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## Quality & Impact inspection

### The effectiveness of probation work in Cumbria

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An inspection by HM Inspectorate of Probation  
October 2017

This inspection was led by HM Inspector Ruth Johnson, 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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Published by:

Her Majesty's Inspectorate of Probation  
1st Floor Civil Justice Centre  
1 Bridge Street West  
Manchester  
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# Contents

Foreword .....	4
Key facts .....	5
<b>1. Overall judgements and recommendations .....</b>	<b>6</b>
Protecting the public .....	7
Reducing reoffending .....	7
Abiding by the sentence .....	8
Recommendations .....	10
<b>2. The arrangements for delivering probation services in Cumbria .....</b>	<b>11</b>
National context .....	12
Local context .....	12
Organisational arrangements in the CRC .....	16
Organisational arrangements in the NPS .....	24
<b>3. An evaluation of the quality of probation services in Cumbria .....</b>	<b>31</b>
<b>Protecting the public .....</b>	<b>32</b>
CRC effectiveness .....	32
NPS effectiveness .....	34
The CRC and NPS working together .....	38
<b>Reducing reoffending .....</b>	<b>40</b>
CRC effectiveness .....	40
NPS effectiveness .....	46
The CRC and NPS working together .....	51
<b>Abiding by the sentence .....</b>	<b>52</b>
CRC effectiveness .....	52
NPS effectiveness .....	55
The CRC and NPS working together .....	56
Appendix 1: Inspection methodology .....	59
Appendix 2: Background data .....	60
Appendix 3: Contextual information, including Cumbria Probation Trust 2011 inspection outcomes .....	63
Appendix 4: Data analysis from inspected cases .....	66
Appendix 5: Glossary .....	69

## Foreword

We report here on probation services provided in Cumbria by the North West division of the National Probation Service (NPS) and the Cumbria & Lancashire Community Rehabilitation Company (CRC). This is the fourth inspection of a CRC owned by Sodexo Justice Services in partnership with Nacro, and the second from their northern region.

The quality of the work within Cumbria is good overall. The NPS is providing a good-quality service for the most part but, as elsewhere, there are pockets of inconsistency. Staff are working hard with complex cases and are appropriately focused on protecting the public. However, more needs to be done to realise the full potential of the service so as to make a bigger difference to people's life chances.

We found exceptional practice at the CRC, the best we have seen in a CRC since we began inspecting CRCs and the NPS on a regular basis following *Transforming Rehabilitation*.

The CRC is taking a considered approach to implementing the Sodexo model in rural Cumbria. Leaders locally have been keen to adhere to the principles of the model while thinking carefully about how best to make it work in the area, and enhance the prospects of service users. The enduring values of probation and evidence-based professional practice shone through, case after case, in our inspection.

Not all is well. Poor working conditions in some offices and the open-plan booths we have found in Sodexo-owned CRCs elsewhere made things difficult for service users and staff alike. The CRC's supply chain is too thin, and the situation is compounded by the limited services available from third-sector and statutory organisations within Cumbria.

Commercial considerations and uncertainties have inhibited supply chain development. Nevertheless, responsible officers have been tireless and remarkably conscientious in their persistent engagement with service users and their creative approach to the delivery of effective interventions. And staff have remained focused on the critical issues, especially the protection of the public and safeguarding of children. That is exactly what we expect of probation services, and it is a delight to see it provided by the CRC in Cumbria.



**Dame Glenys Stacey**  
HM Chief Inspector of Probation  
October 2017

## Key facts

<b>267,146</b>	The total number of offenders subject to probation supervision across England and Wales <sup>1</sup>
<b>6,262</b>	The number of offenders supervised by the Cumbria & Lancashire CRC <sup>1</sup>
<b>41%</b>	The proportion of Cumbria & Lancashire CRC cases that relate to a custodial sentence (pre- or post-release supervision) <sup>1</sup> . The proportion for all England and Wales CRCs was 40%
<b>76%</b>	The proportion of offenders who were recorded as having successfully completed their period of licence or post-sentence supervision with the CRC following release from custody <sup>2</sup> . The performance figure for all England and Wales was 77%, against a target of 65%
<b>16,695</b>	The number of offenders supervised by the North West division of the NPS <sup>1</sup>
<b>628</b>	The number of MAPPA-eligible offenders managed by the NPS in Cumbria <sup>3</sup>
<b>6 (of 21)</b>	The number of CRCs owned by Sodexo and Nacro

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

2 CRC Service Level 9a, Community Performance Quarterly Statistics October – December 2016 (Q3), Ministry of Justice.

3 Multi-Agency Public Protection Arrangements (MAPPA) Annual Report March 2015/16, October 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 Cumbria in 2011, when services were provided by one organisation, the Cumbria Probation Trust. Direct comparisons over time cannot be made, as we have since developed our inspection methodology, and in any event probation workloads and work types differed in 2011 (see Chapter 2). The outcomes from our 2011 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**

Overall, the quality of work was good.

The CRC was prioritising public protection. The quality of assessment and planning was good, particularly in relation to child safeguarding. Relationships with statutory partners were positive. Responsible officers were skilled in delivering effective interventions and the large majority of service users were making progress in minimising their risk of serious harm to others.

### **NPS effectiveness**

Generally, the quality of work was good but there were some areas of inconsistency.

Initial assessments and plans were of a high standard. Liaison with partnership agencies was good, and we saw examples of effective intervention. Being responsive to changes in circumstances was an area of weakness, however. Insufficient attention was being paid to monitoring the impact of intervention on service users' progress.

### **The CRC and NPS working together**

There were healthy working relationships between the CRC and NPS and good levels of communication. Both organisations had a clear commitment to prioritising the protection of the public, and were working well with statutory partners.

## Reducing reoffending

### **CRC effectiveness**

The quality of the CRC's work was good.

Sophisticated and timely assessments, together with well-targeted plans, were in place for the majority of cases. There was a thin supply chain and limited services available, which posed challenges in providing support to service users. Staff were undertaking bespoke programmes of work creatively and effectively. Service users were making progress in addressing the problems that hinder desistance.

## **NPS effectiveness**

The quality of work was generally good, but more emphasis was needed on making timely alterations to planned interventions.

Sentencers were satisfied with the service being provided. The court team was performing reasonably well and was committed to improving its practice further.

Assessment and planning were strong and supportive of service users' protective factors. The challenges of working with the complex NPS cohort were well understood. These challenges were exacerbated in Cumbria by the difficulties in accessing appropriate services.

## **The CRC and NPS working together**

The CRC and NPS had a shared understanding of third-sector organisations, services and resources within Cumbria. They were both committed at a strategic level to contributing to multi-agency forums. They were experiencing ongoing difficulties in accessing appropriate provision to support service users with substance misuse issues.

There were some tensions regarding the range of services available to the NPS via the rate card. This was partly related to the limited supply chain, but also due to a mismatch in staff expectations and a lack of faith among CRC and NPS practitioners in the reliability of the system.

## **Abiding by the sentence**

### **CRC effectiveness**

Quality of practice was good overall, with examples of some excellent engagement with service users.

The organisation recognised the value of an effective working relationship between a responsible officer and service user. Staff took service user engagement seriously and employed creative compliance strategies. There were difficulties in doing this, but the commitment of responsible officers ensured that overall contact levels with service users were impressive.

### **NPS effectiveness**

The quality of NPS practice was sufficient overall, but below expectations in some areas.

NPS staff were missing opportunities to involve individual service users in reviewing their own progress. Successful compliance with the sentence was being considered too narrowly, with the focus being on attendance at appointments, and more energy was needed to support service users in bringing about positive behavioural changes.

## **The CRC and NPS working together**

Both organisations were cooperating well in taking an efficient approach to breach enforcement action, in the majority of cases. Open lines of communication between the CRC and NPS supported effective working.

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# Recommendations

## **The Community Rehabilitation Company and National Probation Service should:**

1. resolve the issue of service users not consistently receiving appropriate support to address their substance misuse needs
2. work together more effectively to reduce the distance that service users attending accredited programmes are expected to travel.

## **The Community Rehabilitation Company should:**

3. collate and monitor data on service users' needs and, as necessary, reconsider the scope and scale of the supply chain to improve the accessibility and availability of services
4. improve the environment in the neighbourhood centres of Barrow-in-Furness, Kendal and Workington so that staff can provide meaningful intervention
5. review the unpaid work staffing model and enhance relationships with the county and district councils to increase the placement options and visibility of work.

## **The National Probation Service should:**

6. promote better, more consistent levels of service user engagement
7. pay more attention to the impact that interventions with service users are having on outcomes and reflect this in progress reviews
8. improve the effectiveness of line management supervision and oversight.

## **Her Majesty's Prison and Probation Service should:**

9. review the training strategy for the NPS so that it is accessible and responsive to local delivery needs<sup>4</sup>
10. improve the efficiency of the NPS's recruitment process so that its staffing needs can be met more quickly.

## **The Ministry of Justice should:**

11. complete implementation of the Strategic Partner Gateway at the earliest opportunity<sup>5</sup>.

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<sup>4</sup> We also made this recommendation in our Quality & Impact inspection in South Yorkshire: *Quality & Impact inspection: The effectiveness of probation work in South Yorkshire* (HMI Probation, June 2017).

<sup>5</sup> We made similar recommendations in our Quality & Impact inspections in Northamptonshire and South Yorkshire: *Quality & Impact inspection: The effectiveness of probation work in Northamptonshire* (HMI Probation, April 2017) and *Quality & Impact inspection: The effectiveness of probation work in South Yorkshire* (HMI Probation, June 2017).

## **2. The arrangements for delivering probation services in Cumbria**

- the national context
- the local context
- organisational arrangements

## National context

Some 260,000 adults are supervised by probation services annually. Probation services supervise individuals serving community orders, provide offenders with resettlement services while they are in prison (in anticipation of their release) and supervise for a minimum of 12 months all individuals released from prison<sup>6</sup>.

In order to protect the public, probation staff assess and manage the risks that offenders pose to the community. They help to 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 individuals are complying with court requirements, to make sure they abide by their sentence. If offenders fail to comply, probation staff report them to court or request recall to prison.

These services are provided by a publicly owned National Probation Service and by 21 privately owned Community Rehabilitation Companies that provide services under contract.

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

## Local context

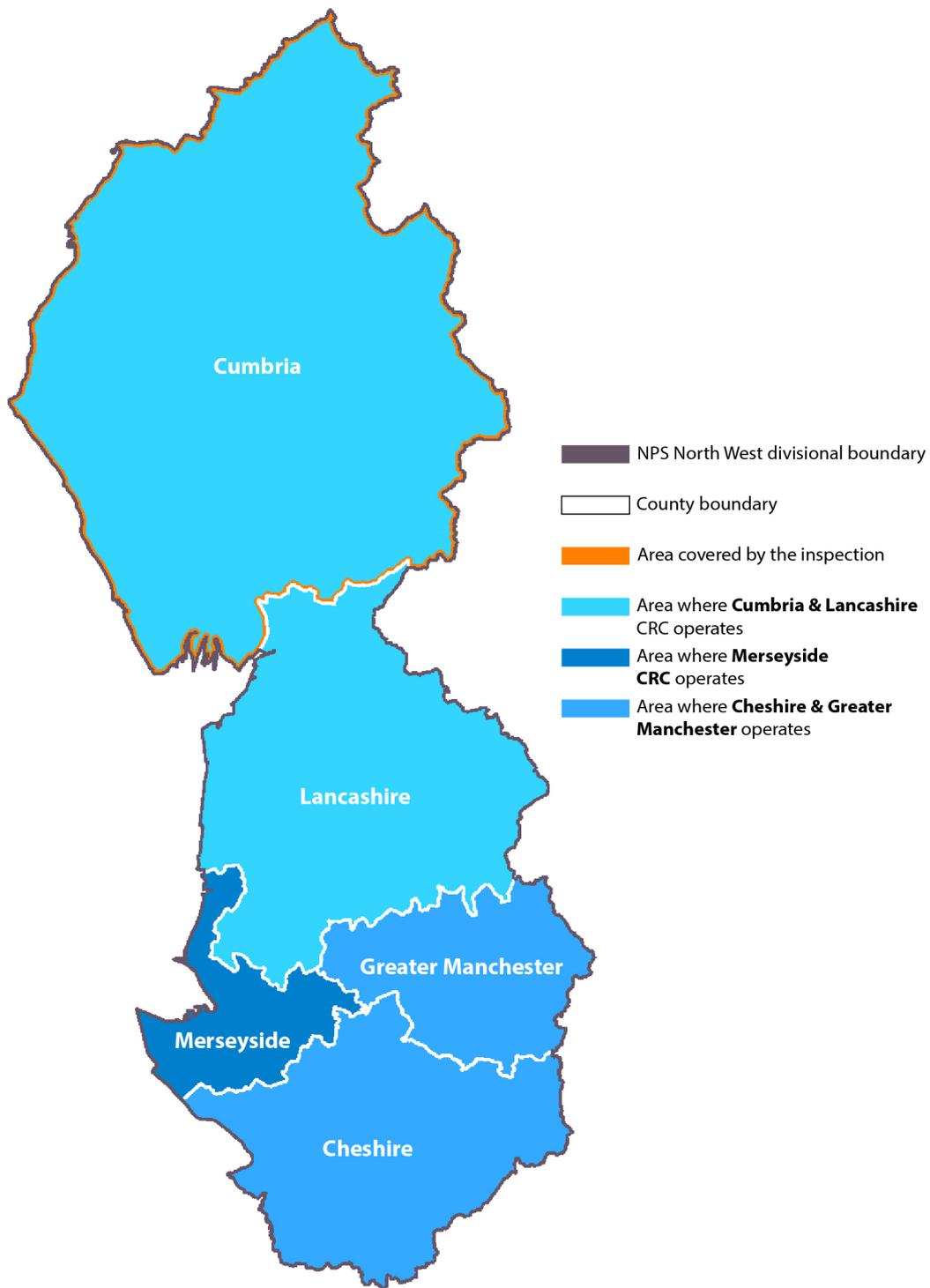
Here we report on probation services delivered in the Cumbria area by the Cumbria & Lancashire CRC and the NPS North West division. Cumbria is a large rural county, bordering Scotland. It encompasses the mountainous Lake District and has a coastal line along the Irish Sea. The topography poses obvious transport challenges, especially when crossing the central section or when travelling to the remote peninsular communities. There is an extensive, but relatively infrequent, bus and train network, and the M6 motorway provides a direct route to the City of Carlisle.

Cumbria is served by one county council and six district councils: Allerdale, Barrow-in-Furness, the City of Carlisle, Copeland, Eden, and South Lakeland. Many of these districts have, over the years, been affected by flooding. The impact of the severe floods in December 2015 is still being felt. The inspected area is coterminous with the Cumbria Police and Crime Commissioner (PCC) area.

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<sup>6</sup> All those sentenced, for offences committed after the implementation of the *Offender Rehabilitation Act 2014*, to more than one day and less than 24 months in custody, are supervised in the community for 12 months post-release. Others serving longer custodial sentences may have longer total periods of supervision on licence.

**Figure 1.1 Map of the NPS North West division overlaid with the CRCs that operate within the same geographical area**



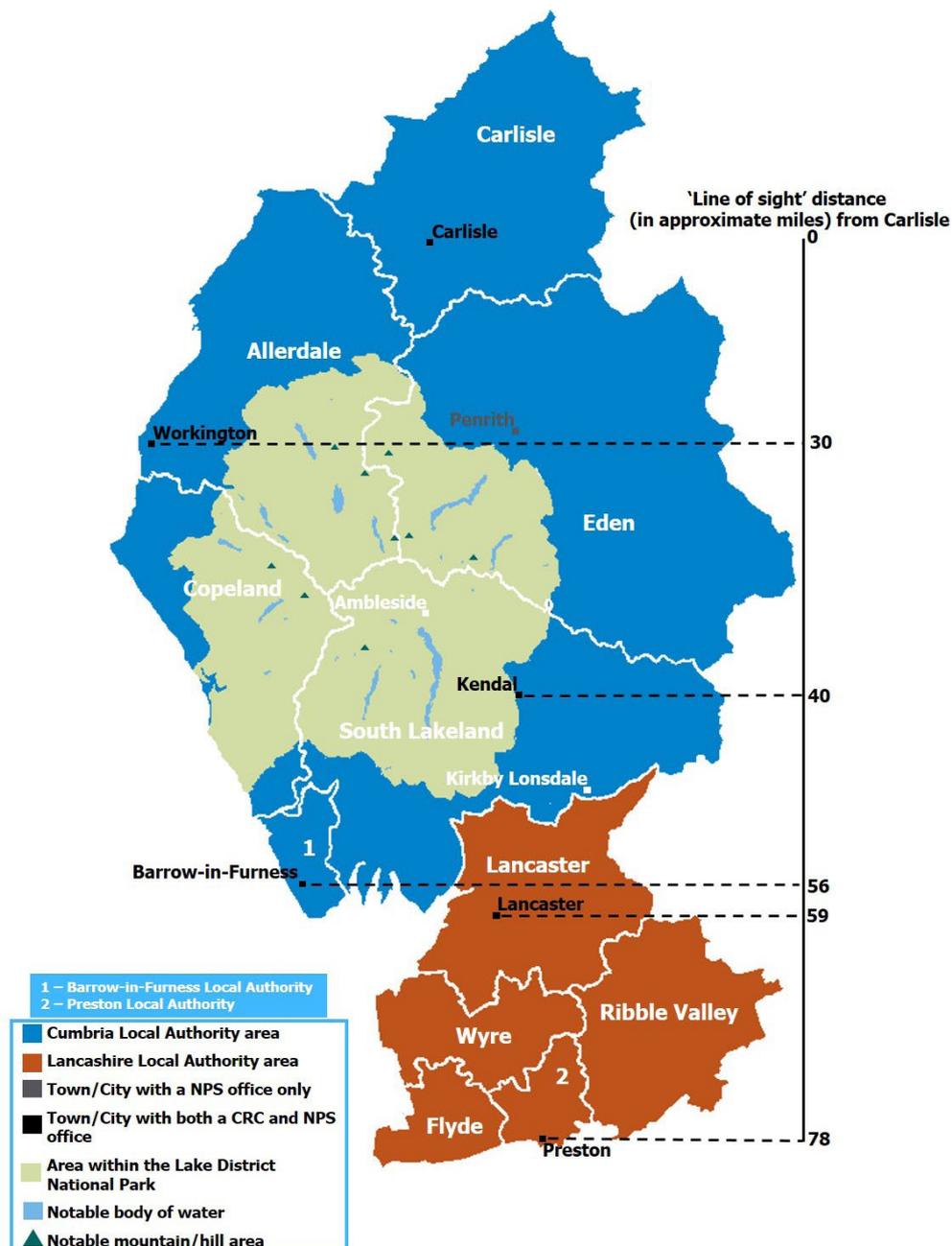
The NPS manages Cumbria as one local delivery unit cluster (LDUC) made up of two LDUs: North & West Cumbria and the separate South Cumbria. Service users report to five offices across the area in Barrow-in-Furness, Carlisle, Kendal, Penrith (open one day a week) and Workington. There are two Crown Courts (Barrow-in-Furness and Carlisle), and the four magistrates' courts have recently been reduced to three, with Kendal having closed in June 2017. The one approved premises (probation

hostel) is located in Carlisle. The only prison, HMP Haverigg, is in the south west of the county.

The CRC covers the two former probation trust areas of Cumbria and Lancashire; the two are now managed as one CRC. Many of the strategic responsibilities for Cumbria are held by managers located in the CRC administrative hub in Preston, Lancashire. Carlisle houses the Cumbrian local management centre (LMC), effectively the CRC's main office. This is supplemented by smaller satellite neighbourhood centres in Barrow-in-Furness, Kendal and Workington. In addition, the CRC manages three attendance centres located in schools and has various unpaid work projects across the county.

**Figure 1.2 Map of Cumbria showing the main geographical features and distances between towns within Cumbria and the northern local authorities of Lancashire**

We provide demographic data and information about the area in Appendix 2. The population of Cumbria was estimated to be almost half a million in 2015. The largest



concentration of people is in Carlisle<sup>7</sup>. Cumbria has a much higher proportion of white British residents (96.5%) than the England and Wales average (80.5%), according to the 2011 census. Unemployment is lower than the English average<sup>8</sup>. Several large companies are based in Cumbria, including the Sellafield nuclear processing site on the west coast and BAE Systems Submarine Solutions in Barrow-in-Furness.

The proven reoffending rate for Cumbria is 24.1%. This is on a par with the England and Wales average of 24%<sup>9</sup>.

Taken as a whole, the risk profile of the caseload is lower than the national average, although violent offending does dominate. Within Cumbria, there is a higher proportion of service users sentenced for sexual offences than in other areas of the country<sup>10</sup>.

The CRC is owned by Sodexo Justice Services, a large private company. With contracts to deliver probation services across six CRCs<sup>11</sup>, it is the third-largest CRC-owning company in the country by number of offenders supervised, with 18% of the of the national caseload<sup>12</sup>. Figure 3.1 (in Appendix 3) shows the locations of the six Sodexo-owned CRCs.

The CRC has met four of the seven performance targets now expected in the most recently published data and is above the national average on six of these measures. The latest monitoring reports<sup>13</sup> for all contract performance measures show it performing well overall when compared to other CRCs.

The NPS North West division is performing well against national targets and when compared to other divisions. It is performing above the national target on 9 of the 11 published measures for which data was available and at or above the national average on 10 of those measures<sup>13</sup>.

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7 Source: United Kingdom population estimates mid-2015, Office for National Statistics, June 2016.

8 Source: Regional labour market statistics, Office for National Statistics, April 2017.

9 Source: Proven Reoffending Statistics Quarterly: July 2014 to June 2015: England & Wales, Ministry of Justice.

10 Source: North West Divisional Caseload Data 2nd April 2017, unpublished, North West Division, NPS.

11 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.

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

13 Source: Community Performance Quarterly Management Information release, Ministry of Justice October to December 2016.

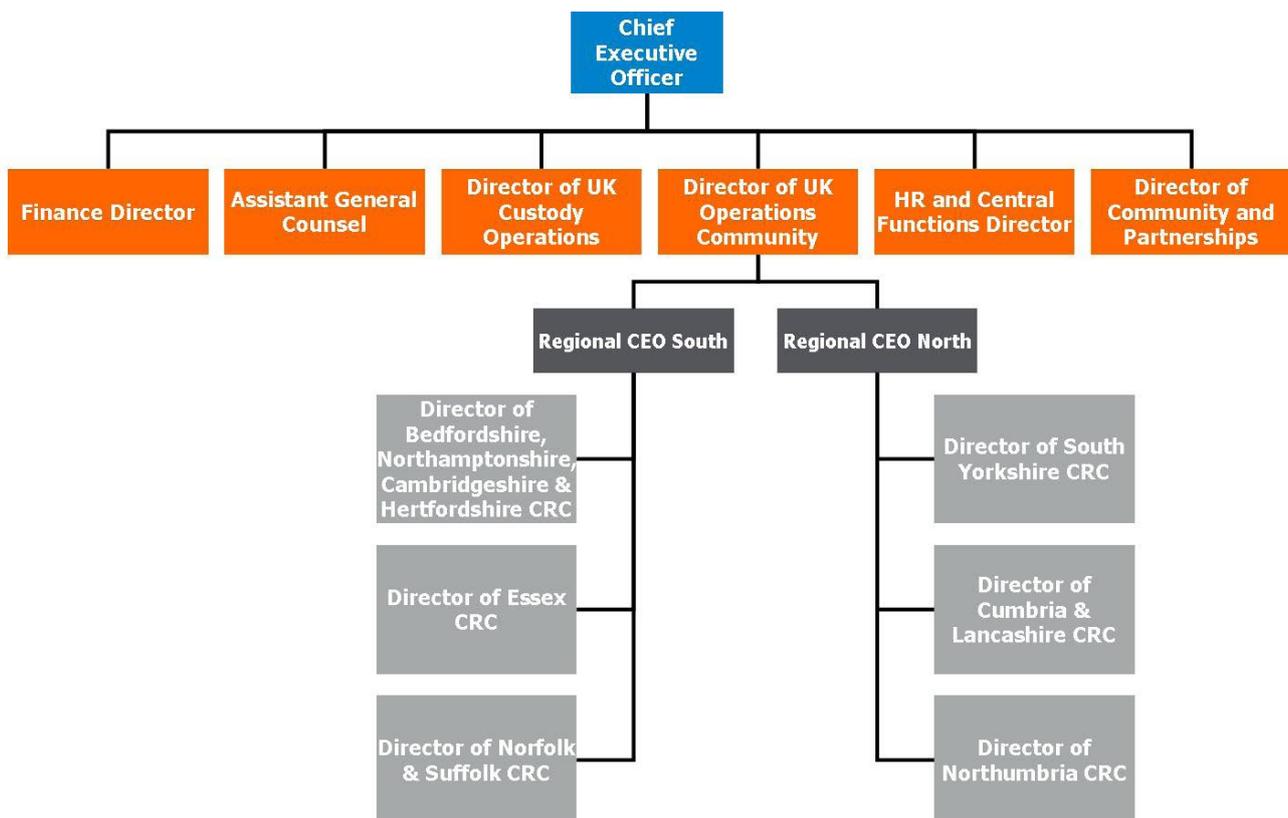
# Organisational arrangements in the CRC

## Governance

The six Sodexo CRCs are organised under two regional Chief Executive Officers (CEOs), who report to one overall Director of UK Operations (Community).

The northern CEO oversees three CRCs: Cumbria & Lancashire; South Yorkshire; and Northumbria. Each of these CRCs is led by a Director, who reports to the northern CEO. Corporate support for finance and human resources is nominally based in Salford and reports to the northern CEO. The Director of UK Operations (Community) – a member of the Sodexo board – makes strategic decisions concerning the operational budget, resources and the operating model. The regional CEO monitors the CRC's performance and sustains close communication with the NPS Probation Divisional Director. The CRC Director has day-to-day management responsibility for the delivery of services. The northern CEO manages the regional budgets and can approve bespoke bids to support local innovation projects.

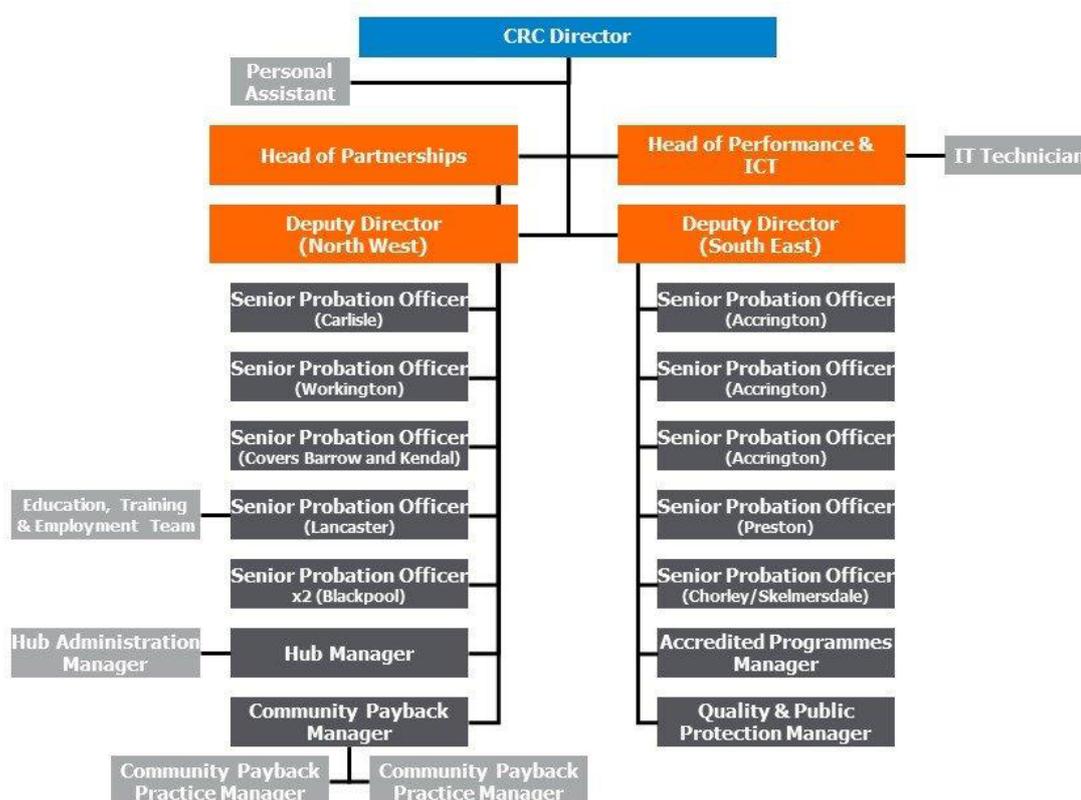
**Figure 1.3 Organogram showing Sodexo Justice Services' UK structure**



*Information source: Sodexo Justice Services UK*

Cumbria & Lancashire CRC's structure (Figure 1.4) is similar to that of other CRCs that we have inspected. The Director in Cumbria & Lancashire CRC has two deputies working to him, one overseeing Cumbria and one-third of Lancashire, while the other oversees the remainder of Lancashire. Together they share CRC-wide leadership responsibilities aligned to their functional roles. The senior management team is located in Preston, co-located with the administrative hub.

**Figure 1.4 Organogram showing Sodexo’s Cumbria & Lancashire CRC structure**



Information source: Sodexo Justice Services UK

## The operating model

Sodexo’s CRC operating model is based on a prioritisation process whereby each service user is assigned to a colour band that determines the amount of resource they will attract<sup>14</sup>. The process of banding cases is supported by an assessment tool, known as Justice Star. The assessment takes into account the Offender Group Reconviction Scale, the risk of serious harm classification and the ‘Closeness to Change’ assessment. Service users can be recategorised, for example after a significant event such as a breach.

At the time of the inspection, the operating model had not been fully implemented in Cumbria & Lancashire CRC, as in other Sodexo-owned CRCs. Implementation depends on the IT-enabled Operational Management System (OMS) and Justice Star being activated. However, this had not happened because of the significant delay in configuring the Ministry of Justice’s (MoJ’s) Strategic Partner Gateway to enable the interface between the national case management system (nDelius) and the CRC’s new operating system. The gateway is critical to ensuring that information can be exchanged safely.

An interim operating model was in place in Cumbria & Lancashire CRC. Responsible officers appreciated that the principles of the model were grounded in desistance concepts and promoted a strengths-based approach to working with service users.

<sup>14</sup> Details of Sodexo’s CRC prioritisation model banding, outlining the minimum support offer for all service users, is shown in Table 13 in Appendix 3.

They understood the colour-banding of cases and the expectations regarding the level and nature of contact required. They saw the role of the contracted service providers within the supply chain as fundamental to the model.

As is the case in other Sodexo CRCs, a centralised administrative hub has been established to act as the single point of contact for all stakeholders and to cover key tasks such as assigning cases, making supervision appointments, allocating individuals to programmes, providing quality assurance and taking enforcement action. Initial misgivings about the hub in Preston appeared to have settled. Practice has become more streamlined, administrative staff vacancies within the hub have been filled and a team ethos has developed.

The hub is also responsible for all service users sentenced to standalone unpaid work orders and those serving longer-term custodial sentences without an imminent release date. Service users undertaking unpaid work receive face-to-face contact from unpaid work supervisors while completing their hours. The function of the hub in these cases is to make the arrangements and promote compliance through additional telephone contact. Tasks that involve managing individuals in custody are usually assigned to responsible officers in the field when the need arises.

A colour-banding exercise took place earlier this year, and a community integration team (CIT) was established to manage the 'green' cases which attract the lowest level of resource. This team is located, for reporting purposes, within the hub and overseen by the hub manager. Within Cumbria, each delivery site has a CIT officer with responsibility for green cases so that, from the service users' point of view, they continue to be supervised locally. Should a green case be reassessed and rebanded, it would pass out of the CIT team to a responsible officer, who in all likelihood would be located within the same office.

Following staff training in December 2016, Justice Star assessments were gradually introduced and responsible officers integrated them enthusiastically into their practice. Other processes associated with the Sodexo model, such as the 'new directions meeting' (a revised, integrated service user induction in place in South Yorkshire, for example), had not yet been adopted in Cumbria. In that regard, the model remains in its infancy in Cumbria.

The programmes team is a CRC-wide resource and offers several interventions, including conflict resolution, safer relationships, emotional resilience and 'Positive Futures' structured one-to-one work. However, we found sparse evidence of these particular interventions being used. Within Cumbria, accredited programmes are limited to Building Better Relationships (BBR) and the Thinking Skills Programme (TSP), both delivered in Carlisle. Referrals to accredited programmes were reported by the CRC management to be low; at the time of the inspection, there were no waiting lists. Cumbrian service users have the option to travel to Preston to undertake programmes. Having just the two locations where programmes are provided (Carlisle and Preston) means that service users are expected to travel long distances.

## Leadership and management

We found focused, well-intentioned senior leaders who were taking a sensible approach to implementing management and organisational structures. Lines of

accountability were clear; however, we considered that the scope of responsibilities left managers overstretched.

Senior leaders were making efforts to maintain the strategic relationships with partners enjoyed by the former Cumbria Probation Trust. However, this was a challenge, since all the senior leadership team were new to Cumbria. The Director attended the Local Criminal Justice and Safer Cumbria partnerships and chaired the Cumbria Reducing Reoffending Board. Leaders had healthy relationships with the PCC's office and other key strategic partners.

For seemingly pragmatic reasons, leaders had decided to delegate ongoing relationship-building with particular partners to middle managers. While there were benefits in involving managers with local knowledge and understanding, it appeared that in places appropriate organisational influence was lacking. There was further work to do to ensure that these partnerships have the anticipated influence on service users' outcomes.

### Available services and involvement of the third sector

While acknowledging particular examples of good practice by partner workers and the CRC's commitment to supporting creative approaches, there were too few service providers. This was exacerbated by the CRC not having accurate data on service users' needs.

The number of third-sector contracted providers within Cumbria was low. One-to-one work was offered by three organisations specialising in mentoring, accommodation, finance and debt advice, and practical advocacy support. In addition, women were given the opportunity to undertake a groupwork programme delivered by one of four organisations.

An education, training and employment advice service was provided by in-house CRC advisors, following the unforeseen collapse of the original supplier. As an alternative to this, responsible officers could use Achieve North West, a co-located organisation that supported service users who met certain criteria to get work-ready. This service was funded directly by Her Majesty's Prison and Probation Service (HMPPS) and the European Social Fund.

The contracted supplier delivering family intervention had recently been withdrawn from the community to focus its resources on Through the Gate provision. This was regretted by staff and service users alike. The CRC was unable to monitor the impact of withdrawing this service, due to inadequate data monitoring systems.

The supply chain organisations exhibited many positive qualities between them, but the level of practice quality, the degree of integration with the CRC and the ability to meet the needs of service users were variable. Turnover of staff was a particular issue, and led to gaps in the availability of provision. This fragility had led to many CRC responsible officers losing trust in the supply chain.

The appropriateness and quality of statutory provision for service users in the areas of substance misuse and mental health were similarly variable. The police coordinator of the Integrated Offender Management (IOM) team reported several examples where service users on the scheme were able to access the support they required. However, the findings from our inspection case sample and discussions with

responsible officers and service users indicated that this was not always the case. It appeared that appropriate services were available to those individuals who were ready and motivated to engage, albeit with waiting times, but that there was an intolerant attitude to those not demonstrating sufficient commitment.

At the time of the inspection, a community-based substance misuse rehabilitation centre, with residential options, had submitted a bid to the Sodexo Innovation Fund with the aim of developing its offer. This service was well connected, particularly within the locality of Barrow-in-Furness. It had experience of working with individuals involved with the criminal justice system.

Our case sample showed that service users were attending a number of programmes provided by social services to improve parenting and relationship skills. Regular liaison between the CRC and social services reinforced service users' skills development and promoted a joint approach to managing risk.

Another third-sector organisation had developed a specialist assessment and support service for individuals with autism. The CRC had supported this work, and several service users had benefited from the facility.

Responsible officers readily accepted the new ways of working (through the supply chain) but were left disappointed. Most were trying to fill the gaps through their own efforts, by sourcing alternative interventions or doing the work themselves.

One responsible officer commented: *"The supply chain is not as it was sold to us... it was meant to be the 'be all and end all' but it is very fragile or just not there... it's not a chain, just a void"*.

Another staff member simply stated: *"It doesn't do what it says on the tin!"*

### Services for women

The CRC had contracted a third-sector provider, Lancashire Women's Centre, to deliver a bespoke service for women across the CRC, which was based on a groupwork model. The rolling eight-week 'Vision' programme covered topics such as confidence-building, problem-solving and maintaining fulfilling relationships. Within Cumbria, delivery had been subcontracted to locally-based organisations in the north and west of the county. This resulted in some variation in practice and differing experiences for service users.

Lancashire Women's Centre was in a contractual relationship with Cumbria's only established women's centre, in Barrow-in-Furness. This ambitious and competent organisation was originally set up with support from the former Cumbria Probation Trust and, at the time of the inspection, was relocating to bigger premises. Staff there had established trusting relationships with probation colleagues. They ran the 'Vision' programme and service users had ready access to a wide holistic service.

Responsible officers were encouraged to arrange inductions and appointments with women service users at the various subcontracted providers' premises. This worked best at the Barrow women's centre and had been more problematic elsewhere. Female-only reporting times were available at the Carlisle LMC, and the flexible

working approach that was encouraged allowed responsible officers to see women service users at other appropriate locations.

The CRC senior management, Lancashire Women's Centre and staff across both the CRC and NPS expressed their dissatisfaction at the lack of holistic provision for women across Cumbria. The development of women's services is a strategic objective within the Safer Cumbria<sup>15</sup> plan. Both the CRC and NPS leadership are seeking to champion the needs of women and influence wider decision-making. There was clearly a commitment to bringing about change, but there were numerous complexities involved. Lancashire Women's Centre had recently been successful in securing money directly from the MoJ 'Whole system approach to female offenders grant funding scheme', to kick-start developments in this area. Efforts to improve women's services across Cumbria are to be applauded.

The numbers successfully completing the full 'Vision' programme indicated that almost all female service users on the CRC caseload had received a relevant and valuable intervention.

### Resettlement services

Cumbria & Lancashire CRC provide Through the Gate services within HMP Haverigg, a training and resettlement prison in Cumbria, and HMP Preston in Lancashire. Most service users from Cumbria who were on remand or serving short-term prison sentences were in HMP Durham, HMP Preston, HMP/YOI Styal or HMP/YOI Low Newton. Despite the distances involved, we saw examples of joined-up working by CRC responsible officers and Through the Gate providers in these prisons.

### Staffing and caseloads

At the point of inspection, no staff survey had been completed. Staff sickness was low. Although overall caseloads were manageable in our view, there was a lack of resilience due to low numbers of staff covering an extensive geographical area.

Staffing reductions had occurred since the inception of the CRC, and administrative roles were centralised in the hub. As of May 2017, the workforce consists of 201.4 (full-time equivalent) employees. This is a staffing reduction of 72 – just over one-quarter of the workforce – since December 2014<sup>16</sup>. All but 3.5 of these posts are classed as 'front-line'. Target staffing figures have been provisionally increased following recent commercial discussions with the MoJ.

The CRC caseload for Cumbrian service users, including those managed via the hub, stands at 1,533. 15.8% of these service users are female<sup>17</sup>.

Responsible officers indicated that they were managing a relatively large number of cases. Generally, they felt that numbers had reduced over the past six months. Senior managers said that the average caseload was 46.5 cases, but the average calculated by the officers we spoke to was 65 cases. Several staff felt that they

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15 Safer Cumbria is a local partnership encompassing the Domestic Violence Board, the Safer and Stronger Thematic Partnership and the Criminal Justice Board.

16 Source: Staffing breakdown document compiled by Cumbria & Lancashire CRC for HMI Probation inspection, May 2017.

17 Source: Overview of caseload document compiled by Cumbria & Lancashire CRC for HMI Probation, May 2017.

were “*always chasing their tail*” and a number bemoaned the lack of variety in the work, with domestic abuse and safeguarding issues dominating.

The main concern of responsible officers was the impact that they felt the small supply chain was having on their workload. In the absence of contracted services, they engaged in work themselves to meet service users’ needs. Similarly, the limited availability of programmes resulted in several officers commenting that they had to deliver complete programmes of work designed for groups, one-to-one.

### Working environment

The Carlisle LMC is located in the former trust’s operational office and is shared with the NPS. Each organisation occupies a floor, and they share the reception area, ground floor interview and groupwork rooms and a staff conference room. The building has a modern, functional feel, with a bright, spacious atrium-style reception and waiting area decorated with appropriate posters and information. There are plans to divide the building vertically, roughly down the middle, providing the CRC with a separate entrance. The internal layout is to be altered to provide open-plan booths, but the start date for the building work has been delayed temporarily.

The CRC moved out of the other NPS buildings in 2016, into two neighbourhood centres located in Barrow-in-Furness and Workington. The layout of these offices was similar: both were in former shops refitted to accommodate an open-plan waiting area, with Sodexo booths for interviewing service users. Workington had the benefit of a separate interview room, but this was located on the first floor with only one accessible stairwell. Staff had to take turns working at a desk in the corner of the main room, in the vicinity of the booths, to answer the door intercom and provide an additional presence when colleagues were interviewing. We were told by the team manager that the decision had been made to recruit staff to undertake reception duties, and newly appointed employees were due to start work soon. The separate upstairs staff area was clinical, open-plan and had a hot-desking arrangement that staff said became overcrowded when partners were on site. One partnership worker described the way staff had to vie for space as “*absolute carnage*”.

We were concerned that the working environment in these neighbourhood centres was unsuitable for people with disabilities, and unsafe.

An additional CRC neighbourhood centre was more recently established in Kendal, in a multi-functional building cohabited by a range of other organisations. It consisted of one small room with two desks. The aim of the estates strategy was to encourage flexible working and home visiting. Responsible officers were encouraged to find appropriate local facilities to see service users. We visited cafés and a library frequented by staff for these purposes. Staff said that, while the option to see service users in such neutral locations had merit, the reality has been difficult. Seeing one case tended to take more time and was not supported with a budget, resulting in responsible officers having to buy drinks for themselves and often service users.

We have previously commented on the challenges experienced by responsible officers when trying to undertake confidential and sensitive work in the booth environment. We observed similar frustrations in Cumbria. Staff told us that they had raised their concerns with managers and registered difficult experiences of

interviewing in the booths through 'hazard' reporting on their IT system. Teams had also tried to devise their own informal 'booth etiquette' to try and improve matters. We experienced at first hand the frequent interruptions and distractions, with staff moving around the room to find a mobile telephone signal to take calls, members of the public banging on the windows, and on one occasion a workman walking directly through the area to use the only door. Staff commented:

*“The office booths are appalling! They create issues of confidentiality, trust, openness, and relationship building”.*

*“You can't have conversations about intimate issues”.*

**Figure 1.5** The outside entrance to the CRC's neighbourhood centre in Barrow-in-Furness



**Figure 1.6** Booths in the CRC's neighbourhood centre in Barrow-in-Furness



Staff had been provided with laptops, mobile telephones, Wi-Fi and personal alarms. There had been some difficulties with the equipment and, while recent installations of a network wire, printer and scanner in some locations were welcomed, some staff continued to experience problems.

### Quality assurance

The CRC had a practice development unit managed by a senior probation officer (SPO) overseeing 2.75 full-time equivalent probation officers (POs) and a probation services officer (PSO). The team undertook targeted quality assurance audits and practice development work such as staff coaching, and delivered workshops or briefings on a range of themes. They had developed practice guidance documents, accessible to staff on the intranet, and contributed to the recent development of the new Sodexo practice standards, which were launched at the time of our inspection. Staff's initial impression of the practice standards was mixed, with comments varying from

*“they are ridiculous... too process-driven rather than being about professional judgement” to “I think the standards will provide clarity and give us something to work to”.*

The SPO was also responsible for sharing learning from serious case reviews across the CRC and responding to other formal inspections and reviews. If particular learning and skills needs were identified through the quality assurance mechanisms, then LAURUS Development, a professional training organisation that is part of the CRC’s supply chain, was commissioned to develop and deliver bespoke courses. The CRC and LAURUS Development were also working together in partnership to deliver vocational qualifications in community rehabilitation for selected staff. Staff undertaking this training told us they valued the opportunity for professional development.

The CRC performance team, driven by commercial concerns, closely scrutinised particular areas of practice. Technically, performance was being managed well but the delivery of key messages to staff had sometimes been blunt. Culturally, this had been a challenge for some staff, who had felt overwhelmed or disengaged from what they described as *“being bombarded by impersonal emails”* on matters related to service level targets. It appeared that the senior management team still had some way to go in getting the balance right between accountability and quality development in order to keep staff motivated.

## Organisational arrangements in the NPS

The NPS is a relatively new national, regionalised organisation. Operational services are delivered in-house, save for those commissioned from the CRC. Staff are drawn mainly from the former probation trusts. The NPS is part-way through an ambitious programme, known as E3<sup>18</sup>, to standardise processes nationally.

### Leadership and management

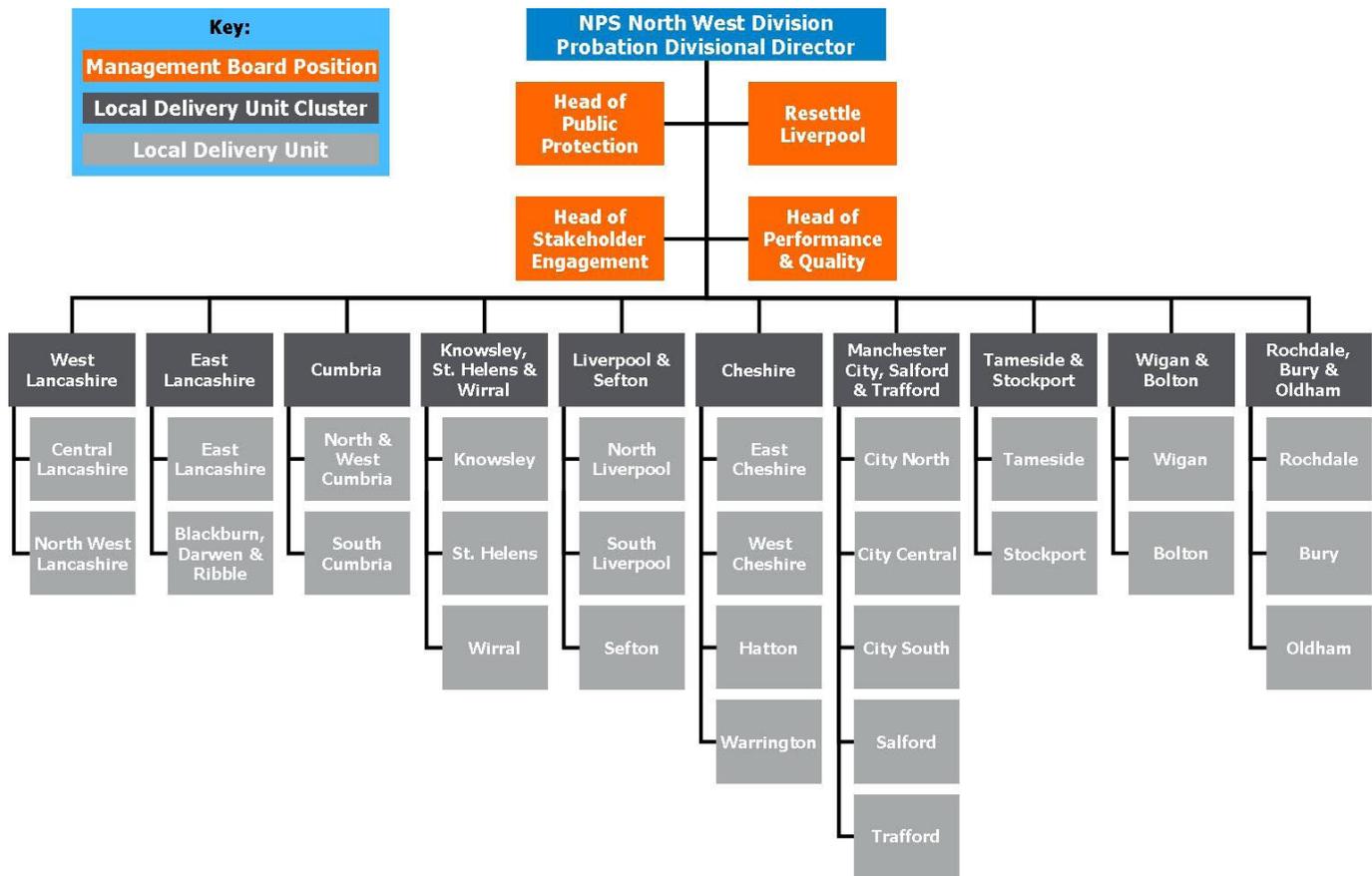
Cumbria forms part of the North West division of the NPS. It is led by a Probation Divisional Director, who has a wide span of managerial control: 28 LDUs and 4 further operational units, including 15 approved premises and seconded prison staff. As indicated in our Quality & Impact inspection report on Greater Manchester<sup>19</sup>, the leadership team within the North West had a good grasp of the strategic challenges facing the division, and had sound processes and protocols in place to support the organisation. The Divisional Director was aware that the geographical location of Cumbria can make it feel disconnected from other parts of the division. Because of this, the senior management sought to increase their visibility through regular visits to the county.

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18 National Probation Service (2016) E3 Operating Model (Effectiveness, Efficiency and Excellence).

19 *Quality & Impact inspection: The effectiveness of probation work in Greater Manchester* (HMI Probation, February 2017).

**Figure 1.7 Organogram showing NPS North West divisional structure**

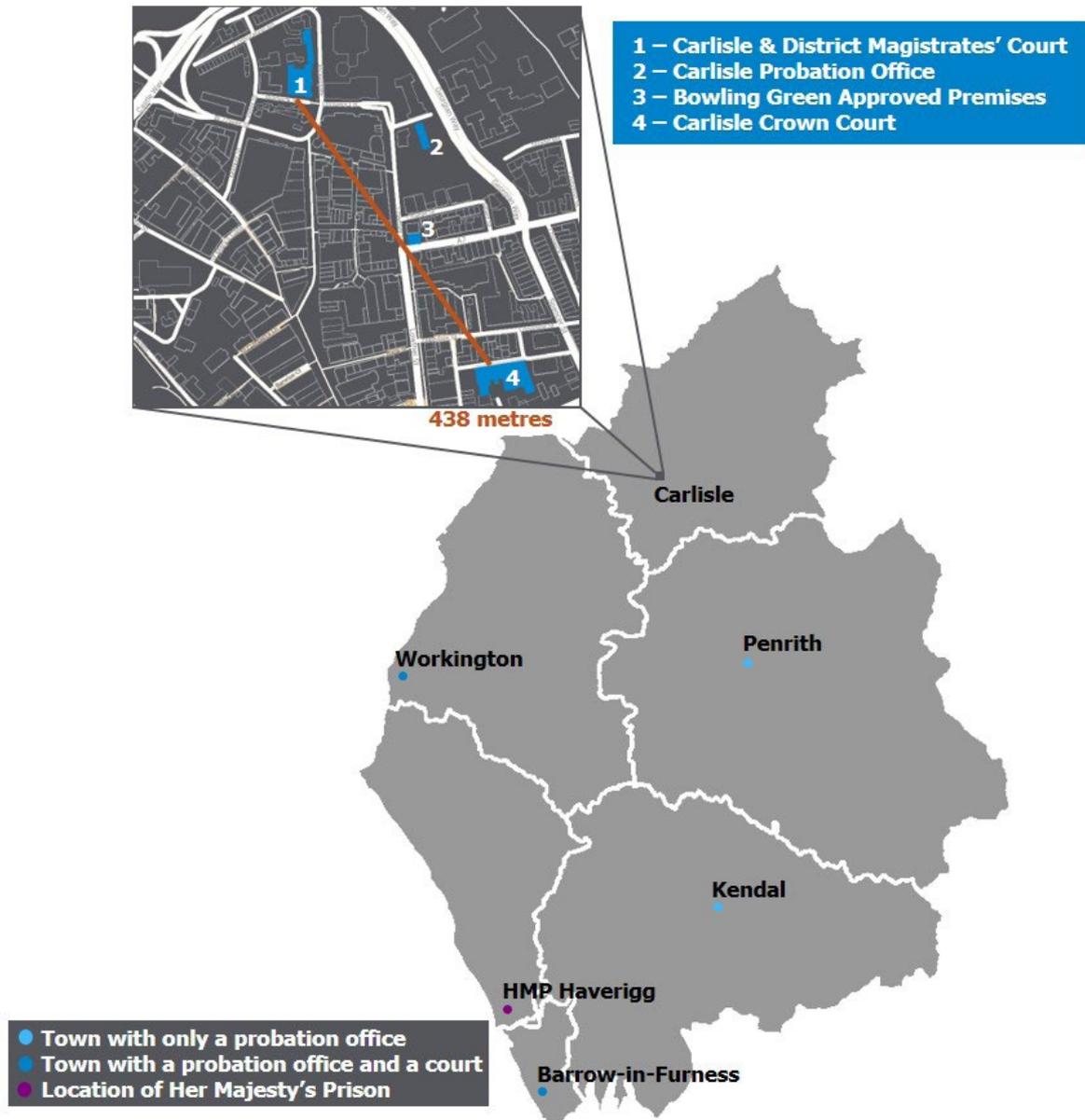


Information source: National Probation Service

Cumbria LDUC, the smallest in the division in terms of volume of cases, is led by one senior manager. The LDU head is responsible for the strategic relationships with local partnership forums, including the PCC, Safer Cumbria partnership and Local Safeguarding Children Boards and Adult Safeguarding Boards. Additionally, the LDU head has lead responsibility for several themes across the division, including women, foreign national offenders, youth and transitions cases and diversity. The divisional senior leadership team works collaboratively and had recently completed an evaluation exercise on each LDU head’s areas of control and responsibility, in order to distribute the work evenly. Management cluster meetings were held each month. Weekly calls to discuss attendance management issues took place with human resource specialists, aimed at promoting consistency of approach and support for managers.

The geography of Cumbria and distribution of staff meant that teams were small. Middle managers had multiple lead responsibilities and could be covering more than one site, considerable distances apart. Regular telephone contact and meetings took place between the management team and across the cluster to limit the potential for middle managers to feel isolated.

**Figure 1.8 Map showing the locations of NPS office sites, courts, approved premises and HMP Haverigg**



### Staffing and caseloads

At the time of the inspection, the NPS had 55 full-time equivalent staff in Cumbria<sup>20</sup>. Under E3, the staffing complement will be increased by a further 3.2 full-time equivalent POs. Specialist roles usually form part of an officer's workload; these include: Youth Offending Service transitions officers, victim liaison officers, personality disorder lead roles, 'women concentrators'<sup>21</sup> and court staff.

<sup>20</sup> Cumbria establishment figures document compiled by NPS for HMIP inspection, May 2017.

<sup>21</sup> Women concentrators is a term used by the NPS in Cumbria to refer to responsible officers who are effectively specialist women's champions.

The national workload management tool indicated an average workload of between 100% and 125%. This equates to a PO holding approximately 45 cases. Over two-thirds of responsible officers we spoke to stated that their workload was having a negative impact on the case that we were inspecting or others they were managing. This was a higher proportion than we have found on other NPS inspections. Staff experience of the workload varied, with several individuals commenting that they found it manageable. For others, it was a concern:

*“I work very hard and well over my hours. I am happy to do that but am finding it more and more difficult. My caseload is mostly made up of high-risk cases and I need space to make sure I’m doing things right”.*

*“There is a lot of pressure; some medium-risk cases do not receive the attention they require and that’s a worry”.*

Middle managers’ workload was not visible on the workload management tool, but it was generally perceived by both managers and the wider staff group to be high. Responsible officers expressed the view that line managers were under pressure from a range of responsibilities, and that this had an impact on their ability to supervise staff.

There was a lack of built-in resilience within the staffing structure. The NPS staff group was experienced and stable. Overall, staff sickness was low. However, the impact of absent staff, whether due to sickness, maternity leave, training or attending meetings off-site, appeared to be having a disproportionate effect on colleagues. Recruitment and training were managed centrally, but the senior team were aware of the particular staffing needs in Cumbria and were trying various strategies to improve the situation. Many of these plans would take time to come to fruition. Meanwhile, more creative ways were needed to manage the complex workload using current resources.

Learning and development opportunities were perceived by responsible officers to be lacking. Many staff wistfully compared the current training provision to that available before *Transforming Rehabilitation*. The organisation’s online training required staff to each take a turn using the allocated office ‘chrome book’. It was not the preferred learning style of many staff, and they were left dissatisfied. Few training opportunities were provided within the county, with staff required to attend events elsewhere in the division, such as Manchester. Staff felt that reflective practice associated with the Skills for Effective Engagement, Development and Supervision (SEEDS) strategy had waned and was missed. The recent appointment of a quality development officer, part of the divisional performance and quality team but based in Cumbria, was welcomed enthusiastically by staff and managers.

## Available services

The accredited Northumbria Sex Offenders Group Programme was run regularly in Carlisle and occasionally in Kendal. The facilitators were experienced and well organised, and service users' feedback about the content and delivery was positive. Completion rates were high. The session that we observed was delivered sensitively, and the group supported and challenged one another when appropriate. The main issue, as with the CRC-accredited programmes, was the distance that service users had to travel to attend a group.

Circles of Support and Accountability are delivered under the banner of Circles North West and provided in Cumbria by Cumbria Reducing Reoffending Partnership Trust (CROPT). This project is funded partly through legacy grants from the former probation trusts together with a Big Lottery Fund Award, and provides a locally-based network of volunteers to help integrate a small number of sexual offenders into the community. We observed one such circle meeting with a service user who had committed offences of rape against children in his family. The volunteers were respectful, appropriately curious and willing to provide practical advice. They had a clear focus on public protection. CROPT also offers a 12-session programme for sexual offenders to which NPS staff told us that they had referred service users.

The main services being accessed from the CRC were unpaid work and the domestic abuse accredited programme, BBR. The accredited TSP was available but under-used. On occasion, staff referred service users to specialist services offered directly by the CRC and their supply chain providers via the rate card. NPS staff shared the frustrations of their CRC colleagues regarding the small supply chain and restricted services on offer.

The NPS was purchasing a one-to-one non-accredited programme, 'Positive Futures', from the CRC. Service users' feedback on this intervention was positive, but it was under-used by the NPS.

Many NPS service users experienced problems in accessing substance misuse services. The generic provision available in the county did not appear to be addressing their needs. The NPS and CRC were collaborating to resolve the issue, but at the point of inspection a satisfactory solution had yet to be found. NPS managers recognised that responsible officers needed a clear steer on how to manage these cases and that more creative approaches were necessary.

## Services for women

As elsewhere, the number of women on the NPS caseload was low. They were offered the opportunity to have a female responsible officer, were able to attend women-only reporting times and were referred, as appropriate, to the women's 'Vision' programme delivered by the CRC. Among the female responsible officers, there were a number of 'women concentrators', who sought to apply an adapted and flexible approach to meeting the needs of women service users.

## Working environment

The NPS offices are spread across the county in various styles of building. The Carlisle office is shared with the CRC and is situated in the same grounds as the

approved premises. Other offices include a converted house and an old mill. All are reasonably well located, although not necessarily easy to find. A decision had been made to keep the Penrith office open once a week, to limit journey times for those service users who live in this most rural of locations. Offices are accessible to those with disabilities, and safety measures are in place. Home visits are undertaken with appropriate precautions.

**Figure 1.9** Entrance to Carlisle National Probation Service Office and CRC Local Management Centre



Staff are adequately equipped with IT hardware, although complaints about the processing speed and reliability are common. Promises of new equipment arriving in the coming months have been made by HMPPS.

Pool cars are available for staff to use which, while few in number, reduce the burden of travelling substantial distances to attend work-related meetings. During our inspection, staff shared their experiences of using the pool cars, for example to travel between Workington magistrates' court and Carlisle magistrates' court during a period of renovation.

### Quality assurance

Quality assurance measures within Cumbria were similar to what we have seen elsewhere in the NPS. A divisional performance and quality manager maintained strategic oversight across the North West division and monitored the performance of the LDUCs. The recent recruitment of divisional quality development officers will mean that better support can be given to LDUs to improve and promote good practice. Senior managers with specific subject responsibilities drove developments in practice in their subject areas. Cross-grade learning groups looked at particular

issues, such as compliance, and shared good practice. A menu of mini-workshops on a range of themes, 'Litebites', had recently been made available to staff.

The LDU head was responsible for day-to-day monitoring of performance and quality, working together with the middle management team. Management oversight procedure meetings had been introduced in Cumbria, which focused on reviewing risk management plans and risk-related decision-making. Practitioners' experience of these meetings was variable, but on balance they were regarded as being a helpful accountability forum. Staff received supervision from line managers but commented that they would like more time for reflective discussion.

*"I can approach my manager informally but management oversight itself is at a basic level. It feels like a process rather than actually being about managing cases well".*

Staff valued input from their line managers but felt that the middle managers were overstretched. Within the case sample, management oversight had been judged to support responsible officers in achieving service users' outcomes in just one-third of cases.

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# **3. An evaluation of the quality of probation services in Cumbria**

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

# Protecting the public

## CRC effectiveness

The quality of CRC work was good and victims were protected, particularly in the area of child safeguarding. Public protection policies and procedures were well understood and appropriate interventions were actively applied by highly skilled staff. There was strong commitment by strategic managers to protecting the public and relationships with statutory partners were purposeful.

### Assessment and planning

In almost all of the inspected cases the assessment of risk of harm was sufficient. Planning was satisfactory in the large majority of cases and in almost all where there was a risk of harm to children. Timely police checks and communication with children's social care services supported the assessment process. There was an appropriate focus on the protection of potential victims within assessments and plans to manage the risk of harm appropriately. These are the strongest inspection results we have seen within a CRC to date. The following case illustrates the high quality of the work:

**Good practice example:** *Jamie, a 19-year-old convicted of offences of harassment, public order and resisting arrest, had been released on licence and post-sentence supervision (PSS). He was also subject to a number of civil orders and an exclusion zone.*

*The responsible officer completed a thorough assessment to understand the risks that he presented, the triggers to his offending and the protective factors needing support. Jamie's offending coincided with his decision to stop taking his attention deficit hyperactivity disorder medication. The responsible officer involved Jamie in the sentence-planning process and worked hard to motivate him to address his offending behaviour. A holistic approach was taken, and the responsible officer had engaged with a number of partnership workers and Jamie's family.*

*Jamie is now taking his medication once more. Work has been undertaken to improve family relationships and increase victim awareness. Future planning includes involving a mentor and exploring education, training and employment options.*

### Delivery

The work undertaken by responsible officers was sufficiently focused on protecting those at risk of harm in most cases. The diligence and commitment of staff in consistently giving direct attention to matters of public protection was unlike the work we have seen elsewhere.

**Good practice example:** Neil had a significant history of domestic abuse against his ex-partner and his mother. He was completing a community order with a 30-day rehabilitation activity requirement (RAR), and had completed the electronic curfew requirement. Neil had a mental health diagnosis for anxiety and was living in supported accommodation, where he was linked with a key worker.

The responsible officer had carefully planned the work and was over two-thirds of the way through delivering the Lancashire Safer Relationships programme on a one-to-one basis. They made regular checks with the police, children's social care services and mental health services in order to monitor his progress. They also worked closely with the keyworker to help Neil reduce and manage his risks.

Neil had stopped drinking and was no longer pursuing contact with his daughter, which avoided an escalation of risk.

Where services were delivered by contract providers and partners, sufficient focus was given to protecting those at risk of harm in well over three-quarters of cases. There was good communication between the responsible officer and others working with service users. The CRC was particularly proactive in liaising with others when child safeguarding concerns were present.

The delivery of BBR to address domestic abuse was undertaken by an engaging and skilled programmes team. Feedback on the content and the delivery of the programme was positive. BBR delivery locations were in Carlisle and Preston, which required many Cumbria service users to travel substantial distances via multiple forms of transport. This could be off-putting to responsible officers who wanted to refer and to service users who wanted to attend. We found numerous instances of individuals travelling more than two hours each way to attend a group. Service users attending evening groups were often not getting home until almost midnight. Comments we received from service users about transport arrangements suggested that this was their single biggest concern and a cause of some distraction when participating in the group work.

*“It takes me so long to get here that I’m out for the whole day... I’m always worried about whether I will miss the train home... I literally am running to catch it as soon as the group’s over”.*

For those who did start the programme, successful completion rates were high.

### Reviewing progress

Sufficient reviews of progress in managing risk of harm had taken place in over two-thirds of cases sampled. Notably, in the large majority of inspected cases (80%) responsible officers responded to changing circumstances by making

suitable adjustments to plans and work delivered. This responsiveness by staff was significantly higher than we have seen elsewhere in both CRC and NPS sites.

### Impact and potential impact

Responsible officers had taken reasonable action to keep to a minimum the service user’s risk of harm to others in the large majority of cases, as had partners. Contracted providers had taken reasonable action in almost three-quarters of relevant cases.

Overall, we judged that in most cases individuals were making sufficient progress in minimising their risk of serious harm to others. Significantly, almost every case where there was a potential risk to children was making good progress.

**Table 1: Enablers and barriers for the CRC relating to the inspection domain of protecting the public.**

Enablers		Barriers	
1.	Responsible officers made timely and responsive assessments which focused on public protection. Overall, they were diligent in managing and minimising risk of harm.	1.	There was only limited access to appropriate interventions aimed at tackling risk of harm.
2.	The CRC was committed to safeguarding children.		

### NPS effectiveness

The quality of NPS work was generally good. Initial assessments focused strongly on identifying the full range of potential risks. Planning paid appropriate attention to matters of public protection. However, practice was a little inconsistent across the area – as we have often found in other NPS areas. Weaknesses included the classification of risk: while the majority of the 16 cases inspected had been identified at the correct risk level, in 3 the level of risk had been assessed too high in our view.

### Allocating cases

All bar one of the cases inspected were allocated to the correct organisation. We observed the Risk of Serious Recidivism calculation and Case Allocation System being applied well in court. During the allocation process, appropriate enquiries were made with the police and other statutory agencies. Information was generally returned from these agencies efficiently, for example that relating to police domestic abuse call-outs.

## Assessment and planning

The quality of assessment was good in all cases where there was a potential risk to the public or to children. There was a sufficient plan to address these potential risks in the large majority of cases inspected.

Offender Assessment System (OASys) assessments were underpinned by other specialised assessments geared towards managing risk, including the risk matrix 2000 and the active risk management system assessment.

## Delivery

The work delivered by the responsible officers was sufficiently focused on protecting those at risk of harm in more than two-thirds of cases. This is similar to the average seen in other NPS areas. A small number of service users were working with contracted providers, and almost half of the case sample was involved with a partner organisation. These organisations were sufficiently focused on protecting those at risk from the service user in more than three-quarters of cases.

## MAPPA

Fourteen of the sixteen cases inspected were MAPPA-eligible, with one of these being managed at Level 2, requiring multi-agency input. All bar one had been identified at the correct MAPPA level. MAPPA sufficiently contributed to keeping people safe in the one case in the sample managed at Level 2.

Cumbria had a dedicated team of administrators and well-established, effective processes for administering ViSOR. Virtually every NPS case in Cumbria had a ViSOR record, as it was either MAPPA-eligible or the service user presented a high risk of serious harm.

There were no identified issues relating to gangs within the caseload in Cumbria. Service users with gang-related issues who were from outside the area were occasionally placed in the local approved premises.

We attended a MAPPA Level 3 meeting and were satisfied with what we observed.

**Good practice example:** *The MAPPA Level 3 meeting considered a Category 2 prisoner who was due for an oral parole hearing at the end of the following month. Attendance from multi-agency partners was excellent, with all relevant parties present. The meeting was well led.*

*The panel members used the 'Four Pillars of Risk Management'<sup>22</sup> framework to reach decisions about risk, levels of supervision, monitoring, control, victim safety and the service user's diversity needs. This informed the risk management plan. The service user's health needs were considered sensitively and the group made some good progress in improving potential outcomes for the service user. Partners were given clear instructions about their responsibility. Safeguarding and public protection risks were considered appropriately.*

*The meeting concluded that the classification should remain at Level 3. We agreed with this classification.*

22 The Four Pillars of Risk Management is an approach to the planning and delivery of risk management developed by Professor Hazel Kemshall at De Montford University. The model is based on the four pillars of Supervision, Monitoring & Control, Interventions & Treatment and Victim Safety Planning.

We did not see any NPS integrated offender management (IOM) cases within our sample. Cumbria's approach to IOM has recently been refreshed. The eligibility criteria have been widened, which will lead to more opportunities for the NPS to work closely with multi-agency partners under the scheme.

### Reviewing progress

Reviews against the outcome priorities designed to manage risk of harm were sufficient in almost three-quarters of cases. Other reviewed plans were simply a repeat of the initial plan. Responsible officers responded appropriately to changing circumstances in less than half of the relevant cases, however. This lack of adjustment is weaker than we have seen in similar areas. Overall, responsible officers were taking all reasonable action to minimise the risk of harm posed to others in just over two-thirds of cases. This was not good enough.

More than half of staff interviewed indicated that workload was having a negative impact on their ability to assist the service user to achieve positive outcomes. Within staff focus groups, high workloads were cited as the reason why formally reviewing cases and recording this properly was not always happening. Staff accepted that adjustments to planned intervention could be better.

### Impact and potential impact

The level of progress made in minimising the risk of harm posed by service users was variable across the different types of potential victim. The large majority of service users who posed a risk of harm to children were making sufficient progress, as in the following case:

**Good practice example:** *Giles was a 25-year-old given a suspended sentence order for sexual offences, including breaching a Sexual Offences Prevention Order by having contact with a young child. The assessment prepared by the responsible officer had used information from a range of agencies. The richness in detail was exceptional and provided a very clear explanation of the root causes of his offending behaviour. This supported the production of a meaningful and individualised plan to which Giles had been invited to contribute.*

*The delivery of interventions, including both group work and one-to-one sessions, was consistently good. The responsible officer had obtained regular feedback from partners involved in delivering the agreed interventions. This supported effective reviews of work.*

*Public protection and safeguarding work was done well. MAPPA meetings were meaningful; clear actions and those responsible for these actions were identified. Information from several agencies was properly considered and contingencies were identified.*

*Safeguarding interventions, facilitated by good liaison with children's social care services, made sure that the child was kept safe from harm.*

The risk was being minimised in almost three-quarters of cases where there was a potential known adult victim. Less than two-thirds of individuals were making sufficient progress in relation to protecting the public, however. This was below average compared with other NPS areas that we have inspected.

**Poor practice example:** *Ben had a long history of violence, often involving women, some of whom he had been in a relationship with. He received a five-year prison sentence for assaults on different women on three different occasions, which included stabbing someone at a party several times and using a bottle as a weapon.*

*The responsible officer received a call that Ben had formed a relationship with a woman who was known to be vulnerable and chaotic and that she had been staying at his address. An incident had occurred in which Ben had hit her over the head with a bottle. Police and children’s social care services were alerted and their enquiries revealed that the daughter of the female had been taken into care.*

*Ben had not informed his responsible officer of this relationship, despite this being a specific licence condition. Although Ben was issued with a written warning, no home visit was undertaken and the responsible officer remained unclear about the status of Ben’s relationship with this woman.*

*The responsible officer was due to begin annual leave, so made the team manager aware of Ben’s reported violent behaviour, the breach of licence condition and written warning. But the manager’s involvement had not been recorded. Ben subsequently reported to the duty officer.*

*The response to clear indications that the risk of harm was escalating was passive.*

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

Enablers		Barriers	
1.	Good-quality initial assessments focused on risk of harm.	1.	Responsible officers did not always respond appropriately to changing circumstances in relation to risk of harm.
2.	Effective MAPPAs and the systematic use of ViSOR supported the management of risk.	2.	Structured interventions to address risk of harm were in short supply.

## The CRC and NPS working together

There were friendly and professional working relationships between the CRC and NPS. Clear processes supported effective communication. Senior management presence from both organisations at the Safer Cumbria partnership promoted a system-wide focus on public protection.

### Risk escalation

We did not inspect any cases which had been reallocated back to the NPS from the CRC, in line with risk escalation processes. It was reported to us, by middle managers, that formal risk escalation of cases was a rare occurrence. Staff were fully aware of the relevant protocols and processes should the need arise. The CRC had delivered staff training on managing risk relatively recently. The training focused on the issues that should be considered at the point at which a case would need to be escalated. It had been well received.

### Recall

Both organisations were following national probation instructions and good practice guidance when making decisions on whether to recall service users. Some staff indicated that they were worried that they were being asked to avoid recall but we found that guidance on alternatives to recall was being used appropriately and there were no particular concerns. The following example demonstrates a prompt and appropriate recall decision being taken on an NPS case:

**Good practice example:** *Ahmed had originally been sentenced to a suspended sentence order for an offence of affray. The victims included his partner, a neighbour and a young child.*

*Ahmed failed to keep his initial appointment following sentence. Attempts were made to engage him but he did not cooperate. Given his history of non-compliance and misuse of various substances, including 'spice', he was breached and the suspended sentence order was activated.*

*He was later released on PSS licence, but his living arrangements were not clear. Considerable effort, and contact with an out-of-area probation division, was made to monitor Ahmed's whereabouts. It became clear that he was not complying with his licence conditions.*

*Ahmed's risk of serious harm was appropriately reviewed, given his change in circumstances, and raised to high. He was recalled to custody. This ensured that his partner was protected and he was able to receive interventions to manage his substance misuse.*

## Restorative justice

Three dual-role NPS victim liaison officers worked across Cumbria, managed divisionally from Liverpool. These were responsible for contact with statutory victims and a number of discretionary victims. They worked in partnership on a small number of cases with Remedi, an organisation commissioned by the PCC to deliver restorative justice interventions. This service was also being used, but only sporadically, by the CRC, with only a handful of CRC service users involved in restorative justice. At the time of the inspection, contact between service users and their victims was via letter. Face-to-face conferencing was an aspiration for the future.

## Cross-border work

The proximity to the Scottish border results in a regular flow of service users crossing the different legal jurisdictions in both directions. Probation workers in Cumbria are experienced in liaising with Scottish criminal justice workers over particular service users. Both the CRC and NPS have protocols in place to deal appropriately and proportionately with these situations as they arise. We noted effective information exchanges across the border to support risk management in relation to ongoing child safeguarding concerns.

**Table 3: Enablers for the CRC and NPS working together relating to the inspection domain of protecting the public.**

Enablers	
1.	Relationships at a senior level were cooperative and focused on facilitating public protection.
2.	Policies and processes relating to public protection were well understood by staff in both organisations.

*Note: For the domain of protecting the public there were no identified barriers found for the CRC and NPS working together.*

# Reducing reoffending

## CRC effectiveness

The quality of work was good overall. However, there were not enough structured interventions and specialist services consistently available to support responsible officers in their work to reduce reoffending.

### Assessment and planning

Almost three-quarters of cases inspected were assessed sufficiently in relation to reducing reoffending. Many assessments were thorough and sophisticated, integrating relevant information from a range of sources.

Planning was timely and particularly strong when addressing thinking, behaviour and relationships. Plans were weakest when addressing education and employment needs, with half of relevant cases being insufficient in this area. On the whole, responsible officers were prioritising and sequencing interventions appropriately.

Responsible officers applied a 'strengths-based approach' and recognised the value of supporting relevant protective factors. This was undertaken sufficiently in the large majority of sampled plans.

### Delivery

In the absence of alternative provision, responsible officers undertook a significant amount of work with service users on a one-to-one basis. Progress was being made in delivering relevant interventions in more than three-quarters of cases, which is significantly better than we have seen elsewhere.

**Table 4: Sufficiency scores relating to the most prevalent assessed needs of cases in the CRC inspection sample.**

Assessed need (in order of priority)	% of cases where interventions delivered sufficiently
Emotional well-being	81
Thinking and behaviour	73
Relationships	86
Drug misuse	86
Alcohol misuse	100
Accommodation	83
Attitudes to offending	50
Lifestyle	70
Education, training and employment	75

Needs related to emotional well-being were the most prevalent and were being responded to through an array of individualised interventions. These included mentoring provided by Cumbria Action for Social Support (CASS) or by services specifically for women via Lancashire Women's Centre. Other work was being undertaken by responsible officers in liaison with health professionals.

Deficits in thinking and behaviour were a factor in a significant number of cases. Interventions included tailor-made, structured work by responsible officers. The Thinking Skills accredited programme provided appropriate intervention to those meeting the criteria and able to travel to the locations in Carlisle and Preston where it was delivered.

Consistency in the recording of RAR activities was a problem. Staff were capturing services delivered by other providers within the case management system (nDelius) but the recording of one-to-one work was more sporadic. As such, case records did not fully reflect all the work being completed. This issue is not unique to Cumbria and was highlighted in our thematic report on RAR<sup>23</sup>.

CRC staff had recently gained access to an intranet containing an electronic bank of intervention materials aimed at addressing factors related to offending. Practitioners welcomed this new resource.

## Integrated Offender Management

The IOM approach within Cumbria was coordinated by the police. It had undergone a process of renewal over the previous 12 months, following poor inspection reports by HMI Constabulary<sup>24</sup>. The new service, known as JIGSAW, incorporated the previous IOM and prolific and priority offenders' schemes, but eligibility criteria had been broadened. Those included in the scheme benefitted from bespoke planning across nine 'rehabilitative pathways' underpinned by the support of a range of partner agencies. The following case illustrates IOM working at its best:

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

24 *Crime Inspection 2014: Cumbria Constabulary* (HMIC, November 2014) and *PEEL: Police Effectiveness 2015: An Inspection of Cumbria Constabulary* (HMIC, February 2016).

**Good practice example:** *Sienna, a 26-year-old, was subject to a custodial sentence for a shoplifting offence committed with an ex-partner. She had an extensive list of previous convictions and a pattern of committing crime to fund her long-term heroin addiction. Her engagement with substance misuse treatment had been sporadic due to her chaotic lifestyle. Sienna was sexually abused as a child and a victim of child sexual exploitation in her adolescent years. She repeatedly committed to relationships with domestic abuse perpetrators and drug dealers, and was selected for the IOM cohort due to her offending behaviour and the need to manage her vulnerability.*

*IOM arrangements provided Sienna with intensive contact with both the CRC and the police. Several appointments a week were scheduled, including home visits to monitor her safety as she had begun a new relationship with a known domestic abuse perpetrator.*

*In view of Sienna's chaotic lifestyle, the responsible officer devised a clear, manageable plan of work to help her gain a better understanding of healthy relationships and consequential thinking. They completed structured work with Sienna by helping her to complete a 'relationship thermometer' and a 'pros and cons' list of relationship issues.*

*The responsible officer strongly encouraged Sienna to reflect on her situation and come to her own decision about whether or not to continue with her current relationship. This was a good example of an enabling approach to help the service user reflect on the potential consequences of her own actions with regard to her own safety and well-being.*

Regular JIGSAW meetings took place, although some partners were under pressure to resource their input. The operation of JIGSAW was not yet consistent across the county, but positive progress was being made. Early indications were that it was making a difference to reoffending outcomes.

Within the inspected sample, we saw a small number of cases that were involved with JIGSAW. There were some examples of miscommunication with police and a disjointed approach to case management but other encouraging demonstrations of effective joint working.

**Good practice example:** Dane was serving a 24-month suspended sentence order for criminal damage. The offence was committed during a dispute over payment for work completed on a building site. Dane had poured petrol on himself and on the surrounding areas, which he threatened to ignite. He had several previous convictions for serious violence, also occurring on building sites.

Dane was appropriately classified as presenting a medium risk of harm to the public and was accepted onto the JIGSAW scheme. The key offending-related issues were appropriately identified as mental health difficulties; problems with financial management, which exacerbated stress; and attitudes towards offending.

The responsible officer built a rapport with Dane, which enabled him to complete structured victim awareness work. They also made prompt referrals to the Crisis mental health team and CROPT for mentoring support to address Dane's mental health and financial management difficulties. The responsible officer arranged consecutive supervision, mental health and mentoring appointments on the same day to help Dane engage with this support.

Dane had not reoffended.

## Unpaid work

The management of unpaid work was generally good. There was a reasonable range of placement options and enthusiastic supervisors were working well. However, more could be done to promote unpaid work with district councils across the county.

The hub was credited by managers with helping to improve performance by introducing a more consistent approach to unpaid work. There were constructive working relationships within the unpaid work team, and staff reported that relationships with beneficiaries were positive. Regular communication and information-sharing took place with CRC and NPS managers and officers. Unpaid work supervisors had access to nDelius on their laptops, which they could access on-site to find induction and risk management information on expected unpaid work attendees.

**Good practice example:** *On the day that we were observing unpaid work, a service user threatened another service user within the same unpaid work group in Barrow-in-Furness.*

*The perpetrator was immediately suspended, but subsequently threatened to return to the unpaid work location at the end of the working day to 'sort out' the potential victim. An electronic report was raised by the unpaid work supervisor, providing details about the incident to the unpaid work manager, health and safety lead and responsible officer.*

*As a result, the responsible officer committed to taking action to address the offending behaviour with the perpetrator. The potential victim was escorted by an unpaid work supervisor to finish the working day in another location.*

*The incident was resolved successfully and safely.*

There were a range of placements spread across Cumbria, including: Age Concern, Animal Concern, National Trust, National Parks, YMCA, local churches and charity shops. We visited Bendrigg Trust, a specialist outdoor residential centre that provides adventure activities for people with disabilities. We found that both the organisation and service users were benefiting from the work being undertaken. There was dedicated provision for female service users through women-only unpaid work days, and placements at the Barrow women's centre and in charity shops. Female offenders could be placed in mixed work groups if they requested this.

There was a need to develop placements with local authorities in Cumbria to increase the number of places where service users could be supervised undertaking their work by the organisations receiving the service, and to make unpaid work projects more visible in town centre locations.

Supervisors communicated to service users the valuable impact of unpaid work and used motivational approaches to impress upon them the work skills that they would gain. Training for unpaid work staff was not readily available, however, which restricted the range of projects on offer.

A lack of staffing resilience was noted, due to long-term staff sickness. We were told by unpaid work managers that staffing was purposefully kept under target levels to allow financial flexibility to recruit sessional staff to cover sickness absence and meet fluctuating demand across the county. Insufficient sessional supervisors were in place in North and West Cumbria. A number of service users were 'stood down' when staff were unavailable. The service was not flexible enough to accommodate those wanting to complete their unpaid work hours on alternative or additional days in any given week. The CRC had suffered financial penalties, known as 'service credits', due to insufficient numbers completing their hours within 12 months; this appeared to be closely linked to lack of staff.

## Meeting the needs of service users

The Justice Star assessment tool was being used effectively by responsible officers to identify and discuss service users' needs. The autism-specific support resources, developed by one of the CRC's contracted partners, CROPT, as part of its Triple A Project All About Autism, had helpfully been used in some cases.

The views shared by service users about their experience of their responsible officers and the work undertaken by contracted providers were generally positive.

*“My PO is brilliant – fantastic. She listens to me and guides me well, giving me direction and keeping me on track”.*

*“I was given 50 RAR days (the highest the CRC had ever known) and I did some of these at the Gateway [women's provision]. The women's group there was beneficial”.*

*“I have a long history of involvement with probation. I have had my current PO before, many years ago, when I wasn't that bothered about engaging with him, so when I came out of prison this time, and found out I was having the same PO again, I thought 'oh no'. But he has been really good; I was homeless and he has helped me find accommodation. Probation also helped me with getting access to benefits. There is not one bad thing about the probation service”.*

The main frustration expressed by service users was the amount of planning required to navigate often difficult journeys within a confined timeframe. Late-night opening of the offices was restricted, making it more difficult for employed service users to attend. When they did, responsible officers were sometimes under pressure to see several individuals in the short time before closing, thereby reducing the value of their interaction.

## Reviewing progress

We inspected cases nine months after they began. Responsible officers had reviewed plans in almost two-thirds of cases and made appropriate adjustments.

## Impact and potential impact

It was encouraging to see that the majority of cases requiring an intervention were

progressing sufficiently. This is often not the case in other CRCs, including other Sodexo areas. However, despite this, 9 of the 31 service users (29%) in our sample had been convicted, cautioned or received another out-of-court disposal since the start of their sentence or release on licence. This is higher than the aggregate across similar cohorts of CRC service users (of 23%). Of those who had further offended, the seriousness of offending had stayed the same or reduced in more than three-quarters of the cases.

**Table 5: Enablers and barriers for the CRC relating to the inspection domain of reducing reoffending.**

Enablers		Barriers	
1.	Assessment of the likelihood of reoffending was sophisticated.	1.	There was inconsistent access for service users to supply chain providers, leading to an over-reliance on one-to-one interventions by responsible officers.
2.	Service users were engaged well in planning and participating in interventions.	2.	Service users experienced particular difficulties in accessing appropriate drug and alcohol services.
3.	Committed and capable practitioners enabled positive rehabilitative activity.	3.	Accredited programmes and interventions delivered by the programmes team were under-utilised.
4.	The programmes team were enthusiastic and capable.	4.	There were too few unpaid work placements and supervisors.

## NPS effectiveness

The NPS was working hard to reduce the likelihood of reoffending, particularly in relation to assessment, planning and reviewing. However, there was a lack of progress in delivering appropriate interventions, and limited ambition locally to improve outcomes in rehabilitating service users. The quality of court work was of a similar standard to that seen in other NPS areas.

### Work in court

The court team was being managed well, with clear processes in place and a commitment to improving practice continuously. Safeguarding and public protection enquiries were being undertaken properly. Practice was a little inconsistent, however, and greater professional curiosity was needed at this critical juncture in the system.

Of the cases in the sample that had a court report, two-thirds sufficiently identified and analysed areas linked to offending. This was slightly higher for reports prepared

on CRC cases. Those that were insufficient lacked critical analysis regarding offending patterns and potential protective factors. The proposals focused on the right issues in four out of five reports but most did not highlight the potential consequences of all likely sentencing options.

**Good practice example:** *We observed two experienced PSOs in Barrow-in-Furness magistrates' court making pre-hearing enquiries, providing comprehensive information to the 'guilty anticipated plea' court, completing a standard delivery report and undertaking a post-sentence interview that included completing an equality form.*

*There was evidence that a considerable amount had been done in the week before this court hearing. This included work to obtain progress reports on CRC service users who were appearing, to acquire domestic abuse call-out information, to liaise with children's social care services on a new neglect case, and to receive information from the liaison and diversion service about a current service user who was seen in police custody and had substance misuse issues.*

*This effective preparatory work and good liaison with solicitors, CPS and the court helped to deliver speedy justice.*

Cumbria's courts were meeting their targets for completion of 'on-the-day' reports. They have recently moved administrative staff into the court setting to help with the increasing demand on PSOs to meet rising targets. The NPS worked closely with HM Courts and Tribunals Service to ensure staff had suitable access to office space and IT. Local sentencers were complimentary about the service that they received from the NPS, as is often the case.

### Assessment and planning

Overall, assessment in relation to reducing reoffending was sufficient and timely in the majority of cases. Screening for personality traits was seen in several cases where staff had been trained. Well over three-quarters of cases had a sufficient plan that also supported protective factors. Planned objectives were appropriate to the needs of the case.

### Delivery

Sufficient progress in delivering interventions had been made in less than half of cases. Service users' lack of engagement was identified as a barrier to progress in one-third of the case sample. This was similar to the findings in the recent South Yorkshire Quality & Impact inspection<sup>25</sup>, where it was noted that this was more of a problem than we have found elsewhere.

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<sup>25</sup> *Quality & Impact inspection: The effectiveness of probation work in South Yorkshire* (HMI Probation, June 2017).

**Table 6: Sufficiency scores relating to the most prevalent assessed needs of cases in the NPS inspection sample.**

Assessed need (in order of priority)	% of cases where interventions delivered sufficiently
Thinking and behaviour	67
Relationships	44
Alcohol misuse	38
Attitudes to offending	29
Accommodation	86
Employment, training and education	67
Lifestyle	50
Drug misuse	40

The level of progress to address needs relating to substance misuse was relatively low, as too was the perceived change in attitudes to offending. There was a lack of recorded, focused motivational work to support progress relating to both substance misuse and anti-social or pro-criminal attitudes.

Staff indicated that they struggled to identify services within Cumbria that could support the needs of their complex cohort of service users. We had some sympathy with these views. Nonetheless, we found individual examples where complex needs were being met, as in this case:

**Good practice example:** *Jason, a high-risk persistent offender, was recalled to prison after being excluded from an approved premises for being drunk and aggressive. The responsible officer identified that this visually impaired man had problems with his mental functioning because of a suspected brain injury. She arranged for a social care assessment to be undertaken in prison, but Jason failed to give an accurate account of his needs or vulnerabilities.*

*The responsible officer then liaised with adult social care services and arranged for a second assessment to be completed, but Jason was transferred to another prison before the assessment could take place. With the support of Shelter (the Through the Gate provider), the responsible officer persisted in arranging a reassessment which provided a more accurate assessment of his needs.*

*He was released back to the approved premises for a short stay on his licence period supervision, while a substance misuse specialist social worker was appointed to address his care needs and a package of care and support was arranged.*

*At the time of the inspection, Jason was more settled, enabling work to begin to address his alcohol consumption.*

## Integrated Offender Management

Historically, the criteria for Cumbria's IOM approach, JIGSAW, meant that NPS service users were not included. Recent changes had broadened the scope to include service users who had committed domestic abuse offences, giving the potential to engage NPS cases in JIGSAW.

**Good practice example:** *Tim, an NPS service user subject to licence supervision for sexual offending, had been referred to Cumbria Action for Social Support (CASS) to support him in his resettlement. The CASS partnership worker constructed an action plan with Tim to support him in resettling into the Carlisle area. Objectives included helping him to open a bank account, claim benefits and apply for short-term supported accommodation.*

*During an interview, Tim disclosed difficulties with maintaining abstinence from alcohol misuse. The CASS worker discussed with him the option of a referral to Unity for relapse prevention work. Tim agreed to this.*

*The CASS worker had a holistic, engaging approach. The worker had built a rapport with Tim through practical support to overcome barriers including anxiety and literacy difficulties. Following the session, the CASS worker liaised with the responsible officer, so that they were briefed on Tim's situation.*

## Rehabilitation activity requirements

Minimal organisational data was available regarding RAR activity in Cumbria. As with the CRC, the NPS case sample highlighted varied recording practice. Staff, however, indicated that they had a clear understanding of RARs and were making efforts to describe how the delivery of work, identified in service users' plans, would translate into RAR days.

## Meeting the needs of service users

Female service users were referred to the CRC 'Vision' programme. Those in the south of Cumbria had access to the women's centre.

Service users gave examples of their positive experiences of working with partner agencies:

*“CROPT and ACHIEVE NORTH WEST were absolutely brilliant, giving me confidence to disclose my offences and helping me look for work”.*

In the NPS's feedback from service users, 84% of responses were positive (based on 105 valid surveys, approximately 12% of the NPS caseload).

## Reviewing progress

Responsible officers had sufficiently reviewed progress against the outcome priorities designed to reduce reoffending in the large majority of cases. This resulted in appropriate adjustments being made to almost two-thirds of plans. More emphasis is needed to make timely alterations to planned interventions to engage service users and support rehabilitation.

## Impact and potential impact

One-quarter of service users in the case sample had been convicted, cautioned or had another out-of-court disposal for an offence committed since the start of supervision. This is similar to the proportion in other areas that we have inspected. The seriousness of proven reoffending had stayed the same or reduced in all relevant cases.

Positive outcomes and tangible progress were seen as a result of work to help service users find accommodation. Interventions to address other factors identified to reduce reoffending were more inconsistent. Just one-third of relevant cases were making sufficient progress in addressing relationship issues.

The lack of success in relation to addressing substance misuse was of concern. Half of relevant cases were not making sufficient progress regarding alcohol misuse, and progress in all cases requiring interventions for drug misuse was insufficient or had deteriorated.

**Poor practice example:** *Stuart was released from prison in April 2016. He was appropriately released into an approved premises, given the nature of his offending behaviour. Records indicated that he had denied his offending behaviour and throughout the prison sentence had minimised his grooming of children. It was not until May 2017 that there was any sign of work to address his offending and denial. By this point, he had become more focused on his licence coming to an end and the lessening of his reporting requirements. Opportunities to address his offending had been missed.*

*The case needed to be transferred to a new responsible officer. There was no formal transfer, no communication and no three-way meeting; this was poor practice in the case of a high-risk, MAPPA Level 1 service user.*

**Table 7: Enablers and barriers for the NPS relating to the inspection domain of reducing reoffending.**

Enablers		Barriers	
1.	Responsible officers assessed effectively those factors associated with potential reoffending.	1.	The quality of court reports was inconsistent.
2.	Planned objectives addressed service users' priority needs.	2.	Substance misuse provision was not meeting service users' needs.

## The CRC and NPS working together

As is often the case, the CRC in Cumbria did not have regular direct access to sentencers and relied on the NPS to facilitate the relationship with the courts. The CRC had produced a guide for sentencers on its services and had been in telephone contact with particular Judges in response to specific issues. Some CRC staff questioned whether proposals in court reports were contributing to changing sentencing trends, but we found no evidence of this during our inspection. More multi-agency communication would help to increase trust and dispel any misunderstandings.

Staff within both organisations were dissatisfied with the nature of services for those with substance misuse issues and were confused regarding the management of alcohol treatment requirements (ATRs) and drug rehabilitation requirements (DRRs). Numbers of this type of requirement were low, yet there was inconsistency of practice, for example in relation to the use of drug testing to support rehabilitation. Also, timely reports regarding the progress of those on ATRs and DRRs were not always provided to the court.

Strategic discussions between the CRC and NPS were underway regarding their relationship with Unity, part of Greater Manchester Health Trust, the public health substance misuse service provider. Better collaboration, working together as probation providers, would strengthen the power of their voice in negotiating in this multi-agency setting. There appeared to have been some critical loss in organisational knowledge, due to staff departures and role changes, about current commissioning decisions in relation to substance misuse services. Ongoing communication was needed between the CRC and NPS to identify gaps in service provision and how service users' needs could best be met.

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

Enablers		Barriers	
1.	Senior managers were willing to work together to resolve issues.	1.	Management resource in both organisations was restricted; this limited the organisational ability to develop wider strategic relationships.
2.	Sentencers were keen to understand more about the CRC offer.	2.	Commercial considerations could curb improvement in the range of services offered via the supply chain.

# Abiding by the sentence

## CRC effectiveness

The quality of CRC work was very good. Responsible officers considered diverse needs carefully and used excellent and creative engagement strategies. Most service users were compliant.

### Delivery

The CRC's Director emphasised the importance that the CRC places on establishing strong relationships between responsible officers and service users, stating:

*“we don't pass people from pillar to post”.*

This was evident in our inspection sample, where most individuals had been managed by just one responsible officer.

The number of appointments offered was sufficient in all the cases sampled. In many cases, an abundance of contact was offered. There was evidence of acceptable absences, but the approach taken by responsible officers to rearranging appointments, undertaking home visits and making use of telephone contact promoted engagement. There was a good level of face-to-face contact between responsible officers and service users. The following case illustrates flexibility on the part of the responsible officer, which helped to increase the service user's engagement with her sentence:

**Good practice example:** *Polly was on a 12-month Offender Rehabilitation Act 2014 (ORA) community order with a 20-day RAR for the offence of possession of cannabis with intent to supply. She had committed the offence while living with her ex-partner, and there was an indication that she had been coerced into offending, to a degree, through domestic abuse. Polly had one previous unrelated public order offence. She presented a low risk of reoffending and a low risk of harm to the public.*

*Polly was pregnant when she began the order. She soon gave birth to a daughter, who was made subject to child protection registration. This was because of concerns about neglect, arising from potential contact between the child and her father and Polly's substance-misusing mother.*

*The responsible officer engaged well with Polly from the outset and conducted frequent home visits to complete one-to-one offence-focused work. The responsible officer also maintained regular liaison with children's social care services, by attending core group meetings and providing progress reports.*

*Indications are that Polly remains motivated not to reoffend. The risk of harm to her daughter continues to be managed well and is likely to result in a reduction to 'child in need' status.*

Most service users were involved in sentence planning and more than three-quarters in reviewing progress. There was not a single example within the case sample where the responsible officer had not tried sufficiently to engage the service user meaningfully.

Service users' individual diversity was taken into account in most cases throughout the period of supervision. Responsible officers consistently identified potential barriers to engagement and sought to overcome them in all but two relevant cases.

**Good practice example:** *Robert was sentenced to 12 months' ORA custody for assault against his former partner. This was his first conviction for violence, but he had two previous convictions for drink driving.*

*While in prison, Robert experienced what he described as extreme bullying, and was "terrified" of being recalled. The responsible officer described him as sometimes shaking through fear when reporting. The responsible officer arranged quiet reporting times, because Robert got very anxious around crowds of "rowdy" service users, as it reminded him of prison.*

*Robert had attended all of his appointments. Sensitive and respectful planning of offence-focused work was undertaken by the responsible officer, who had delivered structured sessions, despite Robert's extreme anxiety. They started with a structured alcohol one-to-one programme, before beginning a one-to-one intervention for domestic abuse. The responsible officer had built up Robert's trust, and this was facilitating effective offence-focused work.*

*An example of the trust within the working relationship occurred when Robert texted the responsible officer at the weekend to say he had drunk too much. The responsible officer called him first thing on Monday to discuss it and arranged an appointment to go through things in detail, within the structured programme of work.*

As an organisation, the CRC was alert to matters of diversity and the staff group demonstrated a good level of awareness and willingness to adapt their delivery approach to support individual service users' needs. There were occasional incidents where approaches taken by responsible officers had not worked. These were reviewed with managers and lessons were learned. Facilities such as an interpreter service were available, but in practice there was a rarely a need to access these. Responsible officers responded to diversity needs on a case-by-case basis. The most recent Cumbria & Lancashire CRC service user survey indicated a satisfaction rate of 89%.

One service user commented as follows about the quality of service received:

*"For me, there was clarity and transparency from the start [about what was expected]. My PO is compassionate and non-judgemental. The humanity shown me was enormous. When someone reaches out a hand to you and is willing to help, it is great. Someone should give him a medal".*

User Voice was contracted in the Lancashire side of the CRC, and other Sodexo areas, to set up service-user councils. While this undoubtedly provided vital insight into service users' experiences, the information collected was not directly transferable to the Cumbrian context. The CRC recognised this and intended to expand the initiative to cover Cumbria.

Despite the best efforts of responsible officers to engage service users, their ability to deliver the core part of the sentence – rehabilitative intervention – was restricted by the layout of their neighbourhood centres. The service user experience could be further improved through a review of the working environment in those offices where open-plan booths are in place or planned.

### Impact and potential impact

Absences, non-compliance and inappropriate behaviour were responded to effectively in the large majority of cases. Responsible officers made active efforts to re-engage service users following such behaviour, which resulted in a high percentage of individuals abiding by the sentence. Sufficient progress had been made in delivering the legal requirements of the order or licence in all but two cases.

Managers, responsible officers and service users were all positive about how the Justice Star assessment tool had supported service user engagement. We concurred with this view, but in doing so also recognised the investment made by practitioners in fostering working relationships with service users and the highly skilled, creative approaches that were being deployed.

**Table 9: Enablers and barriers for the CRC relating to the inspection domain of abiding by the sentence.**

Enablers		Barriers	
1.	Knowledgeable and productive responsible officers were intent on service user engagement.	1.	Interviewing service users in booths made it harder to develop trusting relationships that could reach the point where meaningful intervention can be completed.
2.	Specialist services were available from contract providers to support particular service user needs.		
3.	Responsible officers deployed creative strategies to re-engage service users following non-compliance or crisis.		

## NPS effectiveness

The quality of NPS work was sufficient. It was good in parts but lacked consistency. Supervision began well but momentum was sometimes lost and responsible officers were not maximising opportunities to engage, or re-engage, service users. Overall, most responsible officers were making progress in delivering the legal requirements of the sentence. Inspection findings for this area of practice were directly comparable with those in other NPS areas.

### Delivery

Individual service user diversity was taken into account in the large majority of assessments and in the delivery of interventions in three-quarters of the cases in the sample. This level of consideration was lower at the planning stage and down to just over half of cases at the point of review.

Only half of service users were meaningfully involved in planning and subsequent reviews. Over one-third of cases were reviewed without the responsible officers making sufficient effort to fully involve the service user.

Barriers to effective engagement with service users were identified in almost three-quarters of cases, but efforts to overcome these barriers were made in less than two-thirds of relevant cases.

**Poor practice example:** *A first-time offender, Phoebe, was released on licence from a long sentence to reside in a women's approved premises, some three hours' drive away from her home in Cumbria. It was decided that it was appropriate for her to reside outside her home area to minimise her risk of harm to others.*

*The case was retained by a responsible officer in Cumbria, and in the first seven months of the licence none of the planned work to address her offending had been delivered. Accommodation advice commissioned via the Cumbria & Lancashire CRC was unable to help her with move-on accommodation, and the NPS did not successfully access a service from the local CRC. Phoebe was in danger of losing her place at the approved premises. She used her own resources to find privately rented accommodation, which was challenging given her restrictive licence conditions.*

*Phoebe attended two programmes at the approved premises, but arranged her own counselling for her depressive illness. The responsible officer saw her face-to-face only twice in nine months (when Phoebe was given permission to return to her home area for short visits on compassionate grounds) and spoke to her on the telephone occasionally.*

*Despite this lack of input, Phoebe has abided by all the terms of her licence and has not reoffended. The responsibility for her supervision has now been transferred to the NPS local delivery unit that covers her new address.*

NPS cases changed hands more often than the average in other NPS areas or than their CRC counterparts in Cumbria. Less than half (7 of 16) of the individuals in our sample had been managed by just one responsible officer.

### Impact and potential impact

Progress against delivering the legal requirements of the order or licence was evident in the large majority of cases. Absences, non-compliance and inappropriate behaviour were responded to sufficiently in most cases. Just over two-thirds of service users in the cases inspected had abided by the whole sentence, either without any problems or when successfully engaged to do so. This is very similar to what we have seen in other NPS areas.

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

Enablers		Barriers	
1.	There was good information-sharing between responsible officers and partners.	1.	Responsible officers were not consistently involving service users in sentence planning.
2.	Responsible officers responded effectively to absences, non-compliance and inappropriate behaviour.	2.	More effort was needed by responsible officers to overcome barriers to engagement.
3.	Diversity considerations were included in assessments.		

### The CRC and NPS working together

A variety of formal meetings take place between the two organisations, and managers also meet at other strategic forums. The NPS Probation Divisional Director for the North West and the CEO for Sodexo's north region also meet regularly to facilitate joint understanding of matters of regional concern.

### Enforcement

The NPS enforcement hub, based in Merseyside, had been partially implemented at the point of inspection. Crown Court breaches were being managed by the hub, with the intention of rolling out the system to cover magistrates' court enforcement. Earlier difficulties with the NPS rejecting breach packs from the CRC had largely been resolved. Court staff remarked that sometimes information received from the CRC

was not thorough and proposals were not always realistic. The CRC was seeking to address these issues. It had undertaken staff guidance workshops and introduced a system of quality assurance for all breach packs before submitting them to the NPS.

We were told by court staff that there had been issues regarding unpaid work compliance and enforcement. We saw a couple of cases where the service user had been sentenced to multiple orders, including unpaid work, and the hours had not been worked at the rate we might have expected. This meant that the order was not completed within the appropriate timeframe and had not been properly taken back before the court. This may have been due to an inconsistent approach to compliance, concern about the impact on rates of completion or a lack of resilience in the unpaid work staffing arrangements. The CRC was proactively monitoring enforcement activity.

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

Enablers	
1.	Good ongoing communication between NPS and CRC ensured that both were keeping each other up to date with relevant organisational developments.

*Note: For the domain of abiding by the sentence there were no identified barriers found for the CRC and NPS working together.*

# Appendices

- 1: Inspection methodology
- 2: Background data
- 3: Contextual information, including Cumbria Probation Trust 2011 inspection outcomes
- 4: Data analysis from inspected cases
- 5: Glossary

## Appendix 1: Inspection methodology

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

An inspection team visited the area for two full weeks in June 2017. Before starting fieldwork, we held fact-finding meetings with the CRC and NPS in Cumbria 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 Cumbria, the sample consisted of 47 cases, 31 of which were CRC cases and 16 of which were NPS cases.

The team then returned two weeks later to 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. We interviewed the following people:

- 81 front-line staff, including responsible officers, unpaid work supervisors, programme deliverers and administrative staff
- 19 responsible officers within 3 staff focus groups
- 10 key stakeholders, including the Safer Cumbria partnership coordinator, a Judge and the HMPPS senior contract manager
- 23 managers within the CRC and NPS with responsibilities in Cumbria
- 18 staff from service provider and partner organisations.

We visited all the delivery sites of the NPS in Cumbria: Barrow-in-Furness, Carlisle, Kendal, Penrith and Workington offices. We observed in Barrow-in-Furness magistrates' court, and Carlisle magistrates' court and Crown Court. We visited the CRC hub in Preston, the LMC in Carlisle and the neighbourhood offices located in Barrow, Kendal and Workington. We spent time at an unpaid work project at Bendrigg Lodge, just north of Kendal, and visited the women's centre in Barrow.

We attempted to speak with those service users who had consented to being contacted. In this inspection, we spoke with 39 service users (24 from the CRC and 15 from the NPS) whose cases we inspected, who we met in focus groups or who were attending specific interventions.

The inspection focused on assessing how the quality of practice contributed to achieving positive outcomes for service users, and on 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.

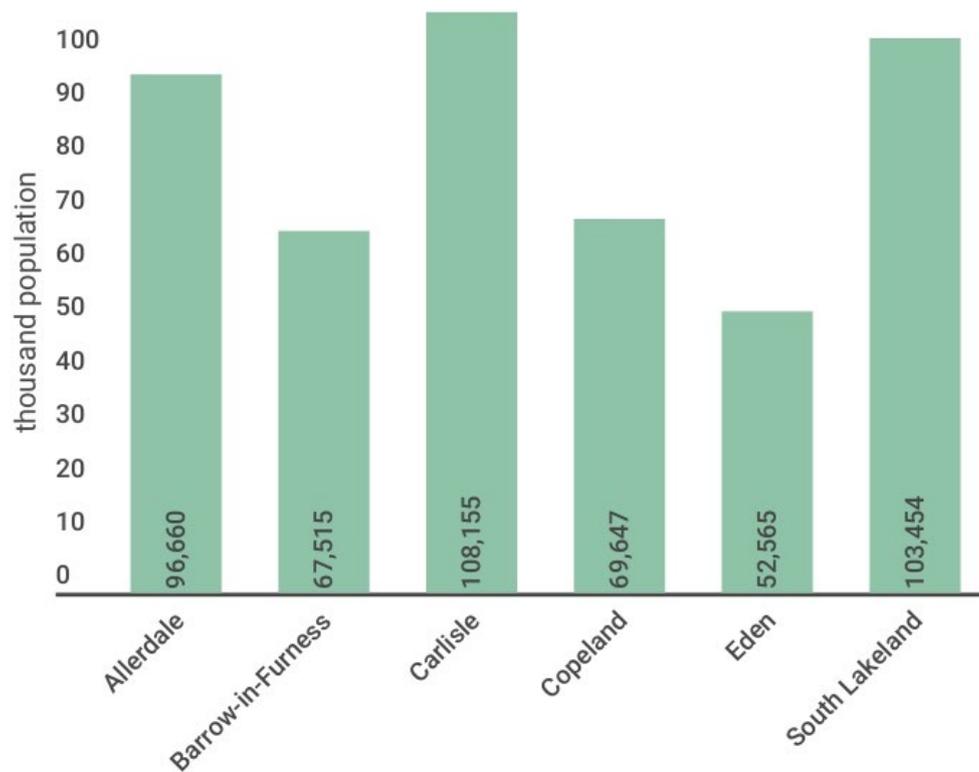
## Appendix 2: Background data

This inspection covers Cumbria, which comprises six districts: Allerdale, Barrow-in-Furness, Carlisle, Copeland, Eden and South Lakeland.

### Population demographics

The population of Cumbria was estimated at 497,996 in 2015.

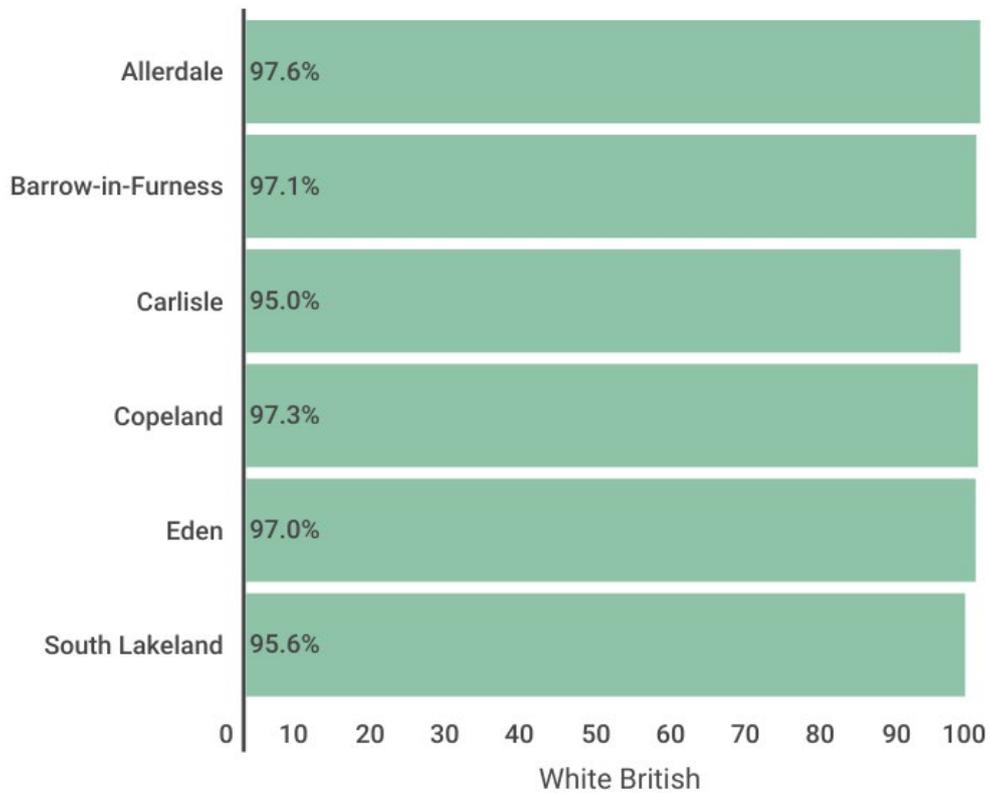
**Figure 2.1: Population estimate, mid-2015**



Source: Office for National Statistics, June 2016

Cumbria has a much higher proportion of white British residents (96.5%) than the England and Wales average (80.5%).

**Figure 2.2: Ethnicity in Cumbria, 2011 census**

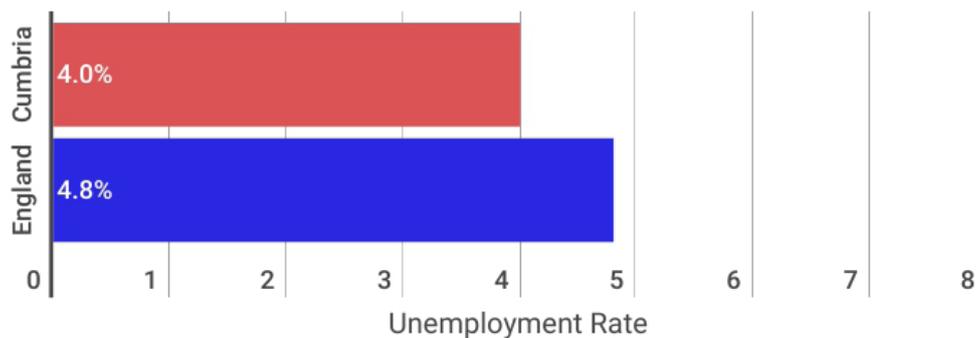


Source: Office for National Statistics, December 2012

### Levels of deprivation and crime

Unemployment in Cumbria is lower than the English average.

**Figure 2.3: Unemployment in Cumbria, January 2016 – December 2016**

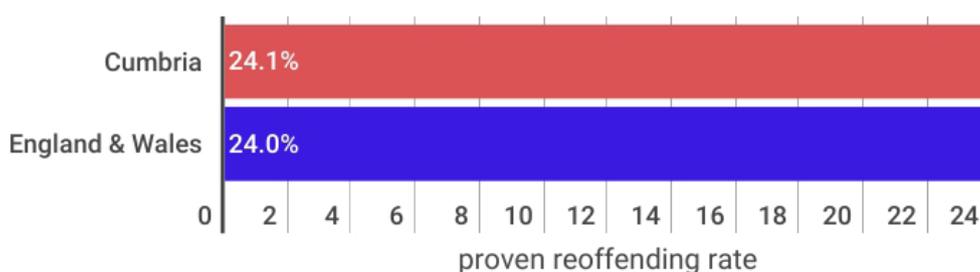


Source: Office for National Statistics, April 2017

## Levels of reoffending

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

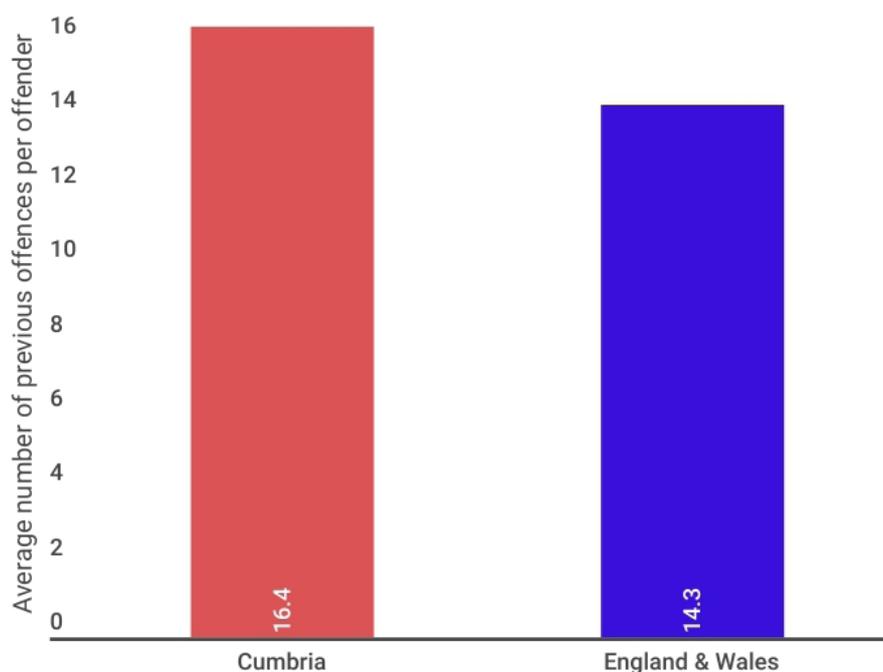
**Figure 2.4: Proven reoffending rate, July 2014 - June 2015**



Source: Ministry of Justice, April 2017

The Cumbria offender cohort had committed 16.4 previous offences on average, which is higher than the England and Wales average.

**Figure 2.5: Offending histories, July 2014 - June 2015**



Source: Ministry of Justice, April 2017

## Appendix 3: Contextual information, including Cumbria Probation Trust 2011 inspection outcomes

**Table 12: Findings scores for the Cumbria Probation Trust during the April 2011 inspection.**

	Scores from the English regions that had been inspected to that point			Scores for Cumbria
	Lowest	Highest	Average	
'Control' - 'Risk of Harm to others' work <i>(action to protect the public)</i>	64%	81%	72%	<b>76%</b>
'Help' and 'Change' - Likelihood of Reoffending work <i>(individual less likely to reoffend)</i>	62%	78%	71%	<b>73%</b>
'Punish' - Compliance and Enforcement work <i>(individual serves his/her sentence)</i>	69%	85%	79%	<b>78%</b>

We considered these to be an encouraging set of findings. The trust had prioritised improving the quality of the services it offered and ensuring local services met local needs. Work with partners helped to ensure a relevant range of services were available to support the delivery of offender management. We took the view that Cumbria Probation Trust was well placed at that time to address the challenges it would face in the foreseeable future.

**Table 13: 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"> <li>• 2 hours at the new direction induction meeting</li> <li>• 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</li> <li>• Monthly telephone reporting sessions as required until completion of order</li> <li>• Signposting to community agencies</li> </ul>	

<p>RAR – Yellow (Low harm/ high reoffending/ low motivation) AND Medium harm/ low reoffending/ all levels of motivation)</p>	<p>24</p>	<ul style="list-style-type: none"> <li>• 2 hours at the new direction induction meeting</li> <li>• 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</li> <li>• Monthly telephone reporting sessions as required until completion of order</li> </ul>	<p>Further motivational work, mentoring, group work, Community Integration Service support, victim awareness and assessment for restorative justice (RJ) conferencing  (3.5 hours – additional average per service user)</p>
<p>RAR – Blue (Medium harm/ high reoffending/ low motivation)</p>	<p>35</p>	<ul style="list-style-type: none"> <li>• 2 hours at the new direction induction meeting</li> <li>• 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</li> <li>• Monthly telephone reporting sessions as required until completion of order</li> </ul>	<p>Further motivational work, mentoring, offending behaviour group work, Community Integration Service support, victim awareness and assessment for RJ conferencing  (5 hours – additional average per service user)</p>
<p>RAR – Red (Low harm/ high reoffending/ high motivation) AND Medium harm/ high reoffending/ high motivation)</p>	<p>35</p>	<ul style="list-style-type: none"> <li>• 2 hours at the new direction induction meeting</li> <li>• 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</li> <li>• Monthly telephone reporting sessions as required until completion of order</li> </ul>	<p>Further group work, RJ conferencing, Community Integration Service support and other bespoke activities where need is identified  (22.5 hours – additional average per service user)</p>

Information source: Sodexo Justice Services UK

**Figure 3.1. Map showing the locations of the CRCs and prisons owned/run by Sodexo Justice Services UK**

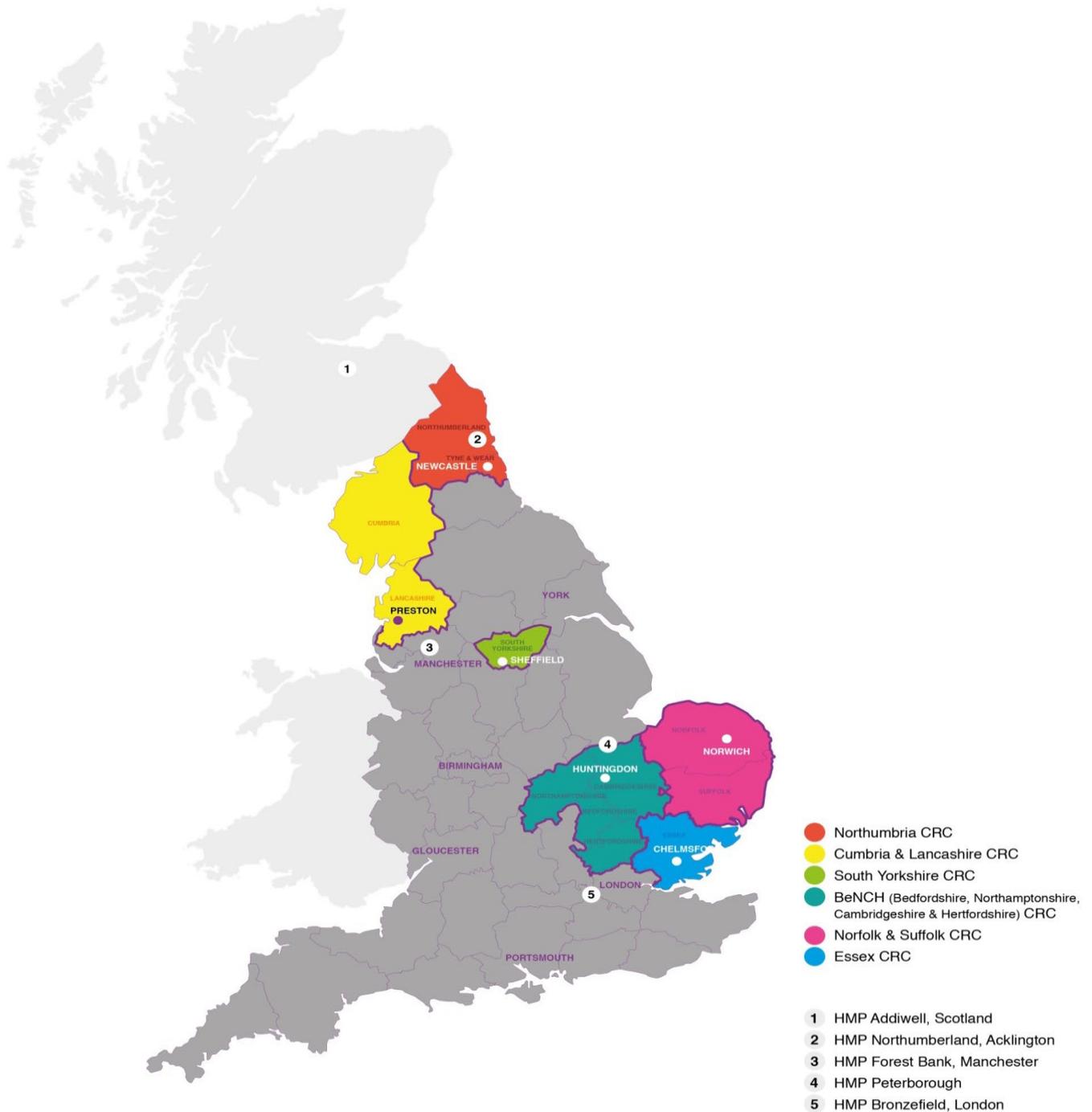
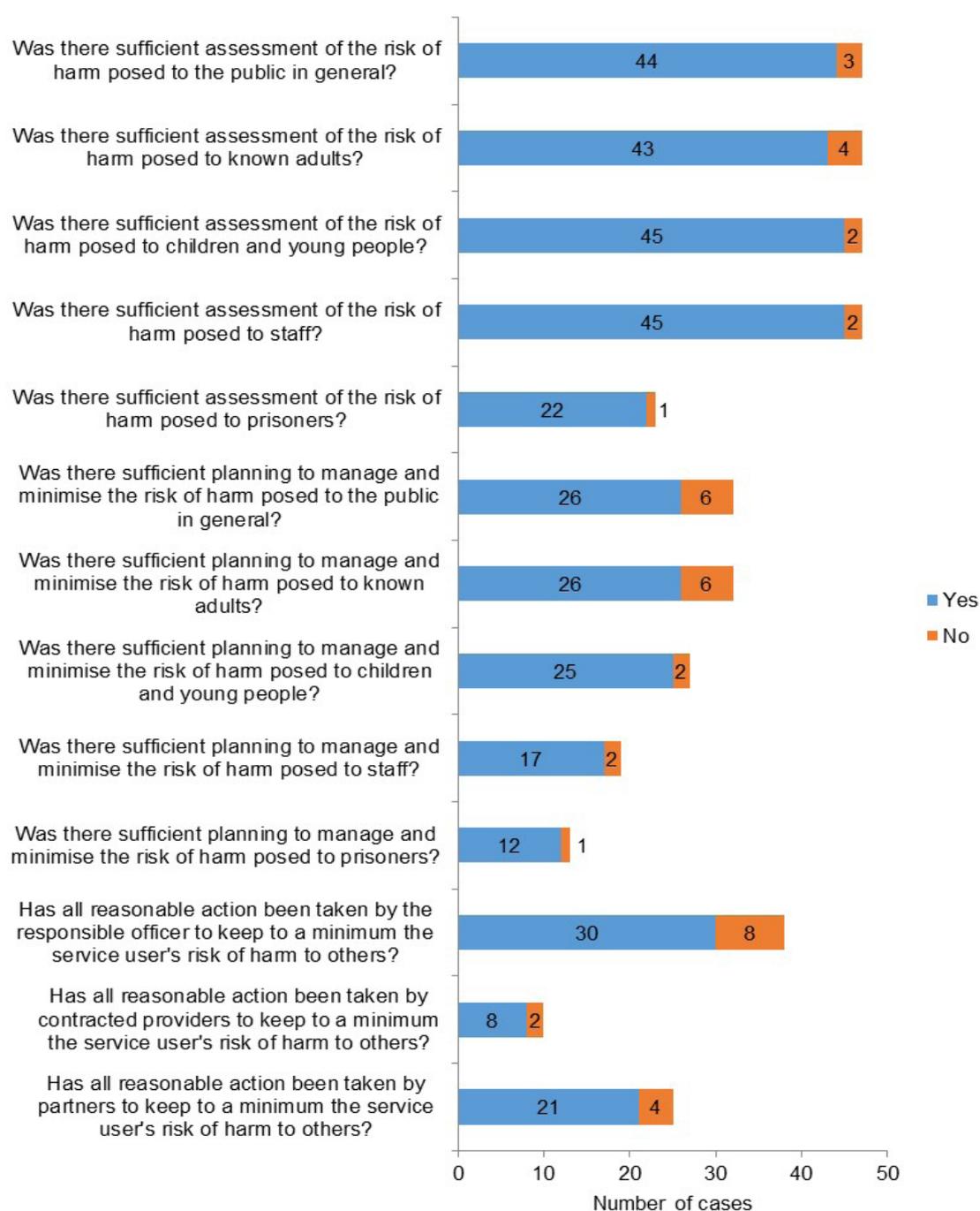


Image source: Sodexo Justice Services UK

## Appendix 4: Data analysis from inspected cases

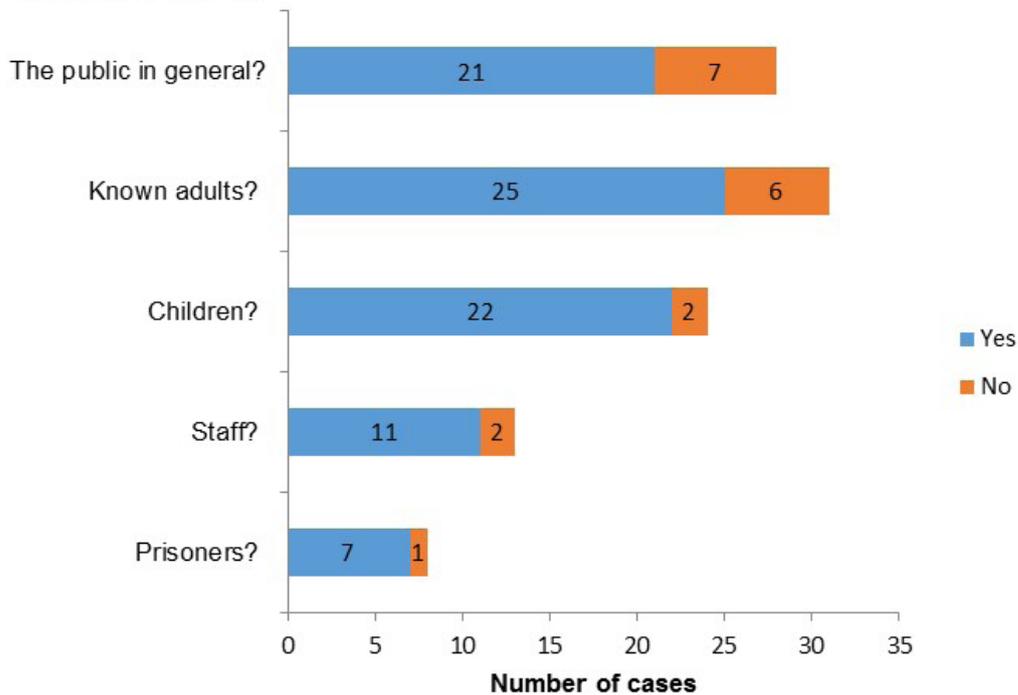
These charts illustrate key findings from relevant practice inspection cases. These are combined figures for the area as a whole (not separate CRC and NPS figures) due to the small numbers involved. These charts show absolute numbers rather than percentages. The size of the bar chart segments provides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

**Figure 4.1 Public protection**

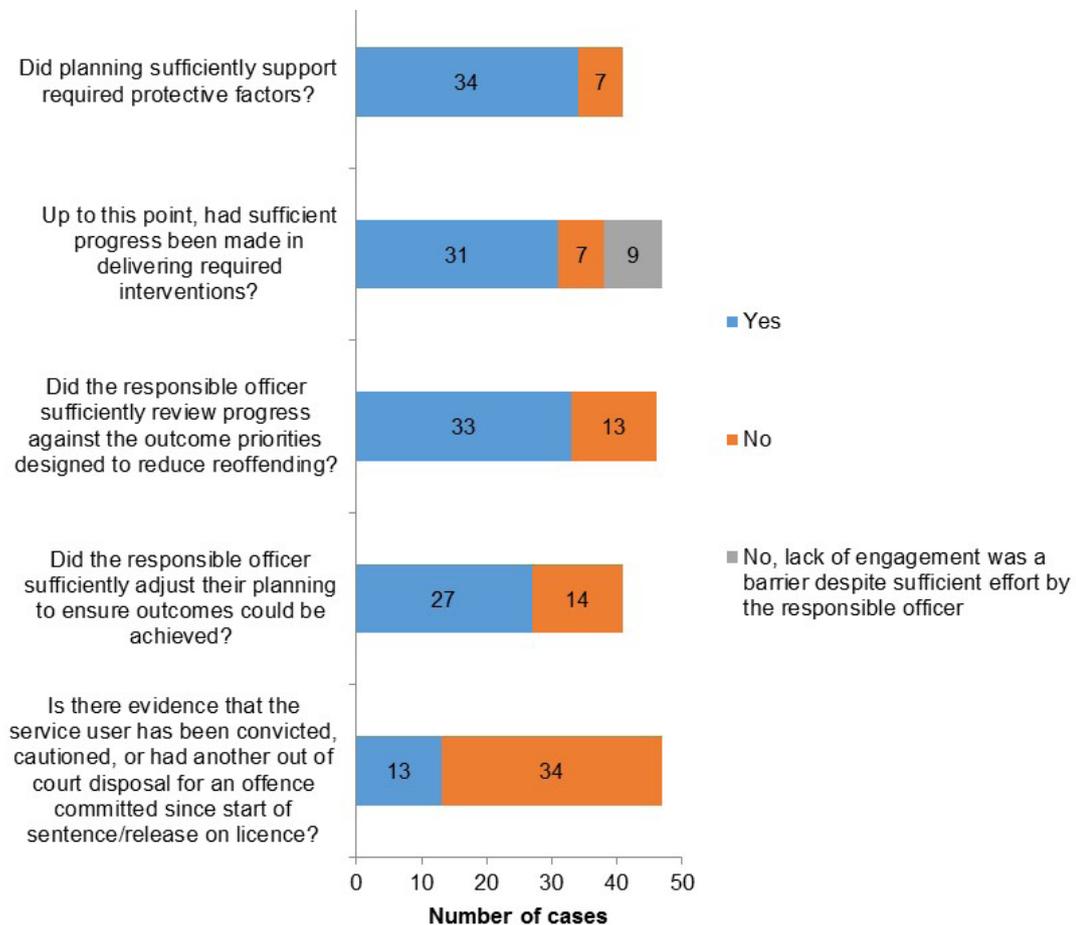


**Figure 4.2 Public protection**

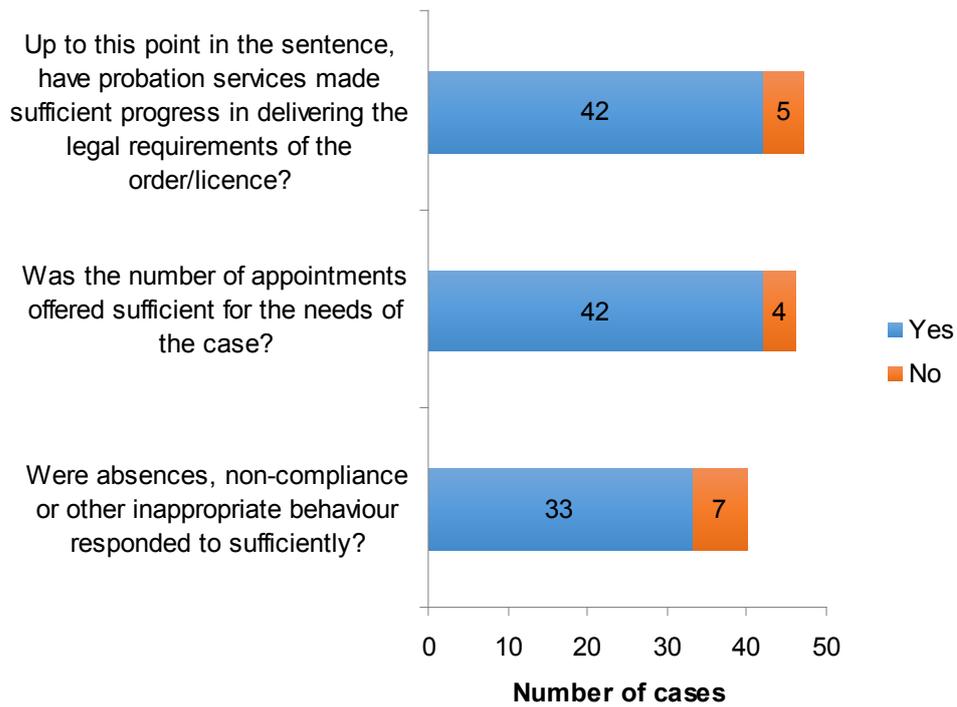
Up to this point in the order/licence, has the responsible officer made sufficient progress in influencing the risk of harm posed by this service user to:



**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 Accreditation Panel as being effective in reducing the likelihood of reoffending
Achieve North West	A project funded by HMPPS and the European Social Fund to work with offenders to improve their individual employability
Active risk management system	Known as ARMS, this 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
ATR	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 NPS 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
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
Attendance centre	A designated centre where an individual is sentenced to attend by the Court on agreed dates, for a specified number of hours. A range of activities, linked with a responsible lifestyle, will be delivered or made available during the attendance period
Breach (an order or licence)	Where an offender fails to comply with the conditions of a court order or licence. Enforcement action may be taken to return the offender to court for additional action or recall them to prison
BBR	Building Better Relationships: a nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
Case Allocation System	A document that needs to be completed prior to the allocation of a case to a CRC or the NPS

CIT	Community integration team: the name given to the responsible officers managing service users identified as green cases (assessed as low risk of harm and reoffending) within the Sodexo Model
CASS	Cumbria Action for Social Support: a voluntary, third-sector organisation providing accommodation, finance and debt advice and support. Contracted by Cumbria & Lancashire CRC to provide a service as part of its supply chain
Cluster	A grouping of adjacent local delivery units to assist in administration and monitoring. The NPS has two local delivery units in Cumbria and together they make up one cluster within the North West division
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
CROPT	Cumbria Reducing Reoffending Partnership Trust: a charitable organisation and CRC supply chain provider; working to promote the care, resettlement and rehabilitation of offenders, ex-offenders and those at risk of offending through various projects including mentoring
Desistance	The cessation of offending or other antisocial behaviour
DRR	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 offending services; victims' services and approved premises
Education, training and employment	Work to improve an individual's learning, and to increase their employment prospects
Foreign national offender	A foreign national who has been convicted of a crime in the United Kingdom
HMP	Her Majesty's Prison

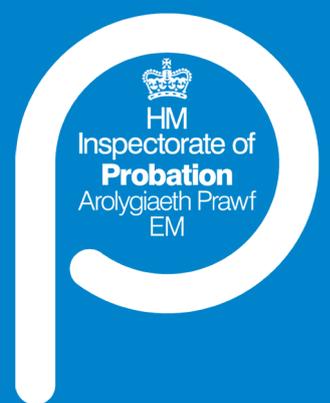
HMPPS	Her Majesty's Prison and Probation Service: from 01 April 2017 HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the Ministry of Justice took on the responsibility of overall policy direction, setting standards, scrutinising prison performance and commissioning services. These used to fall under the remit of the National Offender Management Service (the agency that has been replaced by HMPPS)
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
Intervention	Work with an individual that is designed to change their offending behaviour and/or to support public protection
JIGSAW	JIGSAW is not an acronym. It is the name given to the Cumbrian multi-agency project that provides non-statutory offender management. It encompasses what in other areas is often known as Integrated Offender Management (IOM) and Prolific and Priority Offenders (PPO) schemes. It is currently coordinated by the police
Lancashire Safer Relationship programme	A 12-session group work intervention for low to medium risk of harm male domestic violence perpetrators. The intervention explores and challenges behaviour, attitudes and beliefs towards women. It also develops skills such as conflict resolution and emotional regulation
Lancashire Women's Centre	A provider of integrated health and social care services in Cumbria & Lancashire to women and their families
LAURUS Development	A staff-owned mutual organisation supplying justice sector professional training, assessments, qualifications and management development
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 could remain in custody for the duration of their original sentence
LDUC	Local delivery unit cluster: an operational unit comprising a number of NPS offices, generally coterminous with police basic command units and local authority structures
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
MoJ	Ministry of Justice: the government department with responsibility for the criminal justice system in the United Kingdom
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
nDelius	National Delius: the approved case management system used by the NPS and the CRCs 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
Northumbria Sex Offender Group Programme	A cognitive behavioural programme designed to address the dynamic risk factors associated with sexual offending behaviours
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
<i>Offender Rehabilitation Act 2014</i>	Implemented in February 2015, applying to offences committed on or after that date, the <i>Offender Rehabilitation Act 2014</i> (ORA) is the Act of Parliament that accompanies the <i>Transforming Rehabilitation</i> programme
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS

PSS	Post-sentence supervision: a period of supervision following the end of a licence, any breaches are enforced by the magistrates' court. Introduced as part of the <i>Offender Rehabilitation Act 2014</i>
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
PO	Probation officer: this is the term for a qualified responsible officer who has undertaken a higher education-based course for two years. The name of the qualification and content of the training varies depending on when it was undertaken. They manage more complex cases
PSO	Probation services officer: this is the term for a responsible officer who was originally recruited with no 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 voluntary organisation that facilitates restorative justice services across the youth and adult criminal justice arena
Responsible officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
Restorative justice	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
Risk escalation	The term used to describe the process where a case allocated to a CRC is referred to the NPS for reallocation on the grounds that an increase in the risk of harm posed by the offender now places that person within the category of those that should be supervised by the NPS

Risk of Serious Harm	A term used in OASys. All cases are classified as presenting a low/ medium/ high/ very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term risk of harm when referring to the analysis which has to take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term Risk of Serious Harm only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to those offenders for whom lower impact/severity harmful behaviour is probable
Risk of Serious Recidivism	An actuarial calculation of the likelihood of the offender being convicted of a serious sexual or violent offence; this calculation was introduced in June 2014 as a required process in the implementation of <i>Transforming Rehabilitation</i>
Risk matrix 2000	A nationally recognised risk assessment process that uses details of an adult male offender's past sexual offending history to predict the risk of re-conviction for future sexual offending
SPO	Senior probation officer: first line manager
Shelter	A charity and CRC supply chain provider. Provides specialist support and accommodation advice to the homeless and those struggling with bad housing
Skills for Effective Engagement Development and Supervision	A collaborative approach to enhancing offender engagement developed by NOMS following successful pilots in probation trusts in 2011 and 2012. The strategy focuses on developing practitioner skills and practice in working with service users and on enhancing the management practice needed to support them in this work
Sodexo Justice CRC Practice Standards	A collection of 25 practice standards, designed by Sodexo Justice Services to be implemented within their CRCs, which cover core aspects of offender management. They are divided into four stages: early work, compliance, risk assessment and management, review and evaluation. Each practice standard includes descriptors and supporting guidance information
Supply chain	Providers of services commissioned by the CRC
Suspended sentence order	A custodial sentence that is suspended and carried out in the community
TSP	Thinking Skills Programme: an accredited group programme designed to develop an offender's thinking skills to help them stay out of trouble

Third sector	The third sector includes voluntary and community organisations (both registered charities and other organisations such as associations, self-help groups and community groups), social enterprises, mutuals and cooperatives
Through the Gate	Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around
<i>Transforming Rehabilitation</i>	The government's programme for how offenders are managed in England and Wales from June 2014
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
Victim Liaison Officer	Responsible for delivering services to victims in line with the NPS' s statutory responsibilities
ViSOR	ViSOR is a national confidential database that supports MAPPAs. It facilitates the effective sharing of information and intelligence on violent and sexual offenders between the three MAPPAs Responsible Authority agencies (police, probation and prisons). ViSOR is no longer an acronym but is the formal name of the database
Women's centre	A centre dedicated to services for women This may include education, training and interventions to help with confidence and self-esteem
Workload management tool	A tool to calculate the overall workload of an individual responsible officer. It takes into account numbers and types of cases as well as particular work such as parole reports
YOI	Young Offender Institution
Youth Offending Service	Youth Offending 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



ISBN: 978-1-84099-794-1