's CRCs: Hampshire & Isle of Wight: -18%; Humberside, Lincolnshire & North Yorkshire: -30%; Merseyside: -6%; West Yorkshire: -30%. (Source: National Audit Office, 2016, *Transforming Rehabilitation*).

14 The national targets referred to are those for which financial penalties are in place.

service levels and below the national average on one service level¹⁵. The CRC was performing above the national target and the national average on all four of the assurance metrics. They were also already meeting the national target for 9 of the other 12 measures to which financial penalties do not currently apply and exceeding the national average on 11 of these measures¹⁶.

At the time of inspection, the NPS was being evaluated against nine national targets¹⁵, with the last published performance information (covering April to June 2016) showing the North West division of the NPS performing above the national target on seven of the nine measures and at or above the national average on all but one measure. The division was also already meeting the national target for three of the other six measures which do not come into force until April 2017 and exceeding the national average on all six of these measures¹⁷.

Organisational arrangements in the CRC

Purple Futures took formal ownership of the Cheshire & Greater Manchester (CGM) area on 01 February 2015. CGM is one of the highest performing of the five CRCs in what is known by Purple Futures as the Purple Futures family.

Purple Futures is an Interserve-led consortium comprising Interserve Justice (a subdivision of Interserve, a global support service and construction company); 3SC (a company managing public service contracts on behalf of third-sector organisations); P3 (People Potential Possibilities, a charity and social enterprise organisation) and Shelter (a charity focusing on homelessness and accommodation issues).

The organisational priorities of the CRC reflect the enduring requirements of probation services. They include reducing reoffending and managing the risk of harm offenders pose to others. Senior leaders in the CRC believed they were making sufficient progress. They also recognised that developments were necessary (in particular in the effective implementation of its operating model, the provision of resettlement services and the effective management of unpaid work) in order to improve the quality and impact of probation services.

The five Purple Futures CRCs work collaboratively with one another, sharing learning and resources wherever practicable. The CGM Chief Executive Officer (CEO) is the senior manager for CGM and the neighbouring Merseyside CRC.

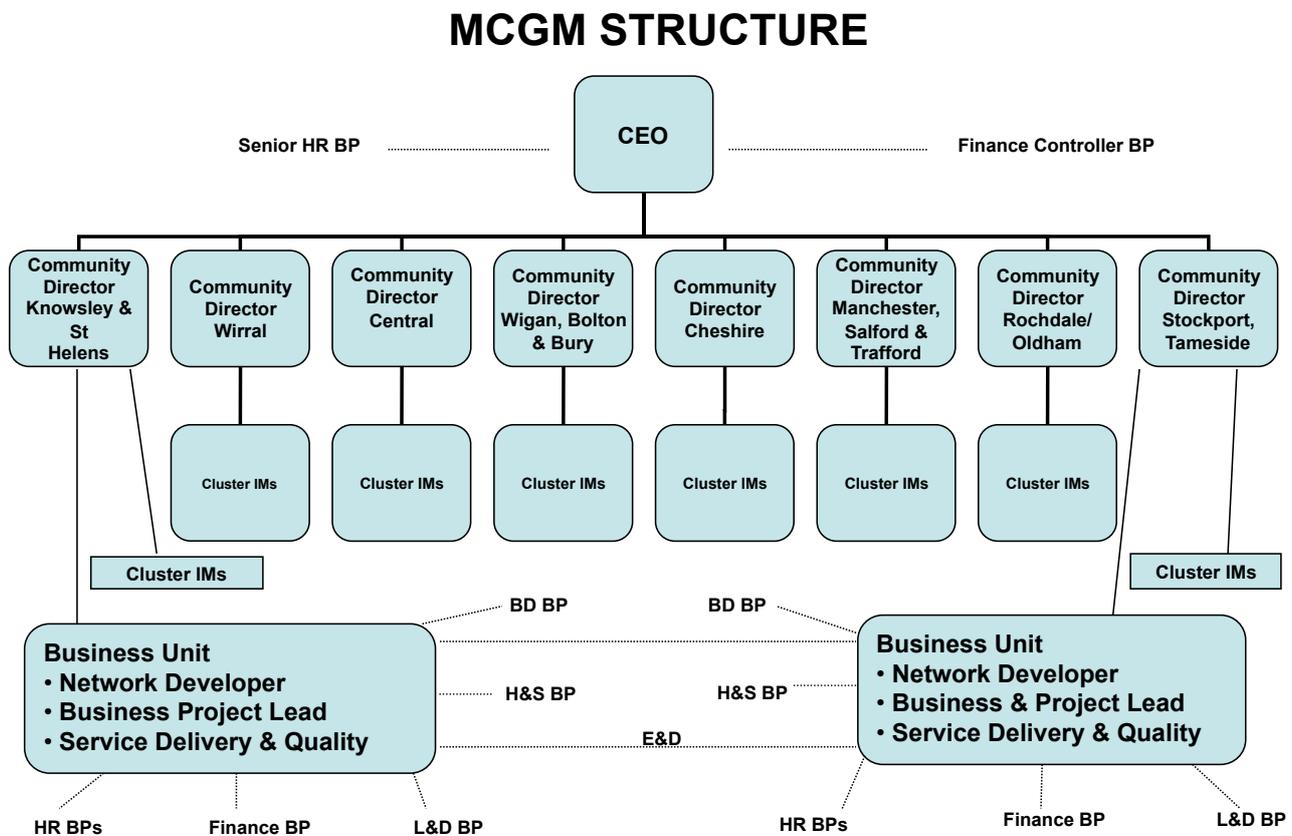
Figure 1.2 illustrates the structural leadership arrangements in the CGM CRC. Responsibilities have recently changed. Community Directors oversee the management of work in their allocated clusters and hold portfolios for specific roles. Clusters are made up of a grouping of offices. In Greater Manchester, both the CRC and NPS have four such clusters; however, only one of these is coterminous.

¹⁵ Community Performance Quarterly Management Information release, Ministry of Justice April–June 2016.

¹⁶ There are a further five measures for which data is not currently published. 2016.

¹⁷ There are a further ten measures for which data was not published in this latest management information release.

Figure 1.2: Organogram of the operating structure Merseyside and Cheshire & Greater Manchester CRCs as at October 2016



Source: Cheshire & Greater Manchester CRC

Here in CGM, and across the rest of the family, Purple Futures had implemented an operating model (details below) known as the 'Interchange Model'.

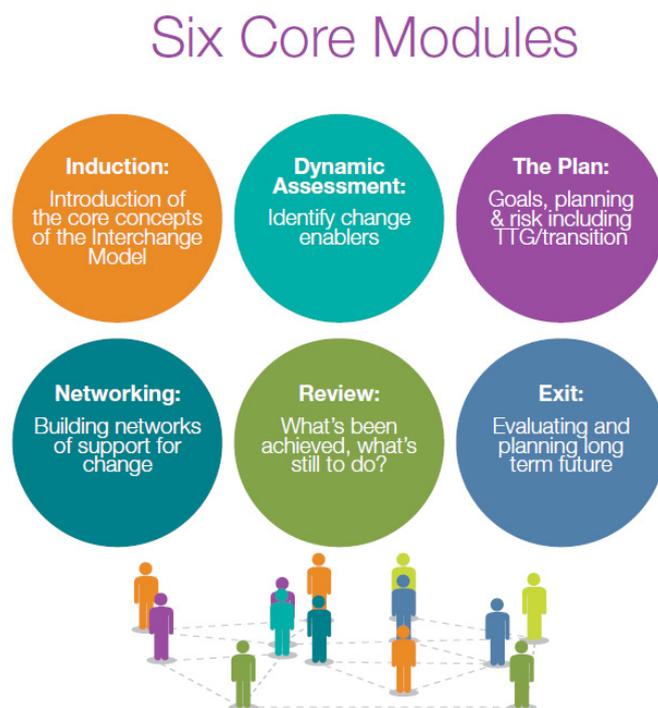
The operating model in practice

The CRC had introduced the Interchange Model in early 2016. With the support of the Manchester Metropolitan University, the model was designed to deliver 'an individualised approach to rehabilitation that meets the needs and recognises the diversity of all service users'¹⁸. Rooted in desistance research, the model focuses on a service user's strengths and on each individuals' need to focus on behaviours that will lead to positive change.

The six modules of the model incorporate the relevant domains of effective desistance work. They cover induction, dynamic assessment, planning, networking, reviewing, and planning the longer-term future.

18 Taken from the Cheshire & Greater Manchester CRC Annual Delivery Plan 2016.

Figure 1.3: Diagram of the Interchange Model



Source: Cheshire & Greater Manchester CRC

The model has great potential, but implementation in CGM was described by senior leaders as "patchy", echoing the findings of our earlier inspection of York and North Yorkshire¹⁹. Some staff reported that the model had considerable potential to effect change but the majority felt that it was nothing new. Practitioners and managers differed in how well they thought implementation had been managed, but generally agreed that much more needed to be done to realise the model's potential. We agree. Given that the model's introduction coincided with the period of our inspection sample, we would have expected to have seen clearer evidence of the process being used. From our case sample and from meetings with practitioners and managers, we were not confident about how well or consistently the model had been embedded into practice. We saw very little evidence of the model featuring in line management meetings. New front-line staff told us that they did not understand the model and the induction they received when starting in role did not cover training in how to apply the model.

It was encouraging to note that a review of the core modules had taken place in June 2016. We could not yet see, however, any evidence of this review having had a meaningful impact. The 'network' and 'exit' modules (including the 'record of achievement') are being developed further by Interserve Justice (part of the owner consortium) with a subsidiary roll-out planned for 2017.

We were advised that all the CRCs in the Purple Futures' family intend to refresh and relaunch the Interchange Model at the beginning of 2017 as implementation 'has varied across the organisation'. This will enable the organisation to assess the effectiveness of new IT introduced to support the model.

¹⁹ HMI Probation, 2016, Quality & Impact inspection: the effectiveness of probation work in York & North Yorkshire.

Leadership and management

There had been a significant investment in leadership development, for example management conferences and individualised coaching (conducted by external consultants) so as to support managers at all levels to cope with the demands of a significant transformation programme.

Leaders at all levels are committed and enthusiastic about bringing about change that will lead to better outcomes for service users. Senior leaders are aware that there are elements of the Interchange Model that provide logistical and operational challenges. A new senior team has been appointed in order to improve operational arrangements.

The CRC is largely contract-compliant but it is accepted by senior managers that there has been insufficient attention on quality of work. While relationships with the NOMS's contract teams are constructive, senior managers report that contract monitoring requirements create a drain on resources, especially those of the performance team.

There appears to be a good level of autonomy given to the CEO and co-commissioning with local partners is encouraged. Good confidence has been maintained with partners in Greater Manchester, including the NPS. The CRC has a reasonable presence within community safety partnerships and has recently been commissioned to deliver mental health interventions. Links with the Manchester Metropolitan University are strong and this reflects Purple Futures' commitment to sharing learning across its five CRCs.

The senior leadership team recognised that they have not yet won over the "hearts and minds" of all staff. Those ideologically opposed to privatisation feel disenfranchised, according to senior leaders. Training for new staff is not fully in place and senior case managers (probation officers (POs)) are supervising cases that should be managed by case managers (probation service officers (PSOs)).

Available services and involvement of the third sector

The CRC provides a range of accredited and non-accredited interventions, both to their own service users and, through the rate card, to those served by the NPS. Many services which had existed prior to *Transforming Rehabilitation* had survived due to enduring partnerships. The coordination of services was not consistently effective, however. For example, the CRC had a supply chain relationship with P3 to deliver mentoring services to CRC service users across Greater Manchester, but these were not available to NPS supervised offenders.

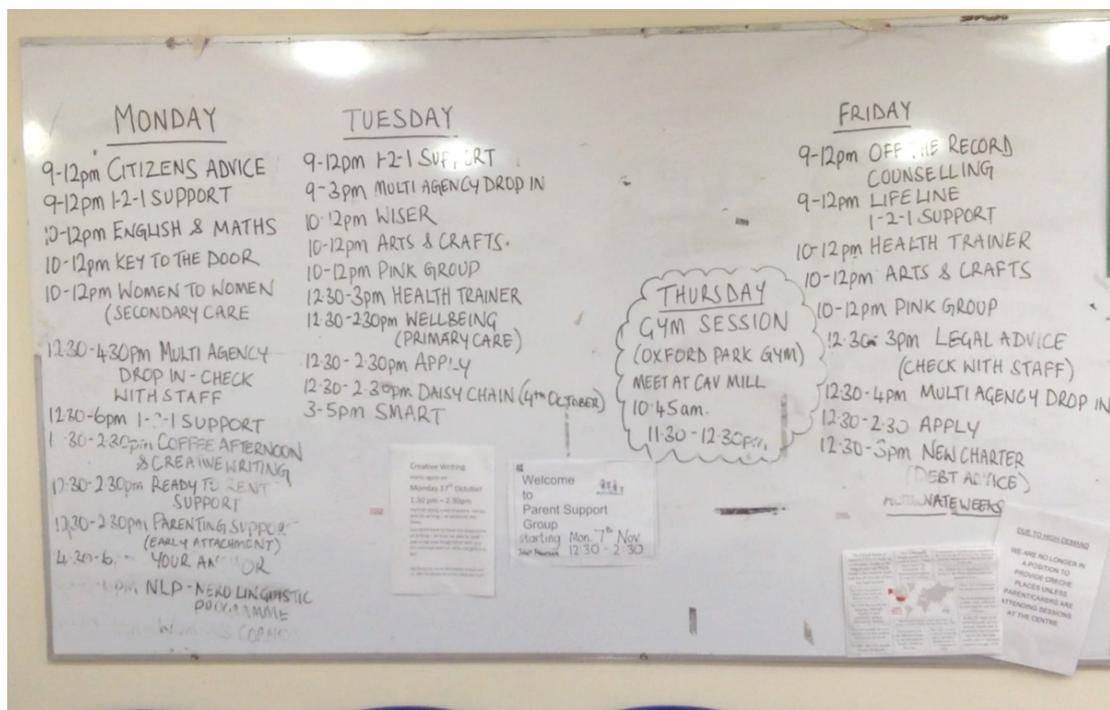
Services for women

Services for female offenders were effective and were well-rooted in research showing what works for women. These services benefited from financial support from the PCC. Through a community partnership known as the Justice and Rehabilitation Executive, the PCC provided governance for the CRC's work with women. Women's centres provided a blend of interventions which were described by female service users as relevant and helpful.

Purple Futures has developed a comprehensive strategy across the Purple Futures' family which sets out a blueprint for what should be provided, in line with the NOMS national policy guidance. This overarching strategy is underpinned by individual CRC action plans and is well-integrated with the Interchange Model.

Organisational strength: Purple Futures had built on the work of the former Probation Trust of delivering services in such a way as to meet the particular and specific needs of women. Their approach was consistent with national guidance following the recommendations of the Corston report²⁰. The CRC had an overall strategic lead for female offenders, together with nominated leads in each cluster, enabling all staff to access a women's specialist, known locally as a 'women's concentrator', for advice and support with women's cases. The variety of interventions available at women's centres was impressive.

Figure 1.4: Photograph of the timetable of activities at a women's centre during the period of inspection.



20 Home Office, March 2007, The Corston Report: A report by Baroness Jean Corston of a review of women with particular vulnerabilities in the criminal justice system.

Resettlement services

As part of the *Transforming Rehabilitation* programme, Through the Gate services for all those released from prison became the responsibility of CRCs in May 2015. At the point of inspection, we saw little evidence of how such resettlement services were improving the circumstances of individual service users. This echoed the findings in our recent thematic inspection of Through the Gate work²¹. Where evidence of effective rehabilitation was found, it tended to be due to the work of individual responsible officers or where the Integrated Offender Management (IOM) team provided effective support. Provision by Shelter to address homelessness was described by senior managers as not being effective and needing additional funding. Again, senior managers were fully aware of these needs.

Staffing and caseloads

Purple Futures' staffing strategy aimed to protect front-line practitioners and as a result reductions had been made in the number of senior managers, staff in corporate functions and administrative staff. This led to a revision of most job descriptions with some responsibilities changing hands within the organisation. The CRC had maintained a relatively high number of temporary posts in the front line, rather than permanently filling vacancies. This served to protect permanent staff and avoided redundancies. Senior leaders told us that Interserve Justice was a caring employer who wished to avoid the hardship severance brings. This strategy had been successful in that all senior case managers had retained their positions.

A high vacancy rate over the last 12 months appeared to have had a detrimental effect on the quality of work in some of the cases we inspected. Recently, however, 47 case managers had been recruited and we were advised there were now a sufficient number of case managers and senior case managers in the CRC. Some experienced staff had left the organisation and new ones were currently undergoing induction and other training.

We were given current average caseload information by CGM CRC but were told it was not fully reliable, due to a recent IT upgrade resulting in a delay in data transfer from the previous network. The CRC expects case managers to hold 65 cases and senior case managers to hold 45. While the data in Table 2²² reflects the target overall, this position has only recently been achieved. During the period from which our sample was drawn, caseloads were much higher. Sickness absences were also high - and remain so – currently running at an average of 15 days per year per person. This will undoubtedly have affected the quality of service delivery in some inspected cases.

21 HMI Probation, October 2016, An inspection of Through the Gate resettlement services for Short-Term Prisoners.

22 Information referred to relates to status as of 31 October 2016.

Table 2: Volumes of average cases held by case managers and senior case managers.

	Number of inter-change managers (senior probation officers (SPOs))	Number of case managers (PSOs)	Number of senior case managers (POs)	Total number of cases currently being supervised	Average caseload (case managers)	Average caseload (senior case managers) ²³
Bolton/Bury/Wigan	5	27	16	2,442	60	42
Manchester/Salford/Trafford	8	59	22	4,059	46	45
Oldham/Rochdale	5	21	11	1,468	43	45
Stockport/Tameside	2	16	8	1,654	60	50

Information source: CGM CRC Performance team

The majority of front-line staff described their morale as low. A notable number of responsible officers reported feeling demoralised, often being left with no formal supervision or regular assessment of their performance. They felt overwhelmed with the pace of change, and isolated. They were worried about their futures and they did not feel listened to by their senior leaders. There were, however, staff who were upbeat and confident about what the CRC was trying to achieve. They saw more opportunities and hope in the work of the CRC.

Working environment

During 2016 a great deal of progress had been made in implementing the Purple Futures' estates strategy. A number of offices in Greater Manchester had been closed, so as to concentrate delivery around the city centre where there were good transport links. This made sure better access to services in that locality. A number of new premises had recently opened and the CRC is confident these new sites will improve dramatically the environment for both service users and all staff, with the aim of providing more comfortable and user-friendly surroundings for all. These changes have been well received by staff.

Throughout October and November 2016 the CRC had been implementing its new IT solution and doing so effectively. All front-line staff are now equipped with laptops, mobile telephones and Skype conferencing facilities. This has enhanced mobile working and enabled responsible officers to meet with service users in their localities. While there have been implementation challenges for staff and managers, the change has been welcomed. Responsible officers comments included:

²³ Note from the CRC performance team: mean averages exclude cases (such as service users for whom an arrest warrant has been issued) which are allocated to 'other grade'.

“it’s great. My mobile phone works, I can get hold of people I supervise and I can access records while I am out on home visits or seeing people in the community. The freedom is great. I’m saving so much time”.

Quality assurance

The CRC had introduced an interim quality assurance procedure in the first half of 2016, in advance of the Purple Futures’ quality assurance model which is due to be rolled out in April 2017. This interim procedure requires interchange managers (SPOs) to complete one case audit per staff member per quarter using a specified template. Any assessment of practice deemed insufficient results in a further five case audits per staff member. A collation of the audits was not available for us, however, so we were unable to see whether this had helped the organisation to learn lessons and develop practice.

It was accepted by the senior leadership team that the extent of transformation, together with an emphasis on completion of service level measures, had lessened the focus on quality of practice.

Organisational arrangements in the NPS

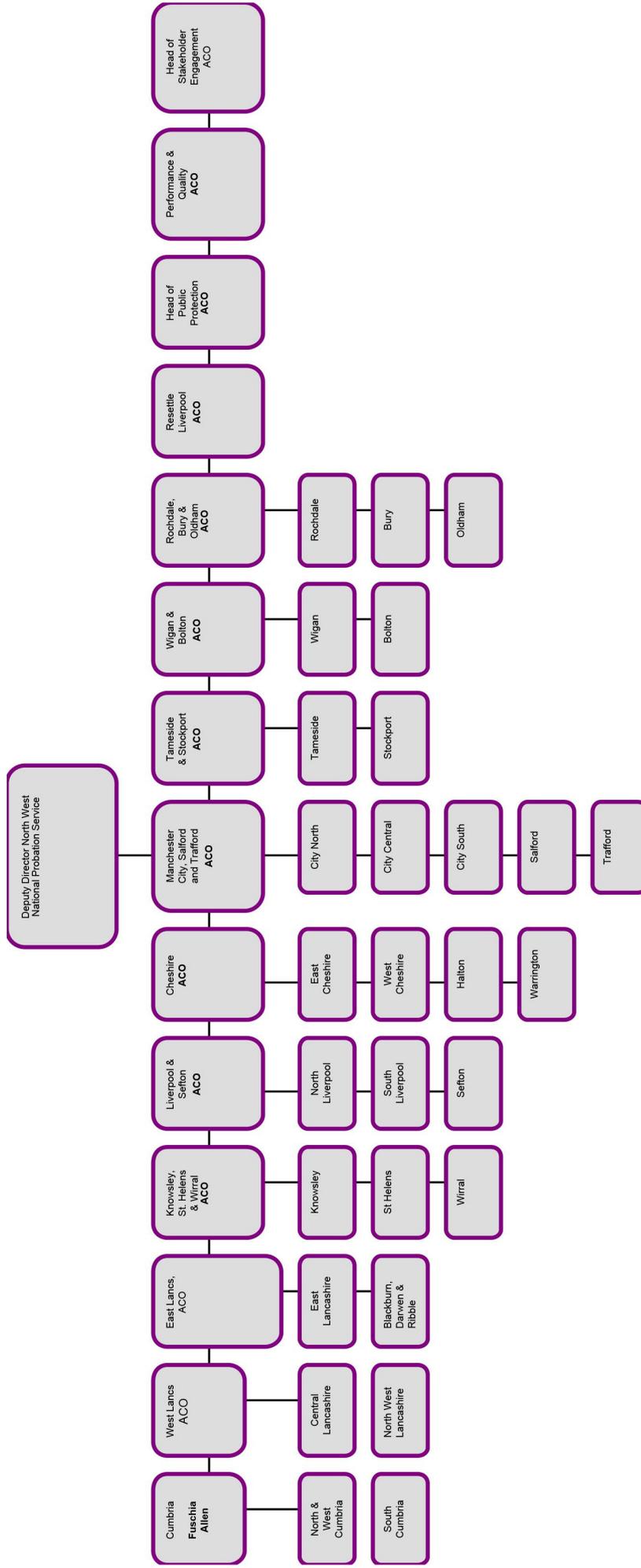
The NPS is an evolving national organisation, divided into seven large divisions led by Deputy Directors with operational oversight. All seven Deputy Directors also have individual special subject responsibilities, such as the management of approved premises. Operational services are largely delivered in-house barring those commissioned from the CRC. The workforce is predominantly made up of staff from former Probation Trusts. The NPS is working through an ambitious programme (known as E3²⁴) to standardise processes nationally, while continuing to deliver quality services which make a positive impact on reducing reoffending.

Leaders in the North West division recognise the opportunities presented by E3 and are understandably cautious about the challenges of the programme. Nevertheless, leaders and staff remain optimistic and committed.

Figure 1.5 on the following page shows an organogram of the operating structure of the North West division of the NPS.

24 NPS E3 Operating Model, 2016.

Figure 1.5: Organogram of the operating structure of the North West division of the NPS.



Source: North West division of the National Probation Service

Leadership and management

The North West division of the NPS has a settled leadership team with a good understanding of strategic issues facing the organisation. It works collaboratively and performance targets of senior managers are directly linked to business plan objectives. There is a commitment to the reward and recognition of good practice and learning from areas for development. Staff engagement tools, such as staff surveys, are used well and results acted on. Good transitional arrangements exist for children to be transferred from Youth Offending Services to the NPS. National protocols are correctly followed. Local leaders are committed to delivering excellent services that will support desistance.

Staffing and caseloads

The total NPS caseload in Greater Manchester was 6,916²⁵, with roughly half of all service users supervised in the community. Responsible officers reported that their caseloads were manageable.

Table 3: Caseload volumes held by NPS officers in the Greater Manchester area as at 28 November 2016.

Cluster	Number of PO full-time equivalents	Number of SPO full-time equivalents	Total number of cases currently being supervised by POs	Total number of cases currently being supervised by PSOs	Average caseload PO	Average caseload PSO
Bolton/Wigan	31.1	6.0	1,284	129.0	41	22.0
Bury/Oldham/Rochdale	40.5	8.8	1,428	137	35	16
Manchester/Salford/Trafford	67.3	13.0	2,650	257.0	39	20.0
Stockport/Tameside	27.1	7.0	966	83.0	36	12.0
All four clusters Combined	165.9	34.8	6,328	606	38	17

Information source: North West division of the National Probation Service

Overall, staff morale was positive. Responsible officers were working hard, purposefully and with resilience. They generally felt secure in their roles and reported good, regular and frequent supervisory support from their managers. There was a

25 Figures supplied by the NPS, correct as at 11 October 2016.

high percentage of temporary administrative staff in some parts of the division. A focus on the quality of work had increased in the second half of 2016.

When the national organisation was created, the North West division of the NPS had retained very few PSOs. Those that had been retained were deployed mostly to youth offending services, courts, prisons and victim liaison teams, leaving only a small number in offender management roles. Under E3, however, recruitment of PSOs was now taking place and the organisation had also invested in training new POs. There had been some traditional workforce churn. Staffing had been a challenge since *Transforming Rehabilitation*, with the division having inherited the worst staffing position nationally of all the NPS divisions. Staffing had been a particular problem in those clusters which had traditionally employed a high number of agency staff. While this issue has now largely been resolved, it has meant that the area currently has clusters with a high proportion of newly qualified officers and new, untrained PSOs who require development. This is undoubtedly resource-intensive for SPOs and means the workload benefits for other practitioners are not immediately realised. The newly qualified officers we interviewed were performing well.

While some cluster variations in sickness rates existed²⁶, across Greater Manchester the average short-term absence rates were slightly below the national average. Longer-term absence remained a difficulty and had a particular impact on the less resilient smaller offices. The attachment of a Human Resources Business Partner to each cluster was effective.

Managers reported that the move to shared corporate services had not been helpful in managing long-term absences, and indeed the centralisation of some services, such as those relating to personnel, was seen by senior managers as a barrier to effectively managing a number of critical local business needs.

Available services

The NPS has maintained strong partnership links with providers of mental health services. It has access to the Greater Manchester West Mental Health Foundation Trust team. Through the Women Together Project it is able to access excellent services for female service users.

Organisational strength: *The health and justice mental health in-reach team works in partnership with the NPS, providing direct day-to-day care provision to those living in NPS approved premises. In addition, the team liaises more widely with the NPS's local delivery units (LDUs), central admissions team for the approved premises estate and the MAPPA support team for the North West of England. The Psychologically Informed Planned Environment within 3 of the 15 approved premises in the region enables both the Mental Health Trust and the NPS to access relevant information and services. This arrangement allows both agencies to consider wider needs and risk management in the context of individualised care.*

²⁶ Information provided by the NPS, correct as at 25 November 2016.

In addition, through the divisional programmes unit, which oversees programme delivery, service users are able to access the appropriate Sex Offender Treatment Programmes, together with the valuable Circles of Support and Accountability programme.

Organisational strength: *Greater Manchester Circles of Support and Accountability is a response to evidence which suggests that emotional loneliness and social isolation are primary factors leading to recidivism among those who commit sexual offences. Between four and six volunteers recruited from the local community form a 'circle' around the service user in need of a high level of social and emotional support. The circle works with high or very high risk service users. Currently there are 11 circles running in the Greater Manchester area. In the past 18 months, 36 circles in the area have had successful 'graduates' with no further convictions.*

Organisational strength: *The NPS has access to a housing officer who, over ten years, has developed an impressive amount of knowledge and contacts within the Greater Manchester community. Positive outcomes for NPS service users in the Manchester, Salford & Trafford LDU cluster are being achieved as a direct result of their input.*

Working environment

The NPS and CRC continue to be co-located in some offices but the intention is for the two organisations to be based in separate offices in the longer-term. As the new organisations have evolved, there has inevitably been less interaction between the two, although we found a professional working environment in all the offices we visited. Service users in every borough within Greater Manchester had access to adequate office provision and did not complain to us about this.

Quality assurance

There was a progressive approach and commitment to ensuring quality in casework. Case audits had endured since the former Trust era and learning was regularly considered and shared. The division had drawn a number of national plans together and produced a single robust action plan. This focused on seven key priorities and we considered these to be realistic.

We were pleased to see at first hand how the capturing of diversity data had improved over recent times. This information will enable targeted interventions and will support research functions.

Although limited in resourcing, the performance team had set ambitious plans to drive up quality. They aimed to achieve this through developing strong relationships with local managers, encouraging them to raise quality standards rather than relying on divisional quality assurance arrangements. Managers admitted there were inconsistencies across the clusters, however. As elsewhere in other NPS divisions, SPOs had new tasks they were required to complete and IT issues had worsened since *Transforming Rehabilitation*. Performance managers, however, were determined to make a difference and contribute to service improvement and achieving better outcomes for service users.

3. An evaluation of the quality of probation services in Greater Manchester

- Protecting the public
- Reducing reoffending
- Abiding by the sentence

Protecting the public

CRC effectiveness

Overall, the CRC had not protected those at risk of harm sufficiently. Public protection policies and procedures were robust but they were not being applied consistently. We found a disconnect between the strategy and front-line practice. This finding is consistent with the findings in the Salford Joint Targeted Area Inspection in October 2016²⁷. There were good relationships at a strategic level with children's social care services within Greater Manchester, coupled with a clear commitment from the CRC to maintain support to the Local Safeguarding Children's Board.

Assessment and planning

In the vast majority of the cases in our sample, we considered that the provision of information by the NPS to the CRC was consistently good.

We found that the assessment of risk of harm recorded by the CRC was mostly accurate. In our opinion there were, however, several cases where the risk levels had been assessed as either too high or too low. This had impacted on the effective management of the case. In just under one-fifth of cases not enough attention had been given to the risk of harm the service user presented to children and known adults. This was a particular concern in work with perpetrators of domestic abuse, as in the following example.

***Poor practice example:** Jake²⁸ is a 28 year old convicted of an offence of domestic abuse and sentenced to a community order. He was assessed as posing a low risk of serious harm to his victim. The analysis of his offending behaviour was weak. The necessary safeguarding checks had not been carried out and there was no risk management plan because of the insufficiently robust low risk rating. The victim of the offence no longer wished to have a relationship with Jake but there was evidence to suggest that he was maintaining contact with her. This issue had not been addressed in the assessment.*

Planning for work to address and minimise the risk of harm was inconsistent. Again planning for work to protect children and known adults was particularly weak. In our interviews with responsible officers we were encouraged by the information some gave us about their cases but it was disappointing that their verbal assessments had not been incorporated into plans. We did, however, see several examples of plans that were relevant, meaningful and targeted at keeping actual and potential victims safe. These plans had been prepared by experienced responsible officers with appropriate support from interchange managers. Contingency planning was not always done, albeit what we saw was good.

²⁷ Joint targeted area inspection of the multi-agency response to abuse and neglect in Salford October 2016.

²⁸ All names in the practice examples have been amended to protect the individual's identity.

Good practice example: Josie is a 42 year old sentenced to a suspended sentence order for an assault on a former partner. The responsible officer had made good use of information that had been provided in the court report. This information was verified and a sentence plan produced in partnership with Josie. The objectives agreed were meaningful, realistic and achievable and met Josie's assessed needs. Actual and potential victims had been identified as well as the triggers linked to Josie's offending behaviour. The contingency planning was particularly good. The responsible officer had identified clear actions she would take if Josie made contact with her former partner, started a new relationship or began abusing alcohol.

A notable number of inexperienced responsible officers reported that the level of training provided by the CRC was not sufficient to help them develop the required skills to complete high quality assessments and plans. Some believed that this was the result of them not knowing what was expected of them within the context of the Interchange Model. This was particularly the case with case managers managing medium risk of harm domestic abuse and Child Protection cases. This training deficit requires priority attention.

Delivery

There was limited recognition and response to public protection concerns. The work was not always focused on protecting those at risk of harm in two-fifths of the cases in our sample. This often included responsible officers either not contacting children's social care services or not following through when no immediate response was forthcoming.

Reviewing progress

Reviewing progress was poor. Two-thirds of cases did not contain a sufficient review of progress against the public protection priorities. Similarly, the responsible officer did not always often carry out a review when circumstances in the case changed. In such cases, there was little or no evidence of what would be done differently. This is best illustrated in the following examples.

Poor practice example: Charlie is a 24 year old sentenced to a suspended sentence order for an assault on his partner. This was his second conviction for a similar offence. The initial assessment had correctly identified one of his triggers to offending as time spent in public houses. It was, therefore, disappointing that, when the responsible officer received information from his partner that she thought Charlie was spending more time in public houses, no review took place. The information was recorded but no action took place. Here the actual victim was not being listened to or protected.

Poor practice example: Taj is a 36 year old convicted of an assault on a friend with whom he had been drinking alcohol to excess. He has nine previous convictions for shoplifting and six for public order offences. He had been correctly assessed as presenting a medium risk of harm. Taj had been making good progress and reporting regularly to his responsible officer. He had been taking his prescribed medication and had been making encouraging progress at the hostel where he was staying. He had advised his responsible officer that being on supervision had acted as a positive control on his anger. It was surprising that after only six appointments, Taj's reporting was reduced to once every three weeks without any supplementary measures in place. There was no explanation for this decision. Taj began missing appointments and over the next six weeks was only seen once. Regrettably this did not trigger a review of his risk of harm, or enquiries about his mental health or any efforts to obtain information from the hostel.

Impact and potential impact

In approximately one-third of the cases inspected we concluded that not enough work had been done by the responsible officer to keep to a minimum the service user's risk of harm to others. A blend of high individual caseloads at the beginning of 2016 and leaders' attention on other matters (organisational change, contract monitoring and other business priorities) had led to weak public protection work.

Reviews into Serious Further Offences were carried out well and the resultant action plans adequately covered the learning from the cases.

Table 4: Enablers and barriers for the CRC relating to the inspection domain of protecting the public.

Enablers		Barriers	
1.	Where responsible officers and interchange managers were experienced, they demonstrated good knowledge and skill in preparing meaningful plans and managing risks of harm posed by service users.	1.	Complex cases were often assigned to inexperienced responsible officers, some of whom demonstrated a lack of awareness and understanding of risk factors.

		2.	The level of training given to new and inexperienced responsible officers was weak.
		3.	Workload and caseload demands and a focus on transformational change had disproportionately impacted on the quality of public protection work.

NPS effectiveness

Overall, the NPS had made an effective contribution to protecting those at risk of harm. The quality of work delivered was generally good and most victims were protected. Public protection policies and procedures were robust and generally were being applied well.

Allocating cases

We agreed with all the risk of serious harm classifications applied to the inspected cases by the NPS. The quality of the case allocation forms and risk assessments prepared at court by the NPS was generally good. Some cases contained 'don't know' answers but this was not considered a critical issue. The assignment of cases had been carried out accurately in all the cases in our sample.

Assessment and planning

The quality of assessment and planning for work to manage the risk of harm had been done consistently well in the vast majority of cases in our sample. Quality assurance methods for overseeing high and very high risk of harm cases were good. Responsible officers had meticulously gathered current and historical information to inform their assessments, and given service users opportunities to reflect purposefully on their behaviour and the risks to their victims and potential victims.

We saw several examples of effective joint partnership working. Plans contained meaningful objectives. There were a small number of cases (five of those sampled) where responsible officers had not fully considered how to manage the risk or harm posed by the service user to known adults. This deficit requires closer attention in order to make sure that all known victims are protected.

Good practice example: Devon is a 27 year old who has a serious and long-standing mental health condition. He had breached a restraining order five times and there had been over 100 police call-outs to his victim's address. This led to resentencing on several occasions over a short period of time.

Despite the complex issues inherent in this case, several agencies had worked well together, undertaking joint assessments and plans to deliver coordinated interventions. The agencies also collectively instigated practical steps to protect the victim and enabled the mental health recovery team to assess more fully Devon's needs.

This work significantly reduced Devon's risk of reoffending and of harming a vulnerable victim.

Delivery

The work delivered by the responsible officer was not sufficiently focused on protecting those at risk of harm from the service user in 10 out of 42 relevant cases. In these cases, there was evidence of considerable activity aimed at reducing reoffending but not enough attention paid to protecting the victim. In a similar, but slightly smaller, number of cases, we judged that not all reasonable steps had been taken to minimise the risk of harm posed. Practice varied. It was strongest in the Manchester, Salford & Trafford cluster.

Poor practice example: Massey is a 27 year old who was given a six months Alcohol Treatment Requirement as part of his community sentence. This was his third conviction for an assault on his partner and he was also subject to a restraining order. The previous offence had resulted in a short prison sentence.

During the first three months of the community order there was a considerable amount of activity taking place to help Massey secure suitable accommodation and employment. Massey and his responsible officer had agreed that achieving these two objectives would contribute to reducing further offending. Further objectives relating to victim work and alcohol misuse hardly featured in the work delivered. During this period, Massey continued to drink alcohol on a daily basis, as well as smoke cannabis, until he made a self-referral to an alcohol service provider some four months into the order.

By then he had already breached his restraining order once. A short time later he breached it again and reoffended against the original victim. Insufficient work had been done in this case to protect the victim.

MAPPA had contributed to keeping people safe. There was only one case in the sample requiring active MAPPA involvement and we considered the arrangements to be fully effective. Given the singleton case, we attended a MAPPA Level 2 meeting and a Risk Administration Management Arrangements meeting to judge the quality of the work. We were impressed with what we saw. In addition, the MAPPA support unit provided regular briefings to operational staff on a range of topics including Serious Further Offence reviews, Probation Instructions and good practice examples.

Good practice examples:

MAPPA Level 2 meeting

The meeting was chaired by a SPO, with attendees including the responsible officer, two police officers, a housing worker and a representative from children's social care services. The Level 2 case under consideration concerned a 25 year old who had committed sexual offences and posed a high risk of serious harm to children. After the exchange of information, management of the case was raised to Level 3 in order to lever greater inter-agency resources.

Minutes of the previous meeting were comprehensive, informative and listed actions agreed, who was responsible, and timescales for tasks to be completed.

The meeting was chaired well. The Chair made sure there were contributions from all attendees, sought clarification where necessary and reached agreement for actions arising from the meeting and for escalation to Level 3.

Input from the responsible officer managing the case was impressive. He clearly knew the case very well. He was very active in supervising the service user closely in response to the high level of risk and need the offender presented. The inter-agency response to this case was good.

Risk Administration Management Arrangements

These are used to monitor work with those posing a high risk of harm; service users on life licences or released from indeterminate public protection sentences; those cases where a Child Protection plan exists; and MAPPA eligible cases at all levels. The meeting is chaired by a SPO.

Between two and three Risk Administration Management Arrangement meetings are held each month; more if necessary. Cases are discussed in some detail and appropriate actions agreed, recorded on the case management system, nDelius, and followed up.

The process observed was impressive. The SPO demonstrated an insight into the themes of each case. Each responsible officer received appropriate challenge on the current position and the way forward. Written reports were considered. Identified actions were clear, and the date of the next review was set in accordance with the agreed needs of the case.

This process was reviewed by the area in June 2016 and a new procedural document has been prepared and is awaiting approval.

We saw a small number of cases with Integrated Offender Management (IOM) involvement, and visited a number of IOM teams. We found a service that was not simply carrying out surveillance functions but proactively providing meaningful interventions through partners to protect victims and reduce reoffending. Processes were largely efficient; intelligence-sharing was strong and underpinned by a risk-led approach.

During our two weeks of case assessments we were not convinced that all responsible officers fully understood how to make best use of ViSOR, the national confidential database that supports the management of violent and sexual offenders. On returning for the second phase of the inspection we were pleased to see that the NPS had arranged ViSOR training.

The contribution of the victims' team was effective. There were close links with the national team, the implementation of the Victim Case Management System was progressing well and victims were being signposted to other support services. This included the domestic abuse support programme 'Escaping Victimhood'.

We met with staff in the integrated gang management unit, named Xcalibre. We were impressed with the arrangements, as the following example illustrates.

Good practice example: *The integrated gang management unit (Xcalibre) is a multi-agency team aimed at safeguarding young people, families and communities from violent gang activity and supporting gang members exiting from the gang lifestyle.*

The partnership incorporates children's social care services, Youth Offending Services, NPS responsible officers and the Xcalibre task force (of Greater Manchester Police). In addition to safeguarding young people and families affected by gang activity, it aims to enforce the law to secure convictions for gang-related offending; provide support for victims, witnesses, and families; rehabilitate those convicted of gang-related offending; present young people with opportunities in education and employment; and provide diversionary activities for young people on the periphery of gang activity.

The level of knowledge in the unit was impressive. Information-sharing was good and there was an effective two-way link to MAPPA. CRC and NPS cases were considered in the unit. The NPS responsible officer was currently delivering an intervention called 'Identity Matters' to a group of ten service users. The intervention had received positive feedback from service users and partners in the unit. Support provided to field staff was good.

Reviewing progress and impact

The review of progress against outcome priorities to manage risk of harm was carried out well in approximately four-fifths of cases. In a similar number of cases responsible officers had correctly reviewed their plans following a significant change in circumstances. A service user commented:

“I lost my job and I had loads of time on my hands. My probation officer saw me more often and we changed what I needed to do on my plan. That really helped because I was worried about getting into trouble again and ending up in jail”.

The responsible officer had taken reasonable action to keep to a minimum the service user’s risk of harm to others in approximately four-fifths of cases.

Table 5: Enablers and barriers for the NPS relating to the inspection domain of protecting the public.

Enablers		Barriers	
1.	Assessments and plans were fit for purpose and generally kept under review.	1.	Work to protect known victims was not being consistently carried out.
2.	There were strong and effective risk management processes in place, supported by effective joint working in complex cases.		

The CRC and NPS working together

We found that for almost all the cases in the inspection sample the NPS was providing a good level of information and undertaking appropriate Child Protection and domestic abuse checks.

Relationships between the two organisations at senior management level were strong although communication needed improving. They had worked together to resolve shared issues linked to the *Transforming Rehabilitation* implementation, including information-sharing, allocation and the processes for breaches of community orders and recall of prisoners.

Currently there are no formal cluster-specific meetings taking place between the CRC and NPS senior managers in Greater Manchester. The clusters in the two agencies

are not coterminous with one another, so managers from both the CRC and NPS felt that such meetings were necessary in addition to the Service Integration Group meetings.

The CRC was not breaching service users as often or as promptly as it had done previously. In Manchester, breach court days had reduced from one and half days to half a day a week. The NPS was looking to centralise the administrative function of enforcement work. There had been some disagreements between the CRC and NPS about the quality of breach reports but this issue had been resolved following constructive interventions by both organisations.

Court staff were often unaware of all the services provided by the CRC. There was also confusion about what interventions were available as part of rehabilitation activity requirements (RARs). This is consistent with what we have found elsewhere and is evidenced in our soon to be published RAR thematic report.

The recent introduction of the Professional Services Centre (PSC) has allowed the NPS to provide information to one central contact point. This is seen as a positive move but it is too early to make judgements about its effectiveness.

***Good practice example:** There is a women's problem-solving court in Manchester for sentencing women at risk of a long community sentence or a custodial sentence. It is directed at women who have core needs relating to accommodation, mental health and substance misuse. When sentenced, women receive a sentence planning meeting chaired by the CRC or NPS. Most women are then supervised by the CRC, as few present as posing a high risk of harm to others. They attend a review court every six to eight weeks. Reports are submitted to the review court.*

In July 2016, during a scheduled review court no women attended and magistrates were not impressed with this apparent waste of their time. The SPO liaised with CRC and NPS senior managers to address this issue.

By the next problem-solving court, attendance was greatly improved: of ten women expected, nine attended and all had review reports submitted. This was a good outcome and showed effective working between the CRC and NPS. The work of the problem-solving court was recently awarded a 'Confederation of European Probation' award.

Middle managers and responsible officers were committed to working together although they reported that the two organisations had become more distant and separate, despite remaining co-located, in the main. It was felt by both the CRC and NPS that a physical split would be beneficial for both organisations.

CRC staff commented that the quality of assessments from court was diminishing. This was at odds with our findings about the quality of court reports inspected. In cases where information on domestic abuse and Child Protection concerns was not forthcoming from the police or children's social care services, this had caused

difficulties and potential harm to victims. Issues of this nature were, of course, dependent on cooperation from the other agencies, but were being raised at the Service Integration Group meetings and both the NPS and the CRC were positive about improving their own performance.

Risk escalation and recall

The number of cases escalated to the NPS by the CRC was very low. Different explanations were offered to us about this. Overall, we were satisfied that risk escalation and recall processes were being appropriately followed, albeit the figures shown in Table 6 indicate that over one-third of cases referred for risk escalation were rejected. Nonetheless, we saw examples of risk review forms being properly completed. The information they contained was clear and this enabled NPS staff to make suitable decisions.

Table 6: The number of cases referred from the CRC to the NPS, and accepted for risk escalation between January and October 2016.

LDU cluster	Referrals made	Referrals accepted
Cheshire	11	7
Manchester, Salford & Trafford	8	4
Oldham, Rochdale, Stockport & Tameside	20	14
Bolton, Bury & Wigan	9	4
Intensive Community Order	4	2
Unpaid work & Programmes	1	1
Totals	53	32

Table 7: Enablers and barriers for the CRC and NPS working together, relating to the inspection domain of protecting the public.

Enablers		Barriers	
1.	Senior managers were working hard at a strategic level to resolve any evolving issues relating to risk of harm work.	1.	NPS staff did not have a clear understanding about the available services on offer from the CRC.
2.	The women's problem-solving court had the potential to support effective desistance work.		

Reducing reoffending

CRC effectiveness

The CRC was insufficiently effective in delivering interventions to reduce reoffending. Its impact was inconsistent.

Assessment and planning

Initial assessment had been done well in around three-quarters of the sample cases. Responsible officers had built on information provided by the NPS and made their own enquiries to better understand the reasons behind the offending behaviour. There was some, but not consistent, evidence of self-assessment questionnaires being completed by service users. Where safeguarding information was missing or incomplete we saw examples of responsible officers contacting children's social care services to obtain this. This information, however, was not always fully integrated into the assessment.

We also saw a number of examples where the quality of assessment was excellent, with the responsible officer paying attention to historical information and drawing out themes which had led to the offending behaviour, as the following example demonstrates.

***Good practice example:** Carter is a 20 year old sentenced to a suspended sentence order for fraud. At the assessment stage, the responsible officer gave Carter two consecutive opportunities during the course of two meetings in a week to tell her about why he had offended. She placed Carter firmly at the centre of the process. As a result, she was able to learn that the root cause of his offending was an addiction to gambling. This had not been identified at the court report stage.*

The responsible officer completed a 'life-line' graph in order to understand why and when he had turned to gambling. The graph showed a clear link between his gambling and offending. By allowing Carter time to disclose his story the responsible officer gained a considerable amount of information that had not previously been disclosed.

We found that planning for work to support desistance was done less well. In two-fifths of the inspected cases, the areas we considered to be priorities had not received the attention they should have done. In particular, planning to support emotional well-being had not been done well in just over half of the relevant cases. Attention to protective factors was much better and this made sure of a strengths-based approach.

Poor practice example: Khalid is a 29 year old sentenced to a community order for an offence of assault. Evidence of meaningful planning in this case was limited. The responsible officer had noted two protective factors relevant in his work with Khalid but the assessed needs had not been fully integrated into the sentence plan. Attention to emotional well-being was missing despite this issue being raised in the court report. It was not clear how much input there had been from Khalid given his subsequent failures to keep appointments. The objectives identified were too generic and not specific to Khalid's needs.

Delivery

Up to the point of inspection, we found that sufficient progress to support desistance had been made in almost half of the cases. In relation to what we considered the priority needs, the delivery of interventions to address these needs had not been done consistently well. This is represented in Table 8. The low level of work challenging attitudes to offending was particularly worrying and somewhat surprising, given it is core to the aims of probation.

Table 8: Sufficiency scores from the inspection findings relating to the most prevalent assessed needs of cases in the CRC inspection sample, listed in priority order.

Assessed need (in order of priority)	% of cases where interventions delivered sufficiently
Thinking and behaviour	46%
Drug misuse	39%
Relationships	48%
Alcohol misuse	45%
Emotional well-being	44%
Attitudes to offending	29%
Accommodation	35%
Education, training and employment	60%

Some responsible officers reported helplessness in their efforts to deliver effective interventions. They said that much of their work was done on a one-to-one basis. They were not sure of what was available. They were frustrated by the poor communication with partners and the lack of flexibility in delivering some programmes. Managers we spoke with said they were aware of the concerns raised by responsible officers and there were plans in place to provide better information and induction for new staff.

A large number of responsible officers told us that their high caseloads prevented them from doing much meaningful work. For them, reporting largely consisted of a monitoring exercise. This view appears to have been reflected in the May 2016

service user questionnaire conducted by the CRC (Purple Futures Offender Survey, May 2016)²⁹.

Our observations of two induction group-sessions showed that there were significant deficits. CRC staff were not clear about which service users were due to attend; some of the information in the induction manual was incorrect; service users were asked to disclose any numeracy and literacy needs in front of their peers; the induction leaflets were not user friendly; the Interchange Model was not explained; RAR expectations were not clarified; and the group sessions lasted around 15 minutes. Given that induction is a vital stage in the Interchange Model, considerable developmental work is needed.

We were pleased to find a steady throughput of service users for the Building Better Relationships programme. Currently 20 groups per week were taking place, with programmes running during the day, evenings and on Sundays. Staff delivering programmes reported that while compliance was good, on some programmes the quality of engagement was not as good.

We met with a number of providers in the supply chain. There was considerable enthusiasm to support desistance but many reported that the transformational changes had had a negative impact on delivering positive outcomes for service users. The move away from localised (shared) office bases had caused additional administrative and operational challenges to partners. There was no doubt that practitioners from all agencies were doing their best but the changes had become overwhelming for some.

We visited a community resource (Church of Nazarine) which we concluded was generally delivering good desistance work and had the potential to deliver even better work. While there were some obstacles to overcome, such as the lack of confidential space, the availability of a range of resources was good.

Good practice example: *The Church of Nazarine is a community church which welcomes a range of different community groups. A room was reserved in which service users could be interviewed by CRC responsible officers. In adjacent rooms, there were some Construction Skills Certification Scheme and hospitality training courses taking place.*

Service users who were assessed as being at lower risk and towards the end of their order were encouraged to attend this facility. The service users we spoke with preferred attending the church because it was easier for them to reach than a CRC office. They could also drop in any time during the opening hours, which were 2pm to 6:45pm on a Wednesday.

The premises were welcoming. There were plans for a treatment manager from the programmes team to attend the church to deliver some of the non-accredited programmes in a separate room.

29 Annual survey of service user views on services delivered and provided by Purple Futures CRC.

Integrated Offender Management

The CRC has retained an active role in the delivery of IOM and was continuing to invest resources into the scheme across the area. Although operationally similar, there were some variations in the different boroughs. We visited three IOM schemes which were working within the context of a 'whole system integration' approach. Service users are managed under IOM arrangements where their risk of reoffending was raised. IOM is an enhancement to 'core' offender management.

All cases are jointly managed by CRC and NPS staff, with the support of IOM police officers. Each service user receives home visits by field police officers; intelligence checks are carried out; referrals to appropriate agencies are made; and daily team meetings are held to monitor progress.

There is good co-location of police officers, CRC and NPS staff, and other staff from the third sector. The contribution of the Community-Led Initiatives partner was impressive. Here, paid staff and volunteers provided mentoring support to enable service users to comply with their sentences. The monitoring information from Community-Led Initiatives we were given (dating back to November 2015) showed that the frequency and seriousness of reoffending had significantly reduced as a result of its contribution. Official reoffending outcome data was not available for the IOM schemes. We were advised that a national review of the IOM scheme was currently taking place and particular attention was being given to measuring impact.

Given the absence of an evaluation it is difficult to conclude the difference the IOM scheme is making. All the staff we interviewed were confident, nonetheless, that this model of service delivery was making a difference in reducing the level and seriousness of offending.

Rehabilitation activity requirements

As with our findings elsewhere (such as in our recent inspections in Kent³⁰, Derbyshire³¹ and the north of London³²), there was a common uncertainty in Greater Manchester about RAR days and how they should be used. This finding supports our emerging conclusions from our recent, as yet unpublished, thematic inspection of RARs.

We found that the delivery of RAR days was inconsistently recorded; staff were not clear about what constituted a RAR day despite guidance having been issued by managers. Misunderstanding existed in the delivery of work with service users, many of whom could not tell us whether they had completed any RAR days. This suggested that RARs had not been well explained to them at induction.

Unpaid work

The management of unpaid work was weak. Within the Manchester, Salford & Trafford cluster there was a good number of individual and agency placements.

30 HMI Probation, 2016, Quality & Impact inspection: the effectiveness of probation work in Kent.

31 HMI Probation, 2016, Quality & Impact inspection: the effectiveness of probation work in Derbyshire.

32 HMI Probation, 2016, Quality & Impact inspection: the effectiveness of probation work in the north of London.

The exchange of information between supervisors and responsible officers was inconsistent. Supervisors had access to the case management system, nDelius, via their tablet computers and could, therefore, check if there were any relevant issues. We were not confident, however, that such checks were being made systematically.

The number of 'stand downs', where service users reported for, but could not undertake, unpaid work, due to non-availability of supervisors or placements, was a significant problem. Poor or no recording had made it very difficult to understand the exact status of whether hours had been completed. A service user told us:

*“it’s a joke. They don’t know what they’re doing. I turn up, they send me away. I tell them I attended, they say I didn’t. I actually took a selfie recently with the time to prove I was there. I shouldn’t have to do that. They’re taking the p***”.*

This echoed the sentiments of a number of service users we spoke with.

The inaccuracies this had created resulted in genuine dilemmas over enforcement.

Available management information provided by the CRC for the period January to October 2016 showed clearly that the management of unpaid work required considerable attention. Staff told us that the PSC had introduced new challenges for them, particularly as they had not been fully inducted into how this provision would work. It was too early for us to comment on how effectively the PSC would support future effective administration of unpaid work.

Meeting the needs of service users

Given the deficits in planning, reviewing and delivery of work priorities, most service users had not received a service that met their needs or was likely to help them to stop offending. The following example demonstrates the limited focus on individual needs:

Poor practice example: *Dudley is a 25 year old who had been diagnosed with learning difficulties as an adult. His offending was relatively minor but the frequency was a concern.*

The induction in this case was not carried out in a timely way and this affected his compliance and engagement with supervision. Three and half weeks had passed by without any induction meeting taking place. There was no evidence of any planning for work to support desistance or of his particular needs being taken into account. There was then a two month gap before Dudley was seen.

Although enforcement action had been taken during his period, Dudley was then given monthly appointments. This was not appropriate and the level of contact did not meet the assessed needs of the case.

During the course of this inspection we spoke with 23 service users, either on a one-to-one basis, within a focus group or more casual encounters in office waiting areas. Overall, the feedback we received from them was positive. Comments included:

“He’s [the assigned responsible officer] a great bloke. He’s always available to see me outside of my appointments”.

“My temper has reduced since going to probation. I am drinking less. Things are going well”.

“They arranged for me to attend the programme on Sundays because I work away during the week on motorway construction”.

Some service users were critical of the content of their supervision meetings. Comments included:

“I don’t see what I’m getting out of probation. The first couple of appointments we talked about my problems but now we just have a general chat”.

“When I arrived at probation I got given a plan. No one talked to me about what would be in it. I just agreed to go along. I was told that we would be talking about my drinking but this didn’t really happen. I then had a change in probation officer. At my meetings I was just asked how things were going. I didn’t see the point of it. I wanted help with my drinking and in the end I got help myself from a counsellor”.

Reviewing progress

The reviewing of work was not done well in over half the cases and a review was not triggered by a significant change in circumstances in almost three-quarters of relevant cases. This was concerning as it did not support good desistance practice.

Poor practice example: Hayden is a 39 year old with an extensive history of drug and alcohol misuse. He had spent much of his life being street homeless and stealing to fund his addictions. Following his latest sentence, his reporting became erratic and information received from a partner agency was overlooked. This related to reports that Hayden and another service user were working together in targeting vulnerable women to obtain money. This information was not used to review the risk of further offending. Hayden was subsequently charged with an offence of attempted theft.

Impact and potential impact

We concluded that actual and sufficient progress in work to support desistance had been made in just over one-third of the cases inspected. Many responsible officers were working hard to achieve positive outcomes, so it was disappointing that their efforts were not having greater impact. That said, most service users in our case sample had not reoffended. In the vast proportion of inspected cases, the seriousness and frequency of proven reoffending had either decreased or stayed the same. We assessed that the most impact on potential reoffending was related to work on healthy relationships and substance misuse.

Outcome data for the successful completion of accredited and non-accredited programmes was not readily available despite the efforts of CRC colleagues interrogating various reports at our request. However, it was accepted that successful completions of these programmes needed to be much better. An estimate suggests that only one-third of those starting these programmes completed them.

We visited one of the three intensive community order teams in the area. These teams were established to meet the specific needs of males aged 18 to 25 years old. It would appear that when the teams were set up, they were having an impact on reducing reoffending but referrals have dipped considerably. We were told by interchange managers that courts are now preferring to include RAR conditions in court orders rather than imposing intensive community orders.

Table 9: Enablers and barriers for the CRC relating to the inspection domain of reducing reoffending.

Enablers		Barriers	
1.	There was good consolidation of assessments to understand the reasons behind a service user's offending behaviour.	1.	Plans did not always include objectives relating to the assessed needs of the case and progress against assessed priorities was not sufficient.

2.	The CRC was well-integrated into the IOM scheme.	2.	Responsible officers were not fully aware of all the interventions available to them to support desistance; as a result, not enough interventions were delivered.
		3.	There was confusion amongst staff about the implementation of RAR days.
		4.	There were significant weaknesses in the management of unpaid work.
		5.	The impact of the IOM scheme had not been evaluated.

NPS effectiveness

NPS work to reduce reoffending was generally acceptable. Assessments and plans were good and the quality of one-to-one work was strong in some clusters across Greater Manchester. The NPS was not generally using or consistently accessing substance misuse interventions or other services from the CRC, however. Interventions to support desistance were not delivered across all the identified areas of need.

Court reporting

NPS court staff provide 'stand down' and oral reports to the court, as well as short format reports. The number of on the day reports had increased dramatically and was likely to increase further with a 90% target of same day reports coming into effect in March 2017. In the vast majority of cases inspected, the NPS had produced very good court reports. These consistently contained good analysis of factors contributing to the individual's offending behaviour. Appropriate safeguarding and public protection enquiries had been made and the proposals were focused on sentencing options which were most likely to support desistance. Checks were consistently recorded on nDelius. This enabled up to date information to support accurate assessments.

Good practice example: *In one case, the pre-sentence report author had demonstrated a thorough understanding of the circumstances, attitudes and behaviour linked to offending. He addressed the risk of harm that was present to a child living with the service user, made a referral to children's social care services, discussed the case with his SPO and made realistic proposals based on what work needed to be done to support desistance. The vulnerability needs of the service user were fully considered.*

The assessment was detailed and provided good information to support effective planning.

At the time from which our case sample was drawn, new arrangements for the management of the courts were being piloted. Later in 2016, however, responsibility for Greater Manchester courts was transferred back to the clusters. In the Manchester and Salford Magistrates' Court, for example, we found that the recently introduced arrangements had led to a renewed focus on training and provision of mentoring to report writers, since there were some identified deficits in training and support.

During our inspection we spoke with a senior magistrate who was able to represent the views of his colleagues. He reported that written reports usually contained sufficient information about risk of harm and that oral reports were generally good. We also observed the preparation and presentation of an oral report. We judged that the service user had been treated with respect, the interview had been carried out professionally, and a clear explanation had been provided about the proposal.

Allocating cases

There were no presenting problems with allocation either within the NPS or from the NPS to the CRC. In the inspected sample there were no misallocations. The overall assessment at the point of allocation was considered to have been done well in 37 out of 42 cases, which was impressive.

Assessment and planning

Following allocation, we were pleased with how well responsible officers had enhanced the quality of assessments contained in the court report. This was done through prompt meetings with service users. They went through the content of the report and asked service users additional questions to test out issues and verify information.

We found that planning for work to support desistance had been done well in around four-fifths of cases. We agreed with the vast majority of the priorities that had been identified by responsible officers, as in the following two examples.

Good practice examples:

Jonty is a 29 year old convicted of an assault and sentenced to a suspended sentence order. The initial assessment correctly identified important risk factors relating to a previous offence and put in place measures to avoid repetition. The plan to support desistance was excellent. Housing had been assessed as the highest priority and actions were put in place to secure accommodation. This was a complex case that required good liaison with a housing officer and housing provider. Alcohol had been a contributory factor in the most recent offending and this issue had been highlighted as requiring a clear focus. The sequencing of the objectives set was very good and Jonty was given opportunities to contribute to his plan.

Ian is a 22 year old sentenced for threatening violence to a care worker. The initial assessment contained all the relevant information about the offence as well as detail about a similar offence he had committed against a social worker. Good use had been made of information held by children's and adult social care services. Ian was known to the local IOM police and there was evidence in the plan of effective liaison with the police.

Attention to protective factors had not been meaningfully given in almost half of the inspected cases. This was a missed opportunity. Consideration of such factors would have demonstrated a strengths-based approach (consistent with the Interchange Model) that might have achieved better outcomes.

Poor practice example: *Trevor is a 21 year old sentenced to a long community order for a serious assault. A first time offender, he had severe learning needs linked to some complex medical and behavioural issues. He had a strong bond with his parents with whom he was living. This was the primary protective factor.*

His parents had supported him throughout the court process and had been present when he was interviewed for his court report. It was, therefore, surprising that the responsible officer had not made better use of information from Trevor's parents. Indeed, records showed that his parents brought him to the office for his appointments but they were never seen.

This was a missed opportunity because dialogue with his parents would have been helpful in both the assessment and planning for work to reduce the risk of further offending.

Delivery

Overall, we found that sufficient interventions had been delivered in just over half the inspected cases. The extent to which the priority factors were dealt with sufficiently is presented in Table 10. Where interventions were not delivered, this was largely due to further offending, breaches of orders and licences, or service users failing to engage. The energy and professionalism being invested by responsible officers was commendable.

Table 10: Sufficiency scores from the inspection findings relating to the most prevalent assessed needs of cases in the NPS inspection sample, listed in priority order.

Assessed need (in order of priority)	% of cases where interventions delivered sufficiently
Thinking and behaviour	54%
Drug misuse	31%
Relationships	57%
Alcohol misuse	36%
Emotional well-being	59%
Attitudes to offending	38%
Accommodation	73%
Education, training and employment	67%

Much of the work carried out by responsible officers was on a one-to-one basis. There were variations in the quality of work across the clusters. We saw a number of examples where interventions had made a tangible difference in achieving positive outcomes for service users, as in the following case:

Good practice example: *Patrick is a 32 year old with a lengthy offending record. Following his most recent release from custody he had been showing some motivation to stop offending. In part this had been due to the responsible officer writing to Patrick while he was in prison. These letters challenged him to consider the impact of his offending on victims and how his offending was alienating him from members of his immediate and extended family. The responsible officer encouraged Patrick to write back to her which he did.*

On release, the initial meetings were spent looking at the letters he had written. It was clear that the information in the letters was very powerful for it spoke about his own rejection as a child, prejudice and depression. The responsible officer praised Patrick for his willingness to expose his vulnerabilities.

Through conversations about the issues that mattered most to Patrick, the responsible officer was able to achieve positive outcomes. For the six months since his release Patrick had not reoffended.

When used, the contribution of partners and contracted providers in the supply chain to support desistance work was generally good. Partners, however, were not

systematically involved and referrals were often limited. It was difficult for us to form a view on why referrals were low especially in the area of drugs and alcohol misuse where need was prevalent. It seemed that a combination of factors may have been at play including a lack of knowledge about what was available; lack of confidence in what was available; or, simply, a lack of availability of services.

Responsible officers told us they did not fully understand what was available given the constant change of providers and contractors. This was a concern and was affecting the quality of outcomes.

Poor practice example: *Ajay is a 22 year old who had a history of poor compliance and engagement. He had repeatedly reoffended while under supervision. As a former Looked After Child more should have been done to assess and understand the impact this experience had on his thinking and behaviour. Likewise, no assessment had been undertaken of his speech and language needs or his specific learning style. This would have enabled the responsible officer to better assess and develop specific interventions to best meet his needs.*

Instead, the responsible officer did very little and was overwhelmed with the chaos of his situation. No referrals had been made to partners and there had been no discussion with Ajay about his destructive behaviours.

Good practice example: *Lucas is a 30 year old man with severe mental health needs. The on-site access to the mental health criminal justice liaison team had had a very positive impact on Lucas and on the development of the responsible officer's practice. It had resulted in prompt referrals, effective information-sharing and relevant interventions being delivered. In doing so, the risk of reoffending and harm had been reduced. In addition, responsible officers had access to on-site psychologists who offered advice, clinical supervision and support to inform assessments, plans and interventions. The clinical supervision offered by these specialists had enabled practitioners to work more positively with often difficult to reach and complex service users. Lucas had benefitted both directly and indirectly from this intervention and experience.*

Good practice example: Barry is a 29 year old with a history of repeat offending. At the start of his suspended sentence order his motivation to change was limited. It was pleasing to see how the responsible officer had worked with Barry's negative attitude towards the risk of further offending. She took time to understand why he was not motivated. She did not hurry the process. Barry's appointment-keeping remained good and she praised his attendance. The relationship became productive and Barry began to disclose more personal information. Much of this related to his father who had been a repeat offender and had served a number of prison sentences. Barry felt that he too was destined for a life of crime and custody. The responsible officer embraced Barry's disclosure and empowered him to believe that he could change. She carried out some mapping exercises to help him understand what he needed to do in order to establish a new self-identity. At the time of inspection, Barry had not been arrested for any new offences in six months and had recently started an introduction to safety at work course.

Rehabilitation activity requirements

Our conversations with court staff suggested that they were not confident about the activities provided by the CRC, especially through the RAR. While this is reflected nationally, we found very little meaningful evidence of RARs in the sample inspected. Court report writers told us they were more comfortable in proposing accredited programmes rather than RARs. This was not reflected in data held locally by the CRC, however, which showed no such preference for accredited programmes. Court staff told us that they tended to sign-post what was needed rather than specify an activity. A CRC manager had visited the court team in September 2016 to talk with report writers about the RAR. It was hoped that this would enhance practice.

Meeting the needs of service users

During the course of the inspection we were able to interview six NPS service users whose cases we had inspected. We also held a number of focus groups and were able to speak with a further 11 service users. Their response to working with the NPS was overwhelmingly positive. One service user who had been released from custody reported that he had an excellent sentence plan which was helping him to focus on issues to stop him reoffending. When asked what the plan was he replied:

“My objectives [are] to remain crime free, abide by my licence conditions, live in a hostel, get a job, etc”.

Another commented on how well his needs had been met since his most recent release from custody:

“In the past they put me in a hostel and I kept failing but now I’m in rehab and I have a plan and it has really made a difference for me”.

Service users also told us about some of the shortcomings in the service they had received. These included infrequent visits from responsible officers while they were in prison, lack of meaningful contact from responsible officers and frequent changes in responsible officers. The latter was described as being a particular problem as many had struggled in their lives to build trust.

We held two women-only focus groups and again the responses to working with the NPS were positive. All had a female responsible officer and all appointments were held at a women’s centre. These centres were described as having a welcoming environment where effective desistance work was supported by a range of activities. The women reported being able to contribute to their sentence plan. Flexibility was used to take account of any parental responsibilities.

Most of the women had RAR days, but they did not understand what they were. Attending a class at a women’s centre could count as a RAR day but those we spoke with were not aware that this was the case. They suggested it would be helpful to have a record card against which they could record their RAR days.

Reviewing progress

Reviews and adjustments to plans had been done well in approximately three-quarters of the cases. The following two examples demonstrate reviews being done well - and less well.

Good practice example: Terry is a 31 year old convicted of domestic abuse. At the point of sentence his relationship with his former partner had ended. Two months into the order, Terry disclosed to his responsible officer that he had started a new relationship. The detail contained in the case record was excellent.

The responsible officer explained to Terry that in the light of his disclosure his sentence plan and the risk he posed would need to be reviewed. She also explained that she would need to make enquiries in order to protect his new partner and her two children from harm. Terry did not initially respond well to this. However, the responsible officer was clear with Terry that she had a responsibility to protect actual and potential victims. A new plan followed with additional appointments and home visits being arranged.

Poor practice example: Mohammed is a 36 year old who had been released from a lengthy prison sentence. His appointment-keeping was initially very good but deteriorated following the loss of a close relative who had supported him while he was in custody. The responsible officer had not explored the impact of this loss, and did not carry out a review.

Impact and potential impact

Almost seven out of ten service users in the sample had not committed any further offences. In the vast majority of inspected cases, the rate of proven reoffending had either decreased or stayed the same. Against a range of factors associated with offending we concluded that outcomes had been achieved or sufficient progress made in around half the cases. The contribution made by responsible officers to support this work was consistently good.

Table 11: Enablers and barriers for the NPS relating to the inspection domain of reducing reoffending.

Enablers		Barriers	
1.	The quality of court reports was good.	1.	Insufficient attention had been given to protective factors when preparing plans.
2.	Assessments and plans were of a high standard.	2.	Reviews were not always carried out following a significant change in circumstances.
3.	When used, interventions provided by partners were effective.	3.	Responsible officers did not fully know what services were available in the community and they were not accessing services provided by the CRC. As a result, interventions to support desistance were not consistently delivered.
4.	The needs of service users were largely met.		
5.	Female service users were allocated female responsible officers and offered opportunities to attend women's centres with a good range of provision.		

The CRC and NPS working together

The CRC and NPS were committed to maintaining meaningful working relationships in order to carry out work to reduce reoffending. The senior management teams were continuing to support partnership activities in order to deliver effective probation services. Senior managers from both organisations chaired a number of groups in order to drive change that would achieve better outcomes for service users. Communication on both sides was not always effective, however, and the two organisations were working hard to improve information exchange especially in courts. While this was frustrating, relationships at a strategic level were good and both agencies were working constructively to resolve these issues. There was no management representation from the CRC at the probation liaison committee meetings in the city courts. This was perhaps a missed opportunity given the issues that were being raised by sentencers.

There was a commitment from the CRC to develop the rate card offer to the NPS and to enhance the provision that was currently available to support desistance. The NPS reported that there were insufficient services to provide accommodation support, mentoring, and education, training and employment opportunities. Additionally the quality of some services varied considerably depending on location.

The CRC remained dedicated to providing high quality services for all service users but senior managers recognised that there were gaps in provision. Responsible officers across both agencies were providing some very good one-to-one interventions. There was confusion, however, about the services being provided by partners and contracted providers. This was having a negative impact on outcomes for service users.

The co-location of CRC and NPS staff in IOM teams was a significant strength in Greater Manchester. Staff were working collectively and learning from one another.

Table 12: Enablers and barriers for the CRC and NPS working together relating to the inspection domain of reducing reoffending.

Enablers		Barriers	
1.	Relationships between the CRC and NPS at a strategic level were good.	1.	There were tensions with the services provided via the rate card.
2.	Both the CRC and NPS had maintained a commitment to IOM.	2.	The availability of services and interventions was not clear.
3.	The provision of women's services was very good.		

Abiding by the sentence

CRC effectiveness

The CRC is generally effective in supporting service users to abide by their sentence. Overall, the frequency, quality and enforcement of appointments offered are good. As a result, service users comply.

Delivery

Information provided by the NPS to the CRC at the point of allocation met the assessed needs of almost all cases inspected. Diversity needs of service users were mostly taken into account during the assessment and delivery of interventions phases of the sentence. These needs, however, were not always integrated into the planning process. This limited effective change since some responsible officers had not always considered how individual circumstances might impact on planned work. Similarly, reviews of work did not always contain a proper analysis of diversity needs, such as whether poor compliance might be due to a particular need of the service user, such as a learning difficulty, rather than a more general lack of motivation.

The purposeful involvement of service users in the preparation of plans and reviewing progress towards outcomes was inconsistent. The following examples illustrate this problem.

***Poor practice examples:** The sentence planning in the case of Harry was limited. The objectives set did not meet Harry's assessed needs and there was little evidence to show how he had contributed to work which needed to be carried out to reduce reoffending. The pre-sentence report had identified financial mis-management and poor relationships as contributing to the offending behaviour but these two areas did not feature in any discussions or plans. Meetings with Harry, therefore, had a narrow focus. There had been an absence of a formal review or of any discussion to review progress.*

Dan is a 19 year old who had been well-known to the local Youth Offending Service. He came to the attention of the CRC as a result of committing a new offence. Limited attention had been given to his diversity needs during the planning phase despite the presence of information from the Youth Offending Service. Dan began missing appointments soon after the start of supervision. Breach action was initiated and it was not until the preparation of the breach report that the responsible officer learned of Dan's individual circumstances and diversity needs. These included overcrowding at Dan's home, poor relationship with his stepfather and mistrust of authority. Had these conversations taken place sooner a more relevant sentence plan could have been produced.

Where barriers to meaningful engagement had been identified, responsible officers had responded appropriately in almost all the cases inspected, as in the following example.

***Good practice example:** Larry is a 34 year old with severe learning needs. At the start of his community sentence the responsible officer had identified a number of barriers which were likely to affect good communication. At the time Larry was residing with his parents. The responsible officer sought Larry's permission then included his parents in the planning process. Considerable important information was received through this process and a meaningful plan to support work to reduce the likelihood of reoffending was prepared.*

Larry was now seven months into his order. There had been no missed appointments and progress was being made.

We judged that sufficient progress in delivering the sentence of the court had been made in around three-quarters of the inspected cases. The number of appointments offered met the assessed needs of most of the cases. Absences or non-compliance with community orders or licences were mostly dealt with appropriately through enforcement processes.

We inspected several cases where considerable effort had been taken to support compliance, as in this example:

***Good practice example:** Yussuf is a 31 year old sentenced to a community order. The responsible officer demonstrated a commitment, tenacity and enthusiasm in her work in this case. She made good use of information held by a partner agency and spoke with the co-defendant's responsible officer. Her assessment was analytical, planning was strong, and she had been creative in accessing relevant services in the community. She demonstrated a sophisticated understanding of risk and how to manage it. She worked hard to achieve compliance through a balance of firm directives and the instigation of warning letters when required. She addressed barriers to engagement thoughtfully and effectively via her well thought-out approach.*

Impact and potential impact

Work to support the successful completion of court orders had had a positive impact on the majority of individuals. Two-fifths of service users had not required enforcement action and one-third of those who had been breached had re-engaged with the supervisory process following breach.

Table 13: Enablers and barriers for the CRC relating to the inspection domain of abiding by the sentence.

Enablers		Barriers	
1.	Where barriers to engagement had been identified, responsible officers responded appropriately.	1.	The diversity needs of service users were not always integrated into plans.
2.	Work to support compliance and successful completion of orders and licences was strong.		
3.	The number of appointments offered largely met the assessed needs of the case.		

NPS effectiveness

Overall NPS performance in supporting service users to abide by their sentence was good. Enforcement action was taken when required in the vast majority of cases.

We were pleased to find a meaningful commitment from senior managers in their support for equalities work. The contribution of the Equality Committee and leadership by the equalities manager was impressive.

Delivery

Responsible officers had consistently taken into account the diversity needs of service users in order to support them to abide by the sentence of the court. This had led to individualised assessments, personalised plans, relevant interventions, and proper reviews taking place. This was impressive but more work was needed to fully involve service users in producing plans and reflecting on the progress they had made in review meetings.

***Good practice examples:** The responsible officer had taken immense care in trying to understand Robert’s offending behaviour given that he had entered the criminal justice system at a later stage in his life. The issue of maturity had been identified as a contributory factor along with specific learning needs. The responsible officer had independently researched the area of maturity, obtained a tool to help her make a judgement of Robert’s needs and was actively pursuing how best to manage the case.*

Gina was unable to travel to the office via public transport due to suffering from anxiety and paranoia. It was agreed that she would have fortnightly appointments at the office and would be seen at home or have telephone contact in between. Gina has remained compliant throughout the course of the order.

Poor practice example: Fraser is a 19 year old sentenced for a serious assault on a younger man. There was little evidence of Fraser being given an opportunity to contribute to his sentence plan. The three objectives in the plan had been determined by the responsible officer. In interview, the responsible officer accepted that she had not empowered Fraser to contribute to the plan. When Fraser was interviewed he too reported not having had the chance to say what he had hoped to achieve from supervision.

Barriers to meaningful supervision were properly addressed and acted on in the vast majority of cases. We judged that sufficient progress had been made in meeting the legal requirements of the sentence in four-fifths of the inspected cases. The number of appointments offered met the assessed needs of the case in almost all the cases. We found that just over half of those whose cases we inspected had abided by the sentence of the court. This had occurred through full compliance, or compliance after enforcement action had been taken. We were impressed by the time, praise and investment given by responsible officers to engaging service users, as in the following examples.

Good practice examples: The responsible officer used supervision meetings to offer praise to Raymond, a 21 year old with learning difficulties, when he did something positive. She empathised with his situation when his father asked him to leave the house they shared and reinforced the positive behaviours he displayed. She also praised his willingness to engage with her and others. She told him he should be proud of himself as, despite difficult personal circumstances, he had maintained contact with probation, had attended well and had not reoffended.

Anton is a 25 year old who had committed systematic and serious assaults against his vulnerable victim over a sustained period of time. The responsible officer was resolute in delivering appropriate one-to-one offence-related work and making sure Anton complied with his order. When Anton's commitment to his licence started to deteriorate (through claims he had been ill in a variety of ways), the responsible officer told him he had been given the benefit of the doubt previously but that could not continue and the warning for his last absence would stand.

Anton was not happy about that, but she allowed him to explore the reasons why he should improve his attendance and punctuality. She explained to him that other things should not take priority over his probation appointments. She stressed to Anton that he needed to attend at the right time on the right day as otherwise, it would be difficult for him to complete the work he needed to do. She reminded him that they were in the process of completing the victim awareness pack and that needed to be continued. She also emphasised the need for him to attend other appointments with an external education, training and employment provider because of the important help they could provide in helping him find employment.

Anton said he would make sure he attended on time in future. At his next appointment, he attended on time and a meaningful discussion took place about his engagement and behaviour. Anton's commitment thereafter improved.

When service users failed to comply, responsible officers took decisive action promptly in most cases, as the following example demonstrates.

Good practice example: *The responsible officer took enforcement action after Tanya refused to comply with a recently added requirement to her suspended sentence order for domestic abuse against her partner. Tanya was unwilling to work with professionals, deciding instead to stay with her partner. This demonstrated a lack of insight into her risks and constituted an outright refusal to comply with the proportionate measures put in place to manage her risk.*

Without complying with the residency requirement, the risks presented by Tanya to her partner were unmanageable in the community. The court subsequently activated the custodial element of the suspended sentence order.

Impact and potential impact

We concluded that responsible officers had worked effectively to help service users abide by their sentences. They were discharging their responsibilities appropriately. Their decisions to carry out enforcement action had been well-informed in the vast majority of cases.

Table 14: Enablers and barriers for the NPS relating to the inspection domain of abiding by the sentence.

Enablers		Barriers	
1.	Staff understood the centrality of meeting the diversity needs of service users.	1.	Service users were not always actively encouraged to contribute to reviews.
2.	Responsible officers were resolute in taking enforcement action when required.		
3.	Work to support engagement was consistently high.		

The CRC and NPS working together

The relationship between CRC responsible officers and NPS enforcement officers was at times difficult. From our inspections in other areas, this is not uncommon. The NPS reported that breach papers from both the CRC and the NPS had often been poorly prepared and had to be returned. Senior managers were aware of these issues and were attempting to resolve them. Local managers from the CRC and the NPS were meeting regularly to address operational issues. IT problems were hampering an effective service from the court in the city of Manchester.

NPS court officers gave the example of the CRC changing the names of their teams, known as 'flex teams', without notifying them. This had caused difficulty in obtaining appointments for service users following sentence. The introduction of the PSC was seen by the CRC as a solution to some of these problems. As stated previously, however, it was too early to comment on the impact of this new service. NPS staff recognised the potential benefit of the centre.

Enforcement

The key area of potential concern in relation to enforcement practice was the high number of acceptable and unacceptable absences being attributed to cases.

Within our sample, there was a total of 29 cases (23 from the CRC and 6 from the NPS) where 5 or more acceptable absences were recorded. Furthermore, there were a total of 18 cases (12 from the CRC and 6 from the NPS) where 5 or more unacceptable absences were recorded. That said, we concluded that the management of both acceptable and unacceptable absences had been appropriate in the vast majority of cases.

Table 15: Enablers for the CRC and NPS working together relating to the inspection domain of abiding by the sentence.

Enablers	
1.	There was evidence of meaningful dialogue taking place between the two organisations so as to resolve problems.

Appendices

- 1: Inspection methodology
- 2: Background data
- 3: Data analysis from inspected cases
- 4: Glossary
- 5: Acknowledgements

Appendix 1: Inspection methodology

HMI Probation's Quality & Impact programme commenced in April 2016, and has been designed to examine probation work in discrete geographical areas, equivalent to a police/Police and Crime Commissioner area, regardless of who delivers the work. We are interested in the work of both the NPS and the CRC, together with the contribution of any partners working with these organisations.

An inspection team visited the area for three full weeks. In the first two weeks, we inspected a pre-determined number of cases (community orders, suspended sentence orders, and licences) of individuals sentenced or released from prison about nine months previously. These cases may not have been fully representative of all the eligible cases, but so far as possible we made sure that the proportions matched in terms of (i) gender, (ii) ethnicity, (iii) sentence type and (iv) office location – with minimum numbers set for (i) and (ii). Cases were also selected from the full range of risk of serious harm and likelihood of reoffending levels, and from as many responsible officers as possible. In Greater Manchester the sample consisted of 115 cases, 73 of which were CRC cases and 42 of which were NPS cases. We carried out more in-depth reviews on four of the selected cases, to supplement our initial case assessments.

The team then returned two weeks later to follow up issues that had emerged in the first two weeks. Here are the details of those interviewed.

- 122 responsible officers.
- 16 interchange managers.
- 13 senior managers in the CRC and the NPS.
- 22 staff from partner organisations.

In addition, we visited a number of sites, attending a diverse range of meetings including: Multi-Agency Public Protection Arrangements; integrated safeguarding and public protection; Multi-Agency Safeguarding Hub; Risk Administration Management Arrangements; Victim Contact Scheme; integrated gang management unit; group inductions; intensive community order team; the Professional Services Centre in Liverpool; Chair of the Probation Liaison Committee in city of Manchester Courts; community supervision centre; Together Women's Project; Personality Disorder Project and 'flex team' observations.

We attempted to speak with those service users who provided their consent to being contacted. In this inspection, we spoke with 25 service users whose cases we inspected: 19 from the CRC and 6 from the NPS. In addition we held a number of focus groups and spoke to 19 service users who were accessing specific interventions: 8 from the CRC and 11 from the NPS.

The inspection focused on assessing how the quality of practice contributed to achieving positive outcomes for service users, and evaluating what encouraging impact had been achieved. We were mindful that current impact could provide evidence of progress towards long-term desistance. In particular, we were seeking to report on whether the work undertaken was likely to lead to reduced reoffending, the public were protected from harm and individuals had abided by their sentence.

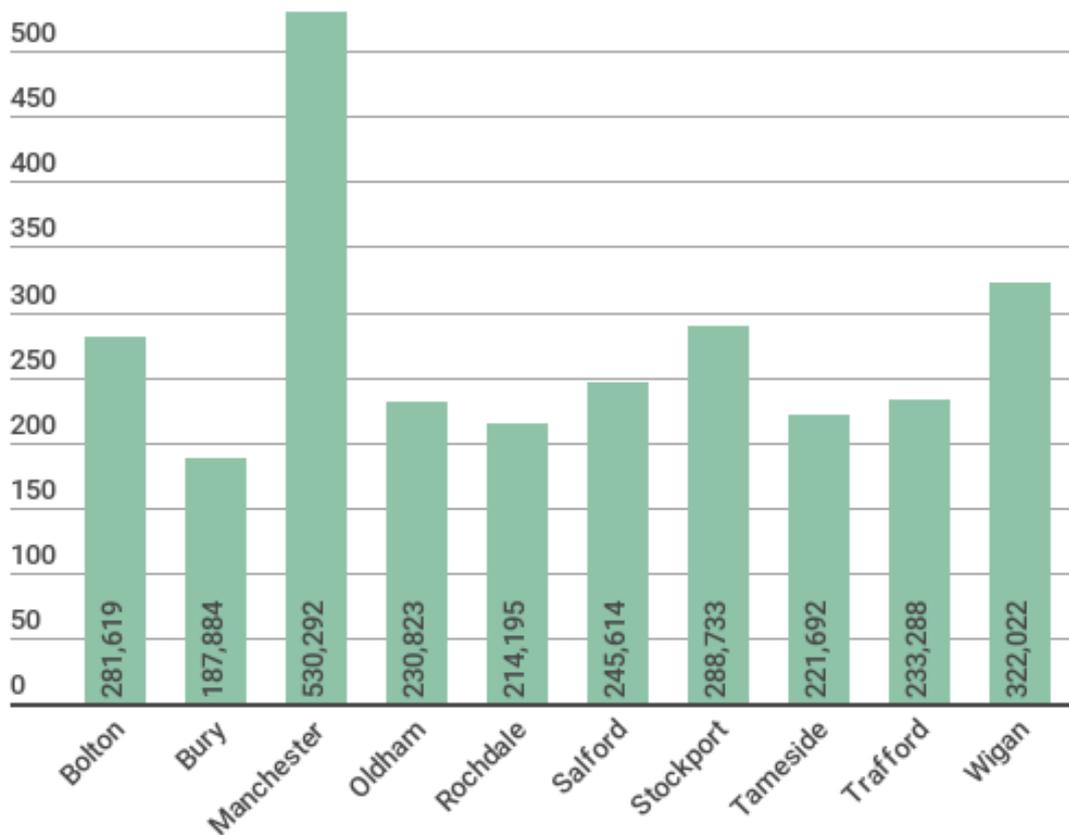
Appendix 2: Background data

This inspection covers Greater Manchester comprising of the metropolitan boroughs of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan.

Population demographics

The population of Greater Manchester was estimated at 2,756,162 in 2015.

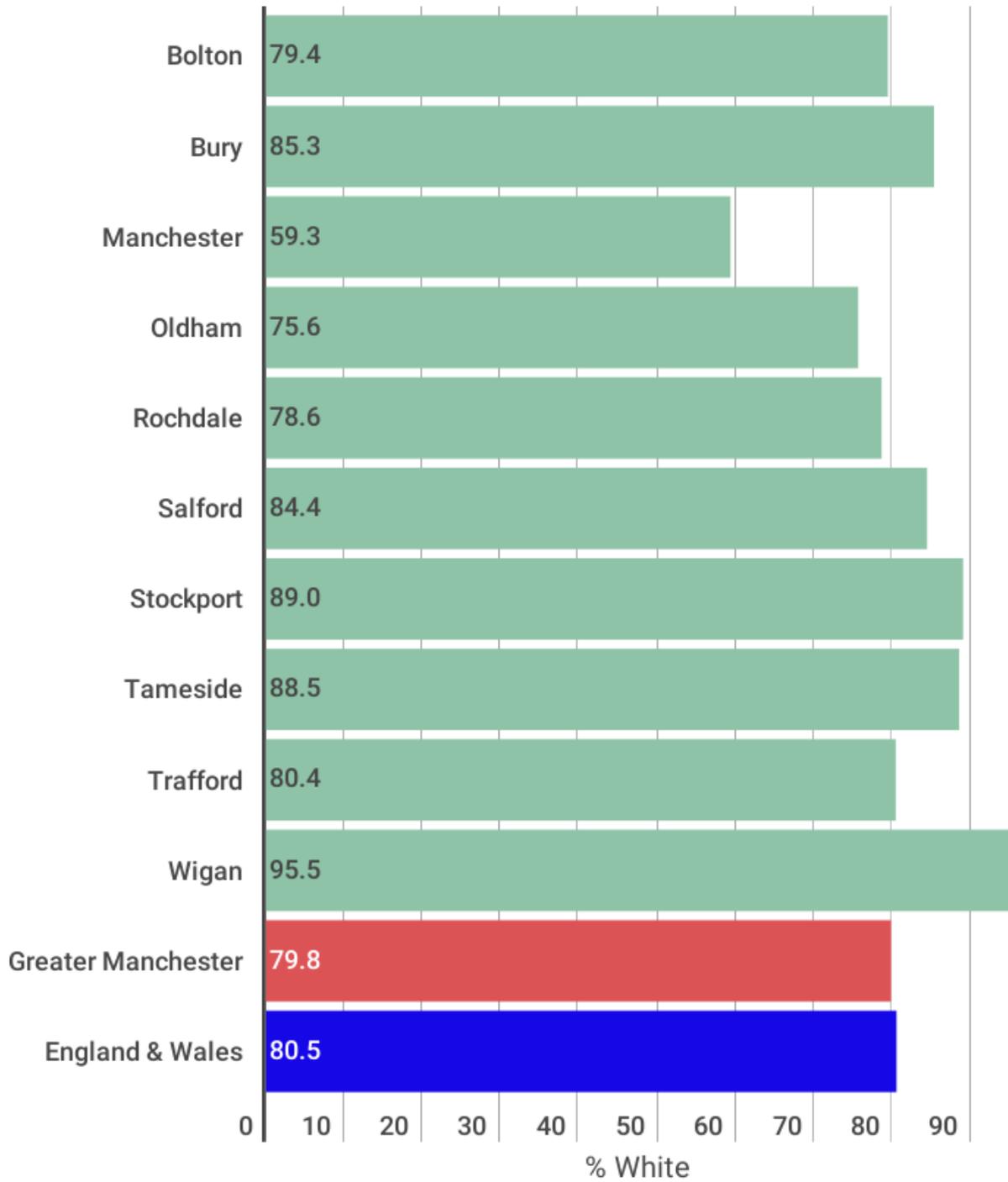
Figure 2.1: Population estimate, mid-2015



Source: Office for National Statistics, June 2016

The vast majority, 80%, of Greater Manchester residents are of white heritage compared to the England and Wales average of 80.5%; however, there is great local variation.

Figure 2.2: Ethnicity in Greater Manchester, 2011 census

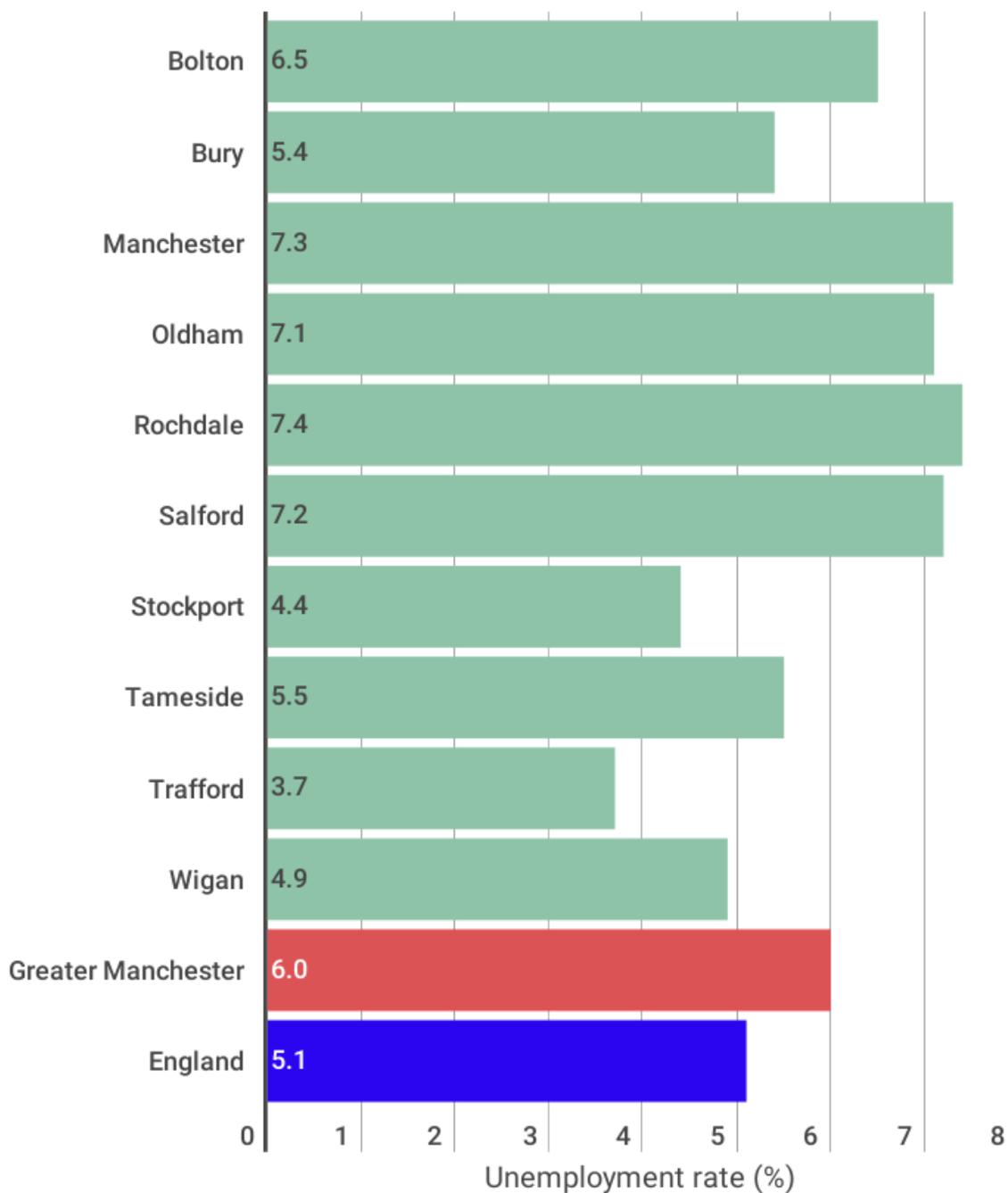


Source: Office for National Statistics, December 2012

Levels of unemployment

As shown by Figure 2.3, unemployment in Greater Manchester is higher than the England average but the picture varies greatly by locality.

Figure 2.3: Unemployment in Greater Manchester 2015/2016

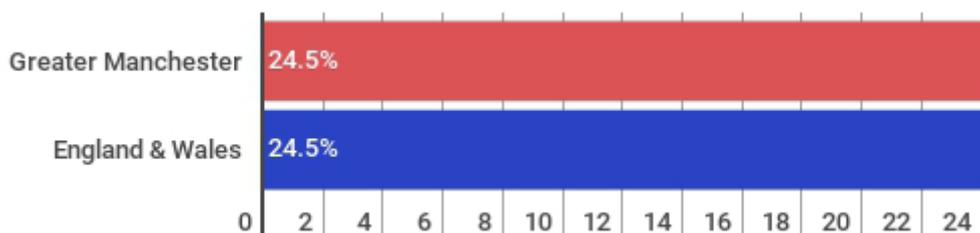


Source: Office for National Statistics, July 2016

Levels of reoffending

The proven reoffending rates for all of the ten local authorities of Greater Manchester are set out in Figure 2.4, based upon adult offenders who were released from custody, received a non-custodial conviction at court or received a caution in the period January 2014 to December 2014. This is equal to the England and Wales average.

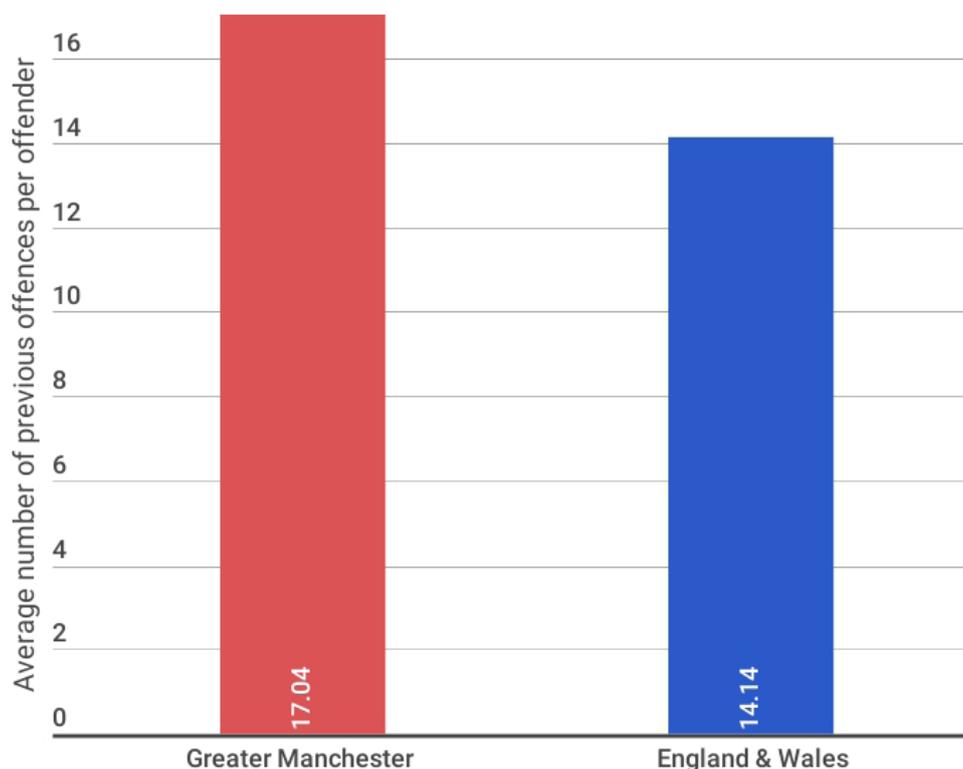
Figure 2.4: Proven reoffending rate for Greater Manchester, January 2014 to December 2014



Source: Ministry of Justice, October 2016

Compared to England and Wales, there were higher previous offences on average for the Greater Manchester cohort.

Figure 2.5: Offending histories in Greater Manchester, January 2014 to December 2014



Source: Ministry of Justice, October 2016

Appendix 3: Data analysis from inspected cases

These charts illustrate key findings from relevant practice inspection cases. These are combined figures for the area as a whole (not separate CRC and NPS figures) due to the small numbers involved. These charts show absolute numbers rather than percentages. The size of the bar chart segments provides an idea of proportion, while the number gives an idea of how large the sample was.

Figure 3.1 Public Protection

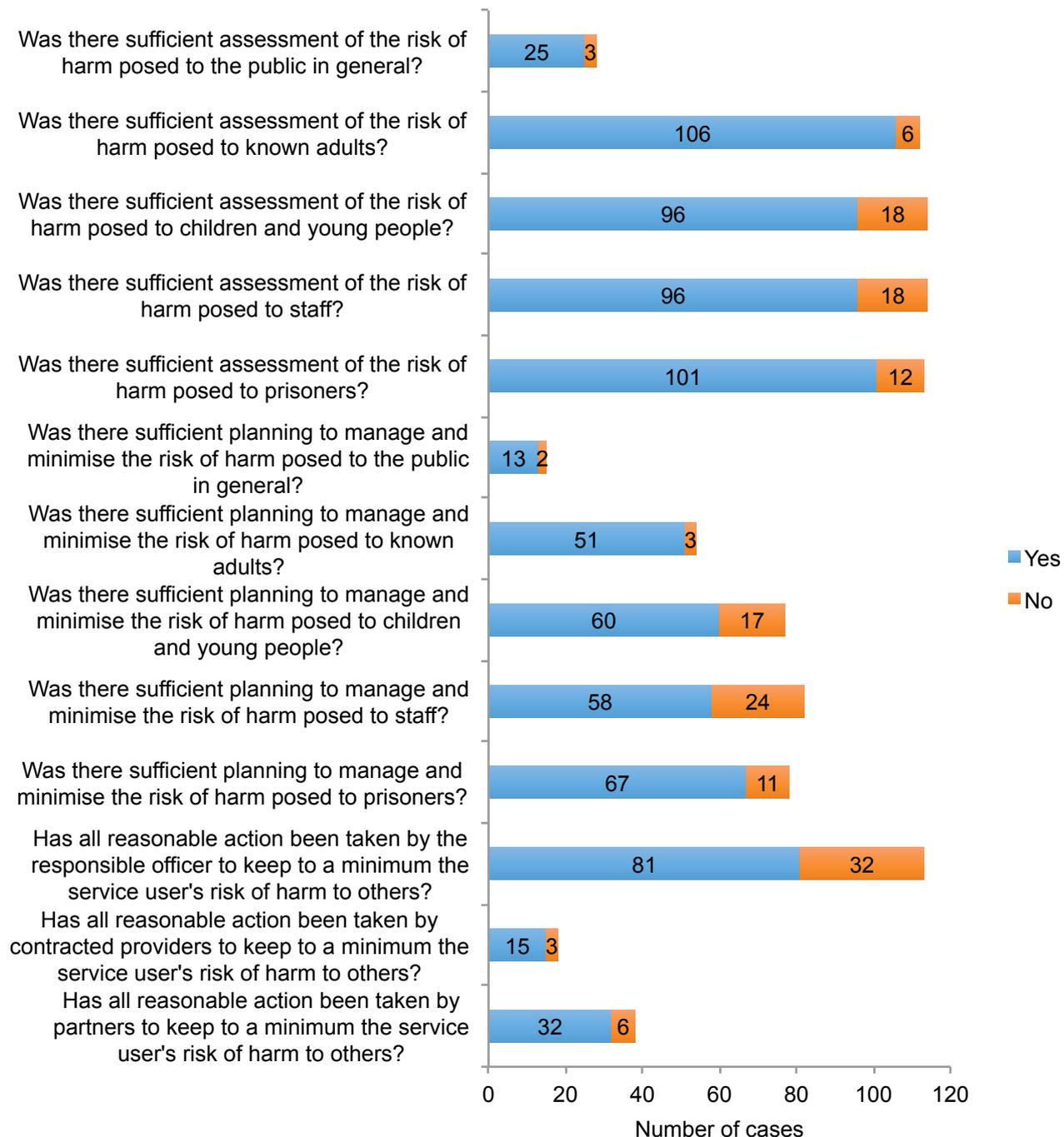


Figure 3.2 Public Protection

Up to this point in the order/licence, has the responsible officer made sufficient progress in influencing the risk of harm posed by this service user to:

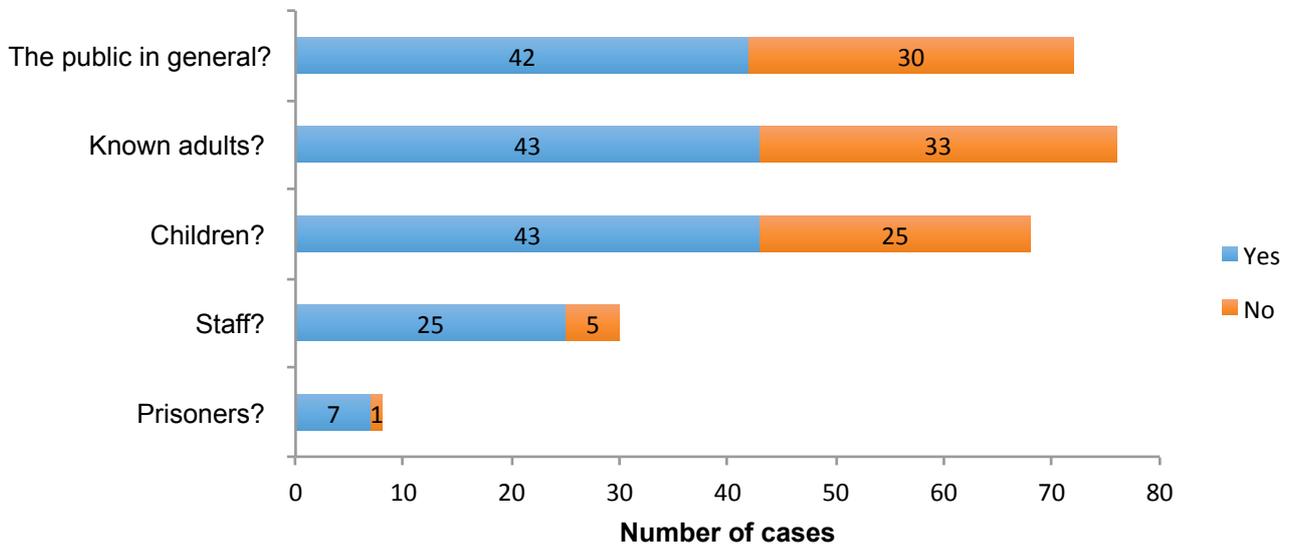


Figure 3.3 Reducing Reoffending

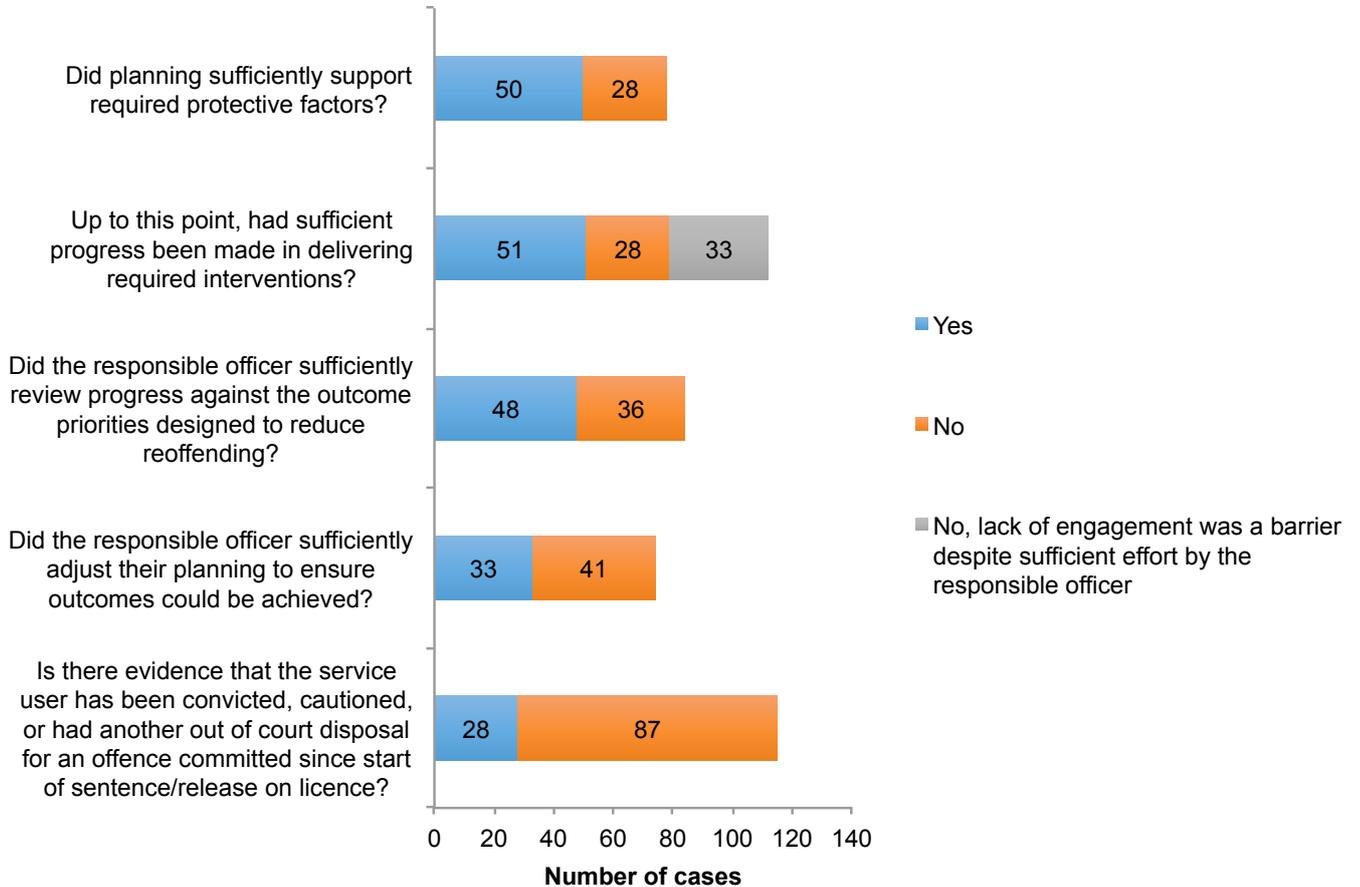
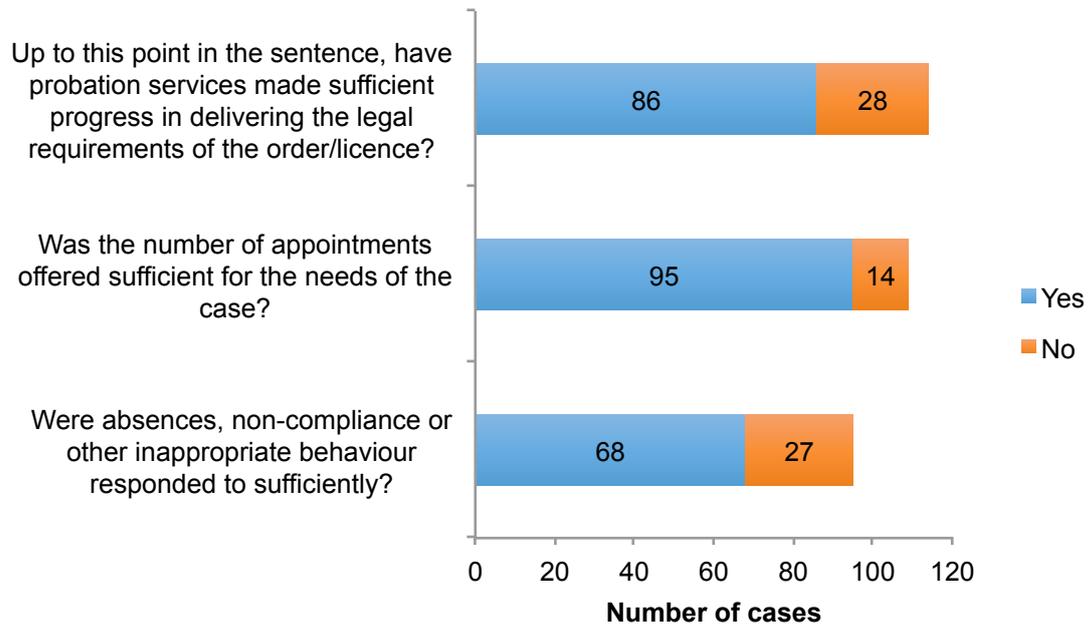


Figure 3.4 Abiding by the sentence



Appendix 4: Glossary

Alcohol Treatment Requirement	A requirement that a court may attach to a community order or a suspended sentence order aimed at tackling alcohol abuse
Allocation	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
Assignment	The process by which an offender is linked to a single responsible officer, who will arrange and coordinate all the interventions to be delivered during their sentence
Building Better Relationships	A nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
Case manager	The term used by the CRC for the probation services officer grade who holds lead responsibility for managing a case
Cluster	A grouping of adjacent local delivery units to assist in the administration and monitoring. In Greater Manchester for example, both the NPS and CRC have four such clusters; however, only one of these is coterminous
Contract package area	The contract package area is the geographical area within which each of the 21 CRCs manages low and medium risk of harm offenders subject to a community order, suspended sentence order or licence
CRC	Community Rehabilitation Company: 21 such companies were set up in June 2014, to manage most offenders who present a low or medium risk of serious harm
Desistance	The cessation of offending or other antisocial behaviour
E3	E3 stands for 'Effectiveness, Efficiency, and Excellence'. The E3 programme was created following the <i>Transforming Rehabilitation</i> programme in June 2014. The basic principle is to standardise NPS delivery, redesigning the NPS structure with six key areas of focus, one of which is victims' services
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
Flex team	A team of people in CGM CRC made up of operational and management staff supervising service users
Human Resources Business Partner	A NOMS resource allocated to the NPS for support with all aspects of human resources work

Indeterminate public protection sentence	Prison sentences issued for public protection reasons that have no specified length of term. Given to a person who has committed a specified violent or sexual offence but the offence is not so serious to warrant a life sentence
Indictable offences	These refer to triable either way or indictable only offences. Triable either way offences may be tried either at the Crown Court or at a magistrates' court. They include criminal damage where the value is £5,000 or greater; theft; burglary; and drink driving. Triable only on indictment and triable either way are frequently amalgamated to form indictable offences. Indictable only offences are the most serious breaches of the criminal law and must be tried at the Crown Court before a judge and jury. Indictable only offences include murder, manslaughter, rape and robbery
Intensive community order	An intensive community sanction for males aged 18-25 years old. The requirements of the sentence are more onerous with a multitude of demands on the restriction of liberty.
IOM	Integrated Offender Management: brings a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
Interchange manager	A member of staff within CGM CRC equivalent to a senior probation officer in the NPS
LDU	Local delivery unit: an operational unit comprising of an office or offices, generally coterminous with police basic command units and local authority structures
Local Safeguarding Children Board	Set up in each local authority (as a result of the <i>Children Act 2004</i>) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality
MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher risk of harm to others. Level 1 is ordinary agency management where the risks posed by the offender can be managed by the agency responsible for the supervision or case management of the offender. This compares with Levels 2 and 3, which require active multi-agency management
MASH	Multi-Agency Safeguarding Hubs act as the first point of contact for new safeguarding concerns or enquiries. They usually include representatives from the local authority (children and adult social care services), the police, health bodies, probation and other agencies

MoJ	Ministry of Justice: the government department responsible for the criminal justice system in the United Kingdom
nDelius	National Delius: the approved case management system used by the CRCs and NPS in England and Wales
NOMS	National Offender Management Service: the single agency responsible for both prisons and probation services in England and Wales
NPS	National Probation Service: a single national service which came into being in June 2014. Its role is to deliver services to courts and to manage specific groups of offenders, including those presenting a high or very high risk of serious harm and those subject to MAPPA in England and Wales
Partners	Partners include statutory and non-statutory organisations, working with the service user/offender through a partnership agreement with the CRC or NPS
Providers	Providers deliver a service or input commissioned by and provided under contract to the CRC or NPS. This includes the staff and services provided under the contract, even when they are integrated or located within the CRC or NPS
Psychologically Informed Planned Environment	A service that is specifically designed to provide a safe and supportive environment. Practitioners work with service users in approved premises to help them make the transition from prison to the community. There is a strong emphasis on interventions that have a psychology base
PSR	Pre-sentence report: This refers to any report prepared for a court, whether delivered orally or in a written format
PO	Probation officer: this is the term for a qualified responsible officer who has undertaken a higher education-based course for two years. The name of the qualification and content of the training varies depending on when it was undertaken. They manage more complex cases
PSO	Probation services officer: this is the term for a responsible officer who was originally recruited with no probation qualification. They may access locally determined training to qualify as a probation services officer or to build on this to qualify as a probation officer. They may manage all but the most complex cases depending on their level of training and experience. Some PSOs work within the court setting, where their duties include the writing of pre-sentence reports
Rate card	A standardised list of the projects and services a CRC has for working with offenders, showing the price (or rate) for which these may be purchased by the NPS or another CRC

Risk Administration Management Arrangements	A process which supports the management of risk of harm work
RAR	Rehabilitation activity requirement: from February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts can specify a number of RAR days within an order; it is for probation services to decide on the precise work to be done during the RAR days awarded
Responsible Officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
Recidivism	A service user's relapse into offending after being given or undergoing an intervention to stop offending
Senior case manager	The term used by the CRC for the probation officer grade who holds lead responsibility for managing a case
Service Integration Group	A meeting of senior managers from across the CRC and NPS to consider operational and strategic issues following <i>Transforming Rehabilitation</i>
Serious Further Offence	Where a service user subject to (or recently subject to) probation commits one of a number of serious offences (such as murder, manslaughter, rape etc.). The NPS must notify NOMS of any such individual charged with one of these offences. A review is then conducted with a view to identifying lessons learned
Skype	An application for communicating with other people over the internet using video or voice calls
Summary offence	These offences are usually heard only by a magistrates' court. This group is dominated by motoring offences, for some of which fixed penalties can be issued, but also includes typically less serious offences such as common assault and criminal damage of up to £5,000
Supply chain	Providers of services commissioned by the CRC
Suspended sentence order	A custodial sentence that is suspended and carried out in the community
Third sector	The third sector includes voluntary and community organisations (both registered charities and other organisations such as associations, self-help groups and community groups), social enterprises, mutuals and co-operatives
Through the Gate	Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around

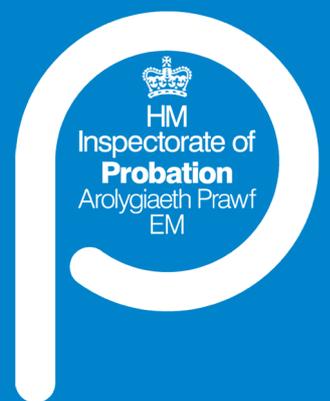
<i>Transforming Rehabilitation</i>	The government's programme for how offenders are managed in England and Wales from June 2014
VISOR	ViSOR is a national confidential database that supports MAPPAs. It facilitates the effective sharing of information and intelligence on violent and sexual offenders between the three MAPPAs Responsible Authority agencies (police, probation and prisons). ViSOR is no longer an acronym but is the formal name of the database

Appendix 5: Acknowledgements

We would like to thank all those who took part in this inspection; without their cooperation, the inspection would not have been possible.

We would like, in particular, to thank the senior managers and their personal/executive assistants for facilitating the inspection and making the necessary arrangements for the fieldwork weeks.

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ISBN: 978-1-84099-773-6