

Quality & Impact inspection

The effectiveness of probation work in South Yorkshire

An inspection by HM Inspectorate of Probation
June 2017

This inspection was led by HM Inspector Tessa Webb OBE, supported by a team of inspectors, as well as staff from our operations and research teams. The Assistant Chief Inspector responsible for this inspection programme is Helen Rinaldi. We would like to thank all those who helped plan and took part in the inspection; without their help and cooperation, the inspection would not have been possible.

Please note that throughout the report the names in the practice examples have been changed to protect the individual's identity.

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Foreword

This is the third inspection of adult probation work undertaken by a Community Rehabilitation Company (CRC) owned by Sodexo Justice Services in partnership with Nacro, and the first from their northern region. It is also the third area within the North East division of the National Probation Service (NPS) we have inspected. We found the quality of work in South Yorkshire to be generally good and - for the first time - of a similar standard in the CRC and the NPS.

In contrast to the two Sodexo-owned CRCs recently inspected in their southern region, we found their interim operating model to be working reasonably well in the north. The CRC is poised to become fully IT-enabled and to implement its planned operating model once the Ministry of Justice's long-awaited Strategic Partner Gateway becomes operational. After a difficult start, with the initial loss of many experienced staff, the CRC appears to be managing change competently. Forward-looking staff are engaged fully in the overarching vision.

Staff are encouraged to work flexibly and what is more, to make home visits. The CRC offers an impressive range of interventions, including high quality services for women. But not all is well. Too many service users are being allowed to drift, with absences often going unchallenged; and I remain of the view that telephone or other remote contact inherent in the Sodexo operating model will not provide enough support and direction on its own, for those needing to turn away from crime.

As we have found elsewhere in the North East division, the NPS in South Yorkshire is delivering good quality work with a complex and challenging cohort. Many staff are grieving for the past, however, and there is more work for leaders to do to bring about change and also to manage case assignment and delivery better. So, for example, we found a reluctance to make the best use of the good quality services on offer from the CRC, although doing so could alleviate matters for hard-pressed staff. Nevertheless the NPS in South Yorkshire maintains an unrelenting focus on public protection and is serving the community well overall.



Dame Glenys Stacey

HM Chief Inspector of Probation
June 2017

Key facts

262,388	The total number of offenders subject to probation supervision across England and Wales ¹
4,590	The number of offenders supervised by the South Yorkshire CRC ¹
40%	The proportion of the CRC cases which relate to a custodial sentence (pre or post-release supervision) ¹ . The proportion for all England and Wales CRCs was 40%
63%	The proportion of offenders who were recorded as having successfully completed their period of licence or post-sentence supervision with South Yorkshire CRC following a release from custody ² . The performance figure for all England and Wales was 75%, against a target of 65%
17,405	The number of offenders supervised by the North East division of the NPS ¹
1,717	The number of offenders supervised by the NPS in the Barnsley & Sheffield local delivery unit cluster ³
1,219	The number of offenders supervised by the NPS in the Doncaster & Rotherham local delivery unit cluster ³
1,717	The number of MAPPA eligible offenders managed by the NPS in South Yorkshire ⁴
6 (of 21)	The number of CRCs owned by Sodexo Justice Services in partnership with Nacro

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

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

³ National Probation Service Workload Management Tool, March 2017.

⁴ Multi-Agency Public Protection Arrangements (MAPPA) Annual Report March 2016, Ministry of Justice.

1. Overall judgements and recommendations

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

We last inspected probation services in South Yorkshire in 2012, when services were provided by one organisation, the South Yorkshire Probation Trust. Direct comparisons over time cannot be made, as we have since developed our inspection methodology, and in any event probation workloads and work types differed in 2012. The outcomes from our 2012 inspection are summarised in Appendix 3.

The findings of this 2017 inspection are set out in the following chapters and summarised here.

Protecting the public

CRC effectiveness

The quality of work to protect the public was generally acceptable, but with some room for improvement.

Up to date policies and clear procedures were in place. There were examples of effective information exchange with the police about domestic abuse as cases started, and when they were reviewed. Good use was made of home visits. There was a clear commitment to the four Local Safeguarding Children Boards. Risk of harm training had been introduced for recently appointed professional staff lacking experience.

Further attention was required to monitor and respond to signs of risk of harm deteriorating between reviews.

NPS effectiveness

The quality of work to protect the public was generally good.

We found the NPS had a good grip on complex cases with work undertaken to engage those in denial and resistant to change. There was an effective victims' team who worked closely with the police and partner agencies to respond to the needs of victims of child sexual exploitation. We were pleased that following a review of Multi-Agency Public Protection Arrangements, a county probation coordinator had been introduced.

Reviews were completed in over two-thirds of cases but officers did not always adjust their planning to take account of changing circumstances. Some probation officers found working primarily with high risk of harm and complex cases challenging. Some were reluctant to move less demanding cases to probation service officers, as they doubted their skills and experience. Others resisted, knowing that it would further increase the concentration of high risk of harm cases in their caseload.

The CRC and NPS working together

At a strategic level there were good working relationships and a shared goal among senior leaders of making the *Transforming Rehabilitation* strategy work. There were examples of the NPS loaning probation service officers when the CRC were short staffed in 2015 and the CRC accessing trainee development placements with the

NPS. The CRC was committed to developing their portfolio of interventions to meet NPS needs.

At the operational level we saw greater distance and some tensions. With many new staff in the CRC there was less common history at the front line than we have found elsewhere. There was a tendency to make unhelpful assumptions about each other's ideology and to polarise differences.

Reducing reoffending

CRC effectiveness

The quality of work of the CRC to reduce reoffending was acceptable.

Refreshingly, staff had a good understanding of rehabilitation activity requirements and cases were generally well planned. There was a comprehensive range of interventions to address offending behaviour, including an accredited programme, locally developed short duration programmes and access to a range of partnership providers. Women's services were strong, with bespoke services available in all four metropolitan boroughs.

Interventions were not always accessible, however, or delivered frequently. Where service users did not access the planned interventions quickly, we found the momentum was lost and the level of meaningful contact became poor, with the requirements of the order not being delivered. Not all local management centres were accessible for disabled service users and staff, and not all interventions were available for those unable to attend during the day.

NPS effectiveness

Overall, the quality of work delivered by the NPS to reduce reoffending was good, but there was room for improvement with reviewing work.

Assessments and plans were sound, and appropriate cases were referred to the sex offender treatment programmes. Assessments for personality disorder traits were undertaken, with good use of available consultancy provision.

Responsible officers' default position was to deliver one-to-one work, however, rather than making greater use of probation service officers and available CRC services to deliver structured work.

The CRC and NPS working together

Effective and constructive working relationships were established at a senior management level. Although the CRC had produced a clear 'rate card', supported by a guide to interventions, these services remained under-utilised by the NPS, however.

The delivery of 'on-the-day' court reports required improvement for lower risk of harm cases. Access to services to address alcohol, drugs and mental health needs was difficult for both the CRC and the NPS; this required further attention.

Since the two organisations operated from different locations, there was a particular need to keep front-line staff informed about developments in each other's organisations.

Abiding by the sentence

CRC effectiveness

The quality of the work was inconsistent and required improvement.

Staff had a sound understanding of how to implement requirements of court orders and licences. Responsible officers and contracted providers understood the importance of clear recording. Practice was underpinned by clear processes and guidance. Checks were in place to see whether requirements were completed before a case could transfer to the central hub and remote contact.

The CRC's aim to complete the main interventions in the first few months of the order was not met in many cases. Instead there were too many examples of cases with a high number of acceptable absences and service users not completing their required interventions, which resulted in drift and little meaningful work. The high number of acceptable absences was particularly poor for unpaid work orders.

NPS effectiveness

The quality of work to support service users abide by their sentence was good.

Effective arrangements were in place to share information with partner organisations. NPS responsible officers were working hard to engage and address difficult and challenging behaviour and the individual diversity needs of service users were taken into account. This promoted compliance. Most service users abided by the requirements of their sentences. When they did not, appropriate enforcement action was taken in the majority of cases.

The CRC and NPS working together

The relationship between the CRC and the NPS was generally working well. Regular service integration meetings and local interface meetings took place at senior and operational levels. A recent CRC guide to interventions helped court staff make appropriate referrals.

The NPS court services needed to allocate cases with unpaid work orders to the CRC more quickly.

New processes within the NPS North East enforcement hub had yet to settle in and required refinement. In particular, staff complained of delays to the scheduling of breach proceedings and termination applications.

Recommendations

The Community Rehabilitation Company and National Probation Service should:

1. consult with strategic partners to improve access to alcohol and drug services for service users
2. provide guidance to staff to improve access to mainstream mental health provision for relevant cases.

The Community Rehabilitation Company should:

3. reduce the number of absences judged as acceptable
4. make sure local management centres are compliant with the *Equality Act 2010*
5. improve out-of-office hours access to interventions for service users.

The National Probation Service should:

6. better lead and support staff through change
7. align recruitment and training plans so they support workforce planning
8. manage better the distribution and reassignment of work between probation officers and probation service officers
9. improve referrals for NPS service users to the range of interventions available from the CRC so as to increase NPS efficiency and effectiveness
10. make sure court reports can be delivered on the same day, where appropriate.

Her Majesty's Prison and Probation Service should:

11. review the training strategy for the National Probation Service so that it is accessible and responsive to local delivery needs.

The Ministry of Justice should:

12. complete implementation of the Strategic Partner Gateway at the earliest opportunity⁵
13. make sure CRCs are paid sufficiently for contracted services, and that the payment mechanism provides greater certainty.

⁵ This recommendation is repeated from a similar one within our Q&I inspection in Northamptonshire: HMI Probation (April 2017) *Quality & Impact inspection The effectiveness of probation work in Northamptonshire*.

2. The arrangements for delivering probation services in South Yorkshire

- the national context
- the local context
- organisational arrangements

National context

In 2014, the UK government extended probation supervision for the first time to offenders released from prison sentences of under 12 months (over 40,000 people each year⁶). Now, about 260,000 adults are supervised by probation services annually, and all offenders released from prison on licence are subject to supervision⁷. In addition, since May 2015, in an initiative known as 'Through the Gate', probation services must provide offenders with resettlement services while they are in prison, in anticipation of their release.

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

The NPS advises courts on sentencing all offenders, and manages those offenders presenting high or very high risk of serious harm, or who are managed under Multi-Agency Public Protection Arrangements (MAPPA). CRCs supervise most other offenders presenting low and medium risk of harm, a considerable proportion of whom will have committed domestic abuse.

In order to protect the public, probation staff assess and manage the risks offenders pose to the community. They help rehabilitate offenders by dealing with problems such as drug and alcohol misuse, and lack of employment or housing, so as to reduce the prospect of reoffending. They monitor whether they are complying with court requirements, so as to make sure individuals abide by their sentence, and report them to court or request recall to prison if they fail to comply.

Most CRC income is from a fee relating to the number of offenders under various forms of supervision, and the requirements to which they are subject. If the CRC fails to meet certain service levels, financial penalties may be incurred. In addition, there is the possibility of additional income - payment by results - triggered by reductions in proven reoffending, once relevant reoffending data is available. The government is currently reviewing CRC performance measures and detailed funding arrangements in a probation system review.

The transition from Probation Trusts to the mixed economy model has been challenging, and the new expectations of probation providers demanding. Those serving short sentences are more often prolific offenders, less receptive to rehabilitation. Through the Gate services require persistence and good joint working, and those arrangements are still under-developed across England and Wales.

The overall volume of NPS work has risen noticeably in the last year, while staffing levels have risen marginally. The CRC caseload has risen. The balance of sentencing, however, has changed recently. Payment under contract to the CRC reflects the weight of work attributed to sentence type and current sentencing trends have

⁶ Figures relate to releases from determinate sentences of less than 12 months during 2015 (excluding 15-17 year olds). Source: Offender Management Statistics, Ministry of Justice, October 2016.

⁷ Offender Management Caseload Statistics as at 26 January 2017, Ministry of Justice.

reduced the amount of payment CRCs receive for their total caseloads. The new arrangements provide opportunities to innovate and develop new systems, but payment shortfalls have led to financial constraints and uncertainty for CRCs and reluctance to commit to longer-term investment or settled supply chains.

Anticipated income has not materialised in part because of falling conviction rates⁸ and changes to sentencing, with community sentences having generally declined⁹. The most recent published proven reoffending statistics indicate that the one-year reoffending rate varied from 30.2% to 36.4% between regions for those offenders starting a court order and managed by probation providers in the period from June 2014 to March 2015¹⁰.

Local context

Here we report on probation services delivered in the South Yorkshire area by both the South Yorkshire CRC and the NPS North East division. South Yorkshire is the most southerly county in the Yorkshire and Humberside region and is served by four metropolitan boroughs: Barnsley, Doncaster, Rotherham and Sheffield. The CRC is organised into four local management centres (LMCs), the main places where service users report in person. The offices in Sheffield also provide the head office functions and the central hub, where remote contact with those assessed as lower risk and those who have completed their interventions is maintained. The NPS is organised into two local delivery unit clusters (LDUCs): Barnsley & Sheffield and Doncaster & Rotherham.

We provide demographic data and information about the area in Appendix 2. The population of South Yorkshire was estimated to be nearly 1.4 million in 2015. The Sheffield urban area is the tenth most populous conurbation in the UK and makes up 41% of the area's population. Unemployment across South Yorkshire is above the England average of 5.0%, ranging between 5.7% in Barnsley to 6.9% in Rotherham. Deprivation levels are in the bottom quartile nationally and, as one of the least prosperous areas in Western Europe, the area has received funding from the European Regional Development Fund. The area has good public transport links.

The proportion of South Yorkshire offenders who reoffend is above the average for England and Wales of 24.3%, ranging from 25.0% in Rotherham to 28.4% in Doncaster.

South Yorkshire policing and child safeguarding practices have experienced considerable scrutiny in recent years, following the Hillsborough disaster in 1989 and the Rotherham child sexual exploitation scandal (between 1997 and 2013). The coroner's inquest relating to Hillsborough concluded only last year.

The caseload for the NPS North East division shows a higher propensity for serious harm compared to the national profile, with violence being the predominant behaviour of concern. The NPS North East division is performing reasonably well against national targets and when compared with other divisions. It is performing above the national target on 7 of the 12 published measures for which data was

⁸ The total number of individuals sentenced by the courts in England and Wales has fallen from 1.43m in September 2006 to 1.2m in September 2016.

⁹ Source: Criminal Justice Statistics Quarterly Update to September 2016: England & Wales, Ministry of Justice.

¹⁰ Source: Proven Reoffending Statistics Quarterly: April 2014 to March 2015: England & Wales, Ministry of Justice.

available and at or above the national average on 7 of those measures¹¹.

The CRC is owned by Sodexo Justice Services, a large private company. With contracts to deliver probation services across six CRCs¹², it is the third largest owning company in the country by contract value, and has 19% of the market share¹³. Figure 3.1 (in Appendix 3) shows the locations of the six Sodexo-owned CRCs.

The CRC covers the same, relatively small, geographic area as the former South Yorkshire Probation Trust. Travel between the four boroughs in the area is straightforward.

Figure 1.1: Map showing the locations of South Yorkshire CRC Local Management Centres and hub



Image source: South Yorkshire Community Rehabilitation Company

Following the transition from the South Yorkshire Probation Trust, almost two-thirds of the CRC's probation officers (POs) left their employment, and performance against contract measures was poor. The Ministry of Justice (MoJ) intervened following a risk audit. The NPS seconded staff to the CRC temporarily, and the CRC worked closely with the NPS and collaborated on training, to bring about improvements. The CRC's contract performance has improved considerably.

The CRC has met four of the seven end-state performance targets now expected in the most recently published data and is above the national average on four of these measures. The latest monitoring reports¹⁴ for all contract performance measures show it performing reasonably well overall when compared with other CRCs.

11 Source: Community Performance Quarterly Management Information release, Ministry of Justice July–September 2016.

12 The six CRCs owned by Sodexo are: Bedfordshire, Northamptonshire, Cambridgeshire & Hertfordshire (BeNCH) CRC; Cumbria & Lancashire CRC; Essex CRC; Norfolk & Suffolk CRC; Northumbria CRC; and South Yorkshire CRC.

13 Source: Offender management statistics quarterly, July to September 2016 Table 4.10: Offenders supervised in the community at period end, by NPS Region, Division and CRC, England and Wales.

14 Community Performance Quarterly Management Information release, Ministry of Justice July–September 2016.

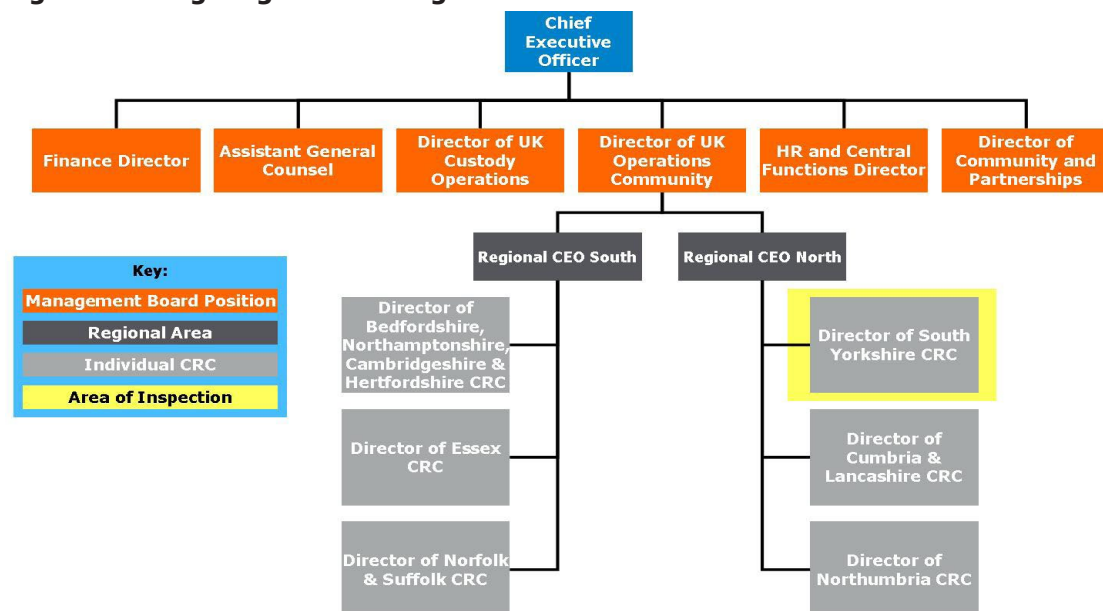
Organisational arrangements in the CRC

The South Yorkshire CRC is one of six CRCs within the Sodexo Justice Services group, supported by their strategic partner Nacro. The six CRCs are organised under two regional Chief Executive Officers (CEOs) who in turn report to one overall Director of UK Operations (Community). In addition to the CRCs, Sodexo Justice Services hold contracts for four prisons in England: HMP Bronzefield, HMP Forest Bank, HMP Northumberland and HMP Peterborough.

Governance

The northern CEO has oversight of three CRCs, including South Yorkshire. South Yorkshire CRC is led locally by the CRC Director who reports to the northern CEO. Corporate support for finance and human resources is led by Sodexo Justice Services who are nominally based in Salford and report to the northern CEO. Overall oversight is held by the Director of UK Operations (Community) who is a member of the Sodexo Board. Strategic decisions concerning the operational budget, resource management and operating model are led by the Director of UK Operations (Community). The regional CEOs monitor performance of the CRCs and sustain close communication with the NPS Probation Divisional Director. The CRC Director has day-to-day management responsibility for the delivery of services. The regional CEO manages the regional budgets and can approve bespoke bids to support local innovation projects.

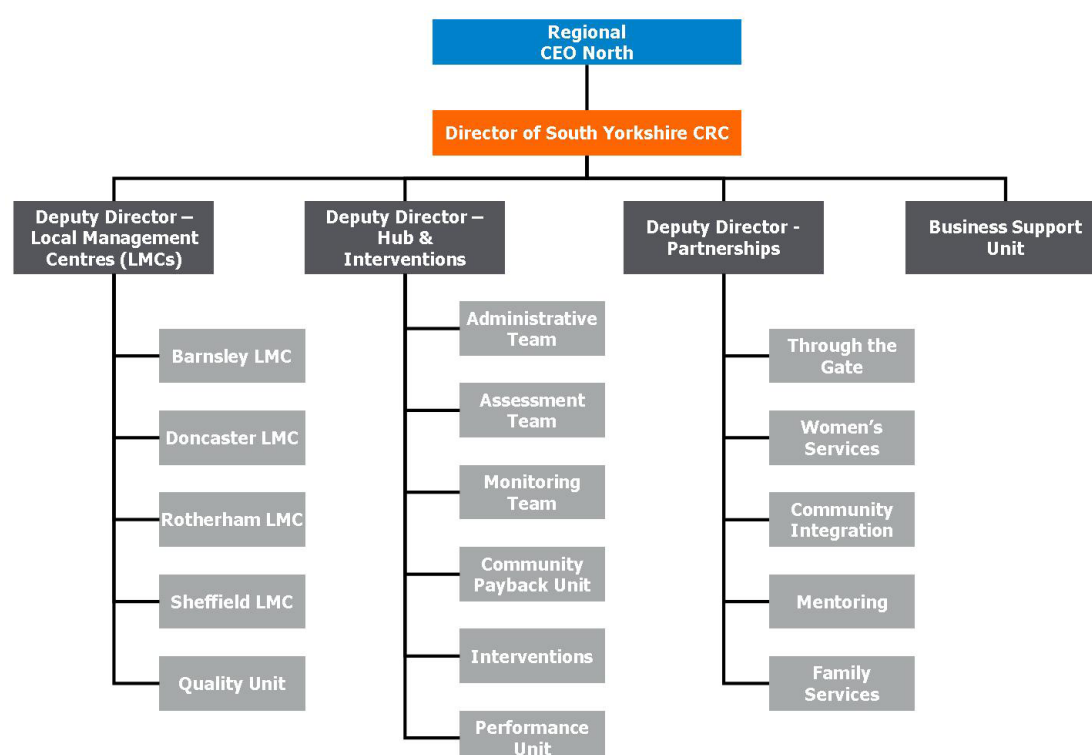
Figure 1.2: Organogram showing Sodexo Justice Services UK structure



Information source: Sodexo Justice Services UK

South Yorkshire CRC's structure (Figure 1.3) differs slightly from the arrangements in the two other Sodexo-owned CRCs where we have inspected: BeNCH CRC¹⁵ and Norfolk & Suffolk CRC¹⁶. In particular, the deputy directors in South Yorkshire while carrying some full-county leadership responsibilities aligned to their functional roles, do not carry responsibility for leading a county. In this respect, senior managers have more time to concentrate on local operational performance in South Yorkshire, compared with their peers in BeNCH CRC and Norfolk & Suffolk CRC. The fact that South Yorkshire CRC is coterminous with one county boundary also makes supporting multiple strategic partnership arrangements less onerous. Furthermore, this CRC has not had to merge legacy probation trusts, making the change less complex than in some other areas.

Figure 1.3: Organogram of Sodexo's South Yorkshire CRC



Information source: Sodexo Justice Services UK

The planned operating model

We have described the Sodexo CRC planned operating model in other recent inspection reports. It has several innovative features, including a prioritisation model. It is to be IT-enabled, with a case management system known as the Operational Management System (OMS) and a planning and assessment tool known as Justice Star.

Core to the operating model is the initial assessment which takes account of the Offender Group Reconviction Scale, the risk of serious harm classification and the 'Closeness to Change' assessment. The Justice Star assessment results in a colour

¹⁵ HMI Probation (April 2017) *Quality & Impact inspection The effectiveness of probation work in Northamptonshire*.

¹⁶ HMI Probation (June 2017) *Quality & Impact inspection The effectiveness of probation work in Suffolk*.

banding of cases, which determines where the case should be assigned and the amount of resource it will attract using the prioritisation model, as shown in Table 1. Service users can be recategorised, for example after a significant event, such as a breach.

Table 1: Sodexo-owned CRC prioritisation model banding, outlining the minimum support offer for all service users

Service user banding	Minimum Face-to-face contact hours	Minimum support	Supplementary activities
RAR – Green (Low harm/low reoffending)	12	<ul style="list-style-type: none"> 2 hours at the new direction induction meeting 10 hours of face-to-face contact – this may include one-to-one sessions and/or group work delivered internally or by the supply chain Monthly telephone reporting sessions as required until completion of order Signposting to community agencies 	
RAR – Yellow (Low harm/ high reoffending/low motivation) AND (Medium harm/ low reoffending/all levels of motivation)	24	<ul style="list-style-type: none"> 2 hours at the new direction induction meeting 22 hours of face-to-face contact – this may include a combination of one-to-one sessions, group work, family/low intensity mentoring and/or Community Integration Service support Monthly telephone reporting sessions as required until completion of order 	<p>Further motivational work, mentoring, group work, Community Integration Service support, victim awareness and assessment for Restorative Justice (RJ) conferencing</p> <p>(3.5 hours – additional average per service user)</p>
RAR – Blue (Medium harm/ high reoffending/low motivation)	35	<ul style="list-style-type: none"> 2 hours at the new direction induction meeting 33 hours of face-to-face contact including a combination of one-to-one sessions with CRC practitioner, group work, family/low intensity mentoring and Community Integration Service support Monthly telephone reporting sessions as required until completion of order 	<p>Further motivational work, mentoring, offending behaviour group work, Community Integration Service support, victim awareness and assessment for RJ conferencing</p> <p>(5 hours – additional average per service user)</p>
RAR – Red (Low harm/ high reoffending/high motivation) AND (Medium harm/ high reoffending/ high motivation)	35	<ul style="list-style-type: none"> 2 hours at the new direction induction meeting 33 hours of face-to-face contact including a combination of one-to-one sessions with CRC practitioner, group work, high intensity mentoring and Community Integration Service support Monthly telephone reporting sessions as required until completion of order 	<p>Further group work, RJ conferencing, Community Integration Service support and other bespoke activities where need is identified</p> <p>(22.5 hours – additional average per service user)</p>

Information source: Sodexo Justice Services UK

Sodexo have refined their prioritisation tool since their bid for CRC contracts. They continue to do so.

The model includes the option of supplementary reporting using biometric technology. Their OMS, when implemented, will allow access to proposed offender self-service kiosks and handheld tools, with links to responsible officer diaries on their mobile telephones and laptops. The system aims to remove the prevalence of double data entry and provide for the more efficient use of resources. The handheld tools will support recording at remote delivery locations, and allow service users to report directly to unpaid work sites, rather than being collected and transported at the start and close of each day from a LMC.

The model is supported by a centralised hub, which receives and assigns new cases either to a LMC or for remote management through the hub. The service user assigned to a LMC will complete a 'new directions' induction meeting and be assigned to a responsible officer.

The operating model in practice

The model is not fully implemented in South Yorkshire. Implementation of Justice Star and OMS has been delayed significantly. At present the CRC remains broadly dependent upon the HMPPS's performance hub and data extracted from nDelius for basic management information.

IT systems implementation depends on the configuration of the MoJ's Strategic Partner Gateway, an IT solution to provide for data-exchange between the national case management system (nDelius) and new operating systems developed by CRCs. As elsewhere across the 21 CRCs, delay in implementing the gateway has hampered this CRC's transition to its full operating model. Testing of the gateway is now expected in the summer of 2017, with the intention that South Yorkshire CRC will be the first of the six Sodexo-owned CRCs to implement the OMS.

An interim operating model

The CRC in South Yorkshire has an interim operating model, pending the systems necessary to implement the full model. A number of expectations underpin the interim operating model. So for example, those service users who are assigned to responsible officers (that is, those other than the lowest risk 'green' cases) will be provided with weekly contact for the first three months of their orders or licences, and monthly contact thereafter. Contact can be by telephone, email, or face-to-face meetings with the CRC or partner agency.

Responsible officers are aware of the high level concepts within the planned operating model and understand the crucial importance of the concept of 'Closeness to Change' inherent in Justice Star. Since mid-December 2016 the CRC had recorded the indicative Justice Star assessment rating on nDelius for all new cases. Cases are initially assessed by an intake team, attached to the central hub, which gives a preliminary colour band and arrange the first step: a 'new directions' meeting in the relevant LMC.

Individuals given standalone unpaid work orders and those not due for imminent release from custody are assigned directly to the central hub. Hub cases are

managed on a task basis, rather than by an assigned responsible officer. Face-to-face interaction is by a community payback supervisor, interventions worker and/or operational partner, or in custody by a Through the Gate worker. Community payback supervisors complete a new directions meeting for those given standalone unpaid work orders. Interaction with the hub team is limited to telephone reporting, email or letter. Where risk of harm or reoffending is recognised as escalating, the case can be referred from the hub to a LMC for assignment to a responsible officer.

For all other cases, a responsible officer undertakes the new directions meeting. This covers all core induction processes, the assessment and recording of motivation, any risk indicators, and referral and commencement of any interventions with contracted providers or short duration programmes. The meeting includes the completion of the initial sentence plan which covers any risk of harm checks and, where appropriate, a risk management plan.

At the time of our inspection, one in three cases were managed through the central hub, with the ambition that up to 40% of cases would be managed there, once all aspects of the sentence plan had been completed and all assessed risks were managed appropriately. Case management arrangements included an escalation procedure for cases where the service user did not respond to remote contact, and a requirement for a case review before transfer of a case to the hub. We were concerned that some cases progressed to the hub before sufficient work had been completed against the rehabilitation activity requirements (RARs).

Leadership and management

We found clear, forward-looking and ambitious leadership and management arrangements after significant changes in 2016. During 2015, the CRC was subject to a NOMS (now HMPPS) operational assurance audit of the management of risk, which identified significant improvement requirements. In the spring of 2016, Sodexo implemented a north and south regional structure, which changed the leadership, when the north regional CEO and South Yorkshire CRC Director took up post.

With a large number of less experienced staff and the need to effect culture change, the Director had been successful in obtaining funding for a range of initiatives including: additional management, quality assurance, training for new staff, and more managers than other Sodexo CRCs. A training programme was in place for some probation service officers (PSOs) to achieve a Level 4 certificate in community rehabilitation, supported by a competency framework. A management of change programme had been delivered for managers, which had encouraged them to consider the behaviours required in a commercial environment.

The Director attended the Local Criminal Justice Board and chaired the South Yorkshire Community Reducing Reoffending Board. Effective relationships were in place with the Police and Crime Commissioner's (PCC) office.

Staff from different levels within the organisation were involved in making the new arrangements work. A number of recently promoted middle managers were particularly enthusiastic about implementing the new ways of working. With an influx of so many new staff, we found there were fewer staff grieving for the past, and a greater readiness to embrace change. Staff at all grades generally thought that after a difficult start, the CRC was starting to settle.

Available services and involvement of the third sector

A comprehensive range of in-house services were available through the delivery of short duration programmes, although we found some of these more readily available than others and most were delivered in the daytime only.

The operating model was heavily reliant on a number of third sector contracted providers. The Sodexo strategic partner, Nacro, was also a local contracted provider to South Yorkshire CRC. Contracted providers primarily operate from the LMCs and have access to nDelius to record activity directly. Women's services are primarily delivered from dedicated women's centres.

At the time of the inspection, provider contracts were being reviewed. The contract to deliver family services was being amended, for instance, to concentrate on services at HMP Doncaster. It was recognised that Through the Gate services needed to improve and an action plan was in place to support this with the provider.

We found the CRC fared less well with statutory partner provision. Access to drug and alcohol services were in place for the Integrated Offender Management (IOM) team, but arrangements for these services were less effective for LMCs. Responsible officers complained that the quality of information shared depended upon who they managed to speak to and that partners could be slow to pass on information. Our case sample analysis showed this was an area for improvement and attention.

Mental health services were also difficult to access and we found weak strategic relationships for this important service, despite the recognised propensity for mental health needs in the offender caseload. During a focus group a female service user commented:

"You have to be in crisis and access mental health through accident and emergency in South Yorkshire".

Despite this comment we found examples where counselling and support had been obtained and that some walk-in mental health facilities existed within the community, but responsible officers seemed to be unaware of these. A representative for the PCC attended the South Yorkshire strategic mental health partnership, so there is an opportunity to improve strategic influence.

The CRC had good links with Sheffield Hallam University and we observed students on project placements during our inspection.

Services for women

Bespoke women's centres were available in each metropolitan borough, with an impressive range of quality services delivered by the enthusiastic and ambitious staff at Changing Lives consortia¹⁷. Available interventions included self-awareness and self-confidence; emotional resilience; art therapy; cooking skills; financial and debt advice; accommodation advice; legal advice; drop-in support; and access to clothing and food banks. We met with those leading the women's services who told

¹⁷ Within the Changing Lives consortia, services for women were provided by 'Key Changes' in Sheffield; by 'Grow' in Rotherham and Barnsley; and by 'Changing Lives' in Doncaster.

us referrals had been low initially. They identified a gap in relation to one-to-one provision but were constrained by their contract, which was to deliver primarily in groups.

We met with a group of female service users from across South Yorkshire. While critical of some of the provision at the local CRC offices, they praised the women's services and provided a range of examples about help received, including help with accommodation and self-esteem. One woman commented:

“Key Changes [the provider in Sheffield] has made a big impact on my life. If I need help I can come here”.

Another said:

“They treat you like a person here. I have gained confidence”.

The Changing Lives consortia have access to the nDelius case management system to record activities. They are supported by responsible officers from each LMC with predominantly female caseloads. Good links are in place with the Through the Gate services at HMP New Hall and with the relevant local authorities and mental health services. At the Doncaster women's centre there is a crèche provision, an ambition for the other centres also.

Resettlement services

Resettlement services for men are delivered by Nacro. Mobilisation of these services had been slow and problematic, bedevilled by recruitment and transfer issues from the previous provider at HMP Doncaster. A temporary manager had introduced recent improvements and responsible officers commented that they were now finding the service more useful. St Giles Trust delivered resettlement services for women at HMP New Hall, with Changing Lives providing the community services.

The Nacro partnership provides mentors. More recently a paid mentor has been appointed to replace patchy volunteer provision. Nacro has also recruited a small number of prisoner support volunteers to complete application forms in prisons. We found the resettlement provision to be under-developed, and reported performance (against contract measures) was unsatisfactory. This echoed the national findings from our recent thematic inspections on Through the Gate services¹⁸.

Staffing and caseloads

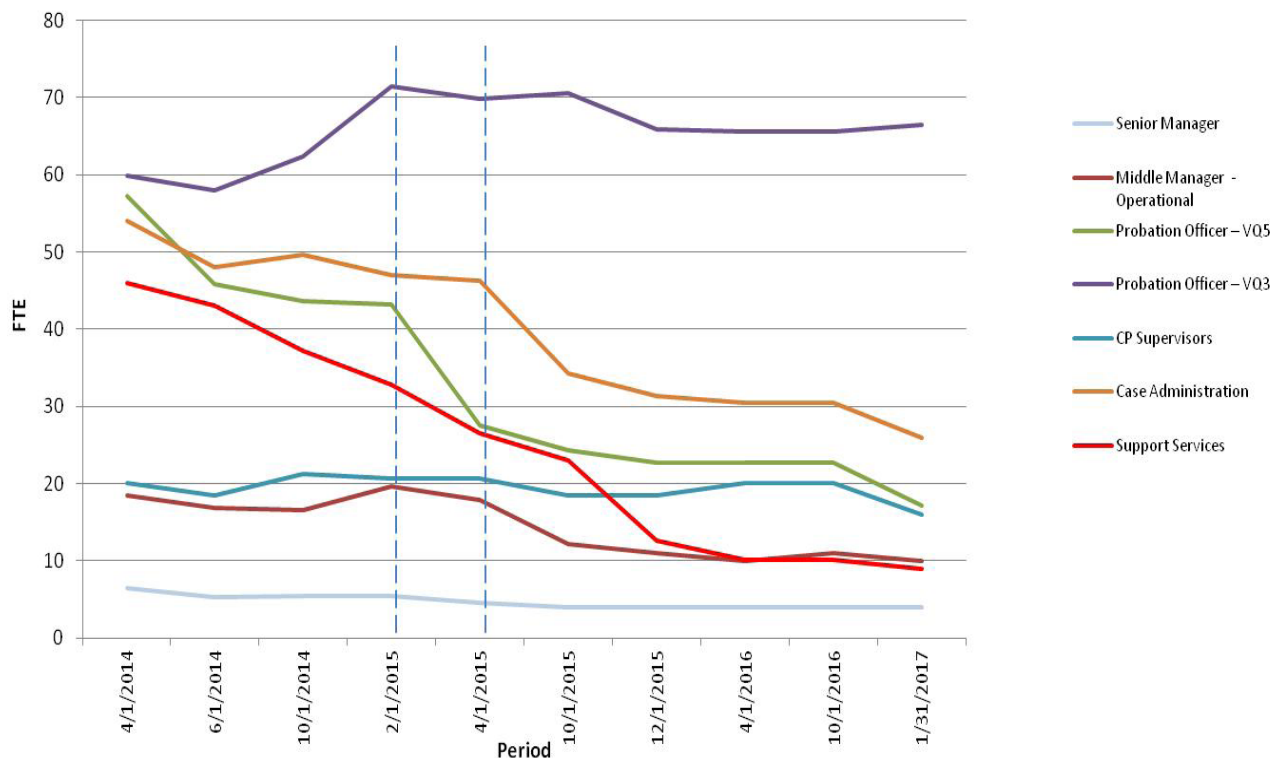
No staff survey has been undertaken by Sodexo, although one is planned in 2017. Sickness absence levels were high during the summer of 2016, but have since reduced. The absence data we were provided with by the CRC made monthly analysis difficult.

Since inception, the overall full-time staffing complement has reduced from 235 to 149, and the workforce profile has changed significantly. A large number of POs left

¹⁸ HMI Probation (October 2016) *An Inspection of Through the Gate Resettlement Services for Short-Term Prisoners*; HMI Probation (June 2017) *An Inspection of Through the Gate Resettlement Services for Prisoners Serving 12 Months or More*.

in 2015 and PSOs now make up about three-quarters of the responsible officer staff group. The number of support and administrative staff has reduced by 44% and management by 40%, in line with overall staff reductions. Unless more funding is provided by government (CRC funding is currently being reviewed), staffing will likely be reduced further.

Figure 1.4: South Yorkshire CRC Staffing breakdown by role from 01 April 2014 to 31 January 2017



Note: Within this Figure, sourced from the South Yorkshire CRC, POs are referred to as Probation Officer VQ5 and PSOs as Probation Officer VQ3.

The CRC caseload stands at over 4,000¹⁹, with an average of 100 new cases per week: 15% are in custody; 24% have been released from prison and the remainder are serving community orders and suspended sentence orders. The caseload is distributed between the LMCs and the hub as follows: Barnsley has 13%; Doncaster 19%; Rotherham 10%; Sheffield 25%; and the hub 33%.

While managers indicated that average responsible officer caseloads stood at 58, those responsible officers we interviewed had higher average caseloads. Although they varied, the average was 71 cases. When we explored this further with managers, it appeared that they had included some hub officers within their calculation, which served to reduce the average caseload numbers. Some considered these caseloads to be unreasonably high and difficult to manage. They told us that during the summer of 2016 large numbers of cases were assigned at one time, which had proved problematic.

A number of responsible officers said that they completed a lot of work at home in their own time. One complained at being unable to remain logged-on to the server after 23:00 which had exceeded the permitted four hours of remote 'logon' time. Others did not feel well supported by management. One responsible officer

¹⁹ Caseload was 4,370 as at March 2017: data supplied by South Yorkshire CRC.

told us they had raised concerns with their manager about their caseload and was told to transfer low risk cases to the hub. This was despite the fact that there was outstanding work to be completed on these cases. Another acknowledged:

“I often feel overwhelmed and think things are worse than they are”.

The CRC was seeking to change the delivery for the short duration programmes, by encouraging responsible officers to deliver groups in addition to their casework. Some PSOs were completing a groupwork training module to prepare them for this. Managers argued that, by meeting several service users collectively, this would be time-neutral for responsible officers. It was hard to see, however, how giving them this additional task without any workload relief would allow sufficient time for preparation, co-delivery, evaluation and recording.

There was encouragement by management to complete reviews as required, since this would also enable those who had completed their core requirements to progress to the central hub. Some responsible officers thought the hub may not meet the needs of the individual and were, therefore, reluctant to transfer cases. We were advised by senior managers that there remained an option, if approved by management, to not progress a case to the hub if there were exceptional circumstances. One middle manager made a candid reflection:

“Those who have made the adjustment to the ‘offender journey’ are generally less stressed, but still busy. Those working in the old way are more likely to be stressed, experience sickness and be losing contact with their cases”.

Working environment

The CRC had moved out of the former NPS buildings early in 2016. Offices were bright and open plan, with the expectation that staff would be mobile and flexible and not occupy dedicated office or interview space. Staff had been provided with laptops, mobile telephones, Wi-Fi and personal alarms.

The personal equipment was reported by staff to be reliable and the introduction of the personal alarm had encouraged officers to be more mobile. We were encouraged by the number of home visits, given the benefits they bring.

Access to some of the LMCs was problematic for some disabled service users and we were surprised that the new accommodation had not been made fully accessible from the outset. The CRC had recognised this issue and were making the Barnsley office accessible at ground floor level. The group room facility within the Rotherham office was located up a flight of stairs, which made services there inaccessible for some.

The reception areas had all been fitted with the Sodexo booths common across their CRCs. We found no support among service users or responsible officers for booths. Service users complained about a lack of privacy and feeling unsafe, while

responsible officers found it difficult to attend to meaningful reflective work or put agitated service users at ease. One female service user commented:

“I could hear a lad abusing staff. You don’t need that to feel safe, and I’ve had enough of that in my life”.

To improve matters to some extent, the recent retrofit at Barnsley had included the provision of an interview room. We were told by managers that there were similar plans for the other LMCs. In the meantime, the CRC played radio music or white noise in reception in an attempt to mask conversation and improve confidentiality.

We considered the planning of the original interviewing space and equipment in the new buildings had not taken sufficient account of the nature of the work to be undertaken and the associated needs and risks.

Quality assurance

A small operational assurance team conducted monthly quality assurance on different topics, informed by risk analysis. The monthly quality assurance exercises involved middle managers and a rota of responsible officers reviewing cases. Findings led to recommendations for improvement which could be taken forward at either weekly team supervision sessions or through monthly practice development forums.

A sample of reports and cases each month were audited for safeguarding, domestic abuse, medium risk of serious harm and hub practice. The practice development forums also provided an opportunity for learning from Serious Further Offence reviews.

A performance team was responsible for monitoring CRC performance against contract service levels and working closely with the HMPPS contract management team. Recent attention had focused on addressing unacceptable absences at unpaid work. We were surprised that the implementation of short duration programmes was not monitored given their significance, but they were not subject to contract measures. Whether these interventions are sufficient in dosage to have an impact on reducing reoffending remained unknown; this will require longer-term evaluation.

We asked for, and were provided with, a report to be run highlighting individuals not seen, and were assured by the management response to those cases identified.

Organisational arrangements in the NPS

The NPS is a national, regionalised organisation. Operational services are delivered in-house save for those commissioned from the CRC. Staff are drawn predominantly from the former probation trusts. The NPS is part-way through an ambitious programme, known as E3²⁰, to standardise processes across England and Wales.

Leadership and management

South Yorkshire forms part of the North East division of the NPS, with the largest caseload of the NPS divisions²¹. It is led by the Probation Divisional Director with a wide span of managerial control: 13 LDUCs and 3 further operational units, including 20 approved premises and seconded prison staff.

Locally, staff are led by two LDUC directors: one covering the LDUC of Barnsley & Sheffield, the other Doncaster & Rotherham. Management of local strategic partnerships takes place at this level, with these leads representing the NPS on the Local Criminal Justice Board and the four metropolitan borough Local Safeguarding Children Boards and Adult Safeguarding Boards. LDUC directors lead across the North East division on topics. So for example, at the time of the inspection, the Doncaster & Rotherham director led on counter-terrorism and child sexual exploitation and also had county-wide responsibility for public protection arrangements (including MAPPA and victim services).

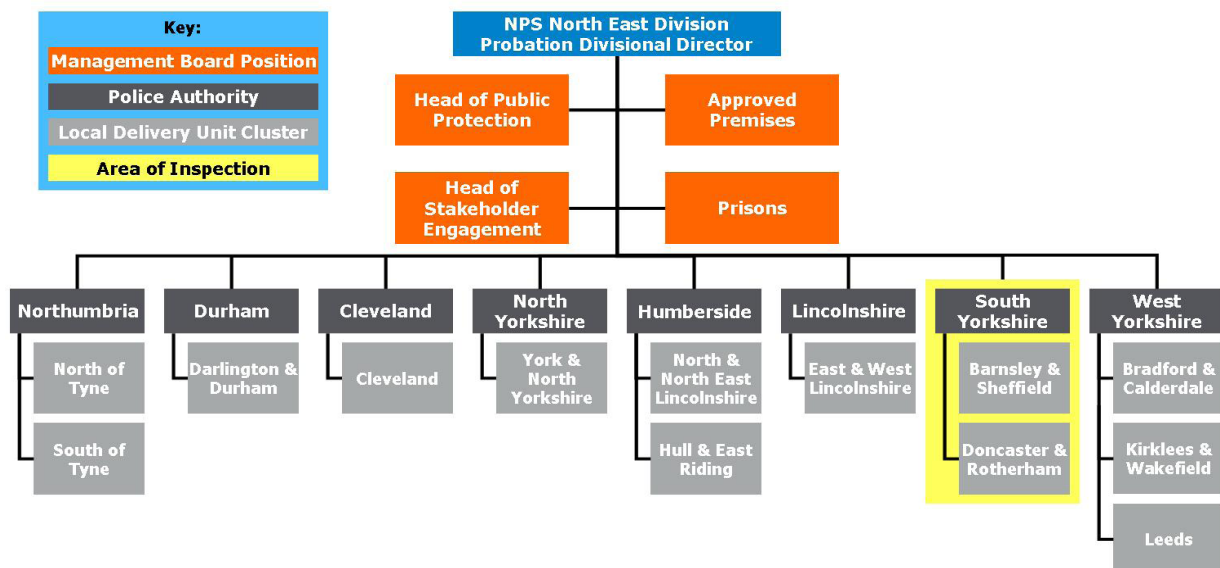
At an operational level, the LDUC leads work collaboratively and, where relevant, service users can access programmes in neighbouring LDUCs. The North East enforcement hub is located in Darlington and manages enforcement processes across the division.

Recruitment and training is managed centrally, rather than in the division. Managers told us this frequently hampered progress. Moreover, we found many staff were looking back and mourning the previous probation trust arrangements. Not all had been won over to new ways of working. So for example, they were slow to implement on-the-day court reports and to complete the allocation of unpaid work requirements from court to the CRC. These were the weakest elements in what was otherwise strong performance overall.

²⁰ National Probation Service (2016) *E3 Operating Model: Effectiveness, Efficiency and Excellence*. Further information can be found in Appendix 5.

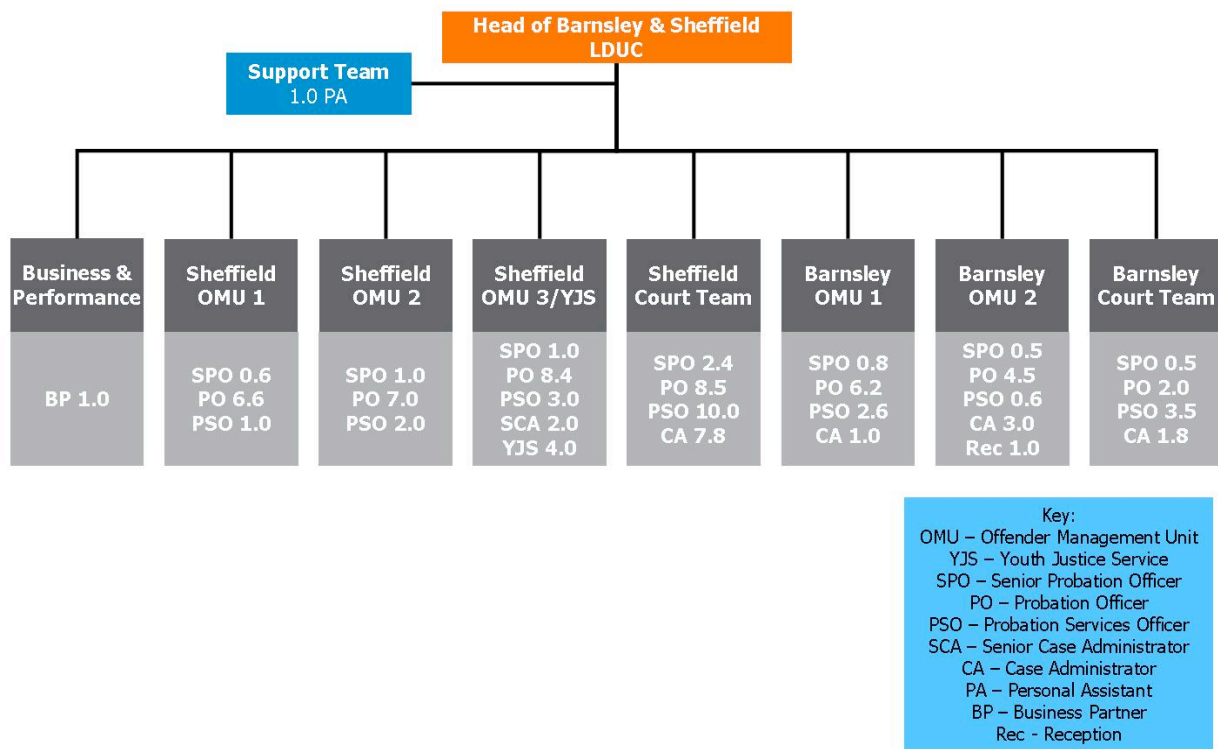
²¹ Offender Management Caseload Statistics as at 30 September 2016, Ministry of Justice.

Figure 1.5: Organogram of the NPS North East division



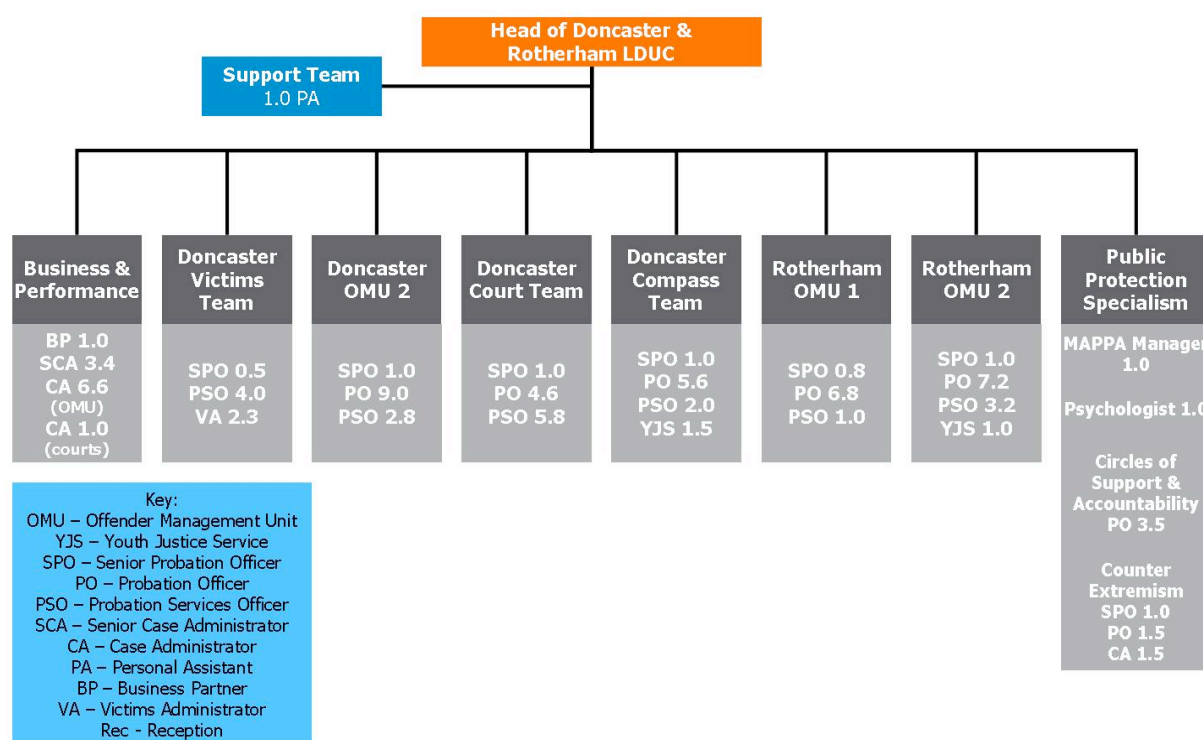
Information source: NPS North East division

Figure 1.6: Organogram indicating NPS Barnsley & Sheffield LDUC Operational Structure and full time equivalent staffing levels



Information Source: NPS North East division. FTE values correct as at March 2017

Figure 1.7: Organogram indicating NPS Doncaster & Rotherham LDUC Operational Structure and full time equivalent staffing levels



Information Source: NPS North East division. FTE values correct as at March 2017

Staffing and caseloads

Managers and POs stated that in 2014 the vision had been for an average caseload of around 25 medium and high risk cases, including a number in custody. In reality, most POs were holding caseloads of around 40. Those within our case sample were operating at an average workload of 127%, as measured on the national workload management tool. Although such caseload levels are higher than we have found in many NPS divisions, they are not unprecedented²².

Staff from all levels expressed frustration about case assignment. One responsible officer reflected:

“They need to give cases to PSOs; managers need to be more confident in that. There are some cases which could, under tiering²³, go to PSOs but managers are reluctant to do it”.

Some responsible officers said they struggled to cope with managing intense caseloads. One told us:

“I have 39 cases: 20 are sex offenders; 8 lifers; 3 life licences; 29 high risk of serious harm; 15 in the community... How you feel is not related to numbers - the emotional impact of these high risk caseloads is huge”.

²² HMI Probation (April 2017) *Quality & Impact inspection The effectiveness of probation work in Northamptonshire*.

²³ NPS E3 Tiering Framework – Case Allocation June 2016 overview.

The most recent staff survey results show staff reporting poor satisfaction with learning and development, and leadership and managing change. Sickness absence was high, particularly in the Doncaster & Rotherham LDUC. Managers reported this had been affected by long-term sickness absence, and it was now starting to reduce.

The arrangements for staff training were cumbersome, and ineffective for some staff. New and inexperienced PSOs had to complete workbooks, using assignment cases to work from, before they could progress to classroom training. Prior to accessing classroom training, staff were required to complete online modules, but their normal desktop equipment did not support access to the training platform. Classroom training was often delivered in prison-based training venues requiring long distance travel, which acted as a barrier for those with family and dependent responsibilities. Many responsible officers had observed a fall in access to training since they became part of the NPS and some thought it was pitched at too basic a level. One manager described it as:

“a Prison Service-led approach which has resulted in a square peg in a round hole; it does not quite fit”.

The Probation Divisional Director had recognised these issues. A temporary part-time manager was employed to find solutions and had identified local steps that were both practical and promising. There was no apparent drive at the national level to address this important issue.

As elsewhere, middle managers have had to learn new skills to manage personnel processes but complained that the HMPPS shared service platform was difficult to navigate and the access to occupational health advice was slow and disjointed. South Yorkshire management had responded with a well-being initiative, which included introducing ‘quiet space’ into the offices.

Provision for clinical supervision was available for - but limited to - those working in the accredited Northumbria Sex Offenders Group Programme (NSOGP). A new confidential counselling service had been introduced for all staff, from which they could access further services. We heard differing opinions about its value. Staff and managers expressed significant concern that opportunities for reflective practice had been eroded due to workload, reducing capacity for effective work with service users.

Available services

Operational services are mostly delivered in-house. The accredited NSOGP is delivered from the Rotherham office. The new groupwork facilities in Sheffield support plans to spread delivery. The team were preparing for implementation of the Horizons programme for medium risk of harm sex offenders. Completions of the sex offender programmes were one of the few poor performing national measures for South Yorkshire, attributed to the high number of cases from the courts. The charity Circles of Support and Accountability helped integrate a small number of sex offenders into the community by providing a constructive social network.

A commissioning intentions plan was in place with the CRC. The main services being accessed were unpaid work and the domestic abuse accredited programme, Building Better Relationships (BBR). We found a reluctance to purchase services from the

CRC, often hearing *“we would rather get it for free”*.

Staff did not seem to recognise that there was a dedicated budget for accessing fee-paid services which was significantly underspent, with large sums returned to the MoJ. This presented a missed opportunity to increase the range of interventions available and also contribute to making the workload more manageable. Leaders and managers recognised that there were cultural challenges to overcome, with some staff and managers resistant to change.

As elsewhere, the number of women on the NPS caseload was low. They were offered the opportunity for a female officer and referred, as appropriate, to the bespoke women’s services delivered by the CRC.

Working environment

The NPS offices are well located and equipped. The Sheffield teams moved to newly refurbished premises in December 2016 and are well provided for, with improved group work and training facilities. Offices are accessible to those with disabilities and there are appropriate safety measures in place. Home visits are usually conducted in pairs, often with a police officer or other professional worker linked to MAPPA oversight.

Quality assurance

A number of approaches were in place to address quality and performance. Each LDUC was supported by a dedicated business and performance lead, with further managers carrying specific subject responsibilities. A performance and quality manager maintained a strategic overview of performance across the NPS division. The management team met monthly to review performance and practice, and to share learning.

Staff reported they received regular supervision, which focused on reviewing problematic cases, and we found most had confidence in their managers. We requested a bespoke report from performance managers to identify any cases not seen and were reassured that the response to this was thorough, with relevant cases followed up with an explanation and swift appropriate action.

3. An evaluation of the quality of probation services in South Yorkshire

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

Protecting the public

CRC effectiveness

Overall, the CRC was effective in protecting those at risk of harm, but with some room for improvement. Up to date public protection policies and procedures were in place and being applied. There was a commitment to training and practice development in the management of risk and safeguarding; this was underpinned by quality assurance audits. Staff understood the importance of being attentive to managing risk of harm and knew where to turn to for advice. There were effective relationships at a strategic level with children's social care services.

Assessment and planning

In the majority of cases inspected we considered the assessment of risk of harm sufficient. Planning was sufficient in two-thirds of cases. This was notably better than in other CRCs inspected recently, including two other Sodexo-owned CRCs. While police checks were made at the start of supervision for domestic abuse cases, it remained unclear how the responsible officer would be updated of further incidents.

In three-quarters of cases in our sample, the responsible officer had responded appropriately to changing circumstances in relation to risk of harm. This was much better practice, compared with our findings in recent inspections of CRCs.

Good practice example: *Leslie was serving a community sentence for offences involving domestic abuse.*

His responsible officer prepared a detailed risk management plan, with actions including contact with police, children's social care services and the children and family court advisory and support service. The plan identified who was at risk; the factors that might increase risk; and the supportive measures, including communication with the women's safety worker and the use of home visits. There was a clear plan of work and a contingency plan in place. The plan was revised further following peer challenge and discussion in supervision.

Leslie was about to complete the BBR programme and was making progress, as evidenced by his comments at interview: "I have learned to stop and think before acting; I know when to 'back off'. My responsible officer is always available when I need her".

Delivery

The work undertaken by the responsible officer to protect those at risk of harm was delivered well in more than two-thirds of relevant cases.

Where contracted providers and partner agencies contributed to the delivery of services, we found the majority had helped to keep the service user's risk of harm to others to a minimum. There was a planned schedule for the delivery of two interventions to address domestic abuse: the accredited BBR programme and a less intensive in-house programme, Respectful Relationships. We observed delivery of BBR and found participants fully engaged. We were concerned, however, that there was a tendency to move service users in and out of programmes, mid-programme. While allowing prompt access, this could compromise programme delivery.

The delivery of BBR was limited to the Sheffield office.

Reviewing progress and measuring impact

Sufficient reviews of progress in managing risk of harm had taken place in three-quarters of cases sampled. This is much better than we have found elsewhere, in either CRC or NPS sites. For relevant cases, further checks had been made with the police at the point of review and before progression to the central administrative hub. We found, however, that cases listed for this inspection had been reviewed specifically and then quality assured, following the inspection announcement. Some responsible officers questioned whether the cases would have been reviewed otherwise.

We found little evidence of management oversight recordings prior to the announcement of the inspection. One responsible officer commented:

“In general I take cases to management when I have concerns and we have some group supervision to discuss cases and that is fine when you have a manager. The hard thing is when you have many different managers - I have had six managers in the two years I have done this job. This has not helped my working”.

Table 2: Enablers and barriers for the CRC relating to the inspection domain of protecting the public.

Enablers		Barriers	
1.	Reviews are undertaken, as required by the operating model.	1.	Arrangements are not in place to inform responsible officers routinely of police call-outs when they occur.
2.	Where relevant, police checks are made at the time of reviews.	2.	Management oversight is not sufficiently visible or regular.
3.	Home visits are encouraged.		

Overall the NPS protected those at risk of harm well. The quality of assessment was good for the large majority of cases inspected. The quality of planning was satisfactory in around three-quarters of cases, although this dropped slightly in respect of planning to protect known adults.

A protocol was in place between the South Yorkshire MAPPA Strategic Management Board and the four Local Safeguarding Children Boards in South Yorkshire to facilitate cooperation and communication. The two LDUCs were required to contribute to four separate safeguarding arrangements, which stretched limited resources. We thought there were opportunities for improved information-sharing arrangements, which would support initial assessment for on-the-day court assessments in particular.

The Multi-Agency Safeguarding Hub (MASH) arrangements differed across the four metropolitan boroughs. The NPS was supported with identified single points of contact, but cited IT barriers and a lack of resources limiting any further contribution. This was at odds with practice we have found in other areas recently, such as Suffolk²⁴, where POs had access to the MASH database within the probation office. The Doncaster & Rotherham LDUC were engaged in supporting the 'Early Help with Front Door' initiative, which was the Doncaster equivalent of MASH arrangements.

Multi-Agency Risk Assessment Conference arrangements were jointly led by probation and the police and the LDUCs were working to the recent NPS MAPPA protocol, which restricted their contribution to current cases. As with the CRC, there was some frustration that the police no longer notified probation of any repeat domestic abuse incidents after initial notification unless triggered by a request. Instead they were dependent upon MASH arrangements identifying probation involvement.

Courts

The NPS's ability to produce court reports on the day was under-developed. Unlike other areas we have inspected, court work was managed locally with little evidence of cross-team working across and within the LDUCs, which could have aided resilience. South Yorkshire courts had a high rate of adjournments²⁵ in part because of the lack of on-the-day reports. Performance was improving, but practice was not consistent across the four metropolitan boroughs. At Crown Court a Judge reported that on-the-day oral reports were rarely available. We were given examples where the Judge had to proceed without reports that had been requested.

Assessment and planning

Risk of serious harm levels were correctly identified in four out of every five cases. We found a small number of cases where the risk could have been reduced during the course of supervision. Planning was sufficient in almost three-quarters of cases where a known adult was at risk, however. We saw some good examples of risk management planning and coordination between the police and children's social care services.

²⁴ HMI Probation (June 2017) *Quality & Impact inspection The effectiveness of probation work in Suffolk*.

²⁵ Source: Her Majesty's Courts and Tribunals Service Humber and South Yorkshire cluster.

Good practice example: Gary was subject to a suspended sentence order for possession of a knife. His order included an Alcohol Treatment Requirement, a curfew and a residence requirement. He had a long history of offending, which included domestic abuse.

The assessment and plan addressed the key issues, including the risk to his ex-wife and child, despite these not being linked to the current offence. Measures were in place to monitor any domestic abuse call-outs and to make sure contact with his daughter was managed and monitored.

Gary was continuing to struggle to address his alcohol dependency but he had not been charged with any further offences and remained engaged with his supervision.

Delivery

The work delivered by responsible officers to protect those at risk of harm was sufficient in almost two-thirds of cases. There was a notable reliance on one-to-one delivery by responsible officers. A sizeable proportion of the case sample were registered sex offenders and delays in waiting to access appropriate sex offender programmes were often recorded. A number of individuals in our sample were due to commence a programme in May 2017, others were waiting for the roll-out of the new Horizons programme. Where a programme was awaited, we saw good pre-programme work taking place, as in this example:

Good practice example: Nick received a three year community order with a condition to attend the Horizons programme following his conviction for making indecent images of children. He was living in stable accommodation and had full-time employment. He was on the sex offender register and also subject to a sexual harm prevention order. He was being managed at MAPPA Level 1.

While Nick waited for the programme to commence, his responsible officer delivered structured and meaningful interventions to prepare him for the course. The work was clearly linked to the risk management plan and initial sentence plan.

Nick's case had been formally reviewed: this had captured the changes in his thinking and behaviour. The responsible officer and police had undertaken joint monitoring, including home visits and examination of his computer equipment. The risk Nick posed was being managed well.

There were only a small number of cases where work was delivered by contracted providers and we found instances where it would have been helpful if further services had been accessed. For example, one female service user commented that she just reported to probation. She had asked about a women's centre, but not been offered anything. Where it occurred, the work delivered by partners was assessed to be sufficient in just over two-thirds of cases inspected.

MAPPA

All the relevant cases inspected were being managed at the correct MAPPA level. A dedicated probation MAPPA coordinator was being re-introduced at the time of the inspection, to work alongside the police MAPPA manager. The number of MAPPA-eligible offenders was increasing, although the number managed at Level 2 (requiring active multi-agency input) was low. The implementation of a new assessment tool, ARMS, had increased workloads for police and probation alike, and a joint working strategy had been devised.

Information held on the Violent and Sexual Offenders' Register (ViSOR) was available to Senior Probation Officers (SPOs). However, as elsewhere, ViSOR usage was low, with data entry confined to the MAPPA coordinator and administrator. Some staff were aware they could mark an nDelius case record entry to also be recorded onto ViSOR, but ViSOR itself was not being used routinely by probation staff. We welcome the NPS's national drive to improve use of ViSOR.

Victims

The victims' services were managed by a part-time manager who reported to the head of Doncaster & Rotherham LDUC, who held the strategic lead for public protection for South Yorkshire. Learning had been captured from the child sexual exploitation inquiry²⁶ which had led to improved joint working with the police and contributed to the development of guidance for the NPS. We found innovative developmental work in place to improve links with mental health services for victims of restricted patients.

Reviewing progress

In just over half of relevant cases, responsible officers responded appropriately to changing circumstances in relation to risk of harm. In all but one case, we found the work of partners was focused appropriately on minimising the risk of harm of the service user to others. Responsible officers frequently cited the size of their caseloads as a barrier to completing reviews and we found a number of examples where old assessments had been copied and not updated appropriately. One inspector commented:

“The objectives in the sentence plan were not reviewed despite it being clear that none of them were being actioned”.

²⁶ Alexis Jay OBE (2014) *Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2003*.

The following example typifies this:

Poor practice example: Solomon was sentenced to a community order for an offence of indecent assault. He had experienced being in care as a child and had recently been in residential alcohol treatment.

Solomon was initially seen by a duty officer. No induction took place when he was seen by his assigned officer. The OASys was completed but there was no sentence plan or objectives set, with insufficient attention to public protection outcomes. Contact entries showed that he often reported under the influence of alcohol. Given that no boundaries had been initially explained, the meetings were brief, without any focus and no enforcement action was taken.

The review was lifted from a previous assessment. It did not contain an analysis.

Where reviews had taken place, we found examples of good forward planning, with reviews serving a real purpose rather than just being a mechanistic process.

Impact and potential impact

We judged that all reasonable action had been taken to keep to a minimum the service user's risk of harm to others in three-quarters of cases. Similarly sufficient progress had been made in minimising the risk of harm posed to the public and children in three-quarters of cases. Where the risk was to a known adult, just under two-thirds of individuals had made sufficient progress; this reduced to half where the risks were to staff.

Table 3: Enablers and barriers for the NPS relating to the inspection domain of protecting the public.

Enablers		Barriers	
1.	Effective working relationships exist with partner agencies to minimise the risk of serious harm.	1.	Timely on-the-day court reports are not routinely available.
2.	Good quality assessments of risk of harm support appropriate planning.	2.	Responsible officers do not always respond appropriately to changing circumstances in relation to risk of harm.

The CRC and NPS working together

Processes and guidance were in place to support effective working relationships between the CRC and NPS.

MASH arrangements were under-developed. Inquiries from the CRC had to be passed via the NPS point of contact, which could cause delay.

Risk escalation

Two cases in the sample had been escalated (due to an increased risk of harm) from the CRC to the NPS. In one, public protection was not promoted sufficiently. In another case in the CRC sample, we had concerns that the risk of harm was escalating. The responsible officer and SPO took immediate action when prompted, appropriately escalating the case to the NPS. Some responsible officers in the NPS expressed a frustration that the *Transforming Rehabilitation* operating model did not allow them to return some escalated cases back to the CRC when they were satisfied the risk had reduced.

Recall

We found only three examples of recall being initiated across the inspection sample. In one, every effort had been taken to engage the service user, who had a history of poor compliance. Although attendance had improved, the recall was appropriate.

Table 4: Enabler for the CRC and NPS working together, relating to the inspection domain of protecting the public²⁷.

Enabler	
1.	Relationships between the CRC and NPS at a senior level are strong, with senior leaders committed to prioritising public protection and to achieving continuous improvement.

²⁷ There were no apparent barriers to this aspect of practice.

Reducing reoffending

CRC effectiveness

Performance in this area was generally acceptable but with room for improvement. The CRC had a comprehensive suite of interventions in place aimed at reducing reoffending. Evaluation of the effectiveness of these interventions was embryonic and the focus was making sure people completed their respective requirements.

Assessment and planning

Service users contributed to an initial 'new directions' meeting, where a plan was drawn up and decisions made about required activities. We found that the overall assessment in relation to reducing reoffending was sufficient in just over two-thirds of cases. Similarly, planning addressed the factors associated with potential reoffending in at least two-thirds of the cases inspected, although this dropped slightly for addressing emotional well-being. Planning also supported relevant protective factors in two-thirds of the cases sampled.

We were provided with a schedule of planned programme delivery and there were good systems in place to refer promptly to partners and contracted providers, some of whom worked from the same offices. In some instances responsible officers delivered the short duration programme work, such as victim awareness, on a one-to-one basis.

Delivery

Although assessments and plans were generally reasonable, the follow-through with the delivery of interventions was less impressive, despite the comprehensive programme of services. Just over half of our sample was assessed to have had interventions delivered as required.

Delivery of drug and alcohol services was inconsistent with only a little over one-third receiving sufficient drug services and less than one-quarter receiving sufficient alcohol services, where required. There were a range of different substance misuse providers operating across the four metropolitan boroughs and some of these services were in the process of being re-commissioned. Cases managed through the IOM team benefited from the co-location of services, with readier access to substance misuse services for this cohort.

Thinking and behaviour deficits were the most prevalent factors, which were usually addressed through the Re-think programme.

Table 5: Sufficiency scores from the inspection findings relating to the most prevalent assessed needs of cases in the CRC inspection sample, listed in priority order.

Assessed need (in order of priority)	% of cases where interventions delivered sufficiently
Thinking and behaviour	54
Drug misuse	36
Relationships	44
Emotional well-being	44
Accommodation	67
Attitudes to offending	54
Alcohol misuse	23
Lifestyle and associates	60

The suite of short duration programmes in place included: Respectful Relationships, Alcohol Awareness, Driving Matters, Re-think, Anger Management, Victim Awareness, Compliance, and Restorative Justice.

We observed delivery of the Re-think programme and found it to be well constructed.

Where the service user was unable to work in a group setting or could not access a group the responsible officer was expected to deliver on a one-to-one basis in booths. We thought that setting unsuited to the service-user concentration and reflection required on such programmes.

Poor practice example: William suffered from severe depression and anxiety, with an indication of personality disorder traits. He received a suspended sentence order for producing Class B drugs.

Both the booth interviewing space and the groupwork approach to delivering interventions were unsuitable for William. The responsible officer had found him difficult to engage and he was quickly moved on to monthly reporting. No structured work had been undertaken to address his offending and there was poor communication with the local mental health services who knew William.

William commented: “my responsible officer is okay to talk to, but I don’t like talking in the booths and would prefer somewhere with more privacy. You can hear what everyone is saying and they can hear and see you from reception. I don’t like it”.

Practitioners commented the Anger Management and Alcohol Awareness programmes were run infrequently and these reflections were supported by the data from our case sample.

The accredited BBR programme was the main service commissioned by the NPS .The programme was not sufficiently well supported by a treatment manager, which is required to make sure the programme is delivered as intended.

Mentoring was available through SOVA and we found several examples within the case sample of this enabling access to required services.

Good practice example: Karen was subject to a 12 month community order with 15 RAR days and 80 hours unpaid work for offences of assaulting a police constable and criminal damage. She required support to address her emotional well-being which was a trigger to her offending.

The responsible officer assessed Karen as needing a specialist level of support that would not be available through locally-delivered interventions. Groupwork was not considered suitable due to her level of anxiety and depression. The women's centre provided the ideal environment for Karen. The responsible officer arranged for a peer mentor to be allocated through SOVA, who provided a wrap-around service addressing various areas to help stabilise Karen and improve protective factors.

Through this intensive plan, Karen remained drug-free, secured new housing and was observed to become more stable in her presentation and general well-being. There were reduced concerns around self-harm and suicide risk and Karen was starting to take steps to have contact with her son again. Karen remained offence-free and her good progress was recognised by her responsible officer.

Integrated Offender Management

South Yorkshire CRC IOM staff were co-located at a dedicated office in Sheffield, working alongside the police, drugs workers from Addaction, mentoring organisations, housing providers and representatives from women's services. The co-location provided the opportunity for coordination and staff felt it fostered good working relationships. Addaction also ran a number of interventions, such as narcotics anonymous, an arts group and substance misuse sessions.

Drug Rehabilitation Requirement reports were jointly completed for known offenders between the substance misuse provider and responsible officer. There were no longer dedicated Drug Rehabilitation Requirement courts in South Yorkshire and IOM staff commented that they were not always updated promptly by the NPS of court outcomes.

Service users could be referred to the liaison and diversion community mental health team, but there was no longer regular provision at court and the IOM team considered access to these services was not sufficient. Joint multi-agency visits were common practice to follow up any non-compliance.

Inspiring Intelligence was a partnership provider who could provide a mentor to suitable IOM service users. This provision used a mixture of paid workers and peer mentors, who were also current service users.

We were told that the Wi-Fi connectivity to the IOM centre could also prove unreliable. This was reported by staff as a significant frustration.

Rehabilitation activity requirements

In contrast to our findings on other inspections, including our recent thematic inspection on rehabilitation activity requirements²⁸, responsible officers in South Yorkshire had a good understanding of what RARs involved. This did not always translate into delivery, however, and we found examples where no or very few RAR days had been delivered.

We found service users who obtained employment were often quickly moved to monthly reporting and sometimes telephone reporting. While contact was maintained, there was little evidence of meaningful activity. In one such case reviewed locally prior to the inspection, this had been recognised. The service user had then been instructed to come in on 5 consecutive days to complete an activity which was recorded as completion of the 30 days RAR activity, to justify moving the case to monitoring through the central hub. This appeared to be a mechanistic process, rather than a genuine attempt to address meaningfully the service user's behaviour.

Unpaid work

Unpaid work reporting was concentrated in Doncaster and Sheffield, with no base in Barnsley or Rotherham due to a lack of secure parking for the vans and equipment. This inevitably presented access problems for some service users. The CRC plan to move to reporting on site, once the Strategic Partner Gateway is in place. Unpaid work projects took place across South Yorkshire.

We visited one project where in conjunction with a housing association service users provided lunch clubs in three sheltered housing complexes. This provided some with the opportunity to gain qualifications in catering and food hygiene, which they saw as a passport to employment.

Although we found the actual delivery of unpaid work was generally sufficient, both the issuing of timely work instructions and compliance needed to improve.

Meeting the needs of service users

While a good range of provision existed, the concentration of delivery of some interventions at Hawke Street in Sheffield introduced logistical barriers - and extra cost - for service users from Barnsley, Doncaster and Rotherham.

The quality of attention to individual service user needs varied, as the following two examples illustrate:

²⁸ HMI Probation (February 2017) *The Implementation and Delivery of Rehabilitation Activity Requirements*.

Good practice example: Dylan had an extensive record of dishonesty and drug misuse. He was released from prison homeless. He had lost contact with family and friends and was isolated. Dylan had many chronic health problems and deteriorating health.

Dylan was referred to Nacro on his day of release. Nacro found him a place in shared housing. He was provided with a mentor from Inspiring Intelligence and was managed by the IOM team, with regular drug testing taking place. Following a stay in hospital, it became clear Dylan required specialist nursing and his responsible officer worked effectively with adult social care services to make sure he was moved to suitable accommodation that could meet his needs. As such, he received a good level of support from the CRC.

Dylan said: “My responsible officer is a legend. I could not go out of hospital back to my old accommodation as I am prone to serious infections; my officer put me in touch with social care and I came out to a proper address. I have a mentor who is helping me with decorating it”.

Poor practice example: Wayne had a long history of theft from shops linked to his misuse of drugs. He received a 12 month community order with a curfew requirement and a requirement to complete 20 RAR days. He had significant mobility difficulties and was reliant on his electric wheelchair.

These difficulties were not explored as part of his sentence plan. No effective work had been done with him. He had reoffended in a similar fashion and he was now homeless. Managers had reviewed the case but had not identified his mobility issues as a barrier to him attending the office or addressing his offending and there was still no plan in place to address his access needs.

The office was not accessible for wheelchairs yet his appointments were generally made at the office. On occasions he was seen outside the office in the car park and street.

Reviewing progress

The cases in our sample had been running for approximately nine months and we expected to see that core interventions and requirements would have been commenced and delivered. This expectation would also be in line with the Sodexo operating model, where, following a review, some cases could be managed by the central hub. It was disappointing, therefore, that sufficient progress had been made

in delivering interventions in just under half of cases. In under one-third, the service user's lack of engagement was a barrier despite sufficient effort by the responsible officer. In one in four cases, no suitable interventions had been made available.

Poor practice example: Jayden had completed a short licence following an offence of driving with excess alcohol and was now subject to post-sentence supervision. He lost his job following his offence and he continued to drink to excess.

No interventions had been provided, and following an incident where action should have been taken, the case was reassigned and he was not seen for a period of five months.

When the case was picked up he was moved onto the monitoring hub for monthly telephone contact, despite there being no evidence of any meaningful work taking place to address his offending behaviour.

Impact and potential impact

From the cases inspected we found that proven reoffending was assessed to have reduced in almost one-quarter, stayed the same for just over half and increased for just under one-quarter. The most recent published reoffending data²⁹ reported a high rate of reoffending in South Yorkshire, compared with the national average. This was being monitored through the South Yorkshire Reducing Reoffending Board, chaired by the CRC Director and supported by the office of the PCC.

Table 6: Enablers and barriers for the CRC relating to the inspection domain of reducing reoffending.

Enablers		Barriers	
1.	There is a comprehensive portfolio of interventions available and a good understanding among responsible officers about RARs.	1.	Short duration programmes and reporting venues are not always sufficiently or equally available to all service users.
		2.	There is inconsistent access to drug and alcohol interventions.

²⁹ Interim Proven Reoffending Statistics for the Community Rehabilitation Companies and National Probation Service, England and Wales. January–March 2016.

NPS effectiveness

Overall the quality of work delivered by the NPS to reduce the likelihood of reoffending was good, but there was room for improvement with reviews. There were a large number of registered sex offenders within the case sample and we found they had been referred appropriately to interventions to address their thinking and behaviour. Where the assessed level of seriousness did not meet the eligibility criteria for accredited programmes, responsible officers addressed this work through one-to-one delivery. We saw some impressive examples of working with denial and resistance and taking time to overcome barriers to engagement.

Good practice example: Callum was an elderly man completing an 18 month licence following a conviction for indecent assault, which he continued to deny.

The responsible officer had maintained good contact with the police, children's social care services and the church's safeguarding lead. They established good communication with them to monitor potential risks. They had also remained resilient in the face of ongoing challenges from Callum and his family in relation to safeguarding controls, using a TV documentary on sexual abuse as a vehicle for discussing victims and consequences.

Callum's risks were being managed effectively.

Court reporting

All the court reports within the NPS case sample sufficiently identified and analysed the areas linked to reoffending. As a result, all proposals focused on the right issues. Most reports that addressed safeguarding issues were found to be satisfactory, although this was not the case in one-quarter of reports provided on CRC cases. The delivery of on-the-day court reports remained problematic.

We were less convinced that safeguarding information would be returned quickly enough for fast delivery reports, following our observations of court and MASH arrangements.

Good practice example: Tariq was completing a suspended sentence order for an offence of possession of an offensive weapon.

The report prepared was of high quality. The report author had not simply taken Tariq's word and account, but had used the information provided, comparing this with crown prosecution statements and previous convictions so as to analyse the situation comprehensively. They had also undertaken domestic abuse checks, highlighting concerns about such abuse for the benefit of their CRC colleague who took over the case. The report author also provided a clear and appropriate proposal and good direction for the responsible officer about what work Tariq needed to do to address his offending behaviour. This made for an effective start to his order.

Allocating cases

Allocation of cases was managed through the senior courts administrators for each LDUC, except in Barnsley, where allocations were undertaken by the SPO. As a result, there were inconsistencies with how court results were processed and cases allocated. All the cases inspected had been allocated accurately.

The lack of training for newly appointed PSOs limited the available options for assigning some types of cases to them. Prior to *Transforming Rehabilitation*, South Yorkshire Probation Trust had not assigned medium risk of harm cases to PSOs, as they were now required to do. We observed some reluctance to move cases on following progress and a reduction in assessed risk. The following case exemplifies this problem:

Poor practice example: Aiden was sentenced, on the basis of an oral report, to a suspended sentence order for possession of a knife. He had been assessed as posing a high risk of serious harm to others.

Work had been undertaken to address Aiden's alcohol misuse and to monitor his compliance with the Alcohol Treatment Requirement. The order was ten months old but despite progress being made, the case had not been reviewed.

The responsible officer stated the case had not been discussed in supervision and there had been no quality assurance sampling in this case. Our view was that a manager reviewing the case would have recognised that his risk had reduced to medium, which could have enabled reassignment to a PSO.

Assessment and planning

Overall assessment in relation to reducing reoffending was sufficient in four out of five cases, in line with the aggregate findings from our Quality & Impact inspections of NPS work to date. We saw cases, however, where officers had not reviewed and updated a historic assessment, and so undermined the quality of assessment.

Sufficient sentence plans were in place in almost three-quarters of cases inspected. There were good examples of effective use of the regional personality disorder consultancy service. All cases were screened for personality disorder traits at the outset.

Some responsible officers were ambivalent about the quarterly quality assurance exercise that took place. One said:

“OASys quality assurance happens but I don’t know how; a review just appears in my OASys task list. I get a scorecard for the different sections but no face-to-face feedback. I don’t find it helpful to improve my practice”.

Delivery

Sufficient progress had been made in almost half of the relevant cases. Service users’ reluctance to engage accounted for the lack of progress in one-third of cases. This was more of a problem than we have found elsewhere.

Table 7: Sufficiency scores from the inspection findings relating to the most prevalent assessed needs of cases in the NPS inspection sample, listed in priority order.

Assessed need (in order of priority)	% of cases where interventions delivered sufficiently
Thinking and behaviour	68
Alcohol misuse	43
Relationships	62
Drug misuse	33
Lifestyle and associates	36
Emotional well-being	50
Attitudes to offending	89
Employment, training and education	67

Where service users were engaged in relevant interventions to address their thinking and behaviour there was more promising progress. Some responsible officers, however, complained that they experienced unhelpful delays in accessing BBR and

were not always kept informed of when courses would start. Less serious domestic abusers could be referred to the CRC's Respectful Relationships short duration programme, but we did not find any examples of this. Where service users led more chaotic lifestyles, some responsible officers struggled to support them to engage and access the appropriate services.

Integrated Offender Management

Compass is the NPS equivalent of IOM. With a focus on risk rather than persistence of offending, the Compass team manages those who pose the highest level of risk of causing serious harm or whose cases are more complex.

Compass arrangements are developing in different ways across each LDUC. In Doncaster, cases considered for management by the Compass team include: complex domestic abuse; crime prevention orders; organised gangs; involvement with guns; child sexual exploitation; stalking protection orders; Terrorism Act offenders; and the highest risk sex offenders. In Sheffield, Compass arrangements focus on cases linked to guns and gangs.

The Compass regime provides a good opportunity for joint management including joint visits and shared planning. Plans are underway to extend the initiative to Sheffield. We found better access to drug and alcohol services in those cases that were managed through the Compass arrangements, although in the following case it was hard to see the benefit of Compass management:

Poor practice example: *Following an offence of common assault, Joel was released from prison on a short licence followed by post-sentence supervision for nine months. He reoffended quickly and was given a concurrent community order.*

There was insufficient review of his assessments and plans, despite new information emerging about his ongoing offending. Joel had been referred to education, training and employment (ETE) and alcohol services, but was left to follow up these referrals himself. As a result, progress on ETE was unclear and he failed to address his alcohol misuse.

We could not see how being identified for Compass management had enhanced Joel's supervision.

Rehabilitation activity requirements

Sufficient progress had been made in delivering the legal requirements of the order or licence in over two-thirds of cases inspected. Some responsible officers told us they were unclear about how to record RAR days, and the number of days ordered as RAR days was considerable in some instances.

Meeting the needs of service users

We found good examples of responsible officers making great efforts to engage and access services for service users with complex problems and at times demonstrating testing behaviour towards staff. The plan to expand delivery of NSOGP to Sheffield was a good example of improving access and addressing the high demand for places. This was welcome.

The number of women offenders was low, but the NPS could access high quality women services through the CRC. Each LDUC had an equality and diversity lead who contributed to the delivery of the North East division Women's Action Plan to promote access to women's services. South Yorkshire had also contributed at a national level to the development of policy and practice guidance to promote understanding of working with transgender service users.

We spoke with a small number of service users who were complimentary about the services they had received, although there were concerns when there were lots of staff changes. They recognised that it takes time to build up an effective relationship:

"I was scared at first turning up; I have anxiety. My probation officer [responsible officer] has helped me a lot. It's helped me with the offence. It's quite hard to speak about the past, but in doing so he has helped me get rid of the past and move forward to the future. I'm due to go on a course. I have been preparing, but I'm still a bit nervous of a group course".

Reviewing progress

Reviews had been completed and responsible officers had adjusted their planning in two-thirds of the cases sampled. In some instances we found the responsible officer had not updated old assessments. It is important that work is reviewed, progress recognised and action taken where planning needs to be adjusted, if factors to reduce reoffending are to be addressed.

Good practice example: Elliott had been released to live with his parents on a 15 month licence following sexual offences. He quickly obtained full-time employment.

Following release, his responsible officer formed a good working relationship with Elliott and worked to address his minimisation of the offences and to change his attitudes towards women. As Elliott was deemed unsuitable for groupwork, she delivered work to address his sexual offending on a one-to-one basis. This was working well.

The responsible officer demonstrated patience and a structured approach which encouraged Elliott to take more responsibility for his offending. He had not reoffended.

Impact and potential impact

One-quarter of the case sample had been convicted, cautioned or had another out-of-court disposal for an offence committed since the start of supervision. This was similar to our findings in other areas.

Positive progress against the factors identified to reduce reoffending was strongest in respect of accommodation, where three-quarters had achieved their objective or made sufficient progress. In relation to ETE, two-thirds had made progress or achieved the outcome expected. Almost two-thirds had made sufficient progress in addressing their thinking and behaviour deficits.

As with the CRC, we found poorer outcomes in relation to addressing alcohol misuse, with three-quarters of the case sample either making insufficient progress or deteriorating. Similarly, more than half of individuals with drug problems had failed to make sufficient progress.

Poor practice example: Neil received a two year community order with 80 hours unpaid work and 20 RAR days for assault on a partner, the mother of their baby.

Neil was nine months into his order. He had attended the office on one occasion and had four telephone contacts. He had yet to commence unpaid work and has not been referred to Respectful Relationships, Victim Awareness or any alcohol services, as outlined in the sentence plan.

Local management scrutinised the case during the pre-inspection audit and had asked for the case to be 're-started'. Neil had since reported to the office.

Table 8: Enablers and barriers for the NPS relating to the inspection domain of reducing reoffending.

Enablers		Barriers	
1.	Responsible officers focus on the right factors to reduce reoffending in their planning and assessments.	1.	The intervention services provided by the CRC were under-utilised by the NPS.
2.	Good work is undertaken to address deficits in thinking and behaviour.	2.	As with the CRC, the provision of drug and alcohol services is inconsistent and does not meet current need.
		3.	The quality of reviews is variable. They are not always completed as required.

The CRC and NPS working together

A CRC 'Guide for Sentencers' published in April 2016 provided clear information for sentencers and report writers on services available from the CRC. The NPS had made a request for a programme to address hate crime and this was being explored by the CRC.

NPS staff complained about the high use of agency staff in the CRC, which had made it difficult to know who to talk to, although the situation was thought to be improving.

Middle managers and responsible officers in both the CRC and the NPS commented that access to mental health services was problematic. Access to these services could be usefully improved as a joint strategic initiative.

Table 9 identifies the key enablers and barriers to the work of the CRC and NPS working together to reduce reoffending:

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

Enablers		Barriers	
1.	Senior managers work well together to try and address local need, and collaborate about what should be commissioned.	1.	Strategic links to mental health services are weak.

Abiding by the sentence

CRC effectiveness

The performance of the CRC was inconsistent and required improvement in supporting service users to abide by their sentence.

While the frequency, quality and enforcement of appointments offered were sufficient, there were too many absences deemed acceptable. As a result, too few service users completed the work that was required of them.

We were pleased to find responsible officers were attentive to meeting the diverse needs of service users in four out of five cases.

Delivery

While it was clear the number of appointments offered was sufficient and attendance was mostly well recorded, the number of absences deemed acceptable was concerning in half of the cases. Over two-thirds of the cases sampled had over 5 absences and almost one-third had above 11. Practice guidance existed stating that management oversight was required following three acceptable absences; we found no evidence of this, however.

Poor practice example: *Sandro has a history of violence and was on licence for an assault against a former partner.*

Sandro told his responsible officer he was working away as a shop fitter. For six and a half months (between July and January) the only contact offered was on the telephone. No interventions had taken place. A referral was made to a daytime course, but this had not commenced as he said he was working and there were no evening programmes. Evidence of his employment was not obtained until February, when, following a pre-inspection audit, he was instructed and reported to the office.

Home visits were used well to improve engagement and compliance. Responsible officers made an effort to address the reasons why someone did not comply in over two-thirds of cases inspected.

The charity User Voice operates a service user council in Sheffield on the CRC's behalf. Nominated volunteers actively canvass views of others and make collective proposals for improvement. This initiative had promise and the User Voice council was able to provide examples of improvements, such as access to parking spaces and addressing concerns where officers were late for appointments. The council had also raised the need to recognise achievement and plans were underway for a service user award ceremony.

In one-third of cases the responsible officer failed to meaningfully engage the service user in planning or reviews. Although better than we have found elsewhere, this remained an area for improvement.

Almost half of all those in our case sample had more than one responsible officer, over time. This was to some extent an effect of the operating model, but there had also been a lot of staff movement during the summer of 2016. Leaders now considered the resourcing strategy more settled.

Responsible officers sought to identify and overcome barriers to engagement in seven out of ten cases. In a promising initiative the CRC had also recently completed a project with the Barrow Cadbury Trust, HMP Doncaster and Remedi to reduce reoffending and recalls through intensive support to young adults aged 18-25 years. Good outcomes were achieved, with only one case progressing to recall and most finding employment, securing accommodation and reducing their offending. A further initiative with Sheffield Hallam University was underway to improve compliance and to understand the barriers for service users complying with court orders.

Unpaid work

At the time of the inspection the CRC were subject to a contract improvement notice in respect of unpaid work completions; although improving, performance remained below the 90% measure. One-fifth of our case sample included an unpaid work requirement and two-thirds of these had incurred over 11 acceptable absences. We concluded that less than half of the absences, non-compliance or other inappropriate behaviour had been responded to sufficiently. Appropriate breach action had been taken in only two unpaid work cases. The enforcement of unpaid work was clearly an area for improvement.

Figure 1.8: Photograph of a new Sodexo unpaid-work vehicle



Impact and potential impact

There was a generally sound understanding of how to implement requirements of orders and licences. Practice was underpinned by clear processes and guidance. Both responsible officers and contracted providers understood the importance of clear recording and supporting compliance, however, this did not always translate to the order being delivered as required. Following acceptable absences, follow-up appointments were often set too far ahead. Momentum was, therefore, lost, particularly if the case resorted to occasional telephone contact.

Table 10: Enablers and barriers for the CRC relating to the inspection domain of abiding by the sentence.

Enablers		Barriers	
1.	Responsible officers and contracted providers work well together to support compliance.	1.	Telephone and monthly reporting is sometimes deployed before requirements are completed.
		2.	Enforcement of unpaid work is inconsistent and unreliable.

NPS effectiveness

NPS performance was good. Responsible officers demonstrated a sound understanding of what was required. The quality of engagement and work to support compliance and address enforcement was good.

Delivery

Individual diverse needs were taken into account sufficiently in three-quarters of cases.

As we expect with cases that present high and medium risk of serious harm, there was good information shared by partners to manage risk in the majority of cases.

Half of service users were meaningfully involved in the planning of their work. This reduced to one-third at the point of reviewing, with almost one-quarter proving difficult to engage.

Progress had been made against delivering the legal requirements of the order or licence in over two-thirds of cases. Overall we found that over two-thirds of cases inspected had abided by the whole sentence, either without any problems or when successfully engaged to do so. This was impressive, particularly for this challenging and complex cohort.

Good practice example: Sonny had been released on a three year licence following a lengthy prison sentence for serious sexual offences on a teenage family member. A combination of good sex offender treatment programme provision in the prison and a staged release through an approved premises was leading to good outcomes.

Sonny has now moved to independent accommodation and obtained full-time employment; he is applying to court for contact with his daughter. While a lot of the success is attributable to Sonny's positive attitude, he has progressed well through all the stages of his sentence and all public protection issues have been dealt with appropriately. He is in safe employment, is having safe contact with friends with children, and is considering future disclosure if he ever starts another relationship.

The responsible officer had planned and managed the case well, encouraging Sonny to engage, comply and address his serious offending behaviour.

Impact and potential impact

In almost half of the cases inspected, the number of absences acted as a barrier to abiding by the sentence, reducing reoffending and public protection. However, in many of these cases, appropriate enforcement action was taken to encourage compliance and to manage the potential risk of harm to others.

Table 11: Enablers and barriers for the NPS relating to the inspection domain of abiding by the sentence.

Enablers		Barriers	
1.	Absences, non-compliance or other inappropriate behaviour are responded to appropriately in the majority of cases.	1.	Service users are not always meaningfully involved in planning and reviewing their progress.
2.	Information from partners is used when progress is reviewed.		

The CRC and NPS working together

The South Yorkshire CRC and NPS leaders held regular interface meetings and shared a commitment to addressing problems and bringing about system-wide improvements. At a more senior level, the NPS Probation Divisional Director for the North East and Sodexo's north region CEO also met and aimed to

“do what we can to make it all work”.

With the CRC moving into separate premises over 12 months previously, front-line pre-existing working relationships were dwindling. There was a risk that assumptions about each other's working practices were being made as time and practice moved on. For example, we were told by NPS practitioners that a court no longer made unpaid work orders as they were no longer initiated at the local office. When we followed this up, it proved to be unfounded.

Enforcement and recall

Enforcement practice from the NPS was strong, but breach proceedings should have been applied in more CRC cases.

Both CRC and NPS staff reported frustrations with the recently introduced NPS enforcement hub. The move away from a familiar local system, which they believed had worked well, was seen as a loss. Some of these frustrations arose because enforcement staff operated from a distance and were less familiar with the local court arrangements. Senior managers recognised the new arrangements needed to 'bed in' and were making efforts to effect improvements. From our observations in court, we considered that enforcement at court was working effectively, but we recognised there had been issues with timely scheduling of enforcement cases. Improved communication with local court staff from the enforcement hub would contribute to reducing delays further.

The NPS South Yorkshire LDUCs were proud to have led the pilot for flexible licence variation. This initiative provided the NPS senior manager with the authority to make variations to some licence conditions in order to manage risk and compliance. This practice had now been rolled out nationally. Performance managers provided an imaginative example where the individual was instructed to reside in an approved premises over a weekend to allow time for reflection and for the risk to be managed, rather than defaulting to recall. This action had enabled the individual to avoid a return to custody.

Table 12: Enabler for the CRC and NPS working together relating to the inspection domain of abiding by the sentence³⁰.

Enabler	
1.	There is a shared commitment to improving engagement and responding imaginatively to improve compliance and avoid recall.

³⁰ There were no apparent barriers to this aspect of practice.

Appendices

- 1: Inspection methodology
- 2: Background data
- 3: Contextual information, including South Yorkshire Probation Trust 2012 inspection outcomes
- 4: Data analysis from inspected cases
- 5: Glossary

Appendix 1: Inspection methodology

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

An inspection team visited the area for two full weeks in March 2017. Prior to starting fieldwork, we held fact-finding meetings with the CRC and NPS in South Yorkshire and gathered a range of evidence in advance. In the first week of fieldwork, we inspected a pre-determined number of cases (community orders, suspended sentence orders, and licences) of individuals sentenced or released from prison about nine months previously. These cases may not have been fully representative of all the eligible cases, but so far as possible we made sure that the proportions matched in terms of (i) gender, (ii) ethnicity, (iii) sentence type and (iv) office location – with minimum numbers set for (i) and (ii). Cases were also selected from the full range of risk of serious harm and likelihood of reoffending levels, and from as many responsible officers as possible. In South Yorkshire, the sample consisted of 82 cases, 53 of which were CRC cases and 29 of which were NPS cases.

The team then returned two weeks later to pursue lines of enquiry emerging from the first week, observing specific activities and interventions and speaking with key staff, managers and partners, in focus groups, meetings, or on a one-to-one basis. Here are the details of those interviewed:

- 54 front-line staff, including responsible officers, unpaid work and programme staff
- 21 responsible officers within 2 staff focus groups
- 21 key stakeholders, including the PCC, a Judge and the senior contract manager
- 8 Sodexo Justice Services national and regional managers and leaders
- 35 managers within the CRC and NPS in South Yorkshire
- 25 staff from partner organisations.

In addition we visited the main offices where work was delivered in Barnsley, Doncaster, Rotherham and Sheffield for the CRC and NPS; the IOM team; Sheffield Crown Court; Barnsley Magistrates' Court; Town Moor approved premises; HMP Doncaster's Through the Gate team; West Mead unpaid work project; and two women's centres in Doncaster and Sheffield.

We attempted to speak with those service users who provided their consent to being contacted. In this inspection, we spoke with 14 individuals whose cases we inspected. We spoke with a further 47 service users, either during dedicated focus groups or meeting them while they attended specific interventions or activities.

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

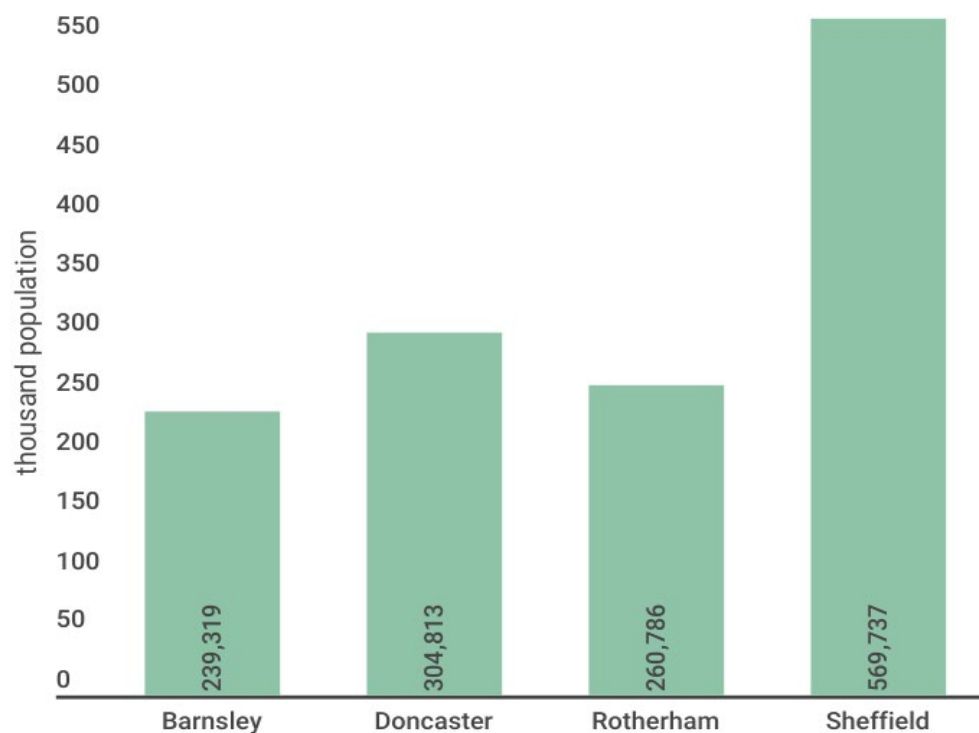
Appendix 2: Background data

This inspection covers South Yorkshire comprising of the metropolitan boroughs of Barnsley, Doncaster, Rotherham and Sheffield.

Population demographics

The population of South Yorkshire was estimated at 1,374,655 in 2015.

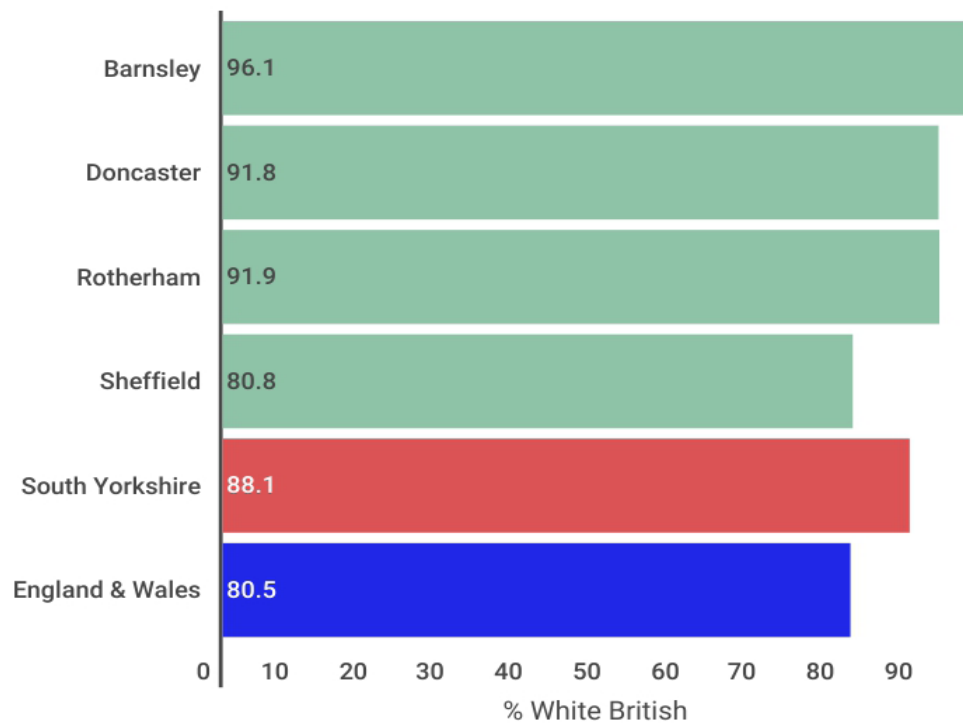
Figure 2.1: Population estimate, mid-2015



Source: Office for National Statistics, June 2016

South Yorkshire has a higher proportion of white British residents (88.1%) than the England and Wales average (80.5%). There is local variation, however, with Barnsley having the highest percentage (96.1%).

Figure 2.2: Ethnicity in South Yorkshire, 2011 census

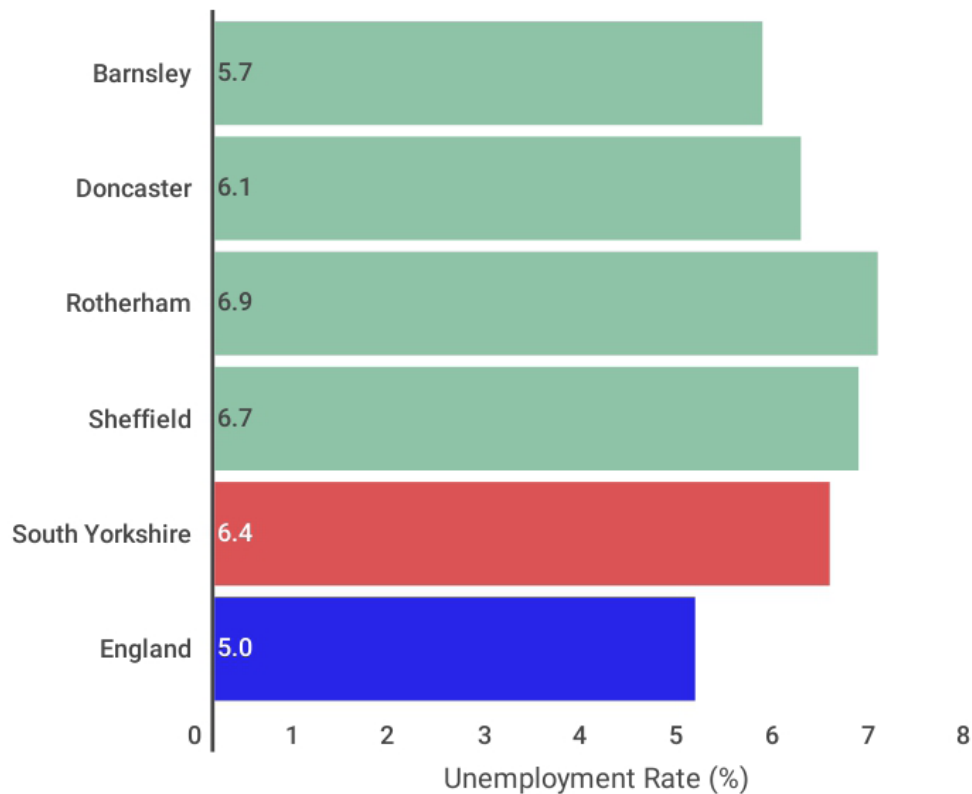


Source: Office for National Statistics, December 2012

Levels of deprivation and crime

As shown by Figure 2.3, unemployment in South Yorkshire is higher than the England average.

Figure 2.3: Unemployment in South Yorkshire, October 2015 – September 2016

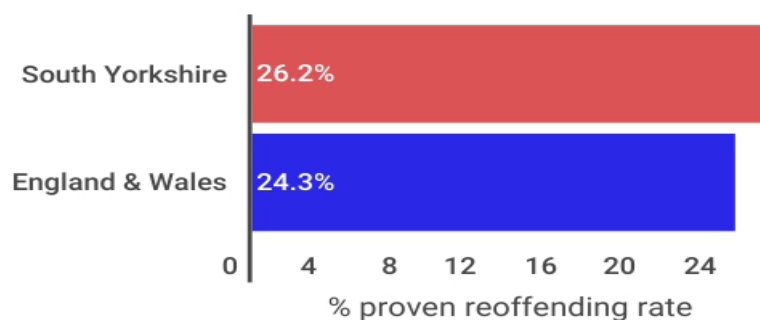


Source: Office for National Statistics, January 2017

Levels of reoffending

The proven reoffending rates for South Yorkshire are set out in Figure 2.4, based upon adult offenders who were released from custody, received a non-custodial conviction at court or received a caution in the period April 2014 to March 2015. This is higher than the England and Wales average.

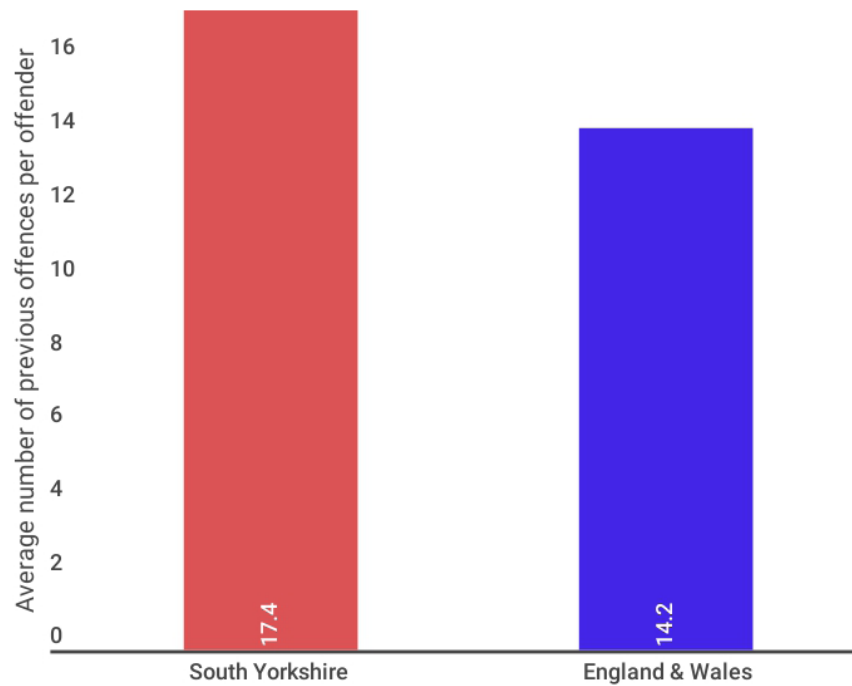
Figure 2.4: Proven reoffending rate, April 2014 to March 2015



Source: Ministry of Justice, January 2017

There were 17.4 previous offences on average for the South Yorkshire offender cohort, which is higher than the England and Wales average.

Figure 2.5: Offending histories, April 2014 to March 2015



Source: Ministry of Justice, January 2017

Appendix 3: Contextual information, including South Yorkshire Probation Trust 2012 inspection outcomes

Table 13: Findings scores for the South Yorkshire Probation Trust during the May 2012 inspection.

	Scores from the English regions that had been inspected to date			Scores for South Yorkshire
	Lowest	Highest	Average	
'Control' - 'Risk of Harm to others' work <i>(action to protect the public)</i>	64%	84%	74%	81%
'Help' and 'Change' - Likelihood of Reoffending work <i>(individual less likely to reoffend)</i>	62%	82%	73%	82%
'Punish' - Compliance and Enforcement work <i>(individual serves his/her sentence)</i>	69%	86%	79%	84%

We considered these were a very creditable set of findings. We judged performance strong across all areas of work inspected, and found a Trust committed to improving the quality of practice. These findings fared well against national comparators and gave a good basis for further improvement.

Figure 3.1: Map showing the locations of the Community Rehabilitation Companies and prisons owned/run by Sodexo Justice Services UK

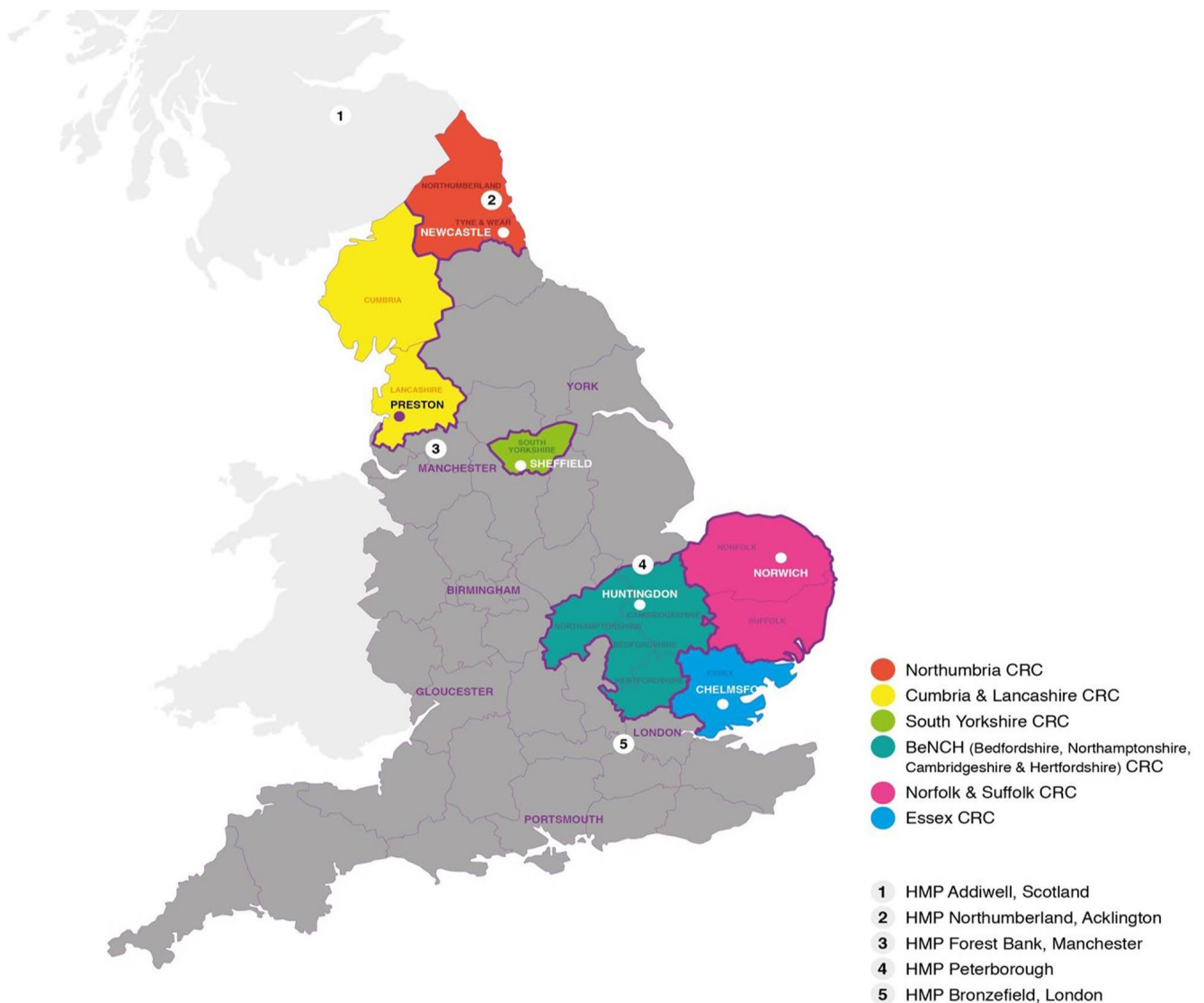


Image source: Sodexo Justice Services UK

Figure 3.2: Map showing the configuration of the NPS North East division

National Probation Service
North East Division

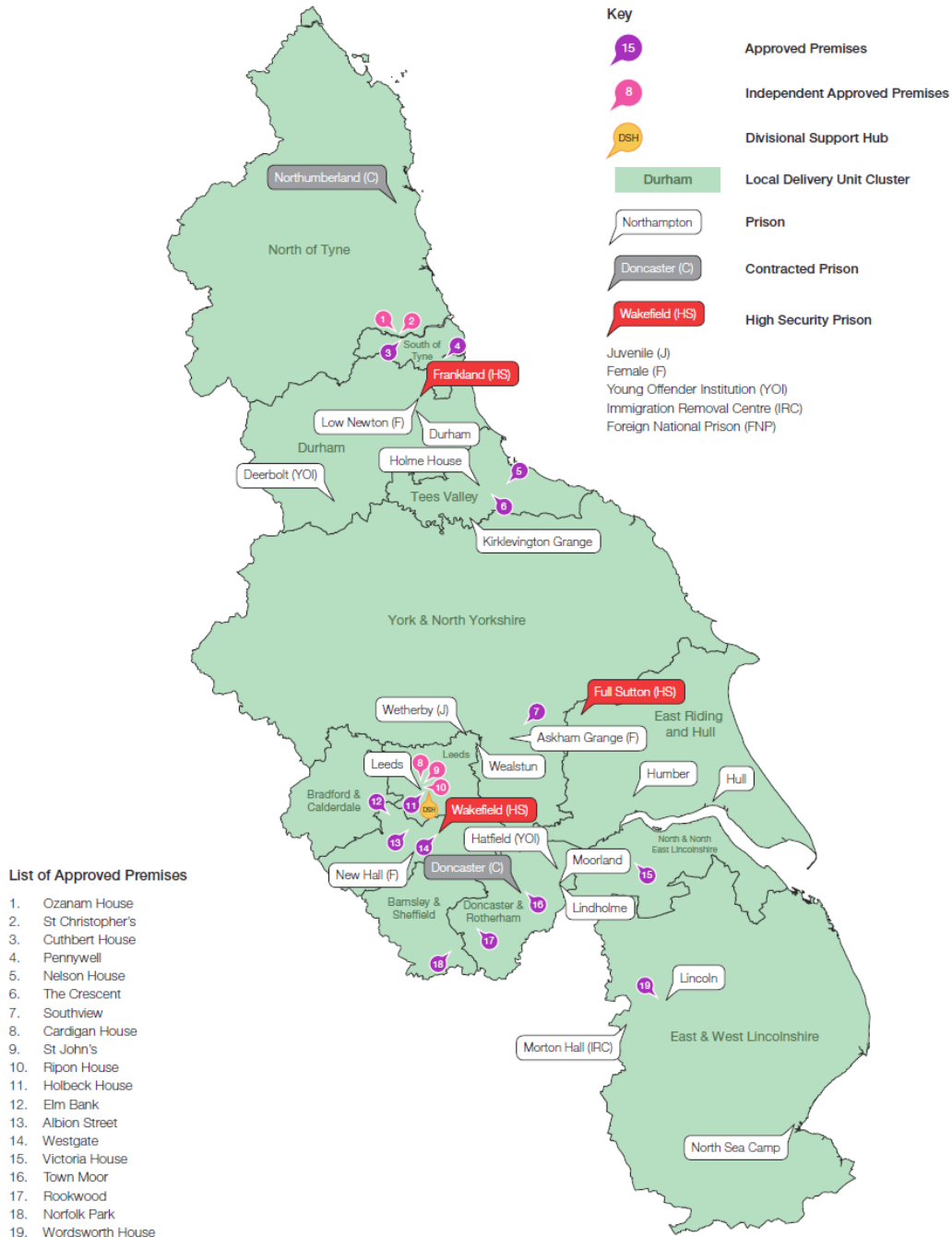


Image source: <https://www.gov.uk/government/publications/national-probation-service-individual-division-maps>

Appendix 4: Data analysis from inspected cases

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

Figure 4.1 Public Protection

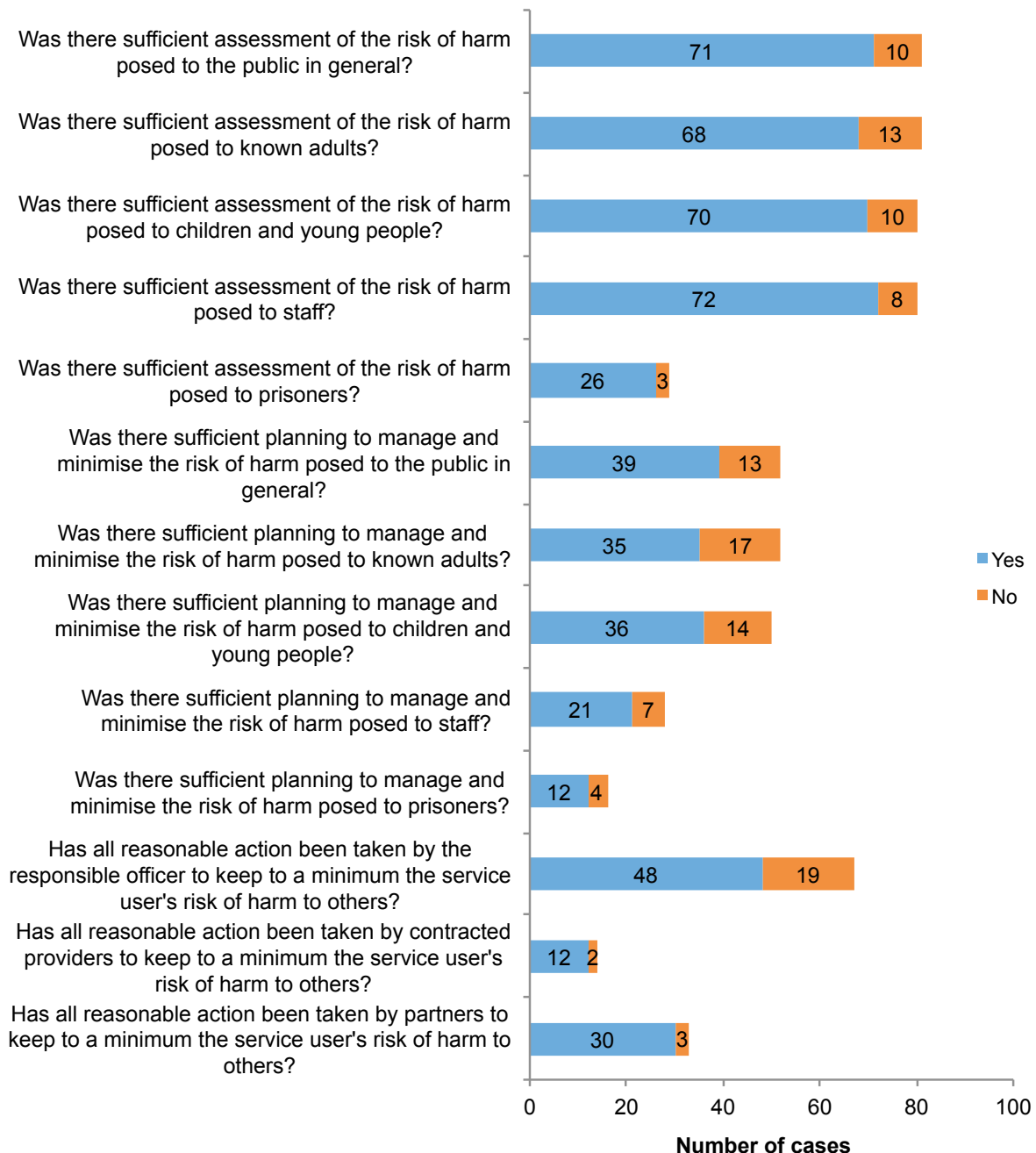


Figure 4.2 Public Protection

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

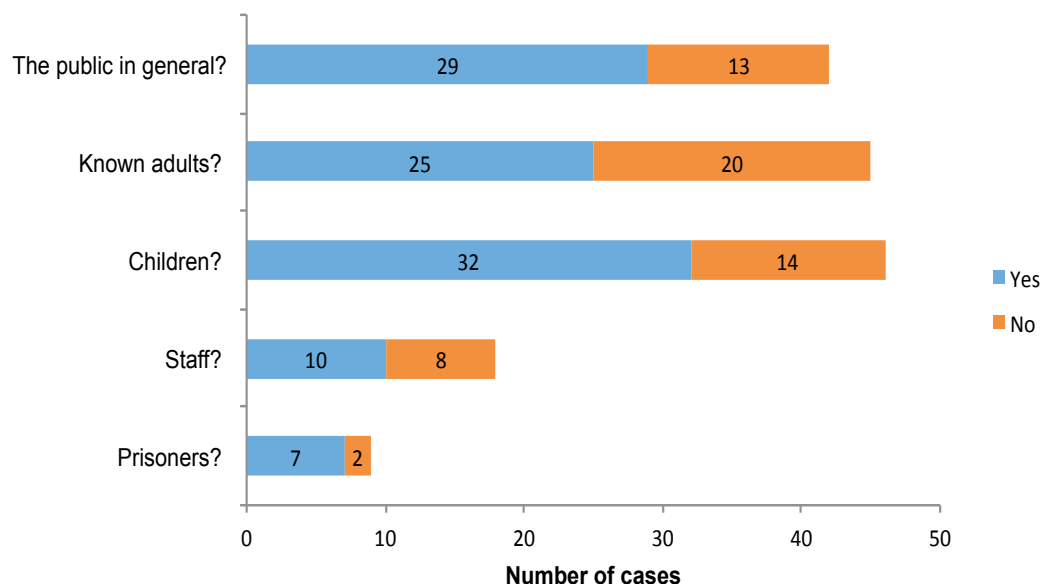


Figure 4.3 Reducing Reoffending

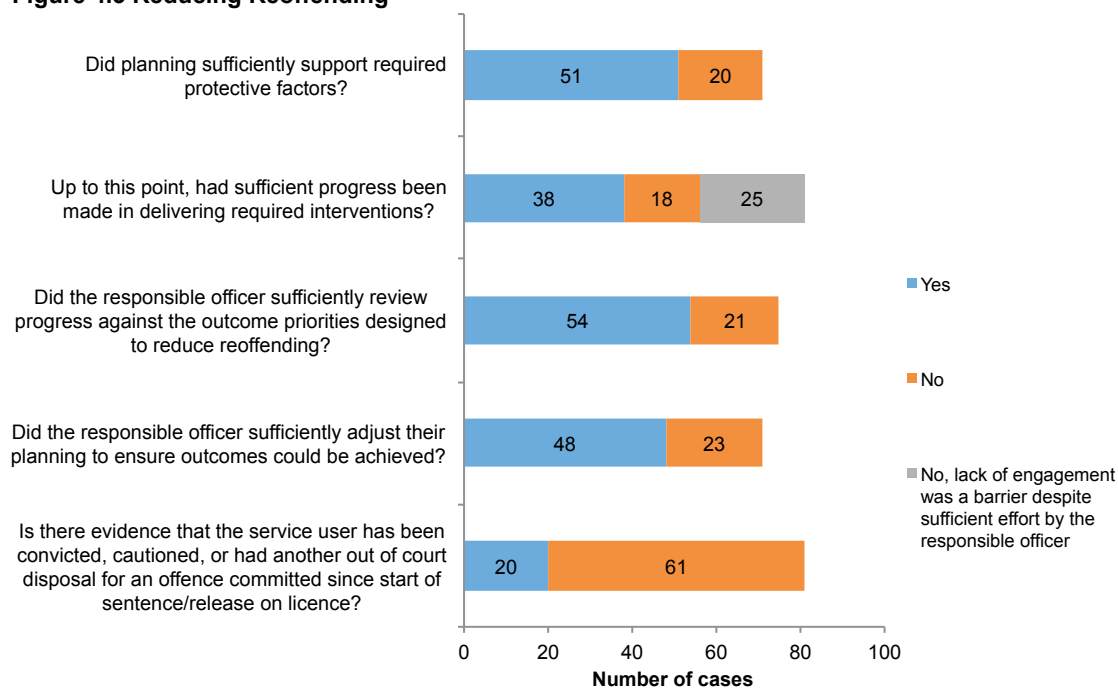
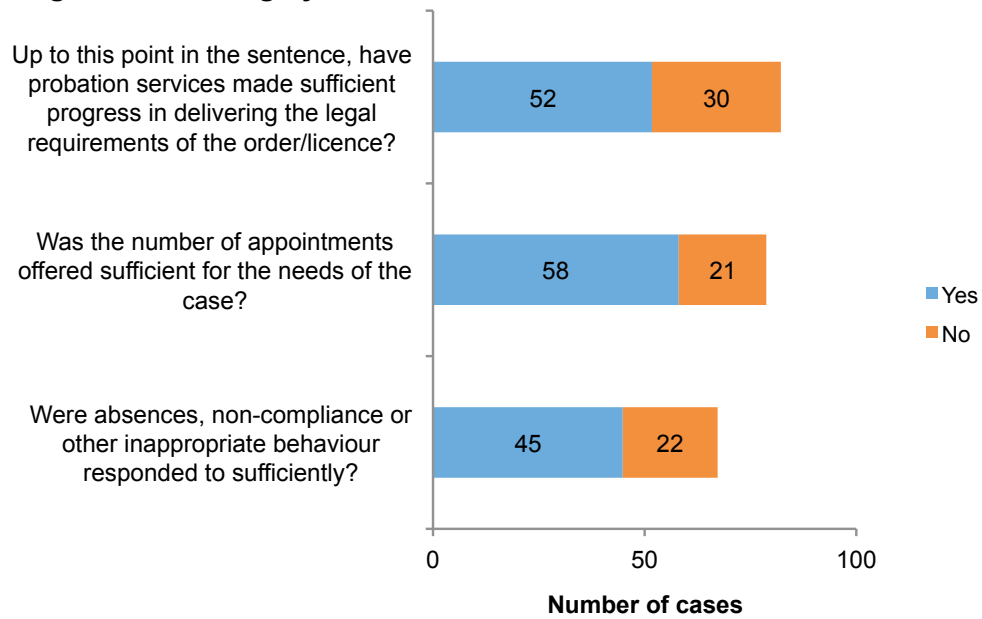


Figure 4.4 Abiding by the sentence



Appendix 5: Glossary

Accredited programme	A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or part of a custodial sentence or a condition in a prison licence. Accredited programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending
Addaction	A charity operating across the UK which provides services to support people to make changes with their use of alcohol and/or drugs and to improve their mental health and well-being
Alcohol Treatment Requirement	A requirement that a court may attach to a community 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 a CRC or the NPS
Approved premises	Premises approved under Section 13 of the <i>Offender Management Act 2007</i> , managed either by the National Probation Service or by independent organisations used as a short-term residence for an offender considered a high risk of serious harm, who requires close monitoring and supervision and to begin to integrate them back into the community
ARMS	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
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
Barrow Cadbury Trust	An independent, charitable foundation, committed to bringing about socially just change
BBR	Building Better Relationships: a nationally accredited groupwork programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
Children and Family Court Advisory and Support Service	A non-departmental body in England which promotes the welfare of children and families involved family court work
Circles of Support and Accountability	A registered charity working across England and Wales to provide groups of volunteers with professional supervision to support sex offenders reintegrate into society after their release from prison

Closeness to Change	The Sodexo two-stage tool designed by Professor S King, Leicester University, to assess motivation and readiness to engage
Compass	NPS Integrated Offender Management projects, supported through partnership with the police and other agencies
CRC	Community Rehabilitation Company: 21 such companies were set up in June 2014, to manage most offenders who present low or medium risk of serious harm
Desistance	The cessation of offending or other antisocial behaviour
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, including: community supervision; court services; custody; youth justice services; victims' services and approved premises
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
Fast Delivery Report	A short format, written pre-sentence report, mostly prepared on the day of a guilty plea or the finding of guilt of a defendant
GROW	Provide support services for women in Barnsley
HMP	Her Majesty's Prison
HMPPS	Her Majesty's Prison and Probation Service: from 01 April 2017 HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the Ministry of Justice took on the responsibility of overall policy direction, setting standards, scrutinising prison performance and commissioning services which used to fall under the remit of the National Offender Management Service (the agency that has been replaced by HMPPS)
Horizons	A community-based programme of work for sex offenders assessed as a medium risk of serious harm
Inspiring Intelligence	A north east of England social enterprise service supporting people to change. Founded and run by ex-offenders

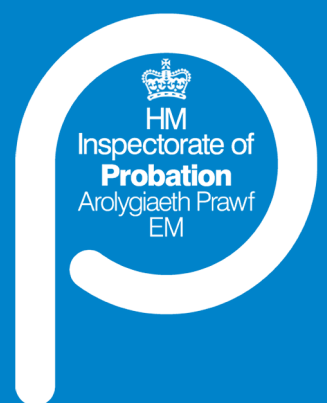
IOM	Integrated Offender Management: a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
Key Changes	Provider of services to support women in the criminal justice system in Sheffield
LDUC	Local delivery unit cluster: an operational unit comprising a number of NPS offices, generally coterminous with police basic command units and a number of local authority structures
Licence	This is a period of supervision immediately following release from custody, and is typically implemented after an offender has served half of their sentence. Any breaches to the conditions of the licence can lead to a recall to prison where the offender can remain in custody for the duration of their original sentence
LMC	Local management centre: the term used by Soxdexo-owned CRCs for an office, where services are delivered
Local Safeguarding Children Board	Set up in each local authority (as a result of the <i>Children Act 2004</i>) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality
MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher risk of harm to others. Level 1 is ordinary agency management where the risks posed by the offender can be managed by the agency responsible for the supervision or case management of the offender. This compares with Levels 2 and 3, which require active multi-agency management
Multi-Agency Risk Assessment Conference	Part of a coordinated community response to domestic abuse, incorporating representatives from statutory, community and voluntary agencies working with victims/survivors, children and the alleged perpetrator
MASH	Multi-Agency Safeguarding Hub: the first point of contact for new safeguarding concerns or enquiries. They usually include representatives from the local authority (children's and adult social care services), the police, health bodies, probation and other agencies
MoJ	Ministry of Justice: the government department with responsibility for the criminal justice system in the United Kingdom

Nacro	Formerly known by the acronym of NACRO (National Association for the Care and Resettlement of Offenders), Nacro is a social justice charity which for over fifty years has offered a range of services to support people to change their lives and to prevent crime and the risk of reoffending
nDelius	National Delius: the approved case management system used by the CRCs and the NPS in England and Wales
NOMS	National Offender Management Service: the single agency responsible for both prisons and probation services in England and Wales until 31 March 2017. Since 01 April 2017 this service has been superseded by Her Majesty's Prison and Probation Service
NPS	National Probation Service: a single national service which came into being in June 2014. Its role is to deliver services to courts and to manage specific groups of offenders, including those presenting a high or very high risk of serious harm and those subject to MAPPA in England and Wales
NSOGP	Northumbria Sex Offender Group Programme: helps 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 and Wales by the CRCs and the NPS 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
OMS	Operational Management System: the new electronic case management system to be implemented by Sodexo Justice Services
<i>Offender Rehabilitation Act 2014</i>	Implemented in February 2015, applying to offences committed on or after that date, the <i>Offender Rehabilitation Act (ORA) 2014</i> is the Act of Parliament that accompanies the <i>Transforming Rehabilitation</i> programme
Partners	Partners include statutory and non-statutory organisations, working with the offender through a partnership agreement with a CRC or the NPS
Providers	Providers deliver a service or input commissioned by, and provided under contract to, a CRC or the NPS. This includes the staff and services provided under the contract, even when they are integrated or located within a CRC or the NPS

Pre-sentence report	This refers to any report prepared for a court, whether delivered orally or in a written format
PO	Probation officer: this is the term for a qualified responsible officer who has undertaken a higher education-based course. The name of the qualification and content of the training varies depending on when it was undertaken. They manage more complex cases
PSO	Probation services officer: this is the term for a responsible officer who was originally recruited with no probation qualification. They may access locally determined training to qualify as a probation services officer or to build on this to qualify as a probation officer. They may manage all but the most complex cases depending on their level of training and experience. Some PSOs work within the court setting, where their duties include the writing of pre-sentence reports
Rate card	A directory of services offered by the CRC for use with the NPS with their service users, detailing the price
RAR	Rehabilitation activity requirement: from February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts can specify a number of RAR days within an order; it is for probation services to decide on the precise work to be done during the RAR days awarded
Remedi	A provider of restorative justice services to victims of crime, operating in parts of England
Responsible officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
Restorative Justice Conference	Offenders come face-to-face with their victims and directly hear the impact of their actions. Victims have a chance to tell offenders how they have been affected. Offenders gain empathy and understanding for those they have harmed and gain the opportunity to make amends
Restricted patients	Restricted patients are people compulsorily detained with a restriction order. They have usually committed an offence punishable by imprisonment, but as a result of mental disorder are not imprisoned but ordered to be detained in a hospital for treatment, without limit of time

Sexual harm prevention order	Replaced sexual offences prevention orders through an amendment to the <i>Sexual Offences Act 2003</i> by the <i>Anti-social Behaviour, Crime and Policing Act 2014</i> . It is a civil measure available to the court when it convicts a person of a sexual offence, or on the application of the police in respect of a person who has previously been dealt with for such an offence. The order places restrictions on the person subject to the order and triggers notification requirements
Sexual offences prevention order	Introduced by the <i>Sexual Offences Act 2003</i> and replaced sexual offender orders and restraining orders. It is a civil measure available to the court when it convicts a person of an offence listed in schedule 3 or schedule 5 to the <i>Sexual Offences Act 2003</i> , or on the application of the police in respect of a person who has previously been dealt with for such an offence. The order places restrictions on the subject and triggers the notification requirements
Short duration programmes	A range of structured interventions delivered by a CRC to fulfil rehabilitation activity requirements. In South Yorkshire CRC these included: Respectful Relationships (domestic abuse), Alcohol Awareness, Driving Matters, Re-Think, Anger Management, Victim Awareness, Compliance Intervention, and Restorative Justice
Sex Offender Treatment Programme	A programme that is suitable for any offender with a current or previous conviction for a sexual offence, or another offence which has an identifiable sexual element to aid in the desistance of this type of behaviour
SOVA	SOVA is a charity that works in communities in England and Wales to help people steer clear of crime and live healthier lives. They provide strength-based mentoring to people on release from custody or in the community
SPO	Senior probation officer: first line manager
St Giles Trust	A charity helping ex-offenders and disadvantaged people. St Giles Trust operate in different parts of England and Wales
Supply chain	Providers of services commissioned by the CRC
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
Unpaid work	A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision. Since February 2015, unpaid work has been delivered by CRCs

User Voice	A charity, founded by an ex-offender, who work to gain insight into the lives and views of service users in the criminal justice system. All their front-line work is delivered by ex-offenders
Victim liaison officer	Responsible for delivering services to victims in line with the NPS' s statutory responsibilities
ViSOR	Violent and Sexual Offenders' Register: 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
Women's centre	A centre dedicated to services for women
Youth Offending Service/Team or Youth Justice Service	A local authority funded service working with children up to aged 18 years old, to deter them from crime and/or to manage court orders for offences committed by such children



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