

Quality & Impact inspection

The effectiveness of probation work in Durham

An inspection by HM Inspectorate of Probation
August 2016

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Foreword

Since the introduction of *Transforming Rehabilitation* in June 2014, we have been reporting on its implementation. We produced the last of our five *Transforming Rehabilitation* reports in May 2016, shortly after we began a new programme of regular inspection of adult probation services, known as Quality & Impact inspection. Durham is the first area to be inspected in that programme.

In this report, we comment on the quality of probation work carried out by the Community Rehabilitation Company and National Probation Service in the Durham Police area. We identify the enablers and barriers to positive outcomes being achieved by those subject to probation in the Durham area.

Overall, the quality of work undertaken by the National Probation Service was good, and leadership was strong. There is a persistent problem, however. We found that the overall standard of on the day pre-sentence reports was not good enough, and led in many cases to poorly focused proposals and inappropriate sentences, echoing findings from our *Transforming Rehabilitation* reports. We are concerned this problem persists two years into the new arrangements, particularly since the number of on the day pre-sentence reports is increasing in line with government policy to deliver speedy justice.

A recent initiative by the police and National Probation Service, Checkpoint, diverts low level first time offenders from the criminal justice system. It is a commendable attempt to reduce high reoffending rates prevalent in the area, and we look forward to seeing evaluation of the scheme. More immediately, however, it has contributed to the lower than anticipated caseload in the Community Rehabilitation Company.

Senior managers in the Community Rehabilitation Community have been focused on developing their organisational model and structure in response to reduced workload and income compared with anticipated levels. As we have consistently reported, there has been a lack of quality assurance across Community Rehabilitation Companies, and we found a similar picture in Durham. Consequently, much of the work undertaken with those who had offended was insufficiently focused on reducing reoffending and protecting the public.

Community Rehabilitation Company managers had done an excellent job in developing and introducing the technology required to support responsible officers working remotely from community justice hubs. There were many promising features in the hub model operating in Durham, but there were also areas for improvement. Having seen some of the issues, we will now consider conducting a future thematic inspection to look at how the hub model is working in other Community Rehabilitation Companies.

In contrast to most other areas, morale of staff within the Community Rehabilitation Company and National Probation Service in Durham was

generally good. Relationships between the two organisations remained positive, and working arrangements between them worked well, although some court processes needed to be improved.

We hope that the findings from this inspection will help the Community Rehabilitation Company and the National Probation Service in Durham to focus their efforts on helping those who have offended achieve positive outcomes.

A handwritten signature in black ink, appearing to be 'G Stacey', with a long horizontal flourish extending to the right.

Dame Glenys Stacey
HM Chief Inspector of Probation
August 2016

1. Overall judgements

Since our last inspection in Durham (in February and March 2014), probation services had undergone significant changes as a result of the Government's *Transforming Rehabilitation* programme.

There had been major hurdles for Durham Tees Valley Community Rehabilitation Company (CRC) to overcome, and, by the time of our inspection, the management structure and operational working model had been transformed. The impact of those changes came too late, however, to have any impact on our findings, as much of the work we inspected predated many of the structural changes. Overall, despite some promising initiatives in relation to Through the Gate and social action projects, the quality of some core probation work had deteriorated since our previous inspection. Assessments and plans, while not helped by a lack of required information from court, were often not good enough. Rehabilitation work that should have been started six months into the sentence was often not being done. Consequently, reducing reoffending and public protection outcomes were less likely to be achieved.

Although there were aspects of court work that required improving, the quality of work within the National Probation Service (NPS) was overall of a good standard, helped by a consistent and experienced workforce and able management.

Apart from some issues in relation to communications that should prove relatively easy to resolve, and had primarily come about consequential to the CRC's move from the formerly shared offices, relationships between the CRC and NPS were healthy and productive, and morale of staff within both organisations was remarkably positive.

2. Executive summary

Reducing reoffending

Effectiveness of the Community Rehabilitation Company

The CRC had undergone substantial changes since *Transforming Rehabilitation* in June 2014. Workloads were lower than anticipated; consequently, reductions in staffing had been required and achieved through natural wastage. In addition, there had been a major reorganisation of the CRC's management at both senior and middle manager levels, and a new way of working introduced whereby all responsible officers worked out of community justice hubs across the area. During the inspection, we heard from responsible officers that workloads were manageable, except in Darlington. The organisational changes recently introduced by senior managers were designed to balance workloads of responsible officers within Durham and across the wider CRC area.

When the cases we inspected were commencing, CRC responsible officers were still working out of the offices they shared with the NPS. To give us an understanding of how the community justice hubs worked in practice, we spent a considerable amount of time during this inspection visiting the hubs and observing the practice conducted there. Overall, we thought there were many positive aspects to the hubs. They offered the participant a differential experience, however, depending on the facilities available and attendance of partners and providers at each hub. There was a need to spread the practice of the best hubs more widely. The technology provided to responsible officers supported them in the new style of remote working.

Durham Tees Valley CRC had a clear commitment to achieving desistance. It was actively contributing to social action projects within the Darlington area, and had invested additional resources over and beyond what they received in their budget from the National Offender Management Service to develop and deliver Through the Gate services to those leaving prison. They had a comprehensive supply chain arrangement in place, but problems remained in securing accommodation for released prisoners.

The information provided to the CRC by NPS court staff at allocation was often insufficient. This had an impact on the quality of assessment and planning carried out by CRC responsible officers. Many initial sentence plans failed to say what the objectives of supervision would be, and what the participant would need to do to achieve the desired outcomes. The organisational culture not to provide the participant with a copy of their sentence plan was a barrier to gaining their understanding and commitment.

Required work to address offending-related factors and make the individual less likely to reoffend was not always delivered. The lack of awareness of rehabilitation activity requirements did not help responsible officers structure their work appropriately. When observing the community justice hubs, we saw some, but not enough, rehabilitative work delivered with individual 'participants'.

A recent National Offender Management Service audit of accredited programmes delivered by the CRC was positive. It evidenced high rates of programme completions, and good feedback from participants and staff.

Responsible officers were positive about the responsiveness of their line managers, but there had been a recent lack of formal supervision provided and effective management oversight was rarely evidenced.

Effectiveness of the National Probation Service

The move towards on the day court reports provided less time for the NPS to gather required information prior to allocation of the case. We found the quality of the pre-sentence report assessment of the likelihood of reoffending was sufficient for cases subsequently allocated to the NPS, but not always sufficient for those cases allocated to the CRC. Proposals contained within the reports were not always appropriate for the needs of the case. Some cases that would have benefited from an accredited programme or punitive requirement did not receive them, and usually because they had not been proposed. We thought some NPS court staff required additional training to equip them for their role. We note that at the time our inspection in Durham was finishing, the NPS issued a manual entitled 'National Court Report Writing Training'. The two day training course, if delivered as specified and then applied within the court setting, should address the concerns we have expressed in this report with regard to on the day pre-sentence reports.

Once the NPS had received a case, we found the start of order assessment was sufficient in most instances and led to a plan that included appropriate offending-related and protective factors. We recognised little rehabilitative work was required early in the sentence of some offenders because of the need for restrictive controls to be established. Where it was required but not delivered, it was usually because the offender failed to engage, despite the best efforts of the responsible officer. We saw positive outcomes in relation to offenders with accommodation and/or relationship problems. Positive reduced reoffending outcomes for offenders with alcohol problems were unlikely, as work to address their alcohol misuse was not always delivered.

Responsible officers usually kept the delivery of interventions under review, and, where significant changes occurred, reviewed the planning accordingly.

Working together to promote effectiveness

Some offenders received a community order or suspended sentence order that only contained rehabilitation activity requirement days, when an accredited programme or punitive requirement would have been appropriate. There was an overall lack of awareness by the NPS, CRC and sentencers about rehabilitation activity requirement days, which required addressing. The NPS and courts had recently agreed that the CRC could have some representation within the Durham courts to improve the appropriateness of pre-sentence report proposals.

Checkpoint, a scheme to divert offenders from charge and prosecution following arrest, was a recent initiative which would be subject to evaluation. With active involvement of the NPS, working alongside Durham Police, it was a positive attempt

to stop offending before it escalated. The scheme, however, had an adverse impact on the CRC's budget which was clearly an unintended consequence.

Protecting the public

Effectiveness of the Community Rehabilitation Company

Information provided by NPS court staff to the CRC at the point of allocation was often incomplete. It was particularly concerning that domestic abuse call-outs and/or Child Protection concerns were not checked or responses not provided prior to allocation of the case. That placed the onus on the CRC responsible officer to carry out the necessary enquiries, which was not always done.

The risk of harm assessment and risk management planning were not always sufficient. In particular, relationship concerns were rarely addressed, even when there was a history of domestic abuse. That failure to deliver meaningful rehabilitative work to domestic abuse perpetrators made it less likely that reoffending and public protection outcomes would be achieved.

Quality assurance, a strength of the former Durham Tees Valley Probation Trust, was not routinely undertaken, and management oversight was not effective in making public protection outcomes more likely.

Effectiveness of the National Probation Service

To address difficulties in acquiring information about Child Protection and/or domestic abuse concerns, the NPS was in the process of stationing a probation services officer within each of the Multi-Agency Safeguarding Hubs in Darlington and County Durham to access relevant police and children's social care recording systems.

The multi-agency sex offender management unit contained co-located police and probation staff, jointly managing risk of harm.

NPS responsible officers were experienced and competent, and their risk of harm assessments and risk management plans were overall good enough. The work delivered by responsible officers, contracted providers and partner agencies to minimise the individual's risk of harm to others was in most cases sufficient.

Working together to promote effectiveness

The inadequacy of some risk of harm assessments at the court stage acted as a barrier to addressing potential public protection concerns in CRC cases. In addition, CRC staff were not always knowledgeable about the Case Allocation System form that highlighted outstanding risk of harm tasks that needed completing.

We inspected no cases that had involved risk escalation from the CRC to the NPS. It was clear from national performance reports this was an aspect of work that was managed well in Durham. There was a requirement, however, for responsible officers and managers to make sure they recorded discussions in relation to risk escalation on the case management system.

Effectiveness of the Community Rehabilitation Company

Participants we spoke with were generally positive about their experience of being managed by the CRC, which was consistent with the findings from the most recently published national offender survey. The CRC provided assistance with transport to the office in Durham where they delivered accredited programmes. Community justice hubs offered a variety of opening times, with a number opening in the evenings for the benefit of participants who worked during the day.

Contrary to the organisational commitment to desistance theory, the participant's diversity was not always assessed or taken into account in their sentence plan. The lack of a written sentence plan was a barrier to the participant's meaningful involvement with their community order or licence.

Contact levels were generally suitable, and absences responded to appropriately. In most cases, the participant had sufficiently abided by their order or licence, although in some cases it was following successful efforts to re-engage them after previous failures to attend.

Effectiveness of the National Probation Service

As with the CRC, offenders were positive about their working relationships with their responsible officers. They told us about a variety of achievements that made them less likely to reoffend and kept the public safe.

Diversity of individual offenders was sufficiently assessed and taken into account in planning and delivering the sentence. Most offenders were meaningfully involved in their sentence plan, albeit they were not always involved when circumstances indicated that the plan needed to be reviewed.

In most cases, sufficient progress was made in delivering the requirements of the order or licence, but absences were not always responded to appropriately. While half the offenders had not sufficiently abided by their sentence or licence, the majority of these had enforcement action appropriately taken against them.

Working together to promote effectiveness

Overall, the relationship between the CRC and NPS was a positive one, but some communication difficulties required addressing. Contact details held by NPS staff in some of the Durham courts in relation to CRC responsible officers and the community justice hubs were incorrect. That made it less likely that the start of the community order or suspended sentence order would be problem free, as the participant was given inaccurate initial reporting instructions.

Staff within the CRC were expected to upload information about each accredited programme session to nDelius. Some NPS responsible officers told us, however, that they were not always sufficiently aware of the progress of their offenders undertaking accredited programmes, which potentially acted as a barrier to the offender abiding by their sentence. It was the duty of the NPS responsible officer to

undertake enforcement action in relevant cases, but they could only do that if they had timely notification of problems.

So far as breach was concerned, good joint work between the CRC and NPS meant national performance targets were met by both organisations. It was an indication of the trust between the two organisations that the NPS was only concerned about the legality of proposals within breach reports. Otherwise, they respected the CRC's professional judgement about the need for breach action.

3. Recommendations

In order to deliver positive outcomes to individuals in relation to

- reducing reoffending
- protecting the public from harm
- abiding by the sentence

The Community Rehabilitation Company and National Probation Service should:

1. make sure NPS court staff have the correct contact details for community justice hubs and individual responsible officers, so that individuals allocated to the CRC know where, when and to whom they should report for their first appointment
2. make sure that NPS court staff and responsible officers are fully conversant with the full range of programmes and services provided by the CRC through the rate card, and that information is fully and accurately communicated to sentencers
3. make sure sentence plans incorporate how rehabilitation activity requirement days are to be deployed; for example, to address offending related needs and/or promote supportive factors and/or contribute to social action projects.

The Community Rehabilitation Company should:

4. review facilities and services available at each community justice hub, with the objective of spreading best practice more widely across the area to help all participants achieve positive outcomes
5. improve the quality of assessment, planning, delivery of interventions and reviewing to improve the likelihood of participants achieving reducing reoffending and public protection outcomes
6. provide a record to each participant that sets out their sentence plan goals, what work will be done to help them achieve those goals, how progress will be measured and the frequency of appointments
7. make sure responsible officers understand the Case Allocation System form and what they need to do if the risk of harm assessment is not completed prior to allocation
8. improve the quality of management oversight and supervision to responsible officers.

The National Probation Service should:

9. make sure pre-sentence report writers are fully trained in assessing likelihood of reoffending and risk of harm, so as to improve the quality of assessments and proposals in relation to on the day pre-sentence reports

10. make sure identified offending-related needs are addressed so as to achieve improved reducing reoffending and public protection outcomes.

The National Offender Management Service should:

11. be aware of the negative financial consequences for the CRC of positive initiatives, such as Checkpoint, that are designed to keep low level first time offenders out of the criminal justice system.

4. Local context

The former Durham Tees Valley (DTV) Probation Trust was inspected under our previous inspection programme, Inspection of Adult Offending Work, in February and March 2014. The then Chief Inspector of Probation said: 'Work to assist sentencing was of a high standard, with reports offering clear proposals for community sentences as appropriate. Offenders were usually seen promptly at the start of their orders, but greater attention was needed to engage with their individual needs and deliver effective interventions. Although the Trust had ensured that risk of harm assessments were always undertaken, too many assessments did not take full account of relevant factors leading, on several occasions, to an underestimation of the risk of harm posed. Sentence plans must be reviewed more thoroughly to ensure that interventions remain appropriate and opportunities to reinforce any progress made are taken. The Trust will also need to consider how it can improve the effectiveness of processes to protect children and young people'.

In June 2014, Probation Trusts were abolished under the government's *Transforming Rehabilitation* programme, and probation work was divided between two separate organisations. The National Probation Service primarily took over the management of those offenders posing a high risk of serious harm to others and those subject to Multi-Agency Public Protection Arrangements (MAPPA). The NPS also had responsibility for staffing the courts, including writing pre-sentence reports (PSRs), and for victim contact work. The rest of the probation work was allocated to 21 newly created Community Rehabilitation Companies. Durham sat within the North East division of the NPS and the Durham Tees Valley (DTV) CRC. In February 2015, the CRCs were sold to private companies.

DTV CRC was the legal entity with which the Ministry of Justice (MoJ) had a contract to provide probation services in the DTV Contract Package Area. The CRC was wholly 'owned' by another organisation, ARCC (Achieving Real Change in Communities), which was a not-for-profit consortium comprising of nine partners from different sectors. These included local authorities, charities and social enterprise organisations providing 'wrap-around' services and philanthropic bodies. It was set up specifically to bid for the DTV contract and was the only 1 of the 21 CRCs where a 'staff mutual' from the old Probation Trust formed one of the partners that were successful in securing a contract with the MoJ. ARCC had no other business interests.

Please see Appendix 2 for the most recent information about Durham, including:

- population figures
- ethnicity of population
- unemployment figures
- levels of deprivation and crime
- levels of reoffending.

5. Reducing reoffending

This chapter outlines the achievements made, or likely to be made, by individuals under supervision in relation to reoffending. We explore how the quality of probation work provided by the CRC and the NPS contributes to reoffending outcomes, and how protective factors against future offending are strengthened.

5. Reducing reoffending

5.1. Effectiveness of the CRC

Organisational issues

DTV was a small CRC covering a relatively large geographical area. It sat within two police force areas, those of Durham and Cleveland. At the time of the inspection, the CRC had concluded a major review of its operating arrangements and management structure, with the two CRC Local Delivery Units (LDUs), one for Durham and the other for Tees Valley (sometimes described as Teesside or Cleveland), combined into one. The former arrangement of two LDUs, however, was in place for the entire period we inspected. We looked at the work from Durham LDU, which included work with participants living in County Durham and the unitary authority of Darlington.

In common with other CRCs, DTV CRC had to deal with all incoming requests for data, renegotiations of contracts, Probation Instructions, IT and other procurement issues, buildings, inspection, National Offender Management Service (NOMS) audits, staffing matters and anything else to do with running a private sector body delivering a contract to central government. As DTV was a small entity, this had stretched the CRC's limited management resources considerably since June 2014.

The projected workloads calculated prior to *Transforming Rehabilitation* had not come to fruition¹. For DTV, the actual workload was around 30% lower than anticipated. That had an adverse impact on the CRC's income. In order to manage its budget, the CRC had reviewed its management capacity and operating model. Additionally, they had lost frontline staff via natural attrition since *Transforming Rehabilitation*. For the whole of the CRC, i.e. the area covered by both Durham and Tees Valley, this had amounted to a reduction in the overall staffing complement of over 15% between June 2014 and April 2016 (with offender management reduced by about 23%). DTV had historically been a Probation Trust that enjoyed a low staff turnover, and most of the staff in post at the time of this inspection had been employed by the Trust prior to *Transforming Rehabilitation*. They retained a strong sense of loyalty and attachment to their new employing organisation. Overall, we found staff morale was good. With all the changes experienced, that, in itself, was a positive finding.

ARCC, the owning body, had appointed a new, independent, Chair in January 2016. The post-holder was a respected individual with a high-profile probation background. His, and ARCC's, immediate priorities were to deliver improved governance arrangements, gain financial security for the CRC and provide a focus on performance (particularly that which had a financial impact). At the time of the inspection, this was work in progress, delivered with a fresh impetus.

Shortly before the start of this inspection, the CRC had completed the planned move of its staff from the offices it had previously shared with the NPS, introducing remote

¹ National Audit Office '*Transforming Rehabilitation*' report dated 28 April 2016. Paragraph 4.3 says 'The extent and pace of CRCs' transformation plans have become more uncertain because their case volumes are much lower than planned during bidding. Volumes are down between 6% and 36% against the mid-point agreed in the contracts'.

or 'agile' working. This involved staff working from within their local communities, in community justice hubs and 'office work' from home when appropriate. While hubs had been in operation within DTV since 2011, historically they had mainly been used as reporting centres for those who had sufficiently addressed their offending related needs and could be managed on a 'maintenance' basis. The new method of working for operational staff from the CRC involved most contact with 'participants', the term used by the CRC to describe offenders or service users, taking place within the community hubs throughout their period of supervision.

The new operating model provided one CRC office in Durham (there was a second CRC office in Stockton-on-Tees, for the south part of the CRC area). The senior management function operated across both sites. At the time we inspected, there were 17 hubs across the whole of the Durham area. This new way of working was dependent on responsible officers having appropriate and reliable IT facilities. It was impressive that the CRC had successfully delivered the required technological solution with so little staff dissatisfaction.

Phase two of IT developments needed to support the operating model, that is, delivery of its locally developed case management and workflow system, was scheduled for roll-out later in the year. There were a number of external barriers to be overcome with NOMS before phase two was available to responsible officers. The new case management and workflow system had been designed to provide real-time information to staff, and flag up what individual officers needed to do and by when to maximise CRC income through achievement of contractual performance measures.

Like all other CRCs, DTV CRC was subject to monitoring against the contractual targets it had with NOMS. At the end of March 2016, the CRC was performing well against their contractual requirements and those measures applied by NOMS to provide assurance.

Through the Gate resettlement services were introduced in May 2015 as part of the contract for CRCs. The aim was to provide access to resettlement services for all prisoners, including those remanded in custody and those who were subject to sentences of less than 12 months. The *Offender Rehabilitation Act 2014* introduced statutory post-release supervision for short sentence prisoners. This group of offenders had long been recognised as having very high rates of reoffending, and Through the Gate services were introduced to address that. Within the CRC area, Durham had higher reoffending rates than England & Wales as a whole, with those in Darlington being higher than those for County Durham (Appendix 2 Table 5).

The CRC had deployed considerable resources into Through the Gate, more than was reflected within the 'fee for service' income paid for delivery of these services by NOMS. That was encouraging, and demonstrated the CRC's commitment to tackling high reoffending rates. Through the Gate provided a service to prisoners in relation to accommodation; finance and debt; and education, training and employment (ETE). Support was also offered to sex workers and those who were victims of domestic abuse.

Although opportunities were in place for the NPS to purchase programmes and services from the CRC, in practice this happened infrequently. Normally, this only occurred when mandated by the sentence of the court. The CRC was unable to access court trend data or identify wider offender needs, which meant they were less able, proactively, to spot the gaps in provision and fill them.

Operational issues

The CRC had produced a document entitled Processes and Quality Standards – Community Justice Hub, which set out the requirements, beliefs and practices for the hubs. This included health and safety considerations for staff working in them. The CRC saw the hubs as offering a one-stop shop facility for participants, providing a supportive environment to help them move away from, and out of, offending. The aspiration was to provide a physical environment that they described within the document as: 'welcoming, informal, educational and purposeful, often comprised of a café type layout in a community centre where members of the local community are already attending. When the community justice hubs are operating well, they should resemble a vibrant community centre that anyone would want to attend, where colleagues, participants and agencies can have refreshments together, access the internet, and move forward together offering and accessing support and guidance. There should be a buzz atmosphere'.

During the two weeks of the inspection, we inspected in ten of the community justice hubs across Durham. In some, we spent considerable periods of time and observed how they worked in practice. We spoke with responsible officers, participants, staff from other agencies, volunteers and a peer mentor. While a number of the hubs clearly met the aims of the CRC, others fell short. We thought the level of services provided at an individual hub would have a direct impact on a participant's experience and progress towards desistance. The limited times some hubs were open, including some only available fortnightly, potentially had an adverse impact for some participants - for example those on weekly appointments or in employment. Senior managers described some of the less busy hubs, which offered little in the way of partner or provider attendance, as 'reporting centres'. Their view was that participants could move between hubs to access services. In reality, for a number of participants that was not a practicable option.

There was variable attendance of other agencies at the hubs, and, even when they did attend, their times on site were often uncertain. At the busiest hubs, Foundation Housing and an Integrated Offender Management (IOM) police officer were frequently present. Careers advice was also provided, with Change4Life (general health) and Lifeline (substance misuse) also attending. Support from administrative staff at the hubs had been withdrawn a few weeks prior to our inspection. Responsible officers staffing the busier hubs regretted the loss of that support. As a consequence of the withdrawal of administrators, the 'meet and greet' role at the hubs then fell to responsible officers, which some felt detracted from their ability to undertake their main duties.

At the time of the inspection, the CRC was working towards integrating volunteers into the hub teams. There was no strategy or policy document in relation to volunteers, but there was an intention to produce a policy that would include role descriptions and identified areas of responsibility. There was one active peer mentor in Durham, but others were in place across the CRC as a whole.

Following receipt of the required health and safety training, each responsible officer had been provided with a security device called Identicom which was a global position system locator. It provided a microphone so the individual responsible officer was able to ask for help if an urgent situation arose. Not all the hubs were easy to manage from a health and safety perspective. Some of them gave open access

through the front door, and in some hubs there was a risk staff on duty may not have known who was in the building at all times.

Hubs were well located within the communities they served, with good access by public transport. Some would have benefited from better signage. In our view, there was a good geographical spread of hubs.

In those less busy hubs where responsible officers were often waiting for participants to arrive, and where there were a lack of other agencies in attendance, reliability of the IT arrangements meant staff on duty could undertake administrative tasks without detriment to their productivity. We saw one hub, however, where responsible officers were having difficulty connecting via their laptops' wireless connection. To address that, senior managers had provided all responsible officers with a compatible smartphone that provided a 'hot spot' boost to improve connectivity. Managers were reviewing the effectiveness of the arrangements to make sure they were reliable and cost effective. We thought the IT arrangements provided to responsible officers were impressive, with improved functionality promised for the relatively near future.

Overall, we thought there was great promise in the hubs. The variable provision indicated a need to spread the best practice of some of the busier hubs, such as the ones in the city of Durham, across the area. In the meantime, and in acknowledgement of the difficulties they faced in securing attendance of partner and provider agencies at all the hubs as required, the CRC had an ambition, not yet realised, of arranging alternative, timely, appointments for participants with the relevant agencies.

Accredited programmes were delivered at the CRC office on the outskirts of Durham. As it was difficult to access by public transport, bus fares were provided from participants' homes to the city railway station, and the CRC then provided minibus transport for participants (both CRC and NPS) from the railway station to the office where accredited programmes were held. The programmes delivered by the CRC included Building Better Relationships and RESOLVE (both aimed at domestic abuse perpetrators), the Thinking Skills Programme and Drink Impaired Drivers programme. The last of these had been recently introduced in response to an identified gap in demand. Some NPS managers and responsible officers told us communication from CRC programmes staff could be improved in relation to sharing details of programmes available, current waiting times and the compliance and progress of their offenders undertaking a programme. Apart from where included as a requirement of a court order, there was little purchasing of programmes by the NPS. CRC middle managers noted a reduced demand for the Thinking Skills Programme, but could not evidence numbers due to a lack of access to court data.

NOMS conducted an audit of three of the programmes delivered by the CRC (RESOLVE, Building Better Relationships and the Thinking Skills Programme) in late 2015, with the report issued to the CRC in March 2016. The findings were positive, with high rates of programme completions recorded (100% for RESOLVE) for the period covered by the audit. Positive feedback was received from participants and staff, with results for 12 of the 15 questions scoring higher (considerably higher in relation to some questions) than the average for all the CRCs that had undergone the audit previously.

Harbour was delivering a rolling 27-week groupwork programme for men who were abusive and controlling towards their partners. The only exclusion was for those

men who had a severe mental health condition. Although men attended the group voluntarily, attendance was enforceable if specified in relation to rehabilitation activity requirement (RAR) days. Waiting times to start the programme were only about one month. The programme was available free of charge to men from across the DTV area, with the exception of Darlington. If a perpetrator from Darlington would benefit from the service, the CRC could purchase a place for them. We saw this as a useful resource for responsible officers from across the CRC. The Harbour service manager told us, however, there had been limited take-up to date. Harbour also offered a range of other services including a women's refuge, five women's safety workers who had weekly contact with victims, sexual violence counselling and a programme, Freedom, that helped women understand the beliefs of abusive men.

The quality of some of the practice we saw during this inspection was not likely to lead to reduced reoffending for participants. We saw little evidence of effective management oversight. Senior managers acknowledged that spans of control for the new community participation manager positions (four for the whole of the DTV CRC area) were large, but foresaw the impending case and workflow management system identifying on a risk basis the areas for management focus. Senior managers had concluded a major piece of work whereby cases were categorised into three intensification levels (set following analysis of Offender Group Reconviction Scores, risk flags, Child Protection etc.). This work aimed to provide greater equality of workload to the CRC's four new community participation teams and the responsible officers within them.

Responsible officers provided a mixed picture about their training. Some thought it good; others said little had been delivered. A number of officers were positive about Child Protection training delivered in 2015. The experience profile of many CRC responsible officers meant they already possessed substantial knowledge of core probation practice. The areas of training identified by responsible officers and other staff we spoke with as being required included the national case management system (nDelius), sentence plans, working with domestic abuse perpetrators (although, again, some responsible officers said effective training had been delivered), and working with participants who had mental health problems.

At the time of our inspection, management restructuring at senior and middle manager levels was concluding. Indeed, a number of managers left their employment with the CRC at the end of the first week of our inspection. We heard consistent messages from responsible officers about the quality of their supervision and management support. Individual middle managers were highly regarded, kept an 'open door' and were seen as always willing and able to help with work issues or other problems. While recognising managers were busy and stretched, however, responsible officers told us formal supervision was rarely, or in some instances not, taking place. Management support had become reactive. Some relatively inexperienced staff reported they possessed insufficient knowledge in key aspects of their job; one said oversight was minimal and there was a lack of discussion around Child Protection and domestic abuse cases.

While caseloads appeared manageable, with the exception of Darlington (acknowledged by senior managers as high, and in the process of being redressed), the comment of one responsible officer was illuminating:

“I have a caseload that is manageable. My manager is approachable, but we have to go to them. It is not a proactive management style. This is because of our agile working. Management systems have not become agile at the same time”.

What responsible officers told us resonated with what we found when inspecting the 31 cases: little evidence of management oversight in those cases where we would have expected to have seen it.

In relation to Through the Gate, DTV CRC was the lead host for four prisons within its area – HMP Low Newton (housing women), HMP Durham, HMP Holme House and HMP Kirklevington Grange (an open prison). The former two of those were located in County Durham, while the latter two were in Tees Valley. The NOMS contract and compliance teams had spent a lot of time looking at Through the Gate arrangements in England & Wales, and it was not part of our remit to inspect Through the Gate activity.

Nonetheless, we met with staff working in the ‘departure lounge’ of HMP Low Newton on this inspection. CRC staff told us they saw everyone at the prison on reception, and their first task was to complete the resettlement plan on all offenders except, from May 2016, for those from Northumbria who were the responsibility of Sodexo Changing Lives. The CRC told us the basic screening information completed by the prison was often very limited. The CRC, therefore, reviewed the basic custody screening document (BCS1) before undertaking the resettlement plan (BCS2).

The above observation about the quality of basic custody screening documents correlated with what we had found in a pilot inspection we carried out on Through the Gate in late 2015/early 2016 with HMI Prisons. HMP Low Newton was one of the prisons visited during that pilot, and the only one that housed women who had offended. The pilot inspection had looked at prisoners due for release in the following few weeks, with a focus on those who had received sentences of less than 12 months under the new *Offender Rehabilitation Act 2014* legislation. A report with recommendations was sent to NOMS early in 2016. That report said ‘the overall quality of planning was significantly better in the one prison where staff were direct CRC employees. For example, there was an excellent resettlement plan prepared by the CRC staff in custody. It identified work needed on accommodation, ETE, finance, benefit and debt, and drugs. The plan was updated to show what work had been done, and in the end she was able to go back to her previous accommodation after that had been checked out.’ The prison referred to in the above comment about the overall quality of planning was HMP Low Newton.

DTV CRC worked with two supply chain providers in Durham to provide Through the Gate services. The Wise Group offered the full range of services to prisoners to address their offending-related needs. When CRC staff identified needs that required addressing, they made a referral to Wise.

North East Prisoner After Care Society ran the visitors’ centre and departure lounge. On the morning we visited, a woman who had been released commented, in our presence, on the welcoming and friendly environment provided within the departure

lounge. We thought it provided a positive transition following release and prior to a released prisoner making their journey home. In the case of the woman released when we were present, the CRC probation service officer (PSO) within the Through the Gate team clarified the woman's understanding of her licence conditions before she set off on her journey home. That woman had no accommodation to return to, which augured badly for her ability to avoid future offending. She admitted she was likely to mix with sophisticated offenders as soon as she arrived in her home area, and was therefore likely to steal to fund her drug use.

The CRC held Wise to account by a monthly operational contract meeting. North East Prisoner After Care Society was able to show us many positive testimonials from women who had used and appreciated the departure lounge facility.

To date, the CRC had not managed to become as involved as they would have liked in the general induction programme offered to all new prisoners, which would have provided an opportunity to motivate prisoners to take advantage of the Through the Gate arrangements. While the CRC copied resettlement plans into PNOMIS (the prison case management system), which we thought good practice, their staff did not have access to nDelius in the prison. That meant information had to be sent via secure email and then entered into the case management system by case administrators. That was not efficient, and potentially led to delays in sharing information with responsible officers.

For women leaving HMP Low Newton, there was a volunteer mentor/support group, Open Gate. It primarily helped with the practical issue of transporting women to the local train station, which would have been otherwise problematic due to the rural location of the prison. There was a reasonable range of interventions available to women in the prison, including the Freedom Programme and those provided by Relate.

Elsewhere, the CRC was unable to get Through the Gate outcome data from the NPS or out of area CRCs. Prisoners were low down on the priority list for local authorities, and few left prison with settled accommodation. Despite that, senior managers were clear Through the Gate was the right thing in which to invest their resources, but would be keeping the scheme under review.

The CRC contributed to a range of social action projects in Darlington that enabled participants to make a positive contribution to their community. This chimed with the theory that desistance from offending was promoted by 'normalising' the individual who had offended and integrating them, as someone of value, into their local community. At the heart of the initiative was a desire to deliver effective programmes to reduce reoffending, through placing social investment in the community at the heart of rehabilitation. It took the premise that, if a person was to move forward and make positive changes to their life that reduced the likelihood of them reoffending, they needed to be able to develop a more positive sense of self.

At the time of the inspection, there were three social action schemes with which the CRC was involved, all run under the umbrella heading of 'Making good by giving back'. There was a monthly lunch club attached to the Darlington Fire Station community justice hub. The lunch club acted as an opportunity for participants to develop work-based and life skills, build their confidence and improve their likelihood of gaining employment.

Good practice example: *The first cohort of participants attending the Darlington Fire Station lunch club gained a level 2 certificate in food hygiene. One-third of the participants went on to gain employment in the catering industry. A participant who had volunteered at the lunch club said: “Taking part in social action was the best thing I had done for myself, or anyone else, in a long time. It gave me the confidence to try something new. I had not worked for many years, but my experience here gave me the courage to apply for a job as a clerk. I know it is not in catering, but being involved in social action has helped me believe in myself again and has given me something to put on my CV and the confidence to go to an interview. And yes, I got the job!”*

The second social action project was a peace garden. The CRC worked with a local councillor on designing, planning and creating it in tribute to two First World War veterans who lived locally. The garden was scheduled to open in July 2016 to coincide with the 100th anniversary of the Battle of the Somme. The CRC was planning to be involved in its ongoing maintenance.

The third social action project was a joint venture with FRADE, a furniture re-use charity. Participants from the CRC and volunteers had renovated buildings at the back of the charity’s furniture shop. The aim of the project was for donated furniture to be renovated in the workshops and then sold in FRADE’s shop, with a percentage of the profits reinvested in the social action project. The project, entitled Re-build, provided a wrap-around service for participants with an opportunity for them to develop CVs and receive careers advice. Although the building works were only just completed at the time of our inspection, we met with some of the individuals involved in the work. One young man told us how working on the project had raised his confidence levels and he had achieved an interview for a job the following week. A different participant told us how the CRC staff involved on the project had treated him and others with decency.

We thought the social action projects were ideal ventures in which individuals subject to CRC supervision could be encouraged to participate. Such attendance could be counted as RAR days. Throughout the inspection, we found confusion about RAR days from sentencers, managers and responsible officers alike. It was disappointing, therefore, that staff involved with the social action projects expressed concerns about a lack of ‘buy-in’ from responsible officers and their worries referrals would not be forthcoming.

Practice issues

Since the implementation of *Transforming Rehabilitation*, responsibility for the initial assessment at the pre-sentence stage had passed to the NPS. Only two-fifths of assessments included in PSRs prepared by the NPS on cases subsequently allocated

to the CRC, were sufficient. We expected to see initial assessments updated within a reasonable time thereafter by the CRC. We were not prescriptive about exactly when, but were clear the timing and content should be sufficient to identify the right factors to incorporate into the resultant sentence plan, and facilitate a prompt start to work towards the identified objectives. We found, in slightly more than half of the relevant CRC cases, that the assessment was insufficient following allocation.

Practice example: *Nat, a 58 year old man, had received a custodial sentence of two years for perverting the course of justice. Correctly assessed as posing a low risk of serious harm, the likelihood of reoffending assessment referred to a relative of Nat as being in custody. While factually true, what the assessment did not say was that they were in custody for a very serious violent offence and Nat had perverted the course of justice to help his relative. The responsible officer was appropriately supportive of Nat who was compliant during his period on licence. No interventions, however, were delivered in relation to victim awareness, consequential thinking or problem solving; all of which would have been appropriate had there been full exploration and understanding of the nature and consequences of Nat's offence.*

In the 31 CRC cases we inspected, the most frequently occurring priority factors for participants to address were thinking and behaviour (20 cases); relationships (17 cases); emotional well-being (13 cases); attitudes to offending (11 cases); drug misuse (11 cases); alcohol misuse (10 cases); and lifestyle and associates (9 cases). Surprisingly, in none of the CRC cases we inspected did we consider accommodation to be a priority area of need.

As the above were the priority areas we, and often the participants themselves, thought required addressing, we expected to see them incorporated into the resultant planning. The individual relevant factor that was most often incorporated into planning was emotional well-being (69%). Between a half and two-thirds of other priority factors were included in sentence planning. There was one notable exception, however. Planning only included objectives to address relationship issues in 4 of the 17 cases where required. This was a missed opportunity given both the range of relevant interventions available and the prevalence of domestic abuse cases.

In respect of planning, we also asked if planning sufficiently supported required protective factors; for example, stable accommodation, stable employment, stable and supportive relationships and/or continuing treatment for mental ill health or addiction. Where there were protective factors that required supporting, planning included them in about two-fifths of the relevant cases. In the following example, the plan appropriately included the issues identified in the assessment and the views of the participant.

Good practice example: *The plan for this participant included reducing cannabis use to nil, helping them find employment and addressing their mental health issues. The responsible officer took account of the self-assessment completed by the participant when first sentenced. The participant had said they were anxious and depressed. The responsible officer included an objective in the plan to help the participant join a gym.*

Overall, much of the planning was insufficient, and unlikely to lead to positive reducing reoffending outcomes. In the example below, planning was unrealistic and could have had a negative impact on a less motivated individual.

Practice example: *At the point of release, Susan had been excited at the prospect of gaining employment. Prior to leaving prison, an interview had been set up for her (via a guaranteed interview scheme) with a local company offering a two-week training course on call centre work, which seemed likely to lead to employment in this field. Following her release, Susan presented for interview, but, before the scheduled interview, was given forms to complete that required her to declare her previous convictions. This led to an immediate rejection because of her convictions and dashed her hopes for early employment. Undeterred, she had subsequently been working hard with the support of hub staff and agencies located there to set up her own business. This had not been straightforward, but she continued to make efforts to secure start-up funding for her business and appeared well motivated. Susan had not reoffended.*

At one hub, we asked a responsible officer, who had just had a meeting with a participant to develop a sentence plan, what they intended to include in the plan. They said it would have two objectives: to reduce the participant's likelihood of reoffending and manage their risk of harm. The participant was correctly assessed as posing a low risk of serious harm, and the sentence plan as described by the responsible officer would have meant nothing to the participant. It would have been unclear to them how they would be spending their time while on their order, and what they would be seeking to achieve.

Participants we spoke with were generally unclear what was contained in their sentence plan, some telling us they did not think they had one. This was not surprising as organisational practice was not to provide a hard copy to the participant. Lack of printing facilities at the hubs created a barrier, but alternative means of ensuring participants had a copy of their sentence plan should have been considered.

At the point of this inspection, those participants whose cases we inspected had been sentenced to a community order, suspended sentence order or been released on licence for about six months. At that stage, sufficient progress had been made in delivering the required interventions in only one-third of the cases. Work to support ETE needs was sufficiently delivered in two-thirds of the cases where required, but sufficient interventions to address alcohol misuse were delivered in only about one-tenth of relevant cases and relationship work in just under one-fifth.

Practice example: *In this case, the assessment and plan had appropriately identified cannabis use as the prime area to address. It was, therefore, concerning that, six months into the order, there had been no work delivered in relation to the participant's drug usage, questions posed of their ongoing drug use, or review of the assessment and plan.*

One participant we interviewed at the dedicated women's hub in Durham told us she did not find the hub environment conducive to discussing issues concerning her offending. She added it was fine for general conversation, but needed to be more private for sensitive discussions (although, at that particular hub, there were private rooms available). She was asked what kind of conversations she had with the responsible officers she saw (she tended not necessarily to see her own, as her assigned responsible officer had had a lot of sickness absence). She described these as "*light touch conversations*". Some of her appointments had been as short as two minutes, although she acknowledged the average time spent with her assigned responsible officer was longer. That observation was one we heard and observed elsewhere.

Not all the hubs had dedicated rooms where private conversations could take place. We formed a view the busier hubs, such as the ones in Durham at the Salvation Army and North Road, where there were other agencies, volunteers and/or a mentor present, were the ones more conducive to undertaking one-to-one work with the participants. That was because the overall 'buzz' and background noise meant it was less likely for others to overhear what was discussed. Some of the hubs in more remote locations were considerably less busy, and we attended a number where, apart from the responsible officers, there was no one else present. When a participant attended, the quietness meant it was impossible for others in the room not to overhear everything that was said. One responsible officer told us they thought it was more inhibiting for staff than participants, albeit that was not a view shared by all responsible officers.

Reviewing progress against the outcome priorities designed to reduce reoffending was required in 24 of the 31 cases, but completed to a sufficient standard in only one-third. In the same proportion, the responsible officer sufficiently adjusted their planning as required.

We asked what impact the work undertaken to address the relevant factors had had in making the participant less likely to reoffend. We thought in relation to ETE, one half of the participants had either achieved the outcome required or had made

sufficient progress towards achievement of the outcome. In cases where there were other priority factors, we considered the outcome achieved, or sufficient progress made, against the relevant factor, in about two-fifths of the cases. In many instances, we thought input from the responsible officer, through delivering interventions on a one-to-one basis or referring/signposting the participant elsewhere, had been insufficient in helping the participant make progress in relation to the required factors.

We saw individual examples of participants referred to contracted providers or partner agencies, but often we thought the input provided was insufficient or the contribution made was unlikely to have a positive impact. In many cases, we thought opportunities were missed to make appropriate referrals. There were four cases where alcohol misuse was a presenting issue, but no referral had been made to an appropriate agency.

Six of the thirty-one participants had been convicted, cautioned or received another out of court disposal for an offence committed subsequent to the sentence or licence period that we were inspecting.

In three cases, a participant had been charged (but not convicted or cautioned) with an offence committed since the start of sentence or release on licence. In one case, a participant had been arrested (but not charged) for an offence committed since the start of sentence or release on licence.

We looked at six cases of women participants managed by the CRC. Overall, the quality of assessments, delivery of outcomes and reviews completed in relation to women participants was similar to men. At the planning stage, responsible officers engaged women participants better than they engaged men. Outcomes did not, however, show any significant differences. The lack of differentiated services for female participants, with the exception of the women's hub in Durham, might have accounted for the similarity in findings. All female participants were offered the opportunity to be supervised by a female responsible officer, which, in line with the recommendations made by Baroness Corston², we thought was good practice.

Good practice example: *Teresa was serving a 12 month ORA community order for the latest in a series of shoplifting offences committed to fund a long-standing drug habit. Teresa suffered from depression and was a prolific self-harmer. The responsible officer recognised Teresa was likely to need extra care and attention and thought the Cognitive Behavioural Therapy (CBT) techniques she had learned through recent study could prove useful. With a combination of supportive one-to-one work, backed up by drug testing and treatment, and the Freedom programme (for domestic abuse victims), Teresa's progress was remarkable. Some seven months into the order, she had not reoffended and was feeling more positive about her life; she was having*

2 *The Corston Report:* A report by Baroness Jean Corston of a review of women with particular vulnerabilities in the criminal justice system.

regular access to her three children, and was allowed overnight access to her youngest son at his grandmother's house.

Teresa told us: "From the start, both the NPS and CRC staff were receptive to me and asked me what I thought would help me stop offending. My responsible officer is brilliant. She is easy to talk to and always makes time for me. I do not think she realises how big an impact she has had on me; she has changed my life a lot. It is more than a job for her. She always gets me to see the positive, using CBT techniques on me, giving me the tools I need to sort out my life. I recently was holding a blade to my arm, wanting to cut myself, but, remembering what my responsible officer had said to me, stopped me harming myself. She probably saved my life. The Freedom programme has been useful too. It has made me understand that what I went through with my ex was abuse, though I didn't realise that at the time; now I can recognise the signs".

The table below identifies the key enablers and barriers to the work of the CRC contributing to reoffending outcomes and the strengthening of protective factors against future offending.

Enablers		Barriers	
1.	Staff morale was good, and many responsible officers were experienced and competent.	1.	The small senior management team had to manage the organisation and all the contractual issues associated with a business, without the economies of scale enjoyed by CRCs owned by companies with multiple Contract Package Area holdings.
2.	The development and roll-out of IT systems and equipment supported the operating model deployed across the CRC.	2.	The CRC did not have access to information relating to the wider offender population, which made it difficult proactively to develop programmes and services that would meet the needs of those who had offended.

3.	The CRC was performing well against national performance targets, which, while not qualitative, were a strong basis for improving the quality of practice.	3.	Community justice hubs offered differential levels of provision to participants, and the hours some hubs were available were limited.
4.	The CRC had invested considerable resources into Through the Gate services in order to reduce reoffending by those leaving prison.	4.	For reoffending to be reduced, the quality of assessment, planning, delivery of interventions and reviewing needed to improve.
5.	There was good geographic provision of community justice hubs.	5.	The lack of interventions delivered to participants with relationship and/or alcohol misuse issues was unlikely to lead to their reoffending reducing.
6.	Development of social action projects in Darlington, a high reoffending area, was promoting positive changes to participants' lives and making them less likely to reoffend.	6.	Participants were not always sufficiently involved in their sentence planning. Nor were they provided with a copy of their sentence plan, which meant they were often unaware of what they would be doing during their period on supervision or licence, and when they would be doing it. That seemed contrary to the desistance principles to which the CRC was committed.
7.	Quality of accredited programmes was, externally, recognised as good.	7.	Management oversight and supervision arrangements were not assisting responsible officers to improve the quality of their practice.
		8.	There were particular difficulties in accessing accommodation for participants leaving prison.
		9.	There was lack of access to nDelius in prisons, which delayed the sharing of information about those in custody.

5.2 Effectiveness of the NPS

Organisational issues

The Durham NPS LDU was performing well against national performance measures. In a high performing NPS division, at the end of March 2016 Durham was the second highest performing LDU after Hull & East Riding. There had been a marked improvement in performance since the late summer of 2015, an improvement which coincided with the arrival of a new NPS Head of Service for the LDU. They had focused on staff recording their activities correctly on the case management system, nDelius. Activities not correctly recorded had an impact on the area meeting its service level targets. The recent improvement in performance was testament to the effectiveness of the remedial measures put in place.

Some managers and responsible officers told us that they thought the focus of the performance culture was on ticking boxes rather than on managing risk, or the welfare and progress of offenders. Our findings did not support that contention. There was, as in the CRC, recognition of the need to meet performance targets; this was appropriate and evidence of a professional attitude from staff and managers.

Regular management meetings were interspersed with management development days. In recent times, managers had received training on working with foreign national offenders, child sexual exploitation and women who had offended. Following the development days, managers were required to go back to their teams and share best practice. A divisional practice development forum with representatives from across the NPS North East division was in operation. Durham had its own practice development forum, and issues arising from that then fed into the divisional forum and the divisional managers' meeting. The purpose of the practice forums was to promote quality improvement.

NPS staff in Durham regretted the CRC had moved out of their formerly shared offices. DTV was historically an area that had experienced little staff turnover, and long-standing relationships had built up over the years. One member of staff described the departure of CRC colleagues as "*bereavement*". The NPS continued to operate from most of the buildings it had formerly shared, although during 2016 there had been some inevitable rationalisation.

Operational issues

We visited two courts during our inspection, observing practice and speaking with court staff and sentencers. We attended one court on the day it dealt purely with domestic abuse cases. We observed a good relationship between probation staff and other court staff, including clerks, ushers, security staff and solicitors. In this court, an independent domestic violence advisor was present, as was a member of staff from Harbour, who, in two cases we saw, was encouraging the men before the court to engage voluntarily in programmes to address their abusive behaviour.

Part of the responsibility of probation officers in court was to oversee the work of the PSOs. Overall, the quality of court work carried out was variable. There were no administrative staff located at the court, which potentially caused a delay in adding details of new offenders to nDelius and uploading documents onto the case

management system. Instead, court staff took all paperwork to the local office at the end of the day and dedicated administrative staff uploaded those the following day. We checked two cases we had seen, to see if the information was included on nDelius promptly. We found the required information had been inputted within an appropriate timeframe.

A District Judge was of the view that the quality of probation service work within the court setting had declined since *Transforming Rehabilitation*. They made two specific observations: first, that some report authors were not consulting sentencing guidelines and were offering inappropriate proposals. Their second observation was that the NPS too readily discounted unpaid work for offenders on the grounds that they were on Employment Support Allowance. The District Judge considered that this should not debar them from unpaid work, believing that the NPS should be more challenging with those on that benefit about their ability to complete unpaid work.

Relevant training, including safeguarding and domestic abuse, was provided to NPS staff working with offenders. Managers provided some coaching. Most staff within the LDU had moved across from the former Probation Trust. Overall, our inspection findings were consistent with the LDU's published performance results.

We asked NPS responsible officers if their workload had an impact on their ability to deliver positive outcomes in relation to the individual cases we had inspected. In all but two cases, workload was not a factor.

In most instances, responsible officers advised us that training and support had enabled them to help the individual who had offended achieve positive outcomes. Responsible officers told us they had received training in relation to female-specific and transgender issues. The NPS had produced a divisional action plan for working with women offenders in 2015-2016, and, at the time of the inspection, there was a draft plan for 2016-2017.

Most responsible officers took the view that management oversight constructively assisted them to deliver positive outcomes for the offender or had not had a detrimental impact. They told us they received monthly or six-weekly supervision, with readily available access to managers for case discussions. One responsible officer told us that, when an issue arose about a polygraph test result produced by an individual with whom they were working, their line manager had been very helpful in providing advice.

Apart from the Sex Offender Treatment Programme, all other programmes required for offenders managed by the NPS were delivered by the CRC. Other than programmes specified as part of a court order or licence condition, the NPS was not purchasing programmes or services from the CRC.

Some NPS responsible officers commented on a lack of access to accredited programmes, with CRC programmes staff not always communicating with them as to when programmes were starting or what their offenders were achieving when on a programme. Some told us they were reluctant to refer individuals to programmes such as RESOLVE when they had no confidence in the individual completing the programme. We took the view it was the responsibility of the CRC to deliver the programme to the required quality, but that making sure the sentence of the court was delivered and motivating and encouraging the offender to engage, both before the programme started and between sessions, was down to the NPS responsible officer.

Divisionally, data from the Offender Assessment System (OASys) had been analysed at LDU level to inform commissioning discussions with the CRC, particularly in relation to requirements for unpaid work and accredited programmes. Recent discussions had included a need for an intervention for high risk chaotic women with personality disorders, and for general life skills (for example for offenders moving out of an approved premises in relation to budgeting, shopping, cooking and paying the rent). The NPS pointed out that many aspects of services offered by the CRC could be attained free of charge, for example advice regarding accommodation, ETE and drug misuse. The CRC pointed out, however, that such free programmes would not have a criminal justice focus.

We inspected some cases where the court had imposed an alcohol treatment requirement or a drug rehabilitation requirement. When originally commissioned from the relevant providers (NECA in Darlington and Lifeline in Durham), however, there was no requirement for information to be provided to the NPS or CRC about, for example, the results of drug tests. As a result, such court orders, in effect, had become unenforceable. To compensate, responsible officers carried out some drug testing in the probation office. The Head of Durham LDU told us new contracts had rectified the earlier omission, and the providers were now required to provide the relevant information to probation services.

Practice issues

The NPS was responsible for preparing and delivering PSRs on all individuals, including those who, following sentence, were allocated to the CRC. We inspected 40 cases within this inspection where a report was prepared for sentencing, but considered that only two-thirds of these contained proposals which focused on the right issues. This was fewer than we would have expected.

Once the court had delivered its sentence, the relevant NPS court team was responsible for allocating the case to either the NPS or CRC. In making the allocation, the NPS court team had to complete a number of tasks to make sure relevant information was provided to the organisation and responsible officer subsequently managing the case. We thought, at the point of allocation, the overall assessment in relation to reducing reoffending was sufficient in three-fifths of cases. We noted, however, that there was a marked difference in the quality of the information provided to the CRC compared with the quality of information provided to the NPS. For the latter, the overall assessment at the point of allocation was sufficient in all but one case. It was insufficient, however, in almost three-fifths of the CRC cases. One reason for that difference was most of the CRC cases were sentenced without the benefit of a full PSR. We thought the handwritten paperwork that supported many of the oral reports, and was then loaded onto the case management system, indicated the assessment within the oral report was not good enough. Sometimes, the information provided was little more than 'jottings'. A recent probation instruction (PI 04/2016) provided clarification requiring the minimum requirements for what needed to be captured within the record of an oral report delivered on the day of the court case: 'All reports delivered orally must be recorded for the purposes of offender management.' If that instruction were complied with, it should lead to an improvement in the quality of the information provided to the CRC (and NPS) at the point of allocation. If the recorded oral report received by the CRC were insufficient,

there would be concrete evidence for the CRC to raise the problem through the Service Integration Group that was attended by both agencies at a senior level.

Following allocation of the case to the NPS, the assessment within the PSR completed by the court team was updated as necessary by the responsible officer. We thought the resultant assessment was sufficient in most cases. The priority factors that required addressing in the 16 NPS cases were thinking and behaviour (15 cases); relationships (8 cases); accommodation (8 cases); lifestyle and associates (7 cases); alcohol misuse (6 cases); emotional well-being (6 cases); and attitudes to offending (6 cases). Planning in most cases sufficiently recognised and included the identified factors. In all but two of the relevant cases, planning sufficiently supported any relevant protective factors that were present.

Good practice example: *John received a prison sentence for an offence of violence committed with others. His responsible officer visited him in prison prior to his release on home detention curfew. They also carried out a pre-release home visit to check the suitability of the accommodation to which he would be moving. The assessment conducted following John's release contained a good offence analysis and identified relevant offending-related needs. The plan took full account of the assessment and included appropriate objectives.*

At the point of inspection, the responsible officer had delivered sufficient interventions in most of the cases where required. We thought the offender's lack of engagement was a barrier in five instances, despite sufficient effort from the responsible officer. The NPS cases were those where the individual had committed serious violent and/or sexual offences. As we were examining those cases around six months following sentence or release on licence, we did not always expect to see much progress made in relation to required offending-related factors. In a number of instances, the priority was to stabilise the offender and develop a relationship before commencing the required rehabilitative work.

Good practice example: *David was a domestic abuse perpetrator, managed by the NPS. The responsible officer was concerned David's views could become more entrenched if he spent time on an accredited programme with other men who held similar views. The responsible officer selected a voluntary community-based programme in the belief that men who chose to attend would challenge David and help him acknowledge his abusive behaviour. When funding for that programme ended, the responsible officer reviewed the sentence plan and delivered the work on a one-to-one basis.*

Sufficient interventions were delivered in those cases where accommodation and relationships were identified as areas of need. In one case with an ETE need, the offender told us:

“I was in a hostel in Middlesbrough, and I needed to get back home so I could get a job. My probation officer helped me to make this happen, and I found a job in two weeks”.

As with the CRC cases, alcohol misuse issues were often not addressed within the NPS cases examined. We also noted that work to address thinking and behaviour and attitudes to offending had not always been sufficiently delivered over the course of the sentence or licence period that we inspected.

The responsible officer sufficiently reviewed progress against the outcome priorities of the case in most instances, and, where required, adjusted their planning to make achievement of desired outcomes more likely.

In terms of making the individual less likely to reoffend, we thought good progress was made where offenders had accommodation and relationship issues. Insufficient progress was made where an individual had emotional well-being issues or problems with alcohol misuse. Providers were actively involved in cases involving accommodation and domestic abuse.

Four of the sixteen offenders were convicted, cautioned or received another out of court disposal for an offence committed since they started the sentence or licence period under review.

In three cases, the individual had been charged (but not convicted or cautioned) with an alleged offence committed since the start of sentence or release on licence, while, in one further case, the individual had been arrested (but not charged) for an alleged offence committed since the start of sentence or release on licence.

The table below identifies the key enablers and barriers to the work of the NPS contributing to reoffending outcomes and the strengthening of protective factors against future offending.

Enablers		Barriers	
1.	LDU leadership was strong, with a focus on performance improvement.	1.	The movement towards more on the day PSRs was not conducive to assessing comprehensively, at the court stage, the offending-related issues that required addressing, or the most appropriate sentencing proposals.

2.	NPS was now achieving national performance targets, which, was a strong basis for further improving the quality of practice.	2.	The quality of services provided by the NPS within the court setting was variable, and many oral reports did not contribute to reduced reoffending outcomes.
3.	Training and support provided to responsible officers had helped them maintain an appropriate focus on rehabilitation.	3.	The commissioning and payment mechanisms acted as a disincentive in cases where the offender's compliance was considered unlikely.
4.	OASys was analysed to inform discussions/decisions as to what programmes or services were required for NPS offenders.		

5.3 The CRC and NPS working together to promote effectiveness

Until recently, the CRC had had no direct interaction with sentencers to help inform them about the services and programmes they offered. The lack of awareness by magistrates about RAR days and what programmes were available was partly explained by the lack of knowledge of court staff to explain them within the court report proposals. Prior to our inspection commencing, the CRC had secured agreement of the courts and NPS that they could have some representation within the court setting with a view to improving the quality and appropriateness of report proposals. Within the Teesside Court, that representation was through a PSO actually located within the court setting; that arrangement was not viable, however, within the smaller courts across Durham. There, the allocated resource was applied in a more flexible way from a local office with telephone contact made with the courts. At the point of the inspection, it was too early to judge the success of this new arrangement in reducing reoffending or enabling the individual to abide by their sentence.

We spoke with a District Judge who told us that NPS court staff struggled to contact their CRC colleagues when an update was required in relation to a participant supervised by the CRC. We observed that, following sentence, some participants were provided with CRC contact details which were incorrect. That supported the observation of the District Judge that court staff did not know how to contact CRC responsible officers.

Durham Police, with the active involvement of the NPS, ran the Checkpoint diversion scheme. Based on deterrence and desistance theory, and subject to evaluation by Cambridge University, its objective was to divert certain individuals from charge and

prosecution following arrest, on the basis of compliance with a formal contract to work with a Checkpoint 'navigator' (a skilled and experienced PSO from the NPS). With low level offending, there was a range of pre-existing out of court disposal options available for the police to use. Checkpoint provided an additional one. It worked on the premise that criminal justice disposals rarely addressed the reasons why an individual committed the original offence, and the court route often made the offender's situation worse in a number of ways, including through exposure to offending peers.

Good practice example: *Checkpoint provided an opportunity to work with the offender to tackle the issues which had led to their offending, thereby making it less likely that they would reoffend. It was, in effect, a deferred prosecution; a powerful way of motivating the offender to keep within the boundaries of their contract. The police had a fall-back option of continuing with the prosecution if the offender did not comply with the diversionary alternative.*

The contract required the individual agreeing not to reoffend within a specified timeframe; agreeing to participate in a restorative approach if appropriate; agreeing to meet with the relevant service for their critical pathway(s), and agreeing to 'put something back into the community' by getting involved in community work. Sometimes the offender was required to wear a tag.

Checkpoint was designed to stop offending before it escalated. Several offenders who had successfully gone through the scheme were continuing to volunteer within the community after being allocated community work. Some stayed on at food banks, some carried out manual labour or remained working at charity shops. The benefits were not only for the individual, who improved their self-worth and confidence, but also for the wider community.

This was a good example of partnership working between the police and NPS in Durham.

Ironically, for the CRC, the success of Checkpoint was having an adverse effect on their caseloads. Some, but not all, of those who had gone through Checkpoint would have been allocated, if convicted in a court, to the CRC. As their offending was of the less serious nature, and they were not entrenched in their behaviour, it is likely many of them would have complied and would not have subsequently reoffended. The CRC was, therefore, adversely affected in two ways by the scheme: through a reduction in the number of individuals they would otherwise have been supervising; and through

losing the opportunity to work with individuals likely to contribute positively towards their reoffending 'payment by results' target.

A senior manager of the CRC, however, sat on the Checkpoint Board, and actively contributed to the scheme. The strength of the Checkpoint initiative in keeping individuals out of the criminal justice system had an unintended consequence. It potentially reduced the resources available to the CRC to deliver services and programmes designed to reduce reoffending. Given this, it was laudable that the CRC supported the initiative, albeit that the police would undoubtedly have pursued the scheme even without the support of probation services.

Appendix 4 includes one chart, which shows key findings from relevant practice inspection cases (CRC and NPS combined) in relation to reducing reoffending.

The table below identifies the key enablers and barriers to the work of the CRC and NPS working together to achieve reoffending outcomes and the strengthening of protective factors against future offending.

Enablers		Barriers	
1.	Checkpoint was successfully diverting many individuals away from the criminal justice system, making it more likely they would lead a future law-abiding life.	1.	Court staff were insufficiently aware of contact details of community justice hubs and CRC responsible officers, thus creating barriers to positive engagement with offenders and prompt starts to community or suspended sentence orders.
		2.	The success of Checkpoint had an adverse impact on the CRC's offender volumes and potentially on their reoffending rates that were subject to the 'payment by results' mechanism.

6. Protecting the public

This chapter outlines the achievements made, or likely to be made, by individuals under supervision in relation to protecting the public from harm. We explore how the quality of probation work provided by the CRC and NPS contributes to public protection.

6. Protecting the public

6.1 Effectiveness of the CRC

Organisational issues

During our inspection, we found that disparity had existed over recent months in the caseloads of responsible officers within Durham. Those in Darlington had been managing considerably higher caseloads than those in the rest of the county. Senior managers had, however, prior to the inspection, completed a re-tiering exercise for all the cases managed by the CRC. This involved allocation of cases to one of three tiers that offered different levels of intensification (standard: 1; moderate: 2; intensive: 3). Responsible officers were posted to one of the four new community participation teams that covered the north, east, south and west of the CRC area. Consequently, managers had addressed the disparity in caseloads of individual responsible officers that we observed during this inspection. PSOs were still managing some of the tier 3 cases, for example drug rehabilitation requirement cases with no identified risk issues. The most complex cases, however, were assigned to probation officers. The size of individual caseloads had been determined reflecting the complexity of the cases held by each responsible officer.

The CRC had produced an interim risk of harm policy and practice guideline document. It required updating. Some aspects of the policy, such as the statement 'managers should support staff managing the risk element of cases via the supervisory process' were not being followed at the time of the inspection. Staff we interviewed indicated that supervision was rarely provided by their managers in the months leading up to the inspection.

The NOMS Operational Assurance Group had carried out a 'management of risk' audit in December 2015. The audit's findings correlated with much of what we found during our inspection. Specifically, they said the CRC was using the risk escalation process correctly and the quality of work done on risk escalations was good. They also said many risk of harm assessments and risk management arrangements for individuals who posed a medium risk of serious harm were insufficient, and that there was scope for improvement in the quality of risk management plans.

The audit also commented on there being no quality assurance system in place. Quality assurance was a strength of the former DTV Probation Trust, but had fallen by the wayside due to the required level of transformational activity since the implementation of *Transforming Rehabilitation*. Coupled with a lack of effective management oversight, as evidenced during this inspection, these were aspects that required improvement. Since the inspection, the CRC had appointed a new Director of Operations, who was keen to focus on restoring more effective quality assurance processes.

Operational issues

Within the CRC, there was a good range of programmes designed to reduce risk of harm posed by participants. Not all responsible officers, however, were alert to the opportunities available. We saw cases where little constructive work was undertaken to address risk of harm. That was particularly true for participants who had relationship issues that required addressing. We viewed this as a significant gap, given the high proportion of cases locally involving domestic abuse.

While the hubs had many strengths, when the allocated responsible officer was absent it was not always clear who was then responsible for working with the participant. In one case we inspected, the participant had moved out of the property they shared with their partner and children following a domestic incident. During a period of leave taken by the responsible officer, however, the participant had returned to the family home; no checks or home visits were carried out to assess the suitability of the new arrangements.

Although we thought in most cases, but not all, home visiting was appropriate, responsible officers said they had not been given a clear steer by senior managers as to their expectations of when home visits were required. The new hub arrangements, and the fact that hubs were located in the areas where participants lived, meant we would have expected home visits to always be done when there were Child Protection issues or 'live' domestic abuse concerns, with these being repeated as necessary.

Some responsible officers told us they felt time constrained by the performance metrics, and said sometimes they would produce a quick sentence plan to meet the timeliness performance target with the intention of reviewing it once they had all the necessary risk information. They admitted, however, that the plans were seldom reviewed even when originals were inadequate.

Practice issues

Of the 31 cases managed by the CRC, 19 were assessed as medium risk of serious harm, and 12 as low risk of serious harm. The risk of serious harm level was correctly identified throughout the period of supervision in most of the cases; we thought four assessed as low risk of serious harm should have been assessed as medium.

We found assessment of, and planning to address, risk of harm was not always sufficient. With a 90% target for on the day PSR completions, it was not always possible for NPS court staff to get relevant information from the police or social services prior to allocation of the case. Where information about Child Protection or domestic abuse call outs remained outstanding, NPS court staff were making a record of what needed to be done on the Case Allocation System (CAS) form, advising the responsible officer to whom the case was assigned of what still needed to be done to inform the risk of harm assessment and planning. We found some CRC responsible officers were unaware of the CAS form and/or unable to locate it within nDelius. Not reading the CAS form had an impact on the ability of responsible officers to recognise and respond appropriately to the relevant risk of harm issues.

One-third of CRC cases contained an insufficient assessment of risk of harm posed by the participant to known victims or children. Planning failed to manage and minimise the risk of harm to known victims and children in two-fifths of cases.

Practice example: *The responsible officer took the PSR and participant at face value, and did not do any independent checking of information. No domestic abuse checks were made (even after the participant disclosed problems in his current relationship and said he was subject to an interim non-molestation order). No interventions were planned or delivered in relation to the domestic abuse, and it was only when the individual was convicted of a new burglary offence that a domestic abuse check was finally completed. At that point, eight previous call-outs in relation to the participant's current partner were disclosed. When the participant self-reported his increased alcohol use, the responsible officer took no action despite this being a clear link to his offending (he was under the influence of drink when he committed the original domestic abuse offence against his partner).*

The responsible officer and contracted providers delivered work sufficiently focused on the participant's risk of harm in half of the relevant cases. Where used, partner agencies delivered work sufficiently focused on risk of harm in two-thirds of the cases.

The responsible officer reviewed progress against public protection priorities in just over one-third of the cases where a review was required, and, in a slightly smaller proportion of cases, responded appropriately to the changing circumstances.

We considered that all reasonable action had been taken to keep to a minimum the participant's risk of harm to others: by the responsible officer (in 19 out of 31 cases); contracted providers (in 2 out of 4 cases), and partner agencies (in 7 out of 8 cases).

At the point of inspection, the responsible officer had made sufficient progress in influencing the risk of harm posed, in relevant cases, by the participant to: the public in general (47%); known victims (31%); children (38%); staff (43%), and prisoners (50%). We thought those figures should have been higher.

The table below identifies the key enablers and barriers to the work of the CRC contributing to public protection.

Enablers		Barriers	
1.	Management had completed a major exercise to weight the cases managed by the CRC, assigning the most difficult and complex cases to POs. That exercise made it more likely that positive public protection outcomes would be achieved.	1.	A lack of awareness of the CAS meant some responsible officers were not aware of, and did not complete, outstanding risk management tasks at the point of allocation.

2.	Programmes were available to deliver public protection outcomes.	2.	For public protection to be managed, the quality of assessment, planning, delivery of interventions and reviewing needed to improve.
		3.	Management oversight and staff supervision arrangements were not enabling responsible officers to improve the quality of their practice with regard to achieving public protection outcomes.

6.2 Effectiveness of the NPS

Organisational issues

The LDU had a multi-agency sex offender management unit (SOMU) based on the outskirts of Durham, with co-located probation and police staff jointly managing risk of harm concerns. The arrangement enabled ready access to information from both agencies. There was a good balance between restrictive and rehabilitative interventions available to those working within the unit, meeting the priorities of both the NPS and the police. While the team historically wrote PSRs on sex offenders, that responsibility had recently transferred to the court team. Responsible officers within the SOMU were dissatisfied with the quality of many of the oral reports now produced on sex offenders. They said they often had to re-do the assessments post-sentence. Where dangerousness³ was identified, standard delivery PSRs with a full OASys were still being prepared. Probation and police staff working in the unit were trained in the Active Risk Management System framework. Joint home visits were undertaken, which was good practice. The Multi-Agency Public Protection Arrangements (MAPPA) team sat alongside the SOMU. A new MAPPA coordinator had been appointed in the autumn of 2015.

There was one victim liaison officer for Durham, based in the county, whose work was overseen by a team manager. High levels of victim satisfaction in relation to national performance targets were achieved in 2015/2016. The Police and Crime Commissioner for Durham was in the process of developing a victims' hub, which would provide an opportunity for the victim liaison officer to sit within it. Any such initiative would need to take account of the prescriptions and directions in respect

³ Dangerousness is a term used to describe an offender's potential for committing acts that would cause serious harm to others. The term has taken on a specific meaning in relation to sentencing. It allows for the imposition of an extended determinate sentence of imprisonment for public protection for offenders who have committed a serious sexual or violent offence specified in Schedule 15 of the *Criminal Justice Act 2003*.

of victim liaison officer work arising from the ongoing national project to standardise NPS work, known as E3.

In order to improve access to domestic abuse and safeguarding information, the NPS were about to locate a PSO within the Darlington Multi-Agency Safeguarding Hub, with a second PSO in the Durham Multi-Agency Safeguarding Hub, to improve access to social services and police information systems. If successful, that initiative should bring about improvement in the NPS's ability to gather required information about Child Protection issues and domestic abuse call-outs, so as to better inform on the day PSRs and relevant risk of harm assessments.

Operational issues

As mentioned previously, we visited two courts during our inspection. The competence of the individual PSO in court had an impact on the number and quality of supporting documents completed before allocation. The move to on the day reports provided insufficient time for court staff to undertake the more detailed risk predictor for sexual offending, RM2000, prior to sentence. There was no formal process within the court setting for accessing Crown Prosecution Service papers and previous convictions, and court staff were reliant on the defence providing them. Report authors did not always make sufficient investigations, so the account provided by the defendant was often taken at face value, with no checks made with the police and children's social services. We noted a lack of cross-referencing with nDelius and OASys in cases where the individual was known previously to probation. This was a missed opportunity, albeit undoubtedly contributed to by time pressures.

A national decision had recently been taken that the accredited internet sex offenders programme (i-SOTP) was to be withdrawn in the near future. Instead, responsible officers would be expected to deliver work with relevant male sex offenders using 'Maps for Change' on the back of the Active Risk Management System assessment. There were some concerns expressed by those involved with the SOMU at the impending loss of i-SOTP, particularly given the burgeoning nature of this type of offending across the country.

We inspected only one case managed at MAPPA Level 2. Although the NPS managed all MAPPA cases, most were Level 1. The Head of Durham LDU was Chair of the MAPPA Strategic Management Board; that role was about to be inherited by a Chief Superintendent from Durham Police. The NPS chaired all MAPPA Level 2 and Level 3 meetings, but it was planned, appropriately, those duties would in future be shared with a police officer of the requisite rank. There was a lack of administrative staff trained to operate the Violent and Sexual Offenders' Register (ViSOR) within Durham LDU, but vetting of additional staff had been completed and the police were about to provide the necessary training. Responsible officers were generally positive about MAPPA, but commented on a recent lack of training and some overly bureaucratic processes they considered contrary to good information sharing.

Practice issues

Of the 16 cases managed by the NPS, 10 were identified as high risk of serious harm and 6 as medium. We thought in all instances the risk of serious harm level was correctly identified throughout the period of supervision.

Risk of harm in NPS cases was frequently more predictable than in CRC cases. Overall, we found the quality of assessment of, and planning for, risk of harm issues to the public in general, known victims, children, staff and prisoners, was sufficient.

The work delivered by the responsible officer in relation to public protection outcomes was appropriate in most cases, albeit in two instances the offender's lack of engagement was a barrier despite the best efforts of the responsible officer.

We interviewed nine people undertaking the Northumbria Sex Offenders Group Programme. There had until recently been two groups operating per week, but that had recently reduced to a single weekly group because of insufficient numbers. Individuals were generally positive about the programme, with eight of them saying it was beneficial and their attendance on it had made them less likely to offend in future.

In relevant cases, work delivered by contracted providers and partner agencies was sufficiently focused on protecting those at risk of harm. In six cases, however, where we expected to see input from a provider or partner agency in managing and minimising the risk of harm posed by the individual, the responsible officer had not involved them.

The responsible officer reviewed progress against the public protection outcome priorities in three-quarters of the cases where a review was required, and responded appropriately to changing circumstances in a slightly smaller proportion.

Good practice example: *The responsible officer had been managing Penny, a violent offender with a long and complex offending history, for nearly a year. They had taken time to understand her, and recognised the controls put in place were as important as the required rehabilitative work. A place in a female approved premises was arranged in a timely way prior to Penny's release on licence. Effective joint work between the personality disorder team, local women's project, prison, approved premises and responsible officer gave Penny the best opportunity of complying with her licence conditions. The responsible officer was clear the priority was to protect the public and staff, and to achieve stability for Penny within the community. Interventions delivered included intensive work with the personality disorder team and the Together Women Project. Clear boundaries were established so that when Penny was upset (usually because of having had her child removed from her care), she was allowed to vent her frustrations. Staff were responsive to those occasions when Penny crossed the line into overt aggression. The plan was to keep Penny away from drink and to help her deal with negative thoughts. There was continual review of the case, with daily contact between the responsible officer and staff from the approved*

premises. The responsible officer visited Penny at the approved premises to foster their relationship for both the present and the future. Sadly, in this case the desired outcomes were not achieved. Despite the best efforts of the responsible officer, approved premises staff and others, Penny returned to drink, and ultimately was recalled following a new offence.

We inspected one case, correctly managed at MAPPA Level 2. MAPPA arrangements sufficiently contributed to keeping people safe.

Overall, we considered all reasonable action was taken to minimise the individual’s risk of harm to others by the responsible officer (75% of cases); contracted providers (86%), and partner agencies (75%).

The table below identifies the key enablers and barriers to the work of the NPS contributing to public protection.

Enablers		Barriers	
1.	PSOs were about to be assigned to the Multi-Agency Safeguarding Hubs in Darlington and Durham. Their role was to share with, and gather from, other agencies (particularly the police and children’s social services) relevant information required to inform public protection work.	1.	Assessments at court were not sufficiently comprehensive, with police and children’s social services checks often not completed pre-allocation. This meant responsible officers were not always immediately aware of specific risks, particularly in relation to Child Protection and domestic abuse.
2.	The SOMU enabled good joint working with the police to manage risk of harm.	2.	The decision by NOMS to withdraw i-SOTP meant there was soon to be no specific accredited programme available for use with internet sex offenders.
3.	Assessments, plans, interventions delivered and reviews were contributing to positive public protection outcomes.		
4.	Provider agencies and strategic partners were appropriately contributing to public protection outcomes.		

6.3 The CRC and NPS working together to promote effectiveness

The Head of Durham LDU was clear that a lack of risk information should not delay court cases, and adjournments should be avoided wherever possible. Unless the lack of the required information would make the sentence unsafe, most cases were appropriate for sentencing on the day. Durham LDU performed well against the national PSR timeliness performance measure, but that performance was often, as far as on the day reports were concerned, at the detriment of quality. Some cases were allocated to the CRC without relevant information having been obtained, but the completed CAS form usually identified what still needed to be collected post-allocation.

We saw no risk escalations in our sample, but practitioners and managers said the process worked well. Informal discussions usually took place between the CRC and NPS in advance of a risk escalation form being submitted. If, following those discussions, it appeared unlikely the risk escalation would be accepted, the CRC responsible officer did not always update the nDelius case record to reflect those discussions. We thought those discussions should always be recorded on nDelius to provide evidence of the rationale that led to the decision not to submit a formal risk escalation form. Such recording would provide crucial evidence in the event of an unforeseen event occurring, such as a Serious Further Offence. The CRC's performance against the relevant national performance assurance measure 'risk escalation quality' was good, and well above the national target. For the NPS, their performance in relation to the service level performance measure 'response to risk escalation' was now excellent and had markedly improved from September 2015, which was around the time the new Head of LDU had commenced.

Appendix 4 includes two charts, which show key findings from relevant practice inspection cases (CRC and NPS combined) in relation to public protection work.

The table below identifies the key enablers and barriers to the work of the CRC and NPS working together to achieve positive public protection outcomes.

Enablers		Barriers	
1.	Risk escalation arrangements worked well, and performance was good. Both the CRC and NPS achieved their relevant national performance targets in relation to risk escalation.	1.	Time pressures within the court setting precluded risk information being fully researched and collected pre-allocation, which meant responsible officers were not always knowledgeable at the start of the order with the pertinent risk issues.

	2.	The lack of recording in relation to risk escalation discussions meant all probation staff who would need to be aware of a risk of harm issue would not be sufficiently informed, with a consequential potential negative impact on the public being protected.
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7. Abiding by the sentence

This chapter reports on the effectiveness of the CRC and NPS to promote compliance by individuals with their sentence.

7. Abiding by the sentence

7.1 Effectiveness of the CRC

Organisational/operational issues

As stated previously, the quality of information flowing from the NPS at the point of allocation of the individual participant to the CRC was often insufficient, which in turn adversely affected the quality of assessment and planning on initial allocation to the CRC. As the participants did not receive a copy of their sentence plan, the lack of clarity about the focus of supervision appointments was as much a mystery to participants as it was to some responsible officers. We saw rehabilitative work done with participants, but not in all the cases where we expected to see it.

Generally, recording of information on nDelius was sufficient. The laptops and iPads provided to responsible officers meant that real-time recording to nDelius was now usually completed at the hubs between appointments.

The November 2015 NOMS national offender survey results indicated DTV CRC was performing better than any other CRC, and, in fact, only one NPS division, Wales, produced results that exceeded theirs. In that survey, participants supervised by DTV CRC (results were not further broken down into LDU) were overwhelmingly positive about their experience.

Practice issues

The responsible officer took the participant's individual diversity sufficiently into account in relation to assessment, planning, delivering interventions and reviews in about three-fifths of cases. Where not sufficiently considered, it was usually because the responsible officer had failed to involve the participant fully. We considered that, in planning for the work to be delivered during the period of the participant's order or time on licence, less than half of all participants were meaningfully involved. One participant told us:

"I had no idea what I would be doing on my RAR days".

We inspected 11 cases where we thought a review of the progress of the case was required, but had not been undertaken. In a further two cases, the participant was not sufficiently involved in the review.

In almost three-quarters of relevant cases, the responsible officer identified obstacles to effective engagement with the participant and sufficiently sought ways to overcome such barriers.

At the point of the inspection, i.e. about six months following sentence or release on licence, in three-quarters of the cases the CRC and others working on its behalf

had made sufficient progress in delivering the requirements of the order or licence, and the participant had sufficiently abided by the requirements in their order or licence. Contact levels were appropriate to the needs of the participant in the same proportion of cases.

Absences were responded to appropriately in over three-quarters of cases, and, in most, the number of absences did not act as a barrier to achieving outcomes across the three domains of reducing reoffending, protecting the public and abiding by the sentence. We saw appropriate discretion exercised by responsible officers, with absences relating to employment responded to sensitively. One participant we spoke with observed that the limited hours his particular hub was open meant his job, and an unsympathetic employer, made attendance difficult on occasions. He said his responsible officer had been empathetic to those difficulties. There were some evening hubs provided to accommodate those who could not attend during the day, but some of these were just reporting centres with no external agencies present.

The work undertaken by the participant was unlikely to have a positive impact on reducing reoffending, public protection (when relevant) and abiding by the sentence in a majority of the cases. This was often, as in the case below, because required rehabilitative work either started too slowly or not at all.

Practice example: *The participant was put straight onto fortnightly reporting. Four months into his order, he questioned why he had not done any offending-related work. The case record stated: 'Jerry was concerned he had not been given any RAR work and so we discussed reasons for his offending.' That was the first occasion anything meaningful had been discussed; all previous appointments had indicated rehabilitative work would soon start but then Jerry was just given another appointment. Six months into his order, and with a new responsible officer, Jerry was reporting weekly and had completed two sessions from the Citizenship programme. There was an acknowledgement that he needed help for his alcohol misuse, but nothing had yet been arranged.*

In four cases, the participant was unresponsive to what we thought were sufficient efforts by the responsible officer to make them less likely to reoffend and abide by their sentence.

In four-fifths of the cases, the participant had abided by their sentence or licence, either without any problems, or following successful efforts to re-engage them following failures to attend that had, or had not, led to breach or recall.

The following table identifies the key enablers and barriers to the CRC gaining the compliance of individuals with their sentence.

Enablers		Barriers	
1.	Participants' positive experiences of supervision made it more likely they would abide by their sentence.	1.	Some participants were not meaningfully involved in sentence planning.
2.	Barriers to engagement were usually identified and addressed.	2.	Limited opening hours of some community justice hubs made it difficult for some participants to comply with their sentence.
3.	Most absences were dealt with appropriately, with professional discretion recorded on the case management system.	3.	The lack of offending behaviour work undertaken by some participants on their order or licence was unlikely to assist them abide by their sentence.

7.2 Effectiveness of the NPS

Organisational/operational issues

During the inspection, we interviewed magistrates and a District Judge. Magistrates told us they were happy with the quality of work provided by court duty officers, and felt confident in the proposals made. Contrary to our findings, they thought oral reports were good, delivered quickly and commensurate to the level of seriousness. They said they felt able to sentence according to the proposals made. In the cases we inspected, and when in the court setting, we saw little evidence of report authors routinely offering, or even considering, the addition of punitive requirements to an individual's sentence. Consequently, magistrates were tending to offer more RAR days as a punishment, in a similar way to how they might previously have given unpaid work hours. That was counter-productive and unhelpful to responsible officers to whom the cases were then assigned. Magistrates told us they were not clear about the use of RAR days, and would consequently give more RAR days as punishment. They said they expected all requirements to be carried out within RAR days, and would not usually sentence to a programme and RAR days, or an alcohol treatment requirement/drug rehabilitation requirement and RAR days, as they thought RAR days covered everything. That was a training issue for magistrates, but the courts had not responded positively to the offer of a formal liaison meeting with the NPS and CRC, although there had been sporadic meetings between the Head of the Durham LDU, the Chief Executive Officer (CEO) of the CRC and the clerk to the Durham courts.

There was limited information about outcomes in relation to offenders managed by the NPS. A national survey of service users, administered locally, was undertaken in

November 2015. For Durham NPS, 132 valid questionnaires were received, and the overall satisfaction rate was 84%. This was substantially higher than the national target of 75%. There were areas, however, where improvements were identified. These included responsible officers revisiting whether the frequency and length of supervision appointments, and the content of discussions that took place within those appointments, was appropriate for offenders' needs, and the need for more work to be done with offenders to develop their problem-solving skills. The NPS North East division was planning to supplement the next survey with questions of its own, including asking offenders about the quality of the interventions NPS offenders received that were delivered by the CRC.

Practice issues

We saw one equality and diversity form completed by an NPS court team member on the basis of their assumptions without the active involvement of the individual who had offended. That was not acceptable. Overall, the offender's individual diversity was sufficiently taken into account by the responsible officer in about four-fifths of cases in relation to assessment and planning, and in two-thirds of cases in respect of delivering interventions and reviewing progress of the case. Where not sufficiently taken into account, it was usually because the responsible officer failed to involve the offender. In other instances, the offender's lack of engagement was a barrier, despite sufficient efforts by the responsible officer to engage them.

In three-quarters of cases, the offender was meaningfully involved in planning their work. In those instances where a review of progress was required, the individual was meaningfully involved in slightly less than half.

In over four-fifths of cases, the responsible officer sufficiently identified any barriers to effective engagement with the offender, and, where there were barriers, successfully overcame them in about three-quarters of the cases.

In all but 2 of the 16 NPS cases, we considered sufficient progress had been made in delivering the requirements of the order or licence.

Contact levels were sufficient for the needs of the individual who had offended in four-fifths of the cases, but absences were not always responded to appropriately. Overall, we thought the number of absences acted as a barrier to achieving positive outcomes across the three domains of reducing reoffending, protecting the public and the individual abiding by their sentence in 3 of the 16 cases we inspected.

Offenders we spoke with were positive about the relationship they had with their responsible officers.

One said:

“My probation officer has helped me to stay out of trouble and helped me get accommodation and to settle in the community after coming out of prison”.

Another said:

“I can ring my probation officer up anytime. If it was not for their help I would be in a mad house”.

A number of offenders commented that their responsible officer had helped them get a qualification, job or accommodation. One said:

“We have a reliable working relationship; they have time for us and keep appointments”.

The number of responsible officers with whom they had worked irritated some.

Overall, we concluded that, in half of the NPS cases, work undertaken with individuals who had offended was likely to have a positive impact on reducing reoffending, protecting the public and abiding by the sentence.

Half of the NPS offenders whose cases we inspected had not sufficiently abided by the requirements of their sentence or licence. In five of those instances, failure to comply had led to breach action. In a further three cases, we thought the individual should have been breached but had not been.

The table below identifies the key enablers and barriers to the NPS gaining the compliance of individuals with their sentence.

Enablers		Barriers	
1.	The most recent national survey of offenders found high levels of satisfaction by those managed by the NPS in Durham.	1.	Some magistrates were not sufficiently aware of the programmes and services offered by the CRC.
2.	Overall, offenders were appropriately involved and engaged in the assessment and sentence planning processes, with their individual diversity sufficiently taken into account.	2.	Some court staff and sentencers lacked knowledge about RAR days, which meant sentences made were not always appropriate for the circumstances of the case.
3.	Contact levels were appropriate in helping the offender abide by their sentence and making them less likely to reoffend.	3.	The contract with providers did not provide for sharing of information in relation to alcohol and drug test results, which made them unenforceable.
4.	Breach action was taken appropriately in most cases where required.		

7.3 The CRC and NPS working together to promote effectiveness

Following sentence, in the courts we visited individuals who were allocated to the CRC were not given a first appointment. NPS court staff told them that someone

would contact them within seven days. Some of the individuals allocated to the CRC were handed a letter at court that stated they should call their local office if they had not heard anything within a certain period. The telephone numbers were all NPS numbers and, therefore, not the correct ones. That was clearly not helpful, and could result in participants not being seen in a timely manner, or, in some cases, not at all. This was not an issue we identified when inspecting the 31 CRC cases. At the time those participants were sentenced, the individuals would have been told to report to the joint offices in which both the CRC and NPS were then located. The telephone numbers would have been correct at that time. Delays in the first appointment would certainly have a negative impact on the ten-day initial sentence plan performance target.

At one of the Durham courts, we spoke with a participant who had just been sentenced. They thought the ten RAR days they were given as part of their order meant they would have to meet with their responsible officer ten times. The court officer did not explain the sentence to them, and failed to tell the individual where their local hub was or when it was open. The participant was not told how to contact the CRC. That lack of relevant information would not have provided the participant with confidence, and potentially would create a barrier to that individual abiding by their sentence.

If participants did not know where to go upon sentence, did not have accurate details of the hub they were required to attend or the responsible officer who would be supervising them, then their order would start badly and make it less likely they would abide by the conditions of their order. While there was clearly an issue about the experience and knowledge of some court staff, there were wider implications for both the NPS and CRC to be resolved at the Service Integration Group, the meeting where interface issues affecting the NPS and CRC were discussed.

NPS responsible officers told us the CRC did not routinely inform them when those they were supervising were starting programmes. They said they also did not always know how they were doing on the groups, or if there were any problems. As it was the duty of NPS responsible officers to enforce absences of their offenders attending CRC-run groups, there was a need for good communications between the two parties. They said it could be difficult to track down CRC responsible officers as they did not work from a dedicated office, but across a number of hubs, and they did not have all their telephone numbers.

As far as breach was concerned, performance against the national performance measure had improved in recent times, and was now good for both the NPS and CRC. A number of initiatives had led to that improved situation. Interface officers appointed by the CRC liaised with the NPS around issues such as breach and risk escalation.

With regard to enforcement, if the breach request was not completed properly or required documents had not been correctly loaded onto nDelius, historically that would have led to a rejection of the breach by the NPS. Consequently, that could potentially lead to adverse financial implications in relation to the relevant CRC performance target. The NPS breach manager had developed a local spreadsheet that recorded why cases were rejected. That information was then shared on a monthly basis with the CRC, so they could see what the issues were and work to resolve these.

In recent times, improved arrangements had been agreed and implemented between the NPS and CRC. Now, where information required for the NPS to take a breach decision was insufficient, they contacted staff from the CRC and asked them to take the necessary remedial actions, particularly in relation to nDelius, within a set period. So long as the CRC then carried out those actions by the required time, the breach was not rejected. That helped both agencies meet their relevant performance target. As far as any breach proposal was concerned, the NPS had adopted an appropriately pragmatic approach in that, so long as the proposal was legal, they would always respect the professional judgement of the CRC. This mutual respect was not something we found very often in our recent *Transforming Rehabilitation* inspections.

To help responsible officers with the complicated breach process, one of the NPS breach team had produced a helpful 'how to instigate a breach' guide. Although written for the NPS, it was shared with the CRC. CRC staff and the NPS breach manager told us that arrangements were working really well now, and there was a positive working relationship between both agencies.

Appendix 4 includes one chart, which shows key findings from relevant practice inspection cases (CRC and NPS combined) in relation to work designed to support the individual to abide by their sentence.

The table below identifies the key enablers and barriers to the work of the CRC and NPS working together to gain compliance of individuals with their sentence.

Enablers		Barriers	
1.	The CRC had allocated some resources to the courts across Durham with a view to achieving appropriate sentences for participants to reduce their reoffending and help them abide by their sentence.	1.	Information given to CRC participants at court was not conducive to gaining their compliance at the start of their order.
2.	Effective joint work between the CRC and NPS had led to improved breach performance.	2.	Information provided to some participants at court in relation to RAR days was inaccurate or unclear and potentially made it less likely they would abide by their sentence.
		3.	Information flows between the CRC and the NPS regarding accredited programmes were not contributing to reduced reoffending, public protection or abiding by the sentence outcomes.

Appendices

- 1: Inspection framework
- 2: Background information
- 3: Methodology
- 4: Data analysis from inspected cases
- 5: Glossary
- 6: Acknowledgements
- 7: Role of the Inspectorate and code of practice

Appendix 1: Inspection framework

This inspection framework is used in our core inspection of adult probation services in England & Wales. Within this inspection programme we examine probation work in discrete geographical areas, regardless of who is delivering the work. We focus on:

- **assessing** *how* the quality of practice contributes to achieving positive outcomes for individuals and
- **evaluating** *what* positive impact is being achieved, since current impact provides evidence of progress towards long term desistance for individuals.

The working model for this inspection is: **quality** (of work) + **impact** (positive change achieved) = **effectiveness**.

In particular, we are looking to report on whether:

- reoffending is reduced
- the public is protected from harm
- individuals abide by the sentence.

The framework provides a structure for inspectors to assess effectiveness against these outcome measures. Quality is assessed against four practice themes (service user engagement, assessment and planning, delivering interventions and reviewing progress). We also look at leadership, management and partnership working, and evaluate the positive impact achieved in relation to each element.

We aim to put the experience of the service user at the centre of our inspection and take into account the local context in which the work has been undertaken. We recognise that organisations that are attentive to the diverse needs of their staff and service users are more likely to sustain achievements and to increase their business resilience. We believe that inspecting services against this framework will help us - and the services we inspect - to understand differential outcomes for different groups, which in turn will support the overall inspection aim of assisting improvement. To explore this complex range of issues we take evidence from a range of practice, performance and data sources. Underpinning this is the evidence we glean from detailed analysis of individual cases and more in-depth lines of enquiry.

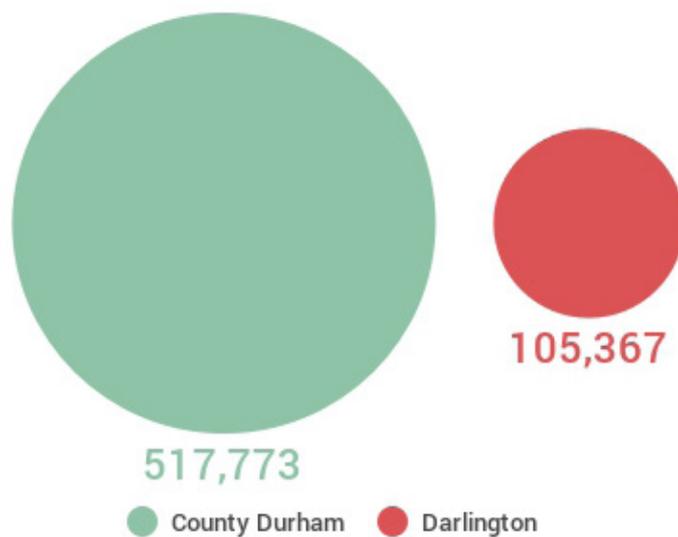
For more information on the Quality & Impact inspection approach, please see the 'adult text model' available on our website.

Appendix 2: Background data

This inspection covers the local authority areas of County Durham and Darlington.

Table 1: Population estimates by local authority, mid-2014

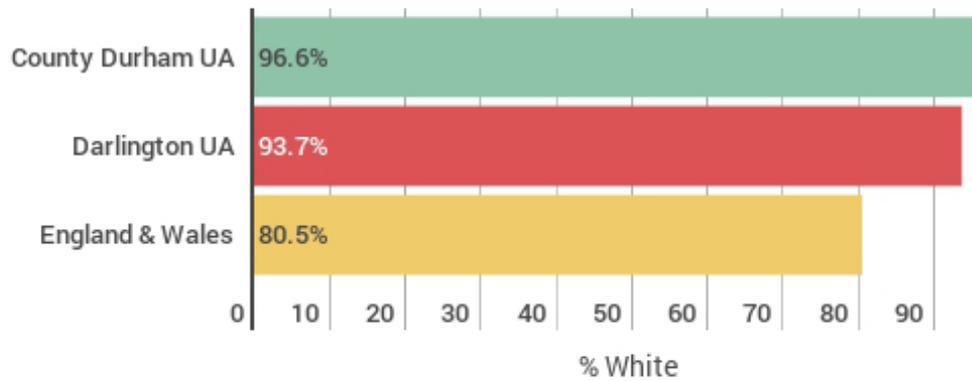
The population of Durham and Darlington was estimated at 623,140 in 2014. County Durham, by far the larger geographically, is the more populous local authority area.



Source: Office for National Statistics, June 2015

Table 2: Ethnicity by local authority, 2011 census

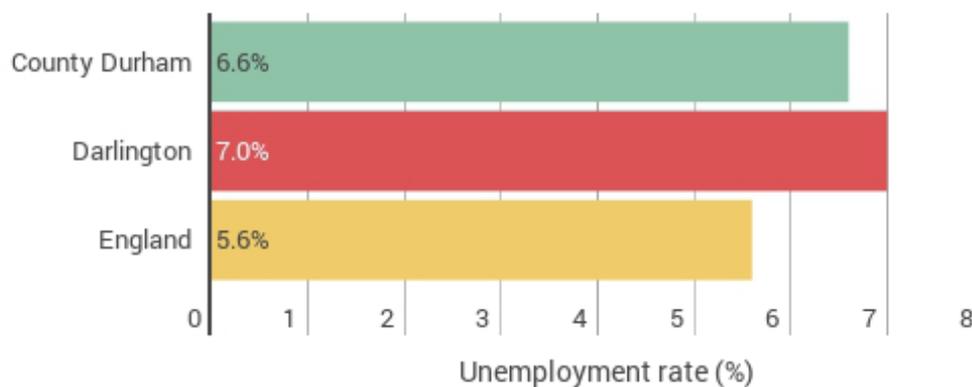
The population make-up of both County Durham and Darlington is substantially white, and far higher than the average for England & Wales.



Source: Office for National Statistics, December 2012

Table 3: Unemployment by local authority, July 2014 to June 2015

Unemployment is similar for the two local authority areas, with rates above the national average.

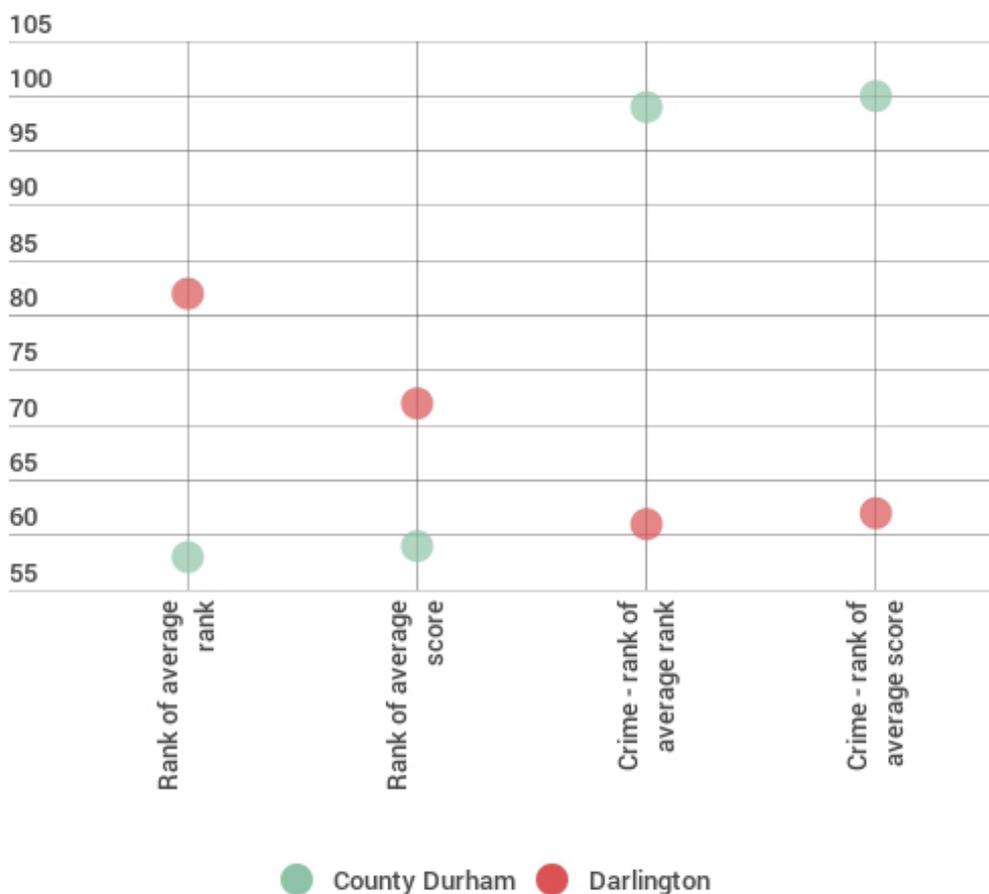


Source: Office for National Statistics, August 2015

Table 4: Multiple deprivation measures by local authority, 2015

Table 4 above sets out indices of deprivation. The first two measures are based on the seven domains of (i) income, (ii) employment, (iii) education, skills and training, (iv) health and disability, (v) crime, (vi) barriers to housing and services, and (vii) living environment. The second two measures focus on the crime domain, based upon crime rates relating to violence, burglary, theft and criminal damage. The 'average rank' summarises the average level of deprivation across each local authority as a whole, based on the ranks of the lower level areas in each authority (with population weighting). In the 'average scores', highly polarised areas tend to score higher, with less averaging out than in the average ranks. Across all measures, the local authority with a rank of 1 is the most deprived, and the area ranked 152 is the least deprived.

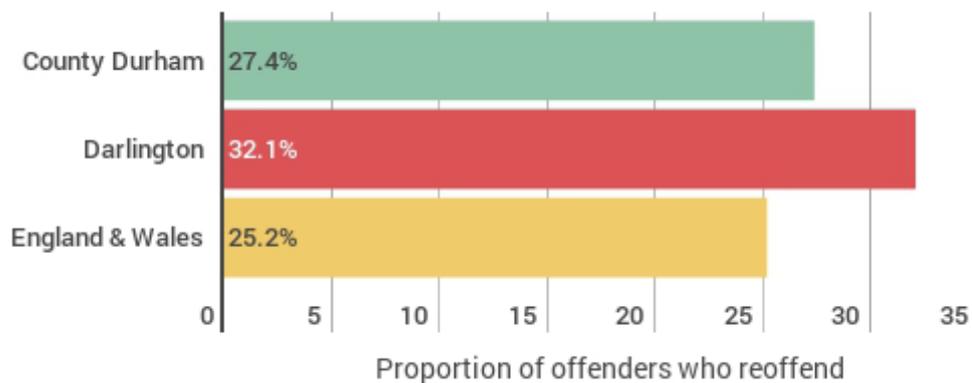
County Durham has greater levels of general deprivation than Darlington, but Darlington has higher levels of crime compared with County Durham.



Source: Department for Communities and Local Government, September 2015

Table 5: Reoffending rate by local authority, April 2013 to March 2014

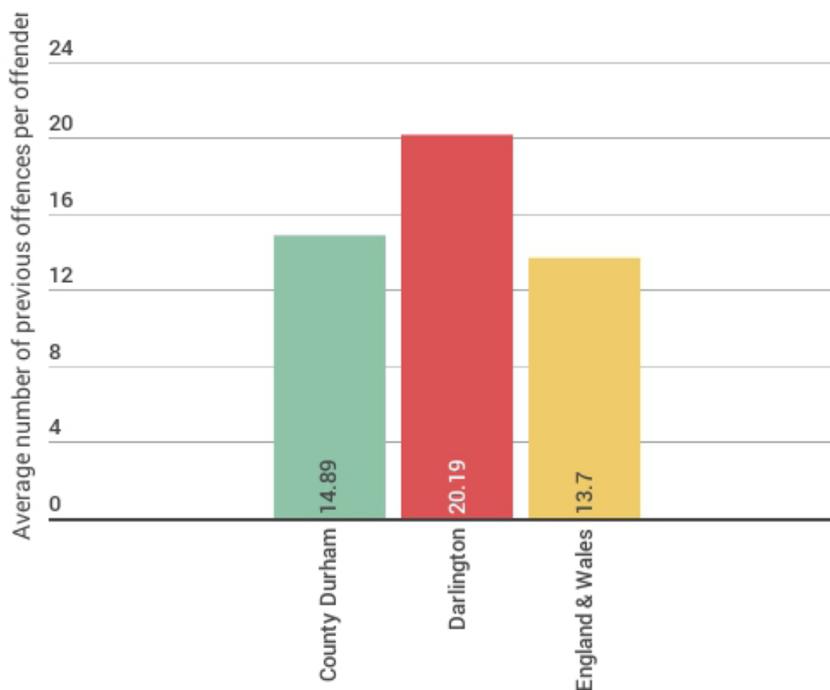
Reoffending rates for the two local authority areas are for adult offenders who were released from custody, received a non-custodial conviction at court or received a caution in the period April 2013 to March 2014 (i.e. not just those who were released from custody). The proportion of reoffending in Darlington was higher than for County Durham and both were higher than the national average.



Source: Ministry of Justice, January 2016

Table 6: Offending histories by local authority, April 2013 to March 2014

The offending histories differed markedly within these 2013/2014 cohorts, with the average number of previous offences being considerably higher for Darlington than for County Durham or the national average.



Source: Ministry of Justice, January 2016

Appendix 3: 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 & Crime Commissioner area, regardless of who delivers the work. We are interested in the work of both the NPS and the CRC, together with that of any partners working with these organisations.

An inspection team visited the area for two full weeks. In the first week, we inspected a pre-determined number of cases (community orders, suspended sentence orders, and licences) of individuals sentenced or released from prison about six months previously. These cases may not have been fully representative of all the eligible cases, but we tried to make 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 Durham, the sample consisted of 47 cases, 31 of which were CRC cases and 16 of which were NPS cases.

The team then returned two weeks later to follow-up issues that had emerged in the first week, and spoke with key staff, managers and partners. We attempted to speak with those service users who provided their consent to being contacted. In this inspection, we spoke with 15 service users (10 from the CRC and 5 from the NPS) whose cases we inspected. We also spoke with numerous other service users in focus groups, at the community hubs or in other locations on a more ad hoc basis.

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. Inspectors were mindful that current impact could provide evidence of progress towards long-term desistance. In particular, we were seeking to report on whether reoffending was reduced, the public were protected from harm and individuals had abided by their sentence.

Appendix 4: Data analysis from inspected cases

These charts illustrate key findings from the practice inspection cases. There is one chart for the reducing reoffending domain, and two charts for the public protection domain and one chart for abiding by the sentence domain. These are combined figures for the area as a whole, not separated into CRC and NPS cases, due to the small numbers involved. These charts show absolute numbers rather than percentages. This is because the size of the bar chart segments provides an idea of proportion, while the number gives an idea of how large the sample was.

Chart 1: Reducing Reoffending

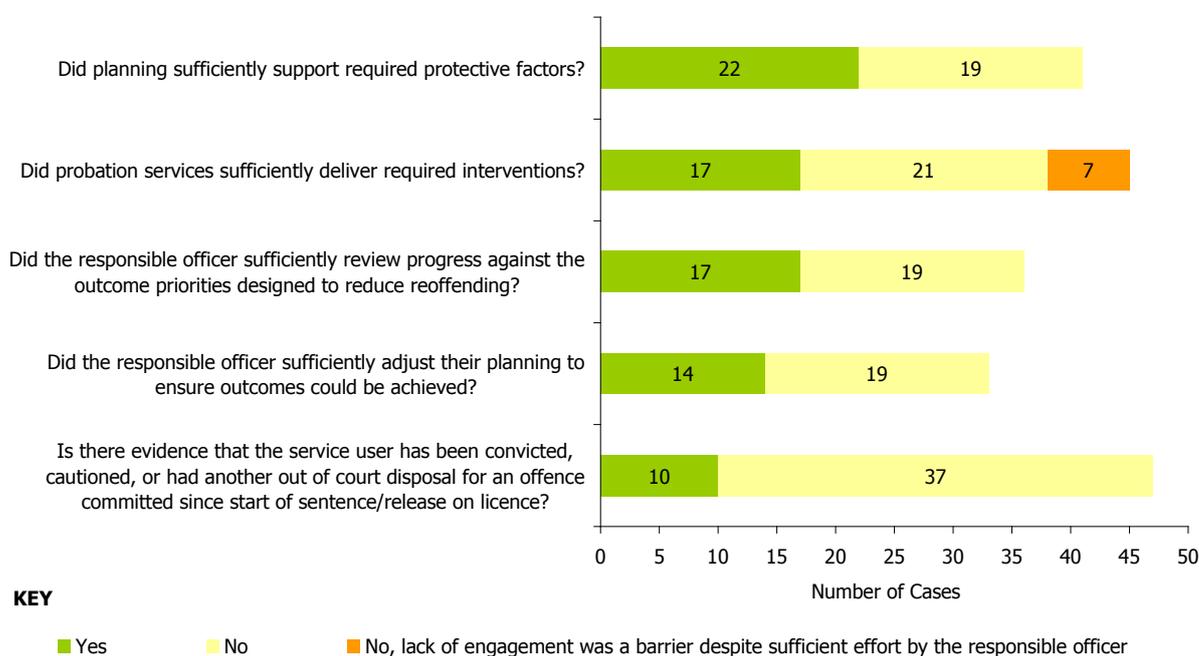


Chart 2: Public Protection

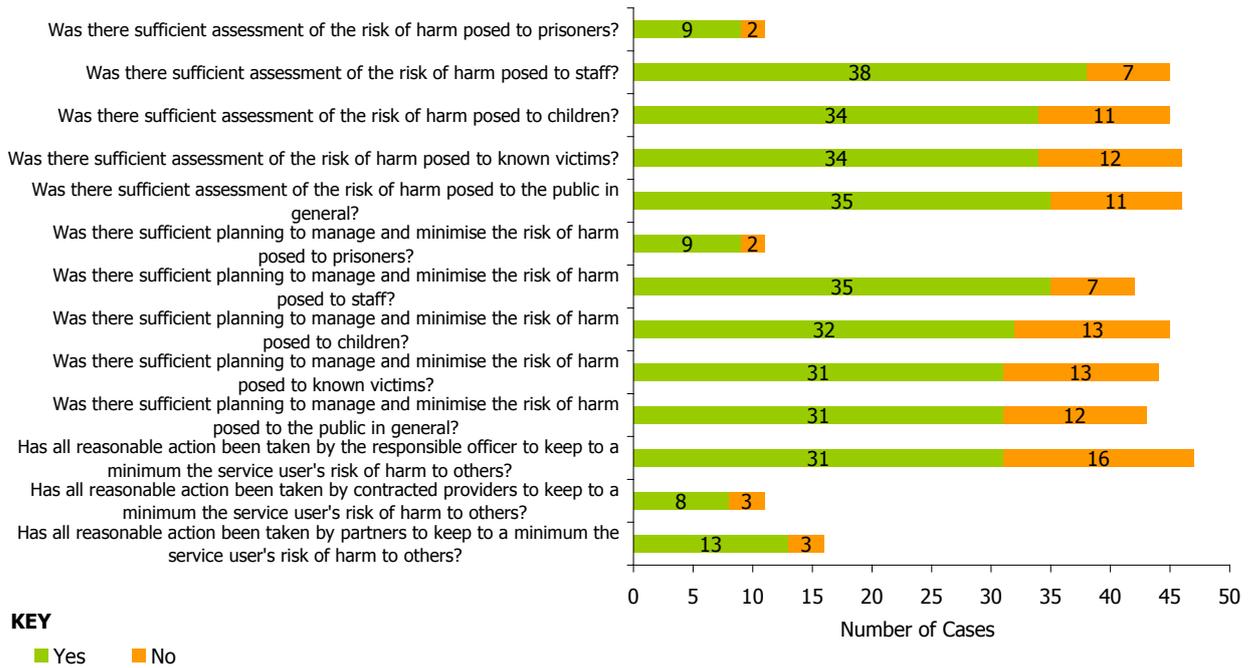


Chart 3: Public Protection

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:

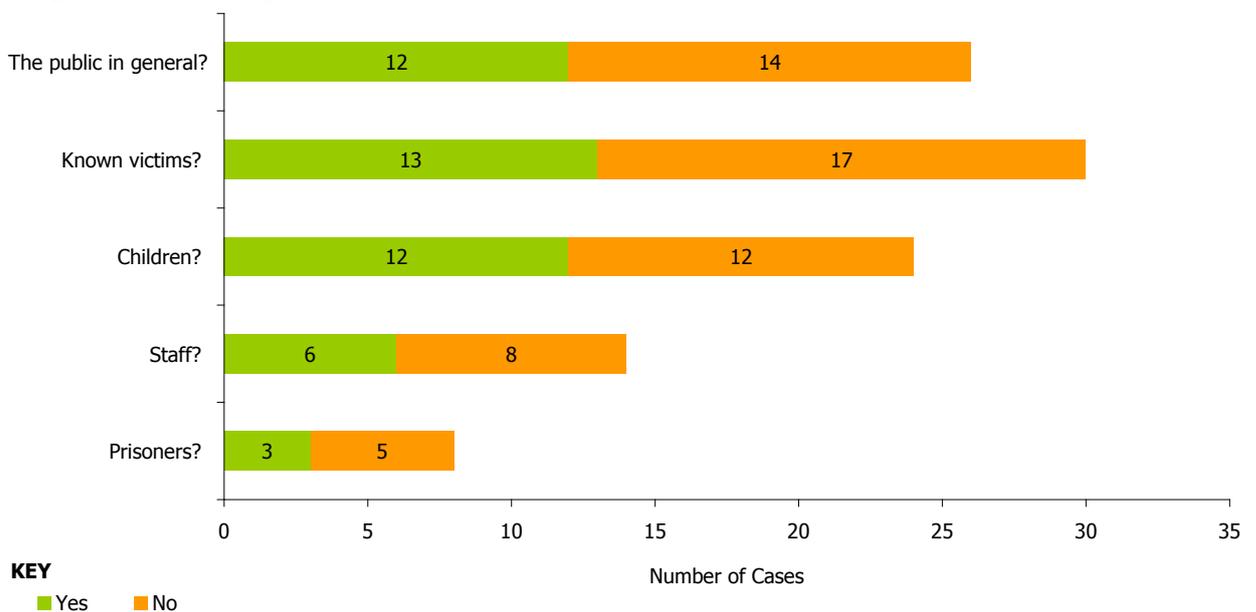
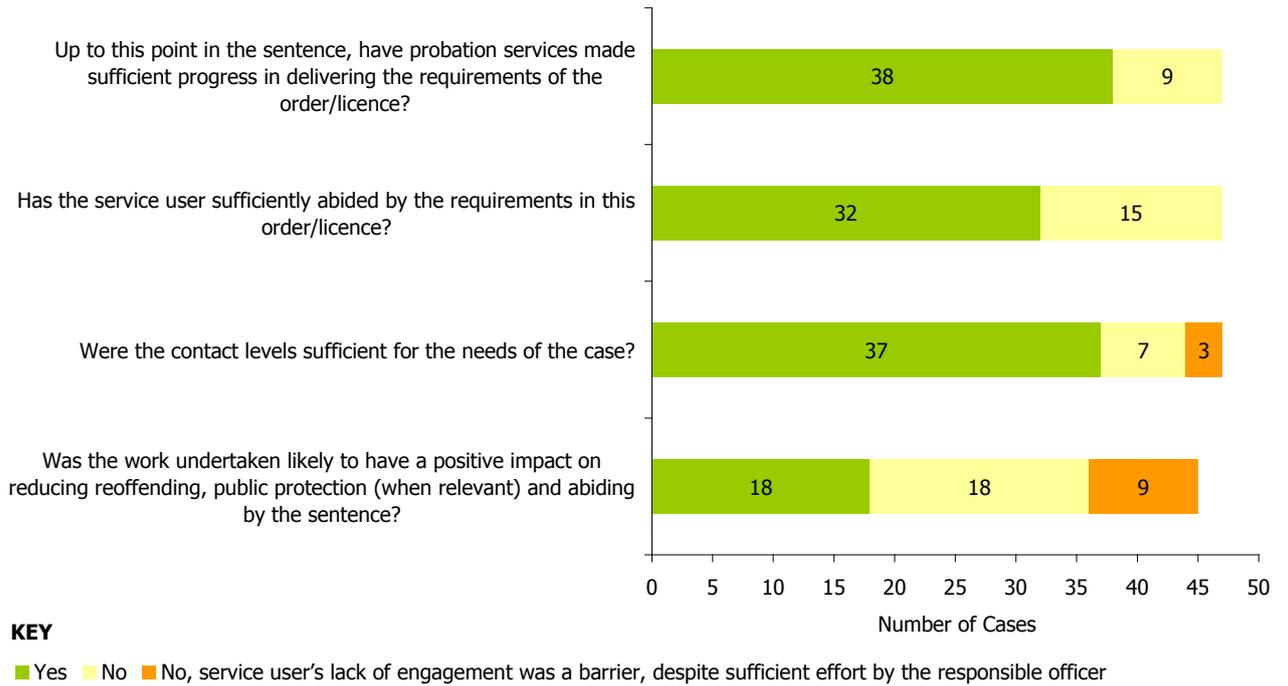


Chart 4: Abiding by the Sentence



Appendix 5: Glossary

Active Risk Management System	Provides a framework for working with all male sexual offenders who are subject to statutory supervision. It aids the assessment of dynamic risk and protective factors (see Probation Instruction PI 15/2015)
Alcohol treatment requirement	A requirement that a court may attach to a community order or 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 the NPS or a CRC
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 groupwork programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
CAS	Case Allocation System; a document that needs to be completed to inform accurate allocation of a case to the CRC or NPS
Cognitive Behavioural Therapy	Helps individuals manage their problems by changing the way they think and behave. Used to treat anxiety and depression, it can be useful for other mental and physical health problems
Citizenship	An evidence based supervision system originally designed by probation practitioners in County Durham, which incorporates a range of modules. Most frequently found in the local offender population and most appropriate for delivery by probation staff
Contract Package Area	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
Drink Impaired Drivers Programme	A nationally accredited programme which aims to confront offenders with issues related to drinking and driving

Drug rehabilitation requirement	A requirement that a court may attach to a community order or a suspended sentence order aimed at tackling drugs misuse
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
Foreign national offender	A foreign national who has been convicted of a crime in the UK
FRADE	A furniture re-use charity that operates in Darlington (plus elsewhere in the CRC area, i.e. Middlesbrough and Stockton)
Freedom Programme	A programme for women who have been victims of domestic abuse
Harbour	Harbour Support Services are a specialist domestic abuse service who help people who live in County Durham and Darlington
Independent domestic violence advisors	Provide support to survivors of domestic abuse living in the community and assessed as being at high risk of further domestic abuse
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
Internet sex offender treatment programme	An intervention programme, for men who have committed an internet sex offence
LDU	Local Delivery Unit
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
Maps for Change	Maps for Change is a toolkit for working with male sex offenders at low risk of reoffending, and those for whom an accredited programme is deemed inappropriate

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
nDelius	National Delius: the approved case management system used by the NPS and CRCs in England & Wales
NOMS	National Offender Management Service: the single agency responsible for both prisons and probation services
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
Northumbria Sex Offenders Group Programme	An intervention designed to help offenders develop understanding of how and why they have committed sexual offences. The programme also increases awareness of victim harm. It helps the offender develop meaningful life goals and practise new thinking and behavioural skills that will lead him away from offending
OASys	Offender assessment system currently used in England & Wales by the NPS and CRCs to measure the risks and needs of offenders under supervision
Offender Group Reconviction Scale	A predictor of reoffending based upon static risks; age, gender and criminal history
<i>Offender Rehabilitation Act 2014</i>	Implemented in February 2015, and applying to offences committed on or after that date, the <i>Offender Rehabilitation Act</i> (ORA) is the Act of Parliament that accompanies the <i>Transforming Rehabilitation</i> programme
Participant	This is the locally used term in Durham Tees Valley CRC to describe offenders with whom they work
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with the NPS or CRC
Providers	Providers deliver a service or input commissioned by and provided under contract to the NPS or CRC. This includes the staff and services provided under the contract, even when they are integrated or located within the NPS or CRC

PSR	Pre-sentence report. This refers to any report prepared for a court, whether delivered orally or in a written format
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 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
Rehabilitation activity requirement (RAR)	From February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts were able to 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
Relate	An organisation that helps with relationship issues
RESOLVE	A moderate intensity cognitive-behavioural intervention that aims to reduce violence in medium risk adult male offenders. The programme includes group and individual sessions and is suitable for offenders with a history of reactive or instrumental violence
RM2000	RM2000 is a nationally recognised risk assessment process that uses details of an adult male offender's past sexual offending history to predict the risk of re-conviction for future sexual offending
Sex Offender Treatment Programme	In Durham, the Northumbria Sex Offender Group work programme is delivered. It is suitable for any offender with a current or previous conviction for a sexual offence, or another offence which has an identifiable sexual element
Thinking Skills Programme	An accredited group programme designed to develop an offender's thinking skills to help them stay out of trouble
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

Together Women Project	Together Women Project aims to move women out of crime into positive futures, building resilience and developing strengths that enable them to move away from damaging lifestyles
<i>Transforming Rehabilitation</i>	The government's programme for how offenders are managed in England & Wales from June 2014
ViSOR	ViSOR is a national confidential database that supports MAPPA. It facilitates the effective sharing of information and intelligence on violent and sexual offenders between the three MAPPA Responsible Authority agencies (police, probation and prisons). ViSOR is no longer an acronym but is the formal name of the database
Victim liaison officer	Responsible for delivering services to victims in accordance with the NPS's statutory responsibilities

Appendix 6: Acknowledgements

We would like to thank all those who took part in this inspection; without their co-operation, 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.

Lead Inspector	Tony Rolley, <i>Inspector</i>
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Report Editor	Helen Rinaldi, <i>Assistant Chief Inspector</i>

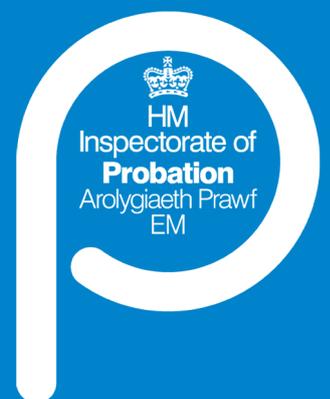
Appendix 7: Role of the Inspectorate and code of practice

Information on the Role of HMI Probation and Code of Practice can be found on our website:

<http://www.justiceinspectorates.gov.uk/hmiprobation/about-hmi-probation/>

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

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