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Quality & Impact inspection:  
The effectiveness of probation work by the  
**National Probation Service in London**

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An inspection by HM Inspectorate of Probation  
January 2018

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

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

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## Foreword

This is our second inspection of adult probation services managed by the National Probation Service (NPS) in London. After expressing concerns when we inspected NPS and Community Rehabilitation Company (CRC) work in North London in 2016, we returned to inspect probation work across London, in separate inspections of the NPS and the CRC.

We found that the NPS had acted on our 2016 recommendations. There were encouraging signs of improvement, but more still to be done. Importantly, we found an appetite for improvement: the leadership team knew what needed to be done.

Managers were endeavouring to make sure staff were suitably trained, and were recruiting to fill vacancies. However, they were undermined by a lack of essential workforce information because of a longstanding systems failure. That seemed inexplicable to us. Staff were busy, but we thought caseloads were manageable.

As we have found in other areas<sup>1</sup>, court work was carried out well, but in London we found staff particularly hampered by a lack of access to information on child and adult safeguarding, when they were trying to complete assessments quickly. Otherwise, public protection work was carried out well overall. Approved premises were used effectively.

Rehabilitative work was less consistent. Good assessments and plans did not always translate into well-delivered services, and there was insufficient use of structured interventions. We found too much reliance on individual self-reporting. Insufficient attention was paid to addressing offenders' diverse needs when, of course, London is such a diverse city. In particular, we thought services did not address the needs of women well enough.

In common with other areas we have inspected of late, we found that NPS staff were not convinced that the services on offer met people's needs, and so were reluctant to purchase from the CRC. They are not obliged to, but not doing so undermines the delivery model for probation services. London CRC has recently been restructured, and with new working relationships there is an opportunity to forge links and emphasise shared goals rather than differences, so that the people of London are kept safe and individuals are supported well to turn away from crime.



### **Dame Glenys Stacey**

HM Chief Inspector of Probation  
January 2018

<sup>1</sup> Thematic inspection: *The work of probation services in courts*, HMIP (June 2017).

## Key facts

268,062

The total number of offenders subject to probation supervision across England and Wales<sup>2</sup>

16,765

The number of offenders supervised by the London division of the NPS<sup>2</sup>

87%

The proportion of the NPS cases that relate to a custodial sentence (pre- or post-release supervision)<sup>2</sup>. The proportion for all England and Wales NPS divisions was 82%

59%

The proportion of offenders who were recorded as having successfully completed their period of licence or post-sentence supervision with the NPS following a release from custody<sup>3</sup>. The performance figure for all England and Wales was 55%, against a target of 65%

10,071

The number of MAPPA-eligible offenders managed by the NPS in London<sup>4</sup>

12

The number of local delivery unit clusters in London

<sup>2</sup> Offender Management Caseload Statistics as at 31 March 2017, Ministry of Justice.

<sup>3</sup> NPS Service Level 19a, Community Performance Quarterly Statistics January – March 2017, Q4, Ministry of Justice.

<sup>4</sup> Multi-Agency Public Protection Arrangements (MAPPA) Annual Report 2015-2016, October 2016, Ministry of Justice.

# 1. Overall judgements and recommendations

- Protecting the public
- Reducing reoffending
- Abiding by the sentence
- The National Probation Service and Community Rehabilitation Company working together
- Recommendations

We last inspected probation services in London in September 2016. At that time, we examined the quality and impact of the work delivered by both the NPS (London division) and the London CRC across eight boroughs in the north of the capital.

Given our concerns about the standard of work at that time, particularly the work of the CRC, we undertook to revisit London the following year. In order to do so as effectively as possible, we have inspected the work of the two organisations separately, across the whole of London. Our inspection of London CRC is the next in our series of Quality & Impact inspections. The outcomes from our September 2016 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

Overall, the quality of NPS public protection work was good. Assessments focused on the right issues and informed good planning.

However, timely information on child and adult safeguarding was often not available, and some staff lacked relevant training. Information was exchanged well with the police. Staff did not always review plans to reflect changes or progress.

Sound arrangements were in place to address the risk of involvement in terrorism, organised crime and gangs, which were additional complexities for offender management in London.

Overall, managers had a sound appreciation of what needed to improve.

## Reducing reoffending

The quality of work delivered to reduce reoffending was variable. Initial sentence planning identified the right issues. However, too many cases lacked structured interventions. Access to suitable accommodation was difficult. There was effective communication with mental health, drug and alcohol services, and with employment, education and training partners. Bespoke services for women were poor.

Reviews were not carried out reliably and service users were not involved often enough in planning or reviewing the work they were required to do.

## Abiding by the sentence

The quality of work overall was sufficient. The NPS worked well to explore alternatives to enforcement and took appropriate action when service users did not comply. Good attention was paid to recording attendance. However, individual needs were not always addressed.

The relationship between the CRC and the NPS was improving, from a low base. The NPS had yet to make best use of the CRC's services. There was a commitment at senior management level to bringing about improvement.

The risk escalation process had improved. The CRC had increased the number of cases being enforced at court, which had stretched the capacity of the NPS.

## **Recommendations**

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

1. improve how it shares and uses information to better assess and manage child and adult safeguarding
2. improve the services for women so that their needs are met across London
3. collate a directory of local services and structured one-to-one interventions available in London
4. promote a better understanding of rehabilitation activity requirement days and how to access the CRC services
5. provide post-qualification support in accordance with existing guidance for newly qualified officers.

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

6. provide better guidance to court staff on the advice they should give about the 'safe to sentence' process when safeguarding information is unavailable on the day.

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

7. resolve the problems with the Single Operating Platform, so that NPS directors are provided with timely, accurate management information about their workforce.
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## **2. The arrangements for delivering probation services in London**

- the national context
- the local context
- organisational arrangements in the NPS

## National context

Some 268,000 adults are supervised by probation services annually<sup>5</sup>. 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>.

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, 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 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 London by the NPS. Local government arrangements in London are managed by 32 London boroughs and the City of London. Divisional management of the London NPS is organised through 12 local delivery unit clusters (LDUCs), which manage two or three boroughs each (see Figures 1 and 2). We provide demographic data and information about the area in Appendix 2.

The population of London was estimated at 8.8 million in 2016, which accounted for 15% of the population of England and Wales<sup>7</sup>. London is a diverse city, with just 44.9% of the population identifying as white British, compared with 80.5% across England and Wales<sup>8</sup>. London's daily population is further swelled by the large numbers of commuters and tourists who visit the city. About one-fifth of all recorded crime in England and Wales takes place in London<sup>9</sup>. The capital must contend with additional complex threats and hosts many national high-profile events.

5 Source: Offender Management Caseload Statistics as at 31 March 2017, Ministry of Justice.

6 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.

7 Source: United Kingdom population estimates mid-2016, Office for National Statistics, June 2017

8 Source: 2011 census, Office for National Statistics, December 2012

9 *A Safer City for all Londoners: Police and Crime Plan 2017-2021*, Mayor of London, March 2017: <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/police-and-crime-plan-safer-city-all-londoners>.

**Figure 1: London boroughs and NPS local delivery unit clusters**



Source: London NPS June 2017

The average proven reoffending rates for all adult offenders across the 32 London boroughs (23.5%) was lower than the average for England and Wales (23.8%)<sup>10</sup>. Proven reoffending rates varied across the boroughs, with Camden having the highest (28.6%) and Havering the lowest (19.1%).

In March 2017, the NPS London division managed 16% of the total NPS caseload, with a reported 16,765 cases<sup>11</sup>. The overall volume of NPS work has risen noticeably (by almost 8% since June 2016), while staffing levels have risen marginally. The number of staff employed was 1,246 at March 2017: a 3% decrease since March 2015<sup>12</sup>.

The NPS London division was performing above national service levels on 6 of the 12 published measures for which data was available and at or below the national average on 5 of the measures.<sup>13</sup> The London division delivered the poorest response to breach referrals across the whole of the NPS. The completion of community orders and suspended sentences was proving difficult for the London division to achieve. This was also the case in all other NPS areas, apart from the North West.

<sup>10</sup> Source: Proven reoffending statistics quarterly, October 2014 -September 2015, England & Wales, Ministry of Justice

<sup>11</sup> Source: *Offender Management Caseload Statistics as at 31 March 2017*, Ministry of Justice.

<sup>12</sup> HMPPS workforce statistics bulletin as at 30<sup>th</sup> June 2017, Ministry of Justice.

<sup>13</sup> Source: Community Performance Quarterly Management Information release, Ministry of Justice, January to March 2017

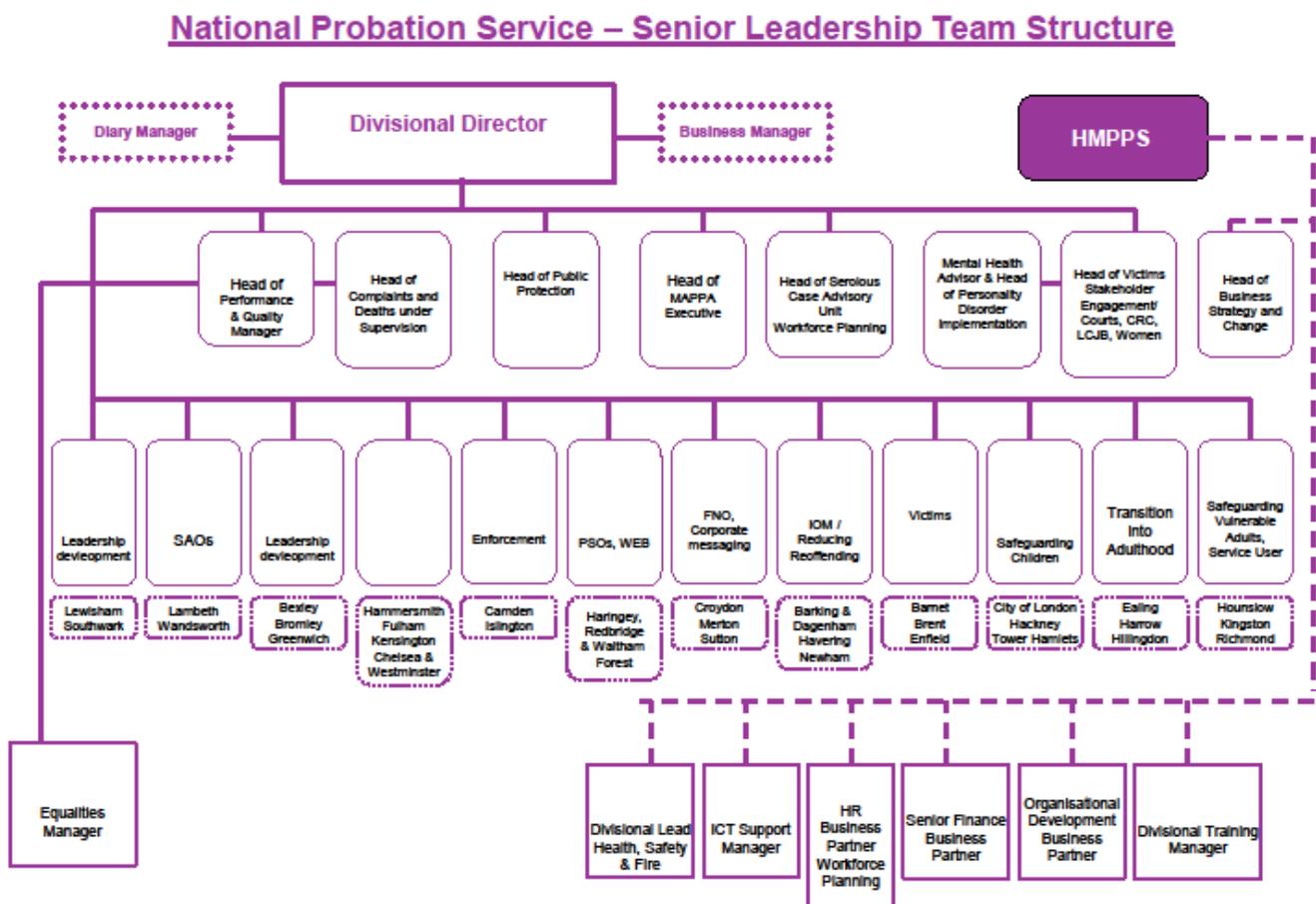
## Organisational arrangements in the National Probation Service in London

The NPS is a relatively new national, regionalised organisation. Services are provided in-house, apart from those commissioned from the CRC. Staff are drawn mainly from the former probation trusts. The NPS is a long way through a programme, known as E3<sup>14</sup>, to standardise processes nationally. Guidance on policies and practice has been published nationally and is available to all staff through an online information platform called 'Equip'. Use of Equip is monitored, and staff are kept informed of updates.

### Leadership and management

The London NPS division is organised into 12 LDUCs, which we think are of an effective, manageable size. The LDUCs are led by a senior manager, who is responsible for delivery, staff well-being, and local strategic partnerships. In addition, each head of an LDUC is the divisional strategic lead for an operational topic. A further seven senior managers are responsible for London-wide strategic work streams.

**Figure 2: London NPS: senior leadership team**

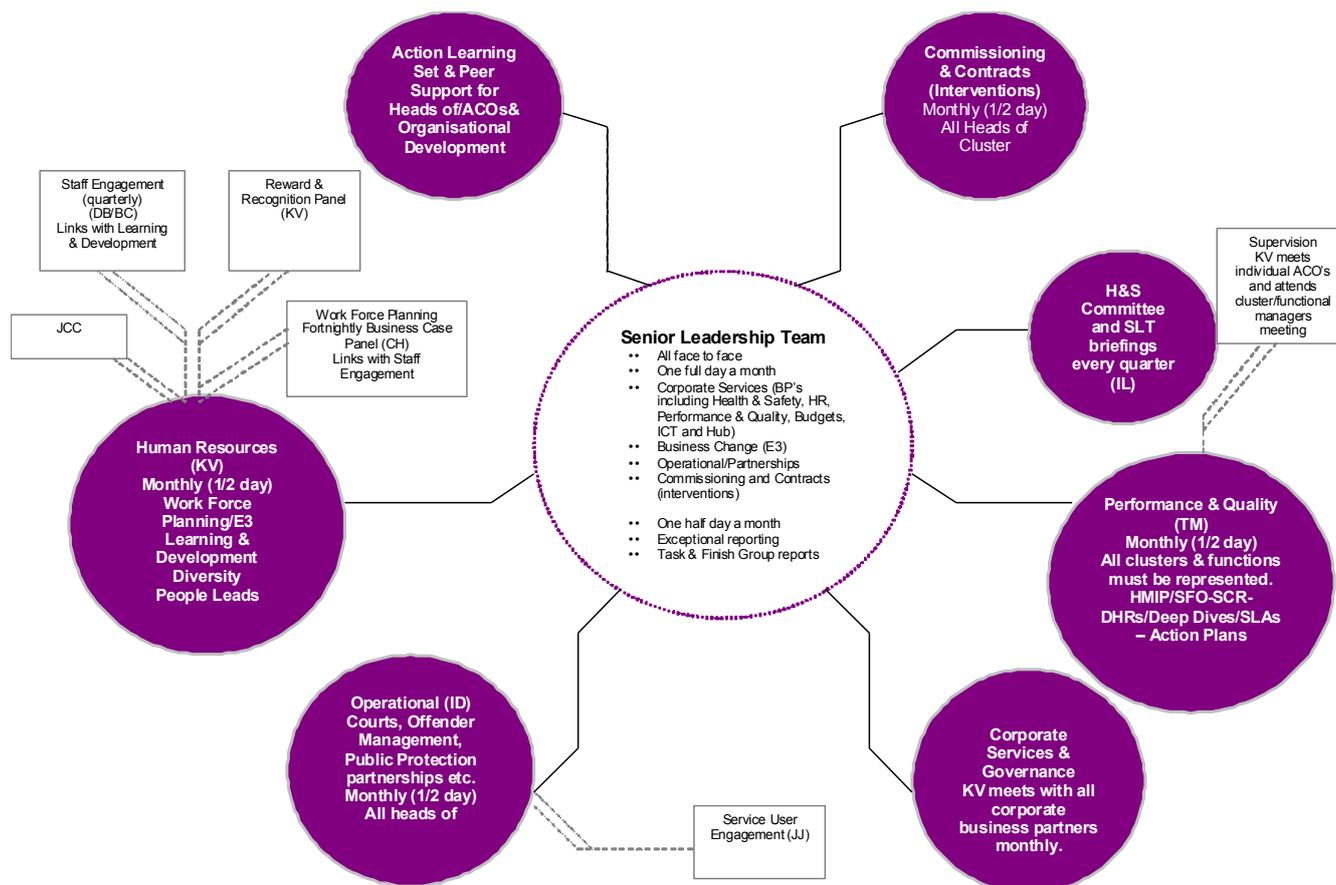


Source: London NPS June 2017

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

A new Divisional Director took up post in December 2016 and had revised the decision-making arrangements. She had put in place governance to support her vision and ambition for the division. She aimed for the division to move beyond transition from *Transforming Rehabilitation* and become a high-performing division that delivered consistently. The Divisional Director line-manages 18 senior managers. This is a high number and demonstrates her determination to have oversight of delivery across London. Effective communication and teamwork across this senior leadership team are evident. A commitment to improvement has become embedded in the culture of the leaders.

**Figure 3: London NPS: governance structure**



Source: London NPS June 2017

## Staffing and caseloads

Staff are stretched, but caseloads seemed manageable in most offices we visited, with a full-time generic probation officer (PO) holding approximately 40 cases. Many of these cases were in custody. The London NPS caseload overview<sup>15</sup> showed an average of 11% on community sentences, 28% post-release and 61% pre-release. Cases were assigned a tiering level, which determined the allocated time allowance on the workload management tool and whether a case should be given to a PO or probation service officer (PSO).

15 Caseload overview, NPS London Division (30 November 2016), published 31 December 2016.

Vacancies were not evenly distributed. Some offices were difficult to recruit to and had a higher number of vacancies, agency staff and sickness absence. In some LDUCs with shortages, managers assigned cases to themselves or to unfilled posts, in a process known locally as 'stacking'. Managers aimed to restrict the cases assigned to these stacked lists to prisoners serving long sentences, who might require less attention, but we found that this was not always the case. Furthermore, when these cases were reassigned at the point of release to be actively managed, responsible officers found themselves on the back foot when it came to assessment and planning. The performance and quality team said they would review this practice when we told them of our concerns.

The workload management tool was used to track individual, team, office and LDUC caseloads. The Divisional Director, human resources (HR) business partner and training manager had developed a longer-term workforce plan to fill vacancies, which aligned to recruitment and training. They had given priority to recruiting to the LDUCs under most pressure. This approach led to newly qualified officers and those with less experience being concentrated in the offices under greatest pressure.

Managers were hindered by a lack of accurate and timely workforce data from the Ministry of Justice's (MoJ's) Single Operating Platform (SOP). We were told that accurate sickness, disciplinary, capability and grievance data had not been available to the NPS since May 2017. Current divisional staff equalities data and training records could not be provided. Sickness data in May 2017 reported a rolling average of 11.8 days lost. Sickness levels varied by location and team.

Local workarounds were being tried. However, HR services were managed outside the probation division by Her Majesty's Prison and Probation Service (HMPPS), so the NPS's influence on this service was limited. It was unacceptable (and inexplicable) to us that the Divisional Director and others nationally were not supported with reliable management information for such a period of time.

National guidance on managing demand had been issued. The Divisional Director had recently devolved decision-making on overtime for under-resourced offices. While middle managers welcomed this, they had mixed opinions about whether managing demand using overtime was sustainable, and recognised that it required careful oversight to avoid individual staff burn-out.

The support for newly qualified officers was a concern to us. Although the division has guidance on protecting newly qualified officers' caseloads and giving them additional support, we found that it was not always followed in practice. One commented:

*"I qualified in July 2016; up until a few months ago, I have been 150% on the workload management tool... I walked into a caseload with no handover and no case discussion".*

Another told us:

*"I was given 40 cases in the first week; I felt dumped on, after being protected as a trainee".*

Most staff reported a good, supportive relationship with their line manager, whether this was at practitioner or middle manager level. However, there was less recording of management oversight on individual cases than we have found elsewhere. The leadership provided by the heads of LDUCs varied, with some having high visibility

and communicating clearly. In one LDUC, staff complained they had either not met or had not seen their head of LDUC for many months.

Quality development officers (QDOs) had been recruited and were allocated to every LDUC. Their work programme was coordinated and led by the central performance and quality unit. This team was responsible for delivering workshops to improve practice, for example on enforcement. The development of the QDO team was welcomed, and this supported the NPS's determination to improve practice and disseminate learning.

A national recruitment initiative was underway to appoint 100 new PSOs for London. Training and development programmes were being planned for their arrival. At an operational level, staff were unclear how these PSOs would be deployed, and expressed some unease about this.

### **Domestic abuse awareness**

Approximately half the staff were reported as having completed mandatory domestic abuse and child safeguarding training as at September 2017. Managers had recognised this shortfall and were scheduling additional training. One in four court staff had yet to complete SARA training (training on the core tool for assessing domestic abuse perpetrators). This made us doubly concerned about whether court staff knew or understood what information relating to risk of harm they might be missing in cases where domestic abuse and/or child safeguarding featured.

A good analysis of domestic homicide reviews in London had been completed and lessons learned were being disseminated through the LDUC leads.

The NPS was represented at relevant multi-agency risk assessment conferences (MARACs) across the London boroughs by responsible officer representatives from the respective borough, although some inconsistencies about attendance were reported.

### **Working environment**

Many responsible officers continued to share office buildings with the CRC, which aided communication. In some instances, security guards were provided by the CRC. Rationalisation and closure of some offices were taking place and potential logistical challenges for staff and service users were being considered. For example, officers needed to be aware of gang associates from neighbouring boroughs when planning reporting.

Offices were generally well provided for, but there was a lack of female-only reporting facilities. Sex offender programmes were provided in just two locations. Staff mentioned that this was a barrier for some service users who travelled from the outer London boroughs.

Contacting some offices by telephone was reported as a problem by service users, who said

*“the phone just rings and rings”.*

Service users said that they would welcome a direct extension, mobile contact number or email address to communicate better with their responsible officer.

## Diversity and equality

The division monitored the caseload protected characteristics for gender, age and ethnicity, which were broken down by LDUC. This analysis was incorporated into local planning.

Staff working with gang members recognised that ethnicity was an issue. Practitioners were interested in the Lammy report into the experience of black and minority ethnic offenders and how the report's recommendations would be taken forward in London<sup>16</sup>.

The division was supported by a dedicated equalities manager. The collation of reliable data faced technological barriers, however, in relation to staff (with the SOP not working) and service users. The diversity form for service users had to be manually added to the case management system, nDelius, but there was an initiative to make this to happen more reliably at court.

## Services for women

Specific services for women managed by London NPS were often poor and lacked a coherent approach. Women make up 4% of the caseload. Despite the size of London, there are no approved premises for women. This has been subject to recent legal challenge and HMPPS was exploring potential solutions.<sup>17</sup> HM Prison Holloway closed in 2016 and women prisoners are now located further away from central London.

We found that responsible officers lacked knowledge and understanding as to how female service users' needs should be met. Staff were unclear about whether women should be offered a female responsible officer. Women-only reporting times were difficult to organise effectively. One responsible officer said:

*“There is not a demand to have women-only reporting. The office is hamstrung, for no particular gain”.*

Staff lacked specific training on working with women and, because there were few female service users, built up little experience of doing so.

An overarching women's offender delivery plan existed. Recently, individual responsible officers had been identified as single point of contacts (SPOCs) and asked to collate details of local services for women. However, one responsible officer commented:

*“I am the women's SPOC. I have no female cases though, and get no workload relief. I am not sure if my manager knows I am the SPOC. I am trying to figure out what local services there are”.*

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<sup>16</sup> *The Lammy Review: An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System* (September 2017): <https://www.gov.uk/government/publications/lammy-review-final-report>.

<sup>17</sup> Regina (on the application of Coll) (Appellant) v Secretary of State for Justice (Respondent) [2017] UKSC 40 on appeal from [2015] EWCA Civ 328.

The quality and access to local services for women were variable. The Shaw Trust provides support to help women into employment in some boroughs, and a women's programme that had been piloted in Islington is being evaluated. The women's Personality Disorder Pathway is a strength, although this only met the needs of a few women. Another responsible officer reflected:

*“There is not much provision specifically for women. This could improve for specific needs. I have to look at Google to find services and this needs more attention”.*

In July 2017, HMPPS published guidance on working with women offenders<sup>18</sup>, which senior managers are incorporating into the London NPS delivery plan. The Director has commissioned an NPS London women offenders' board, which will link to the Mayor's Office of Policing and Crime (MOPAC) female strategy board.

Access to women's centres for NPS service users is only available in Lambeth and Sutton. Proposals to expand services at women's centres are being considered in conjunction with MOPAC. When we inspected in 2016, we were made aware of a problem with access to a wider network of women's centres and services that had been commissioned by the MoJ, London CRC and MOPAC. The contract was linked to the implementation of *Transforming Rehabilitation*. There was a dispute as to whether the NPS could access the services free or needed to pay.

A year later, women are still unable to access these services. At the time of this inspection, the MoJ and MTCNovo/London CRC had started a contract change notice process, which was expected to take several months. If the contract is amended, the NPS will be able to buy the services through the rate card. We considered that the barriers preventing NPS female service users from accessing services were not being recognised and that there was a lack of urgency in dealing with them.

## **Foreign National Unit (FNU)**

Those foreign nationals who are to be deported must be managed by the NPS. London is the only probation division with a dedicated FNU. The team provides strategic and operational oversight and manages low and medium risk of harm cases while they are in prison.

When released on licence, these service users are transferred to the relevant LDUC. The FNU also works with the CRC to identify relevant custody cases that need to be transferred back to the NPS. The team works closely with the Home Office caseworkers to provide information to responsible officers.

There are additional complexities in planning for accommodation and living arrangements, given that these service users' immigration status means that they are unable to work or access public funds. Within our case sample, we found that responsible officers in LDUCs lacked an understanding of the additional complexities of cases involving foreign nationals and that the quality of communication from the FNU at the point of release was mixed.

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18 *Working with women offenders*, HMPPS (July 2017).

## Accommodation and resettlement services

Access to suitable accommodation for service users in London is difficult, and this can make the management of risky cases more difficult. A lack of suitable housing was recognised as a barrier by staff at all levels of the NPS division.

The CRC completes resettlement plans before individuals are released. However, these mainly consist of signposting service users to housing agencies. These plans do not provide housing. Local authority housing officers usually attend MAPPA Level 2 meetings. One borough prioritises a few housing places for high-risk individuals, but another housing manager said:

*“People think housing is available but this is not the case. There is little social housing... our teams have a duty of care to other residents... I need to manage expectations of probation staff”.*

There is a concern in some central boroughs, such as Hammersmith & Fulham, that affordable rental services have been redeveloped and are now out of reach. Availability of support varies by borough. For instance, some south London boroughs benefit from support from the Shaw Trust, which can assist with deposits and benefit claims. Housing advice workers in 14 boroughs provide advice and support, including help with benefit claims, workshops for the private rented sector, signposting to legal advice and access to emergency and supported accommodation. However, funding for this important service beyond March 2018 is uncertain.

Some high-risk offenders are released to hostels (approved premises), where their behaviour can be monitored, to facilitate a staged release. London has nine NPS-run approved premises plus three independent ones; all house men. Referrals are processed through a central referral unit, which is struggling to cope.

There is a shortage of places, as we found during our recent thematic inspection<sup>19</sup>. Referrals are often made late, just before release from prison, and there are difficulties in coordinating intelligence to make sure service users are not placed near fellow gang members or co-defendants. Attention to proximity of known victims is prioritised.

Within our case sample, we found good work in supporting public protection, reducing reoffending and abiding by the sentence where approved premises had been used. Service users, however, shared their frustration at only learning where they would go on release at the eleventh hour and said that this compromised their ability to prepare. One commented:

*“I wasn’t sure where I would be staying until two days before release, so benefits could not be arranged. This potentially sets you up to fail by creating [stressful] debt”.*

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<sup>19</sup> Thematic inspection: *Probation Hostels’ (Approved Premises) Contribution to Public Protection, Rehabilitation and Resettlement*, HMI Probation (July 2017).

# **3. An evaluation of the quality of probation services delivered by the London division of the National Probation Service**

- Protecting the public
- Reducing reoffending
- Abiding by the sentence
- The National Probation Service and the Community Rehabilitation Company working together

## Protecting the public

Overall, the quality of NPS public protection work was good. Assessments focused on the right issues and informed good planning. Risk of serious harm had been assessed correctly in most cases. There was room for improvement, however, when gathering information to support the quality of assessment, particularly in respect of child and adult safeguarding. Communication and intelligence exchange with the police were effective. Sound measures were in place to address the risk of involvement in terrorism, organised crime and gangs, which were additional complexities of offender management in London.

### Allocating cases

The percentage of cases correctly allocated to the CRC or NPS had increased since 2016, but remained below most other divisions. The margin of error requires improvement; some cases were not correctly identified as meeting the MAPPA criteria, for example. Cases were allocated on time. Often, not enough information on child and adult safeguarding was gathered at the point of sentence or release, however.

***Poor practice example:** Gareth had been released on licence following a conviction for robbery.*

*The risk of serious harm analysis failed to mention children, even though the responsible officer was aware that Gareth would be living with a child who was known to children's social care services, on his release.*

*There was no evidence that checks had been completed or that children's social care services had been informed. There was no assessment or planning to manage the risk of harm relating to Gareth's partner's child or the release of his co-defendants.*

*The responsible officer reduced reporting to monthly soon after Gareth's release and failed to deliver any structured interventions.*

*There had been no positive outcomes regarding thinking and behaviour and his attitude to offending. Gareth had, however, sustained full-time employment.*

### Assessment and planning

Assessments before a case was assigned were good enough in over three-quarters of cases in relation to the public, known adults, children and young people, staff and prisoners. This was lower than the average performance of all the NPS divisions that we have inspected previously. These assessments help to determine whether a case should be allocated to the NPS or CRC, so their accuracy is crucial.

The quality of initial plans after sentencing had improved since our inspection in 2016. Plans to manage risk of harm were sufficient in almost three-quarters of cases.

Specialist assessment tools underpinned the Offender Assessment System (OASys) assessments. There was good joint working with the police to complete home visits

and implement the active risk management system for known sex offenders, as in the following example:

**Good practice example:** Bradley was a 32-year-old who received an Indeterminate Public Protection sentence. He had befriended a family and went on to abuse three boys, all of whom had learning difficulties.

Bradley was released to reside initially in approved premises. A strong and analytical assessment and plan were put in place. The approved premises key worker monitored Bradley's progress effectively and kept the responsible officer informed.

Move-on accommodation from the approved premises was problematic, but significant work was undertaken by the responsible officer and police, which included full disclosure to Bradley's new landlords. This enabled him to secure a room and involved the landlords in supporting his resettlement.

Bradley was aware that the police and probation services shared information. He had developed an ongoing relationship with another sex offender who remained in custody. The responsible officer had put in place arrangements with the prison to monitor communication so that risk management measures could be set up for when this man was released.

Bradley had secured employment. His risk had recently been reviewed and reduced to medium.

## Delivery

The work delivered by responsible officers focused sufficiently on protecting those at risk of harm in two-thirds of cases. This was a similar finding to 2016. Most cases where partner agencies were involved in delivering services which focused on protecting those at risk of harm were found to be of sufficient quality. The following example shows what can be achieved when agencies work well together with public protection in clear focus.

**Good practice example:** Sunny was a 26-year-old who was subject to an Indeterminate Public Protection sentence for malicious wounding of a female. He had previous convictions for violent disorder and possession of offensive weapons.

Police checks were undertaken and a referral was made to a MARAC to protect his ex-partner. Checks were made with children's social care services about his son.

Sunny engaged well with his licence, and he had undertaken one-to-one structured work on healthy relationships, lifestyle and associates. Sunny gained full-time employment.

There were no further signs of public protection concerns.

In one-quarter of cases, partner agencies did not take reasonable action to minimise the service user's risk of harm to others. While this had improved marginally since 2016, London remained the weakest NPS division in this respect.

## Reviewing progress

Since 2016, the NPS had increased the percentage of cases that were reviewed sufficiently to better manage risk of harm in response to a change in circumstances. However, this measure remained below two-thirds. This was below most other NPS divisions that we have inspected. Staff said that they prioritised work with pressing deadlines ahead of completing reviews.

## MAPPA

An initial screening of the service user's MAPPA level took place before release from custody. Just over two-thirds of our case sample were identified as MAPPA cases and just under one-fifth of these were managed at Level 2 at some point during the period of supervision inspected. It was common for the Level 2 management to be reduced shortly after someone had been released, once the release plan, including accommodation, had materialised. Once a service user had been released and assigned to Level 1 management, we found little evidence that a higher level of MAPPA involvement would be reconsidered, however, as illustrated in this case:

***Poor practice example:** Kate was released on licence having wounded her partner following a drug-fuelled argument. Kate's partner had previously been violent to her, and a restraining order was in place to protect her from him. He was also subject to probation supervision and managed by the CRC. There were child safeguarding concerns and their children had been removed to live with relatives.*

*There were no specific services for women, and no vacancies at a women's approved premises for Kate's release. Kate was allowed to move in with another man, despite concerns about his intentions towards her. The accommodation broke down within days and Kate returned to misusing crack cocaine and to a chaotic homeless lifestyle.*

*The responsible officer did not pay sufficient attention to managing the risks to the children, the ex-partner/victim or Kate. There was a missed opportunity to coordinate intelligence for Kate and her ex-partner through taking this case to a MAPPA Level 2 meeting.*

*The NPS quickly lost contact with Kate and a warrant without bail was issued. At the time of the inspection, Kate's whereabouts, well-being and risk to others were unknown.*

One responsible officer candidly described the pre-release Level 2 meeting as being *"like a laxative; it's a way of clearing blockages"*.

We found mixed engagement with some Level 2 meetings by mental health, housing and children's social care services.

Achieving consistency for MAPPA across London is challenging, given the considerable number of senior probation officers (SPOs) and police leads involved in chairing meetings. A dedicated MAPPA executive office is in place to coordinate this

work and promote consistency. Police and probation relationships were reported as good, but other agencies could be harder to engage. Service users told us that they were made aware of their risk levels, but were given less information when their MAPPA level changed. One told us:

*“I wasn’t given any information, just that my risk was lower”.*

The Violent and Sexual Offenders’ Register (ViSOR) database was kept updated by the MAPPA administrators. ViSOR was not used by responsible officers, except to store minutes of MAPPA meetings safely.

Overall, we found that the MAPPA arrangements contributed to keeping people safe in just under three-quarters of relevant cases. This was close to the average for the NPS.

**Good practice example:** *Raul was a 30-year-old who had been released on licence for six weeks followed by post-sentence supervision for failure to comply with a sex offender notification order. This related to an offence of rape over 10 years ago. Raul had previous convictions for failure to comply with his sex offender registration requirements.*

*Raul acknowledged that he had difficulty dealing with people in authority. The responsible officer effectively built a positive working relationship with him by fully involving him in setting initial sentence plan objectives and incentivised compliance through indicating that weekly reporting requirements could be reduced following an acceptable period of full compliance. The responsible officer undertook a home visit and liaised closely with the police MAPPA coordinator to monitor any further offending or public protection concerns.*

*Raul had become more engaged in addressing his negative attitude towards authority and complied with his sex offender registration requirements. There were no indications of further offending or public protection concerns.*

## Serious Case Advisory Unit

London is the only NPS division with a Serious Case Advisory Unit. This provides specialist services including: profiling; some bespoke case management; and advice and guidance on extremism, hate crime, gangs and serious organised crime. A small expert team within the unit provides advice on and coordination of cases associated with extremism.

Within each LDUC, an officer took the lead (as a SPOC) for coordinating with the police and other relevant agencies for known gang members. This was complex work, which required attention to the lifestyle and associates of service users and managing reporting arrangements to avoid conflict among rival gangs.

We found the quality of work relating to gangs was mixed. MOPAC and the Metropolitan Police focused attention and additional resources on places where gang culture was more prevalent. A few responsible officers had been trained in the Identity Matters programme; however, we did not come across any examples of this being used. We found good examples of intelligence being exchanged with relevant agencies, but specific interventions, for example to tackle individuals who might carry weapons, were not evident.

POs seconded to the Youth Offending Teams (YOTs) helped young people approaching the age of 18 transition to adult services. There was often an overlap with gang work. While some YOT workers expressed concern that information about gang membership was not always exchanged effectively, the following example illustrates the benefits of doing this well:

***Good practice example:** Tariq, aged 19 years, was released on licence with many additional conditions after becoming involved in a gang attack in which a cyclist had been fatally stabbed. Tariq's previous engagement with the YOT had been poor.*

*The responsible officer worked steadily to build a relationship with Tariq and his mother. The officer displayed persistence, tenacity and an investigative approach. It was impressive that they also examined the probation assessments of Tariq's associates and took time to understand who influenced him. The responsible officer orchestrated information-exchange and, where there were gaps in the information, he pursued other agencies with vigour.*

*Tariq remained a high risk of harm to others and to himself because of his gang lifestyle. His reporting was reliable and he was starting to engage and consider alternative ways of using his time.*

## Work with victims

Services for victims are managed by a separate team that reports directly to the head of victim services. Victim liaison officers (VLOs) are allocated to LDUCs and supported by a central administrative hub and two SPOs. Compared with other NPS probation divisions, the number of victims who take up the service is low. This aligns with a finding by MOPAC<sup>20</sup>, which recognised the need to improve engagement between victims and witnesses and the authorities in London.

Given the unique profile of London, with so many commuters and temporary visitors, the task of establishing contact with victims is challenging. A new national victim case management system has been introduced; however, VLOs reported that this gave them less ability to track cases outside of London.

We found few examples of structured victim empathy work in sentence plans, other than modules that were incorporated into accredited programme requirements. We were informed that a victims' module was being developed as part of an offender management toolkit for practitioners.

## Safeguarding of children and vulnerable adults

Staff in a range of operational settings said they had yet to complete the child safeguarding training. The national NPS policy<sup>21</sup> stipulates that an e-learning module on safeguarding awareness and a classroom-based module on child safeguarding and domestic abuse are mandatory for operational staff and their line managers.

<sup>20</sup> A Safer City for all Londoners: Police and Crime Plan 2017-2021, Mayor of London, March 2017: [https://www.london.gov.uk/sites/default/files/mopac\\_police\\_and\\_crime\\_plan\\_2017-2021.pdf](https://www.london.gov.uk/sites/default/files/mopac_police_and_crime_plan_2017-2021.pdf).

<sup>21</sup> Safeguarding and Promoting the Welfare of Children – NPS Policy Statement, HMPPS (January 2017).

Staff should also participate in relevant local training provided by Local Safeguarding Children Boards (LSCBs). The Director had stipulated that all responsible officers must complete safeguarding training by April 2018 and failure to do so will be reflected in the annual appraisal process.

One inspector observing the delivery of an oral report highlighted the importance of training:

*“The responsible officer asked whether he had children but not whether he had **contact** with children”.*

Another inspector observing a court report interview for breach of a molestation order commented:

*“No safeguarding checks were made even though they were aware he had children. The report did not mention risks to children and how they were to be kept safe”.*

This observation chimed with a senior manager’s recognition that an inexperienced workforce does not always grasp the issues.

The Chair of one LSCB was clear about their concerns:

*“Probation are being lost in the margins of partnership ... Both the NPS and CRC will talk about their own training; they do not attend the multi-agency training ... NPS know they have a hill to climb around training. There needs to be stronger professional curiosity around meeting the needs of the child”.*

In many boroughs, a responsible officer contributed up to six hours a week to the local multi-agency safeguarding hub, which helped to exchange information across the agencies. However, arrangements varied across London, and one senior manager reflected on the scale of the difficulties:

*“We constantly must renegotiate with different children’s social care services. They have different databases, families live across several boroughs, it’s complex”.*

## **Impact and potential impact**

Public protection outcomes were variable across London, shaped by both the access to partner services and the level of experience and training of responsible officers. In less than two-thirds of cases, sufficient progress had been made by individuals to minimise the risk of harm they posed to the public and known adults. This improved to above two-thirds for minimising the risk of harm to children and staff, but we remained concerned about the quality of work to assess risks to children and vulnerable adults.

**Figure 4: Enablers and barriers for the NPS relating to the inspection domain of protecting the public.**

Enablers		Barriers	
1.	The probation and police exchanged information effectively to manage risk of harm.	1.	Safeguarding information was not readily available to inform the assessment of risk of harm.
2.	Risk management plans focused on the right issues.	2.	MAPPA screening was not reliable at the start of sentence.
3.	Expertise was provided to assess and manage serious group offending.	3.	Reviews were not completed consistently.

## Reducing reoffending

The quality of work to reduce reoffending was variable. Assessments and plans were good, but, in too many cases, there were insufficient structured interventions. Service users were not involved in planning or reviewing the work they were required to do often enough. Services for women were poor.

### Work in court

We visited Bexley, Camberwell Green and Thames magistrates' courts and Snaresbrook and Croydon Crown Courts. Our visits included observing oral court reports, meeting with probation court staff and talking with sentencers. Relationships with sentencers were positive, and there was a commitment to avoiding delay and to solving problems at the lowest level. An effective sentencer liaison plan had been implemented, and we were pleased to see the CRC involved with this, in line with a recommendation in our recent thematic inspection of court work<sup>22</sup>.

The NPS, nationally, has been increasing the number of reports completed on the day to achieve a target of 60%. Data provided by the NPS shows that in recent months, London has exceeded this target. This has supported the national criminal justice strategy: *Transforming Summary Justice and Better Case Management*. However, we were concerned that there was not enough training and advice for court staff to help them determine when it was 'safe to sentence' without waiting for information on police domestic abuse call-outs and child and adult safeguarding enquiries.

National guidance advises<sup>23</sup>: *'Where the pre-sentence report author, applying professional judgement, is confident that the likely sentence will effectively manage the offender's risk of harm, a further adjournment to include the outcome of checks*

<sup>22</sup> Thematic inspection: *The work of probation services in courts*, HMIP (June 2017).

<sup>23</sup> *Determining pre-sentence reports – sentencing within the new framework*, Probation Instruction 04/2016, National Offender Management Service, January 2016: <https://www.justice.gov.uk/downloads/offenders/probation-instructions/pi-04-2016-determining-pre-sentence-reports.doc>.

*may not be required. Safeguarding work continues into the supervision of the sentence. The determining factor of the decision will be the offence type and if the outcome of enquiries could significantly alter the likely sentence.* This guidance requires the use of 'professional judgement', but not all court report writers had sufficient experience to make these judgements, and some had not yet completed their safeguarding training.

Many of the cases within our sample were sentenced with an oral report. A written report was available in only one-fifth of our case sample. In most cases, we found the proposal for sentencing focused on the right issues. The quality of the oral reports we observed was variable. Practice was thorough and professional, but court officers were under pressure and working to short adjournments, for example 30 minutes.

Court officers asked children's social care services for information about a case, knowing that they were unlikely to receive a response within the time available at court and the case would proceed to sentence the same day. Such cases would then be allocated to the CRC, where the same checks would take place. These checks might reveal information that potentially would have altered the sentencing outcome, allocation or initial planning. This concern linked to our recommendation in the previous inspection report from 2016<sup>24</sup>, to: *'improve the quality of information at allocation from the NPS court staff to the CRC'*.

There was clearly a tension between avoiding unnecessary delays in sentencing and making sure that risk of serious harm was assessed accurately from the outset. Our view is that the safety of known partners and children should take priority.

In case interviews and in all the staff focus groups that we conducted, staff expressed concern about delays in receiving information from children's social care services. They told us:

*"Child safeguarding checks are made, but it is rare to receive a response from children's social care services. It is rare to ask for an adjournment for the purpose of waiting for an enquiry to be checked".*

Practice was weighted towards expediency at the expense of public protection. Senior management was wanting to improve timely access to information through the respective borough multi-agency safeguarding hubs, but this was complex, given the large number of London boroughs.

We found a good understanding of the London court delivery plan, and improving the quality of completing the case allocation system (CAS) had been linked to appraisal objectives for report writers. SPOs sampled reports using a practice improvement tool from the national quality assurance framework.

Managers had recently been briefed on the CRC rate card services, and were cascading this information to other staff. However, in some offices, responsible officers stated that they were unaware of the rate card brochure and had reservations about using it. We were told:

*"I don't know what services are available from the CRC – no brochure is available. We had rate card briefings, but these were about the purchase process and not about what was being offered".*

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<sup>24</sup> *Quality & Impact inspection: The effectiveness of probation work in the north of London*, HMI Probation (December 2016).

There was a widespread lack of understanding of the rate card and services provided by London CRC.

A promising new national SMART tool for report writers was being piloted in two courts. This should help match sentencing proposals to interventions available. This tool should help to widen the range of interventions offered so that they include services from the rate card and accredited programmes.

## **Allocating cases**

The quality of assessment prior to allocation in relation to reducing reoffending had improved since 2016. Assessment was sufficient in over three-quarters of cases inspected. This contributed to responsible officers focusing on the right issues during supervision.

## **Assessment and planning**

Post-sentence assessments in relation to reducing reoffending were timely and sufficient in three-quarters of cases. A timely and sufficient sentence plan was completed following assignment in a higher proportion of cases than in 2016. However, this proportion remained low compared with other divisions, at just under two-thirds. Planning addressed protective factors well enough in three-quarters of cases. This was a creditable improvement from the 2016 inspection. Responsible officers cited the benefit of training and access to advice and consultancy on the Personality Disorder Pathway, which helped them to meet the needs of individual service users. Thinking and behaviour and accommodation needs were identified as the top factors associated with reoffending.

## **Delivery**

Progress in delivering interventions was disappointing. Only half of the case sample were assessed as sufficient. Responsible officers relied too much on one-to-one self-reporting.

Staff said that, to structure their work with service users, they used worksheets inherited from the former probation trust, but, in practice, we found a lack of structured interventions, other than accredited programmes. In one LDUC, staff had taken the initiative to collate resources and make them available on the local server. There was recognition during our focus groups with staff that there was a lack of structured work when individuals reported.

London NPS had invested in advanced reflective practice seminars for middle managers to improve their oversight of complex cases. It had also committed to re-launching the Skills for Effective Engagement Development and Supervision (SEEDS) training. We found good examples of cases where this had been deployed, as illustrated in the following example:

**Good practice example:** Harry is a 29-year-old with a history of violence to both known and unknown adults and a severe alcohol problem. He was subject to a post-sentence supervision licence. Meetings to carry out work to reduce reoffending were structured very well. The responsible officer consistently used the 'CRISSA' model to maximise engagement:

- C – Check in
- R – Review
- I – Implement
- S – Summarise
- S – Set tasks
- A – Appointments

This structure provided a framework for discussion across a range of issues that were relevant to Harry's offending. Meetings resulted in tasks being set for Harry to complete, such as attending housing appointments, paying fines and completing his diary. This structure provided a meaningful focus for Harry and was clearly benefiting him. There had been no further offending since his release.

**Figure 5: Sufficiency scores relating to the most prevalent assessed needs of cases in the inspection sample.**

Assessed need (in order of priority)	% of cases where sufficient interventions delivered
Thinking and behaviour	58
Emotional well-being	62
Relationships	45
Lifestyle & attitudes	56
Drug misuse	50
Attitudes to offending	48
Accommodation	68
Employment, training & education	74

### Personality Disorder (PD) Pathway

London NPS had invested in developing staff's understanding of PD traits and their skills in dealing with these. Specialist officers had been trained by the Portman Clinic and were in every borough. PD pathway screening was routinely carried out on new cases and staff had access to a consultant psychologist. There were strong links between the specialist officers and MAPPA. Staff were supported to work with an individual's strengths and could be guided about the suitability of licence conditions. The women's PD Pathway provided access to a personalisation budget and improved services. This applied to a small number of cases.

A pan-London suicide prevention forum had developed an impressive suicide prevention strategy, which was being led by the NPS forensic psychologist. Further training was planned for staff, consultancy was available, and learning was being disseminated nationally.

## **Integrated Offender Management (IOM)**

Within our case sample, we examined 12 IOM cases and met with IOM staff and some local partnership leaders. As with gang work, we found variable services across the respective LDUCs. Hammersmith IOM was found to be operating well, with good coordination of home visits, housing and employment services. However, in nearby Hounslow, there was a lack of organisation and coordination, with little apparent added value.

Leadership and ownership of IOM across London was not clear. One senior partner commented:

*“[I am] not sure who IOM comes under, that is part of the problem. The Home Office did lead, but they are pretty hands-off now”.*

MOPAC directed an IOM fund to the boroughs (£50 million over four years). It was up to the boroughs to decide how to spend this money. Most used it to support substance misuse projects. Following *Transforming Rehabilitation*, co-location of police and probation staff had diminished and we found confusion between different initiatives, such as work with gang members. MOPAC had identified concerns about IOM and was coordinating a review.

A lack of access to stable accommodation for IOM service users prevented them from making progress. It undermined their ability to commit to drug and alcohol treatment, which linked closely to acquisitive and prolific offending. Funding to support individuals was severely lacking in some areas: One IOM worker said:

*“We are arguing between agencies over a bus fare... The council need to acknowledge the priority of IOM cases and what happens if reoffending increases”.*

Work to address drug and alcohol addictions was also mixed. We found that responsible officers knew their local teams and made appropriate referrals in two-thirds of cases, but the achievement of service user outcomes was less convincing.

In eight East London boroughs, MOPAC and London NPS were piloting a project called *Gripping the Offender*, which included access to GPS tracking, additional resources and intensive monitoring. Again, we heard very mixed views about the ownership of the project at borough level. MOPAC was leading the evaluation of the initiative.

**Good practice example:** *Abbi was a 27-year-old with over 20 previous convictions, many of which were breaches of restraining orders and malicious communications. On three occasions, these related to the same victim.*

*Abbi had a drinking problem and gender identity issues, and had been referred to specialist services. She had reoffended and been recalled every time she was back in the community. Abbi felt that she was in a constant spiral of being released from prison and reoffending. She thought she had nothing to lose, placing herself in risky situations with her excessive drinking and drug-taking. Victims were at risk of continued abuse.*

*Abbi was managed by the IOM team, and the responsible officer arranged access to additional resources. These included a personalised budget plan, and access to leisure activities, mental health services, and substance misuse services.*

*At the start of the order, Abbi engaged with all the services on offer to her. She managed two months before she reoffended, which was an improvement and broke her previous pattern. Sadly, she started to disengage and self-destruct with her drinking and was returned to prison.*

*Further IOM support was planned for Abbi's re-release.*

## **Rehabilitation activity requirements (RARs)**

We found that responsible officers had a limited understanding of RAR days and were unclear how to record activities that had been undertaken. This is illustrated in the following case:

**Poor practice example:** *Nathan was a 33-year-old serving a community order, with 15 RAR days, for failure to comply with a notification order related to his sexual offending history.*

*The responsible officer inherited the case when her colleague went on long-term sick leave. In the period before re-assignment, Nathan was seen by office duty colleagues.*

*The responsible officer mistakenly believed that every previous contact could be counted as a RAR day, even though on some occasions Nathan was seen but no information was entered on the contact log. The responsible officer saw him for a further seven times, using material from the Community Sexual Offending Group Programme (CSOGP) workbook and Good Lives model in supervision, before terminating the order.*

*Throughout the order, there had not been a sufficient assessment or sentence plan in place.*

*A review was completed eight months into the order, after the case had been terminated and after the inspection was announced, following an instruction from the SPO.*

## Accredited programmes

Given the percentage of service users assessed as having a need to address their thinking skills, we were surprised at the relatively low usage of accredited programmes. Such programmes were used as order requirements or licence conditions in one-fifth of the case sample. This low use reflects the picture nationally and this inspection reaffirms a recommendation in our recent thematic inspection of probation services in courts that accredited programmes should be utilised more often<sup>25</sup>.

The London NPS sex offending treatment team provides a range of programmes from central locations, which include: CSOGP, Horizon, Becoming New Me, and Living as New Me. Horizon is a new programme which is expected to meet the needs of approximately 70% of referrals. Horizon is suitable for internet sex offenders and those in denial of their offences. Waiting lists are low. This team also provides services that can be delivered as RAR days. Oxleas Mental Health Trust partners with the team to deliver services for those with personality disorders. A one-to-one-service is also available for female service users and Becoming New Me is available to men with learning disabilities. A lottery-funded initiative provides help with long-term resettlement for high-risk sex offenders through the charity Circles London.

Rise Mutual community interest company, as a contracted provider from London CRC, delivers three accredited programmes to London NPS: Building Better Relationships (BBR), Resolve, and the Thinking Skills Programme. London NPS commissions a total of 360 programmes a year. Referrals and delivery were found to be broadly keeping pace with demand, although some delays to BBR were evident. Communication between these programme providers and responsible officers was generally good.

## Available services

Access to employment, training and education (ETE) and mental health services varied by borough. St Giles Trust and Crisis provided services for those with complex needs in some boroughs. Other boroughs benefited from working with the national careers service and Jobcentre Plus staff. ETE was linked to offending behaviour in 44% of the caseload. In Haringey, a dedicated community engagement adviser attended the office and had a good track record for getting people into work.

Emotional well-being and mental health issues were factors assessed as a priority in over one-third of the cases in our sample. This corresponded with the findings of the London NPS caseload overview, which identified that 39% of service users were diagnosed with some or severe psychological problem, and a smaller proportion had a diagnosed psychiatric problem. While access to local services varied by LDUC, we found good examples of communication with mental health and psychological services.

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25 Thematic inspection: *The work of probation services in Courts*, HMI Probation (June 2017).

**Good practice example:** Jay was a 29-year-old sentenced to 30 months' custody for offences of stalking and actual bodily harm.

While in custody he was diagnosed with schizophrenia and was medicated for that condition. Prior to his release, the responsible officer undertook an address check and introduced himself to Jay's mother. He was released to his mother's address, with a plan for him to receive injections to ensure his medication was taken.

There was good communication with the mental health services, with the responsible officer attending their planning meetings.

Jay's mother had day-to-day contact with him and could notice any change in his functioning or mental health. The responsible officer continued to undertake home visits and communicate with the mother and therefore could identify when risk was escalating and when Jay's mother herself became at risk from his potentially erratic and dangerous behaviour.

Jay stopped taking his medication; this resulted in a relapse in his mental health and he was sectioned under the Mental Health Act. While this managed his mental health, Jay had meanwhile reoffended. He is currently remanded to a secure hospital.

The effective communication between Jay's mother and the responsible officer was a strength in the management of Jay.

## Reviewing progress

Following the announcement of this inspection, there had been a high level of scrutiny by managers of the cases due to be inspected. Despite this, the number and quality of reviews were lower than in 2016. This was a missed opportunity, as the following example shows:

**Poor practice example:** Winston was a 33-year-old who received a custodial sentence for robbery. On release from prison, he was sofa-surfing and refused to give his address.

Winston's assessment and plan had not been updated following his release from prison. He was homeless and jobless, but his plan did not refer to this.

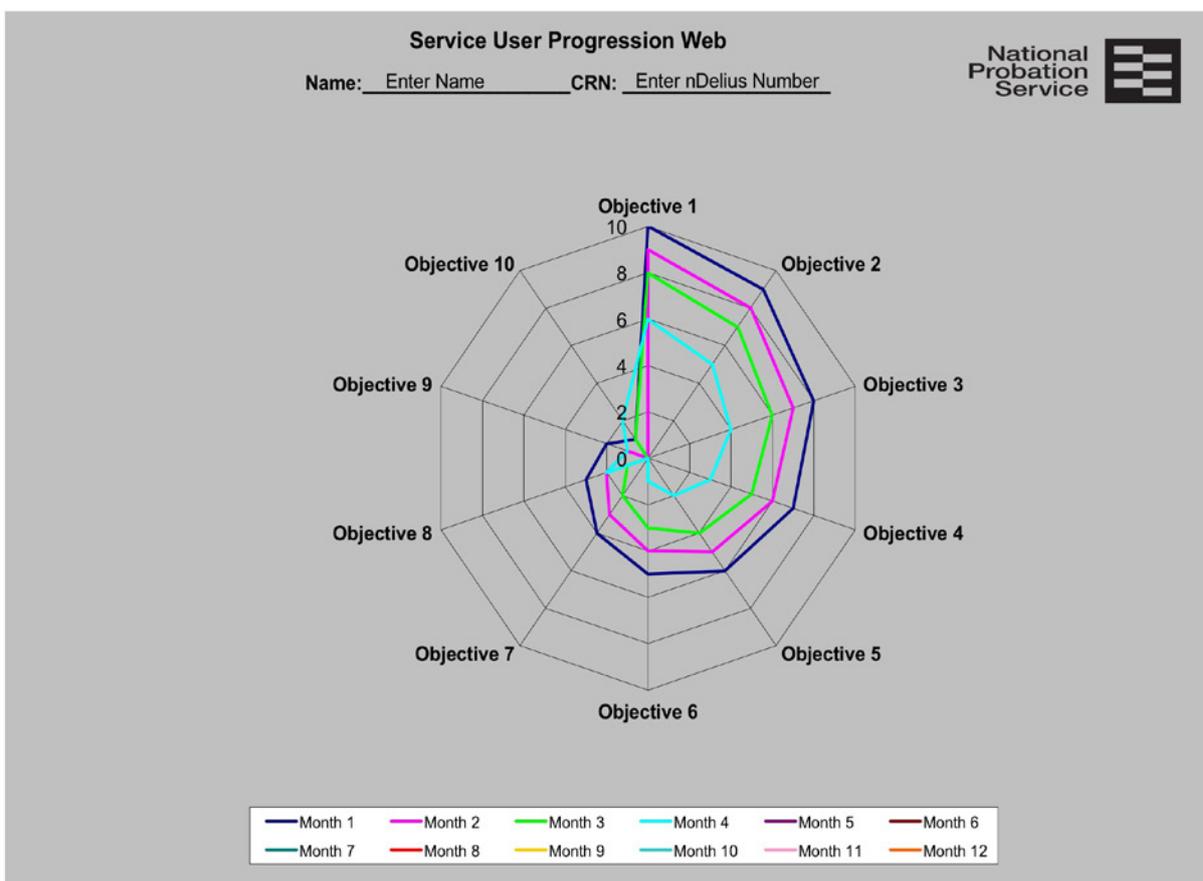
Winston had literacy difficulties, so he would have had difficulty understanding his plan. While the responsible officer had identified Winston's diversity issues, they had not taken these into account in their planning.

Winston reported to his responsible officer every week but no work was done with him. Nine months into his licence he had not yet started a programme, even though this was a condition of his licence. He was still effectively homeless. His sentence plan was reviewed at the beginning of September (after this inspection was announced), but remained the same and was not being delivered. His licence conditions for a curfew and drug-testing were not being implemented.

In only half of the cases in our sample had the review resulted in the service user's plan being adjusted so that outcomes could be achieved. The Director had recently

encouraged her staff to use 'the Web', although we saw no examples of its use in our case sample. The web was a helpful pictorial tool to be used with service users to track progress against factors they needed to address, as illustrated here:

**Figure 6: Service User Proaression Web**



### Impact and potential impact

Over one-fifth of service users had been convicted, cautioned or had another out of court disposal for an offence committed since the start of their sentence or release on licence. The seriousness of proven reoffending was assessed as having increased in only four cases in our sample, with two-thirds (18) staying the same.

London NPS had made progress in addressing emotional well-being, which had improved since 2016, possibly assisted by the further training and services linked to the PD pathway. Progress against other factors associated with offending was variable. Accommodation was noted to have deteriorated for over one-quarter of the case sample.

Opportunities to help service users improve their employability varied across the London boroughs. Where people were referred to an ETE service, they mostly achieved good outcomes.

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

Enablers		Barriers	
1.	The provision of accredited programmes broadly kept pace with demand.	1.	Responsible officers had a poor understanding of recording the completion of RAR days.
2.	The PD Pathway supported relevant service users to succeed.	2.	The NPS relied too much on self-reporting by service users and did not carry out enough structured work.
3.	ETE services achieved good outcomes when deployed.	3.	IOM across London lacked direction and leadership.

## Abiding by the sentence

The quality of work was sufficient overall. Staff paid good attention to recording attendance, and explored alternatives to enforcement. They took appropriate action in response to non-compliance and enforced orders when necessary. The quality of engagement and meeting diverse needs varied, and staff did not address individual protected characteristics reliably.

### Meeting the needs of service users

All the offices we visited had access for the disabled. Staff took account of individuals' diversity in three out of four cases inspected. This was lower than we have found in other NPS divisions. London NPS has to meet the needs of a very diverse population. There was little evidence of a strategic attempt to address protected characteristics. Female service users' needs were not being well met. Assessment of those with protected characteristics was generally good, but work that was sensitive to these characteristics was inconsistent.

Surgeries were being planned to provide local forums for service users to provide feedback. Service user mentors contributed to workshops and promoted the PD Pathway. Data from the national offender survey was analysed and shared by management. London achieved a positive satisfaction level in three out of four responses.

We held four focus groups with service users. They found offices easy to access and were mostly positive about their supervision. They considered the quality of their relationship with their responsible officer as important, and valued continuity and contact before they were released from prison. Where the relationship was good, the response was profound:

*“My PO is amazing. She has lots of understanding and never gives up on me. She has faith in me, which has built up faith in myself. I can easily ‘vent’ to her when things go wrong. She gives me a reason to carry on. She inspires me every week”.*

Where protected characteristics were overlooked, opportunities to engage were missed, as in the following example:

**Poor practice example:** *Ian was a 25-year-old with a long history of offending, including violent offences.*

*Ian had autism and other needs, and this affected his ability to understand the consequences of his actions and think things through. As it was known that Ian was autistic, a different approach could have been used to engage him, such as text reminders or calls to his mother to remind him of his appointments.*

*The NPS received information that Ian was getting money from an unknown source. This should have been followed up.*

*It was known that Ian was having contact with his child and that he had a violent history. A referral to children’s social care services should have been completed, but was not.*

*Ian came out on post-sentence supervision. Initially he kept his appointments, but then he stopped attending. A warrant for his arrest was issued. He was sentenced subsequently to two months in custody for offences committed elsewhere in London.*

Service users engaged in planning their work in almost two-thirds of cases, but this fell to less than half at the review stage. This may be because one-fifth of service users in the sample had been breached; nevertheless, responsible officers missed opportunities to recognise service users’ achievements and progress. They identified barriers to engagement and sought to overcome these in over 70% of cases, however. The following example illustrates this well:

**Good practice example:** *Sophia was a 35-year-old on a 12-month licence for criminal damage and going equipped to steal. She presented a range of difficulties, including homelessness, drug misuse, mental health difficulties and challenging and aggressive behaviour towards staff.*

*The responsible officer went to some lengths to secure NHS-funded supported accommodation by engaging persistently with the community health team to prevent Sophia from becoming homeless.*

*Sophia’s compliance was limited, and she could have been breached for this. However, the responsible officer encouraged Sophia to comply through liaising closely with the accommodation provider and visiting regularly rather than taking the straightforward option of breach.*

*There was no indication of any further offending or public protection concerns.*

## Enforcement

The London enforcement unit is spread across four teams, each supported by a senior probation prosecutor. Following the concerns raised when we inspected London in 2016, the NPS had loaned a senior probation prosecutor to London CRC for six months to help improve practice. Communication with the CRC was described by one court SPO as *“so much better – the wall has come down”*.

The number of breaches from the CRC had increased significantly. This has had an impact on the NPS’s performance, due to the additional pressure of work: throughput of cases had increased from 200 to 800–1,000 per month. Performance in responding to breach referrals lagged behind national performance by some distance.

## Delivery

Continuity of responsible officer is recognised as important in supporting desistance from offending. In London, only half the individuals whose cases we inspected had kept the same responsible officer. Some LDUCs had a high number of vacancies, agency staff and inexperienced staff, and this was reflected in the number of changes of responsible officer and lack of preparation for release in some cases.

***Poor practice example:** Alex was released on licence following a lengthy sentence for malicious wounding, which had involved frenzied stabbing of an unknown victim when under the influence of alcohol and cocaine. Alex had a long history of anxiety, depression and self-harm, and had not been taking his medication at the time of the offence.*

*Due to staff shortages, Alex’s case was ‘stacked’ until his release.*

*Alex completed some behavioural programmes in prison and returned to stable accommodation on release. He remained motivated and compliant throughout.*

*Reporting was reduced to monthly. This coincided with Alex reporting problems with his medication however, so the decision to reduce contact at this point made no sense. Changes in his medication were not verified.*

*Supervision relied on Alex’s self-reporting. The responsible officer did not communicate with the mental health services, even though they continued to treat Alex.*

## Impact and potential impact

Too few offenders abided by the conditions of their sentence. This was similar to national NPS service level measures for completing community orders and to performance in other NPS divisions. Nevertheless, the frequency of appointments and enforcement practice were good in over four-fifths of cases inspected. Individual needs were not planned for as well as they could be, however.

**Figure 8: Enablers and barriers for the NPS relating to the inspection domain of abiding by the sentence.**

Enablers		Barriers	
1.	Absences and non-compliance were addressed and alternatives to enforcement explored, where appropriate.	1.	Sentence plans did not always address individuals' diverse needs.
		2.	The central enforcement unit was struggling to keep up with demand, due to high levels of sickness absence.

## The National Probation Service and Community Rehabilitation Company working together

Following the inspection of North London in 2016, the CRC has implemented considerable structural changes, and communication between the two organisations is starting to improve. NPS senior managers find that the new CRC structure has helped to improve communication and problem-solving. However, there remains an unhelpful mixture of lack of confidence, a history of poor delivery by the CRC and cultural resistance to the NPS making use of the CRC's rate card services.

### Communication and information exchange

Senior managers from both the NPS and CRC are working closely to lead improvement; they meet regularly. At court, CRC leaders attend sentencer liaison meetings, but the quality of communication at the operational level is mixed. Since the 2016 inspection, the CRC has introduced a communication hub for general enquiries, which has helped. However, NPS court staff complained that they continue to experience difficulties in obtaining information from individual CRC responsible officers.

Awareness of the CRC rate card and understanding how to use it remain patchy. We heard from staff at all levels and across London the NPS mantra:

*“Let’s see if we can get services for free first. We would prefer to utilise locally-based services. Many of our cases are assessed as a high risk and unsuitable for a group work setting”.*

We concluded that there is considerable cultural resistance among NPS staff to buying services from the private sector. This resistance has been compounded by the CRC services not being responsive to the needs of the NPS caseload; for instance, group work settings are not always appropriate and other options are needed. Historically, there has been a poor response to referrals from the CRC. The use of elective services is almost non-existent.

A new CRC manager has been appointed to lead on the rate card. The NPS has reviewed the services that it needs for 2018/2019 and revised the services it intends to commission. We thought that this had become a 'chicken and egg' situation, as the CRC would be reluctant to invest in new bespoke services for NPS service users if it doubted that they would be purchased.

## Risk escalation

Risk escalation is managed by a central hub. Following the 2016 inspection, management of this process has improved. Staff share case studies and learn from them. The NPS works hard to explain why cases were accepted or rejected. The number of rejections is low, and senior managers in both the CRC and the NPS scrutinise these. A dedicated hub ensures that cases are treated consistently across London. Risk reviews are extremely rare and managers are looking to examine what could be improved and how.

## Enforcement and recall

Delays in responding to and processing breach referrals have a direct impact on the management of CRC service users. London NPS recognises that it needs to improve further in completing enforcement processes within prescribed times. The NPS has delivered enforcement training workshops to improve quality, jointly with CRC leaders.

## Unpaid work

NPS staff at all levels and locations reported difficulties with communication to support the delivery of unpaid work. Following the inspection in 2016, the NPS and CRC had carried out a review of the enforcement processes in unpaid work cases. They had agreed a strategy to address a backlog of breach warrants and unpaid work extension requests. This was work in progress. One officer reflected:

*"[Unpaid work] is impossible to get in touch with. They don't respond and you can't get through. This experience is the same for service users. When you do get through, the service is excellent".*

**Figure 9: Enablers and barriers for the NPS and CRC working together relating to the inspection domains of protecting the public, reducing reoffending and abiding by the sentence.**

Enablers		Barriers	
1.	London CRC's recent restructure had improved opportunities for senior managers to collaborate and resolve problems.	1.	Responsible officers lacked knowledge and understanding of the CRC rate card services and how to access them.

2.	The risk escalation process had been reviewed and refined, and was routinely quality-assured.	2.	The NPS's 'get it for free' starting principle encouraged a culture that disregards purchasing interventions for service users.
		3.	Communication between the CRC and NPS at court continued to be problematic.

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# Appendices

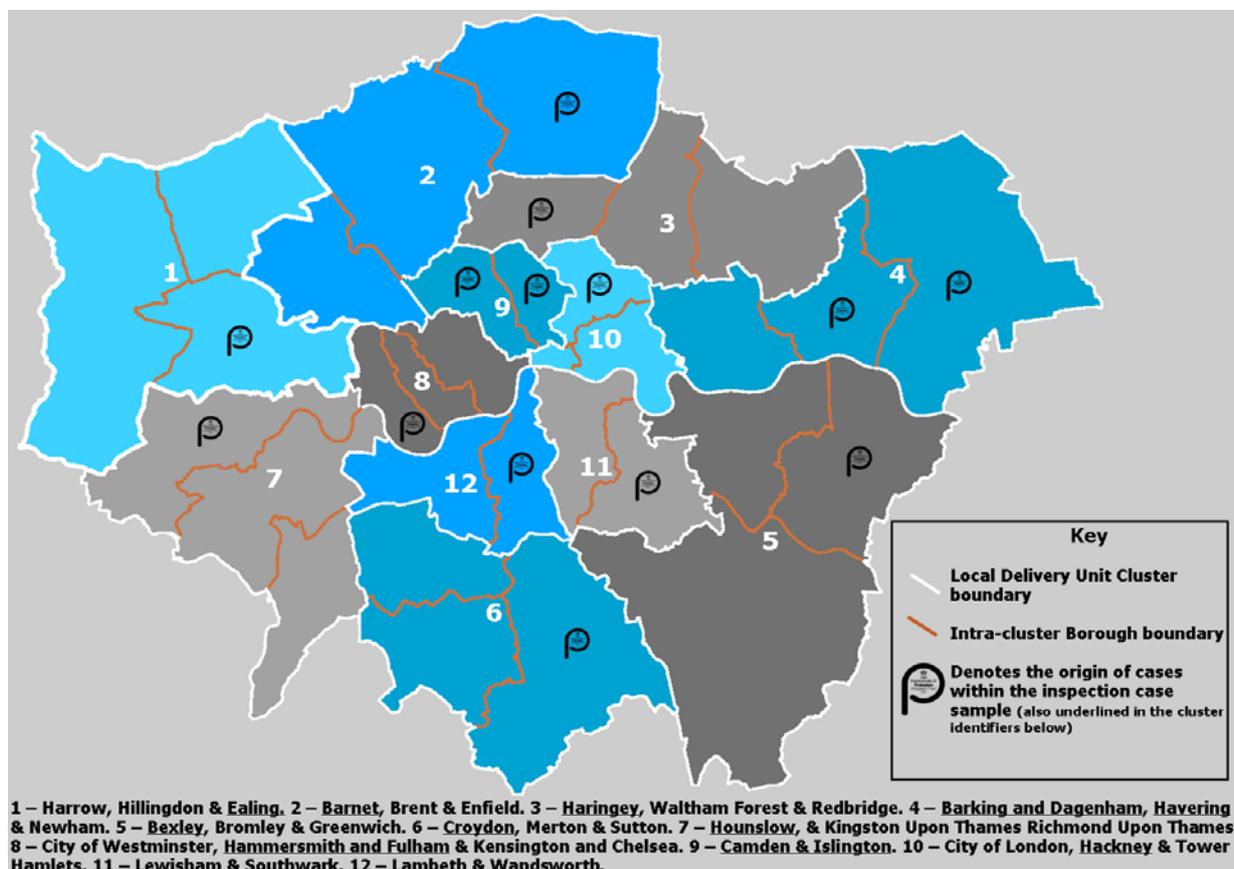
1. Inspection methodology
2. Background data
3. Previous Quality & Impact inspection outcomes from North London (September 2016)
4. Data analysis from inspected cases
5. Glossary

## Appendix 1: Inspection methodology

HMI Probation's Quality & Impact programme began in April 2016. It was designed to examine probation work in discrete geographical areas, equivalent to a police/Police and Crime Commissioner area, regardless of who delivers the work. For this inspection in London – and the next – we have inspected the work of the two main delivery organisations (NPS and CRC) separately, but in both cases across the whole of the capital. We have also inspected how well the two organisations work together and the contribution of any partners working with these organisations.

An inspection team visited the area for three full weeks in September and October 2017. Before starting fieldwork, we held a fact-finding meeting with the NPS in London and gathered a range of evidence. In the first two weeks 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. The sample consisted of 115 NPS cases (104 male, 11 female), drawn from 14 of the 32 London boroughs, and we visited 14 of the 32 NPS field offices. We randomly selected at least one borough from each of the 12 LDUCs for the case sample. The following figure shows where we inspected:

**Figure 10: map of London, showing LDUCs, boroughs and origin of the inspected cases**



Source: HMI Probation 2017

The team then returned two weeks later to pursue lines of enquiry emerging from the first two weeks, 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 visited an additional four boroughs within the follow-up week in order to gain as wide a perspective as possible on probation services across London.

In this inspection, we interviewed every head of LDUC; conducted 6 staff focus groups involving 40 staff; and spoke to 33 court staff, 30 subject lead staff and 26 managers. We visited two Crown Courts and three magistrates' courts and spoke to two magistrates and four judges. We also spoke with 35 stakeholders and staff from different partnerships. We visited a women's centre. We attempted to speak with those service users who had consented to being contacted. In this inspection, we spoke with 25 service users from the NPS whose cases we inspected and 19 service users who were attending four focus groups or specific interventions. The inspection focused on assessing how the quality of practice contributed to achieving positive outcomes for service users, and evaluating what encouraging impact had been achieved. We were mindful that current impact could provide evidence of progress towards long-term desistance. In particular, we were seeking to report on whether the work undertaken was likely to lead to reduced reoffending, the public were protected from harm and individuals had abided by their sentence.

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## Appendix 2: Background data

### Population demographics

The population of London was estimated at 8,787,892 in 2016. It has 15% of the overall population of England and Wales, which was estimated at 58,381,217 in 2016.

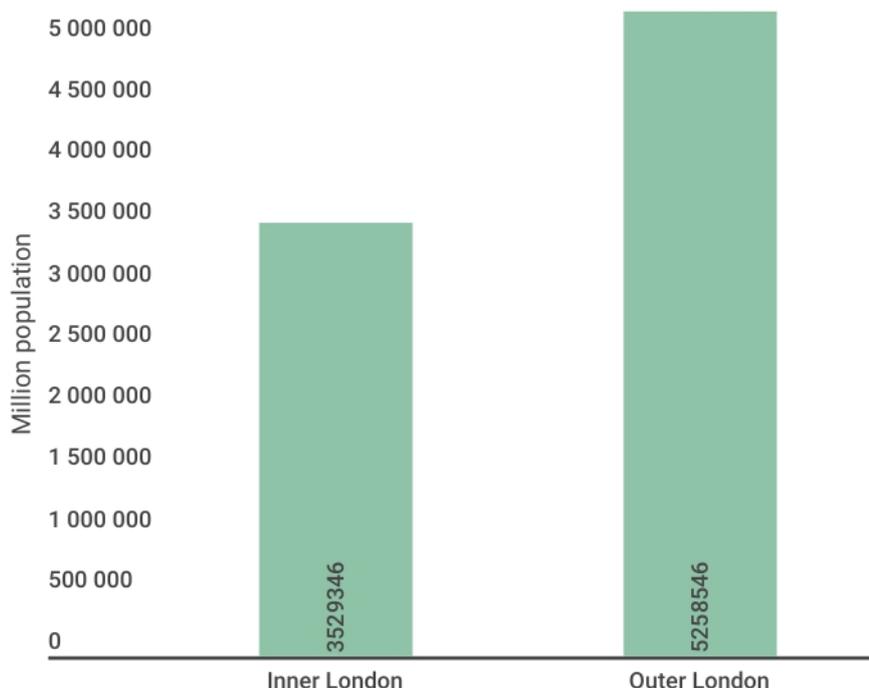
The estimated daytime population for London in 2014 was 10,046,359. The estimated resident population at that time was 8,543,590.<sup>26</sup>

London is divided into inner and outer London, although there are different mechanisms for determining which a borough falls into. For the purposes of the figures quoted below, the following categorisation has been used.

**Inner London** consists of the City of London and 13 boroughs: Camden, Hackney, Hammersmith & Fulham, Haringey, Islington, Kensington & Chelsea, Lambeth, Lewisham, Newham, Southwark, Tower Hamlets, Wandsworth, and Westminster.

**Outer London** consists of 19 boroughs: Barking & Dagenham, Barnet, Bexley, Brent, Bromley, Croydon, Ealing, Enfield, Greenwich, Harrow, Havering, Hillingdon, Hounslow, Kingston-upon-Thames, Merton, Redbridge, Richmond-upon-Thames, Sutton, and Waltham Forest.

**Figure 11: Population estimate, mid-2016<sup>27</sup>**

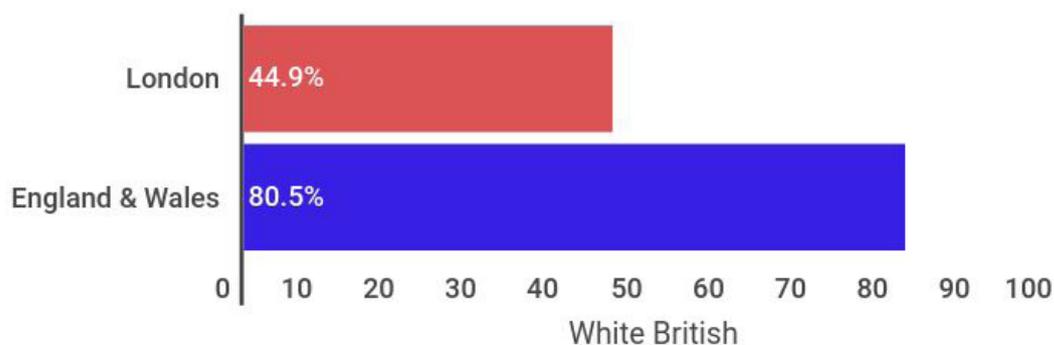


<sup>26</sup> Source: 2014 London Datastore, October 2015

<sup>27</sup> Sources: Population estimates mid-2016, Office for National Statistics, June 2017, Population

London has a much lower proportion of white British residents (44.9%) than the England and Wales average (80.5%).

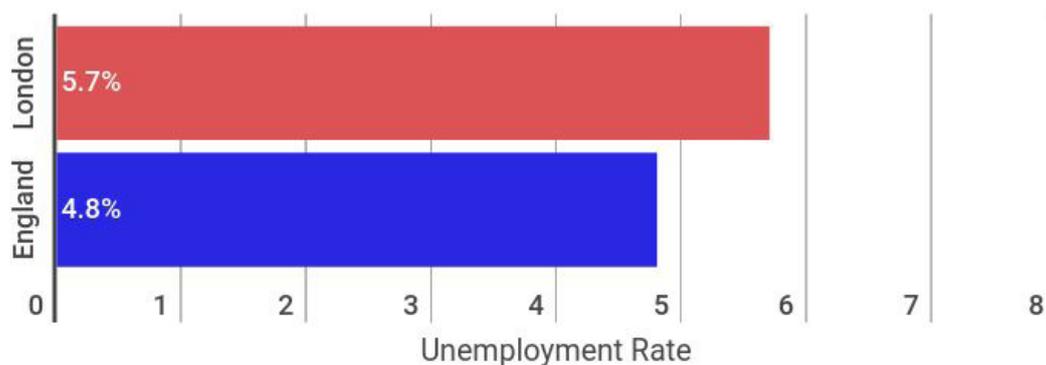
**Figure 12: Ethnicity in London, 2011 census<sup>28</sup>**



### Levels of deprivation and crime

Unemployment in London is higher than the England average (Figure 13) and varies by borough. Unemployment in the borough of Tower Hamlets is 9.1%, while in the borough of Bromley it is only 3.9%.

**Figure 13: Unemployment in London, April 2016 – March 2017<sup>29</sup>**



### Levels of reoffending

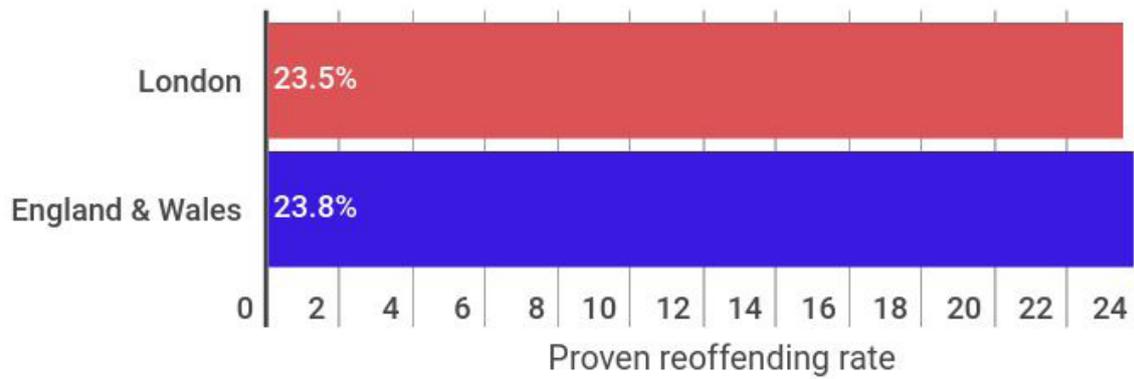
The proven reoffending rates for London are set out in Figure 14. They are based on adult offenders who were released from custody, received a non-custodial conviction at court or received a caution in the period October 2014 to September 2015. London has a slightly lower reoffending rate than the England and Wales average.

estimates mid-2014, Office for National Statistics, June 2015, Daytime population 2014, Mayor of London, October 2015

28 Source: 2011 Census, Office for National Statistics, December 2012

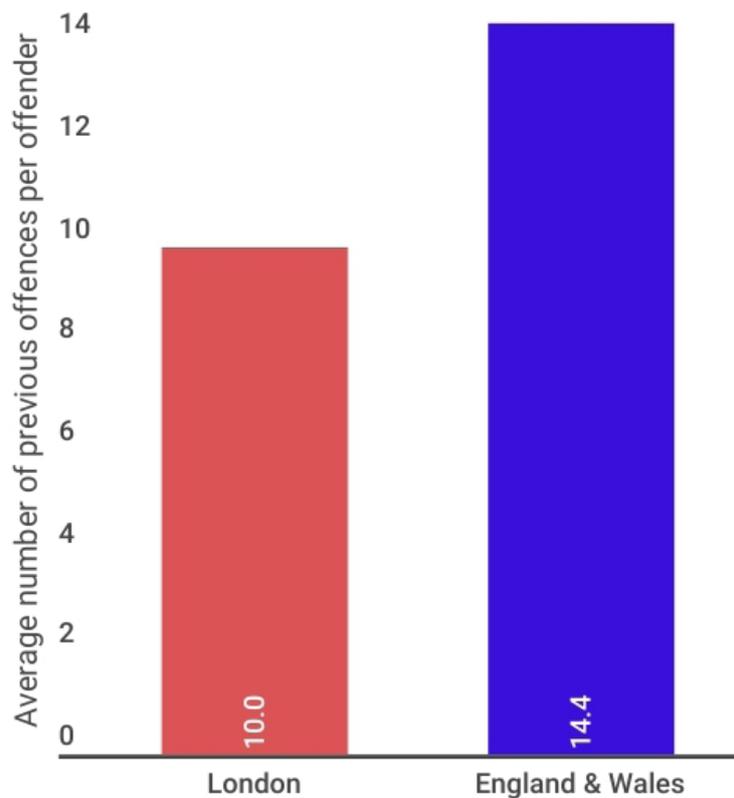
29 Source: Regional labour market statistics, Office for National Statistics, July 2017

**Figure 14: Proven reoffending rate, October 2014 to September 2015<sup>30</sup>**



Offenders in London had committed 10 previous offences on average, which is lower than the England and Wales average.

**Figure 15: Offending histories, October 2014 to September 2015<sup>31</sup>**



30 Source: Proven reoffending, Ministry of Justice, July 2017

31 Source: Proven reoffending, Ministry of Justice, July 2017

## Appendix 3: Previous Quality & Impact inspection outcomes from North London (September 2016)

Eight boroughs in the north of London were inspected in September 2016 for the Quality & Impact inspection. This involved a smaller case sample than this current inspection.

Overall, most public protection work was carried out sufficiently well, but the quality of assessment, planning and interventions was mixed. Further attention needed to be given to the formal review of cases and responding to significant changes in individuals' circumstances.

The quality of work at court for risk assessment and case allocation was variable and poor at times. Not all pre-sentence reports were of good enough quality, and a small number lacked relevant safeguarding information. This had an impact on the CRC.

Work to reduce reoffending was mixed. Much of the offending behaviour work was done to an acceptable standard but a noticeable proportion required improvement.

Performance for abiding by the sentence was generally good, with engagement and non-compliance work carried out well. Most service users' individual needs were considered and they were involved in planning.

There were tensions between the NPS and CRC. There was a mismatch between the two organisations' operating models. There were delays in implementing the London CRC rate card. NPS court staff experienced difficulties obtaining information on CRC service users. The risk escalation process was adding to misunderstandings.

The following recommendations applied to the NPS:

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

- produce easily accessible information to enable all staff to make swift contact with relevant colleagues in each organisation
- require all staff to work together to solve individual problems and focus on the desired outcomes.

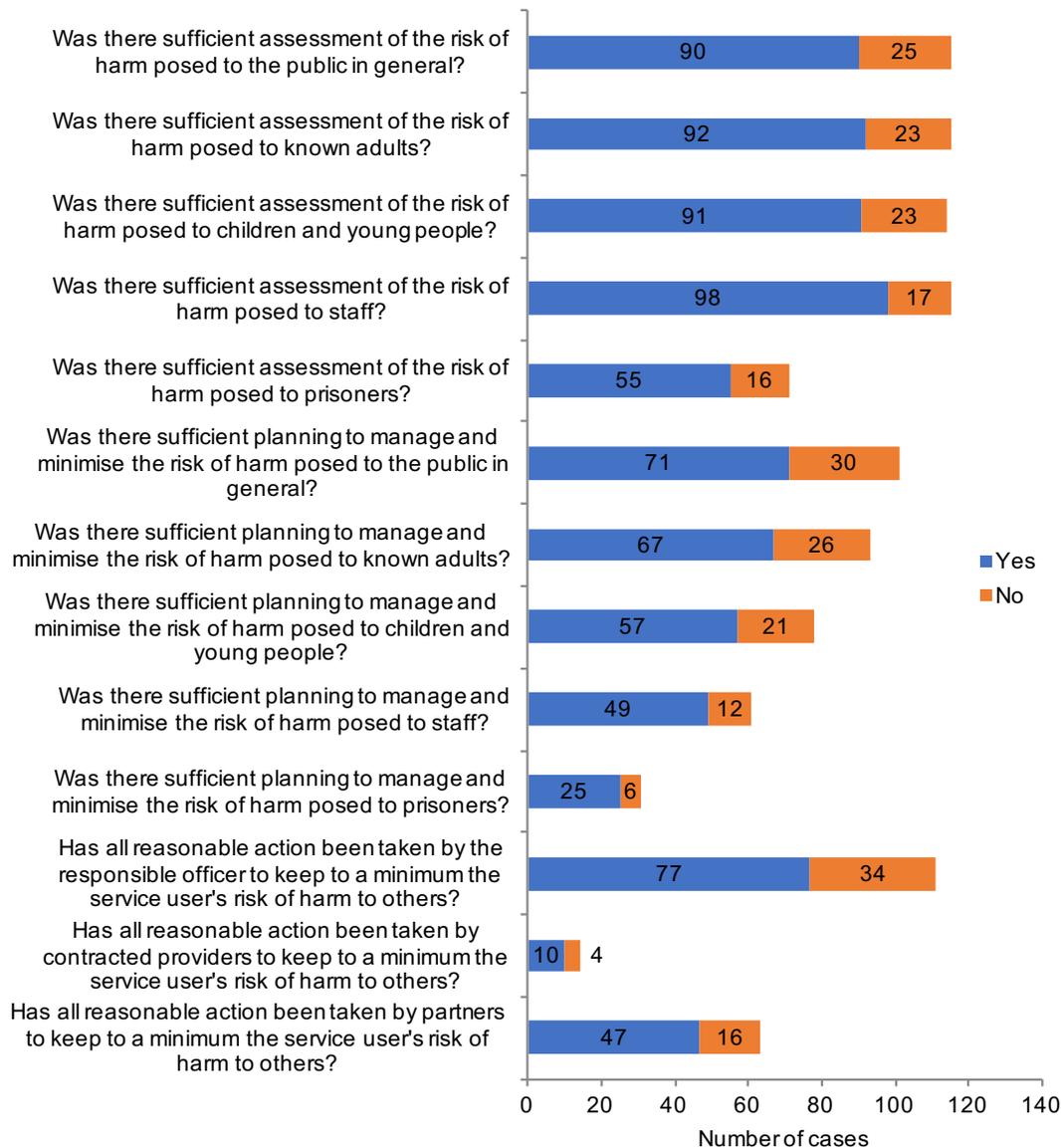
### **The National Probation Service should:**

- make sure that all work is sufficiently focused on public protection
  - improve the quality of information at allocation from the NPS court staff to the CRC.
-

## Appendix 4: Data analysis from inspected cases

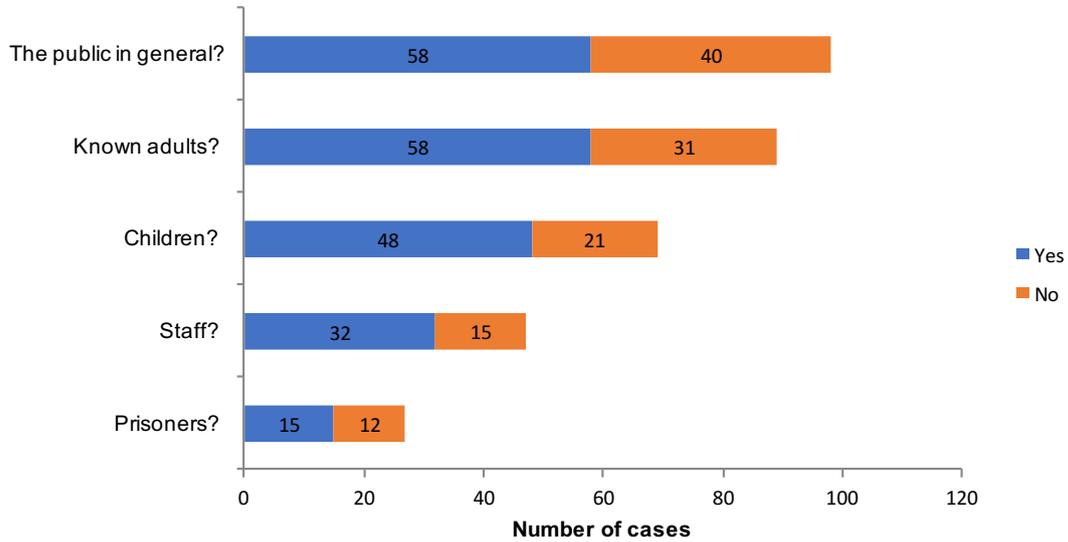
These charts illustrate key findings from relevant practice inspection cases. They show absolute numbers rather than percentages. The size of the bar chart segments provides an idea of proportion, while the number gives an idea of how large the sample was.

**Figure 16: Public Protection**

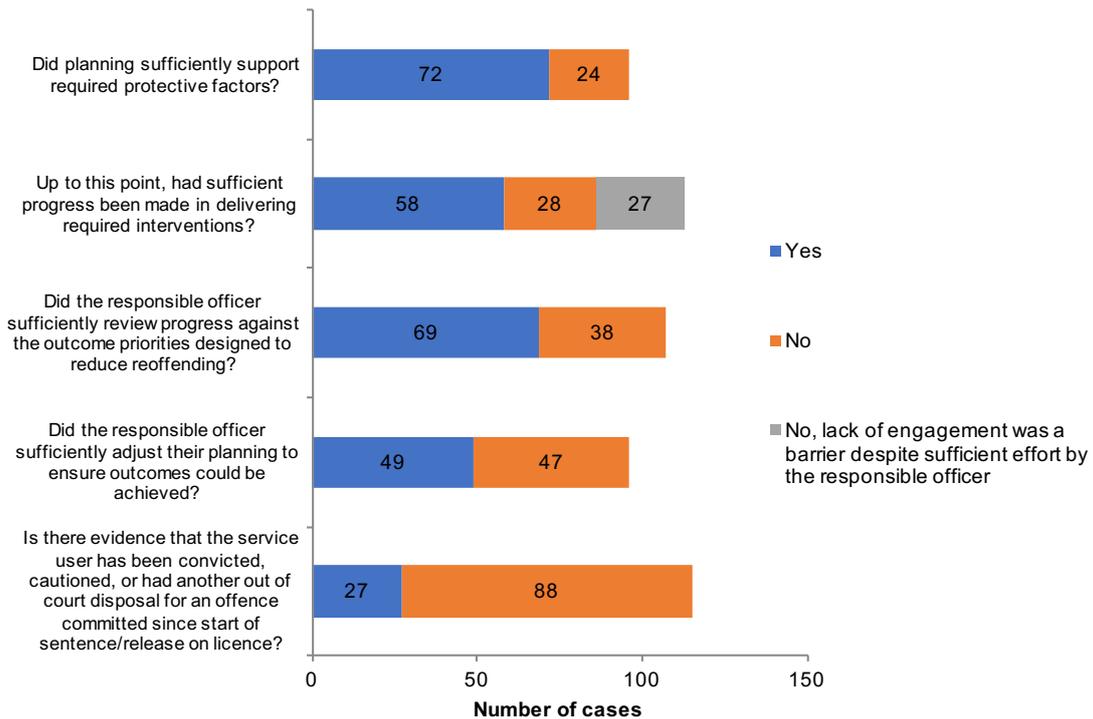


**Figure 17: Public Protection**

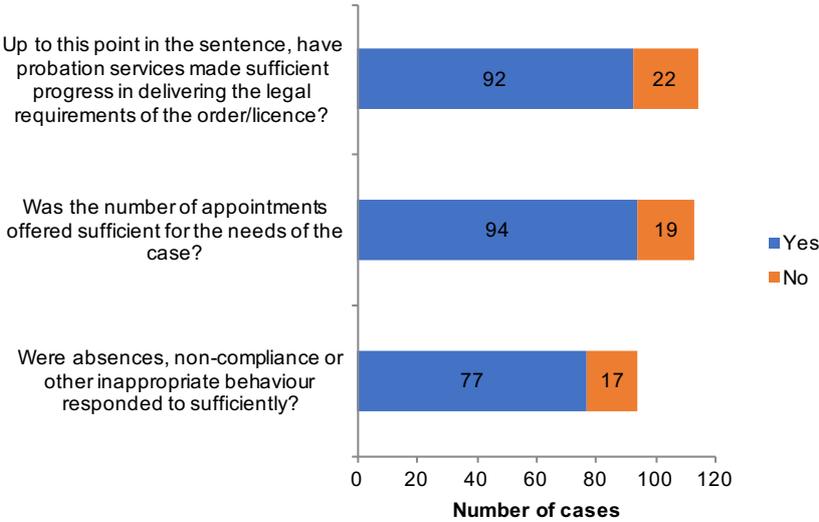
Up to this point in the order/licence, has the responsible officer made sufficient progress in influencing the risk of harm posed by this service user to:



**Figure 18: Reducing Reoffending**



**Figure 19: 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
Allocation	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
Approved 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 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
Becoming New Me	A nationally accredited group work programme designed for men aged 21 years and over who have committed sexual offences and have intellectual disabilities
Breach (of 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
CAS	Case Allocation System: a document that needs to be completed before a case is allocated to a CRC or the NPS

Circles London	Circles London provides circles of support for men aged 21 years and over who have been convicted of a contact sexual offence or online grooming and where there is a high risk of serious harm. Usually they are men lacking in confidence or social skills who have been in prison a long time
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
Crisis	Crisis is national charity for homeless people
CSOGP	Community Sexual Offending Group Programme: a nationally accredited group work programme designed for men who have committed a sexual offence, are aged over 21, and who are assessed using RM2000 as medium or higher
Desistance	The cessation of offending or other antisocial behaviour
E3	E3 stands for 'Effectiveness, Efficiency, and Excellence'. The E3 programme was created following the <i>Transforming Rehabilitation</i> programme in June 2014 and was due to end December 2017. The basic principle was 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
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
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 service user now places that person within the category of those that should be supervised by the NPS
Foreign national offender	A foreign national who has been convicted of a crime in the United Kingdom
Horizon	A nationally accredited group work programme designed for medium-risk male sexual offenders
HM Prison	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
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
Living as New Me	A nationally accredited group work programme designed for men who have successfully completed Becoming New Me in custody or the community
LDUC	Local delivery unit cluster: an operational unit comprising offices, generally coterminous with a small number of police basic command units and London boroughs (see Figure 1)
LSCB	Local Safeguarding Children Board: set up in each local authority/London borough (as a result of the <i>Children Act 2004</i> ) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality

MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher risk of harm to others. Level 1 is ordinary agency management where the risks posed by the offender can be managed by the agency responsible for the supervision or case management of the offender. This compares with Levels 2 and 3, which require active multi-agency management
MARAC	Multi-Agency Risk Assessment Conference: part of a coordinated community response to domestic abuse, incorporating representatives from statutory, community and voluntary agencies working to protect known victims/ survivors and children from the alleged perpetrator
Multi-agency safeguarding hub	The first point of contact for new safeguarding concerns or enquiries. They usually include representatives from the local authority (children and adult social care services), the police, health bodies, probation and other agencies
MoJ	Ministry of Justice: the government department with responsibility for the criminal justice system in the United Kingdom
MOPAC	Mayor's Office of Policing and Crime: headed by the Mayor of London, who is responsible for policing in the capital, outside the City of London
MTCNovo	The private company that owns and operates London Community Rehabilitation Company
nDelius	National Delius: the approved case management system used by the NPS and the CRCs in England and Wales
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

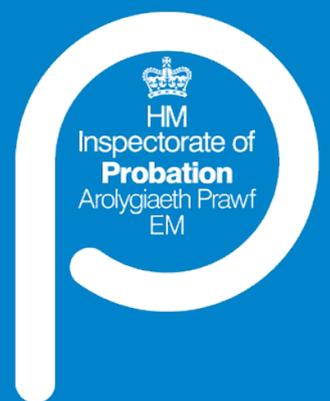
OASys	Offender Assessment System: currently used in England and Wales by the CRCs and the NPS to measure the risks and needs of offenders under supervision
<i>Offender Rehabilitation Act 2014</i>	Implemented in February 2015, applying to offences committed on or after that date, the <i>Offender Rehabilitation 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 service user through a partnership agreement with a CRC or the NPS
PD Pathway	Personality Disorder Pathway: provides a pathway of psychologically-informed services for an offender group likely to have severe personality disorder and who pose a high risk of harm to others or a high risk of reoffending in a harmful way
Pre-sentence report	This refers to any report prepared for a court, whether delivered orally or in a written format
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 responsible officer who has completed a higher-education-based professional qualification. 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 professional 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
Resolve	A nationally accredited group work programme designed to reduce reoffending by adult male offenders convicted of violence
Rise Mutual community interest company	Delivers behavioural change programmes within the criminal justice system and community
Responsible officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
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 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
RM2000	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 reconviction for future sexual offending
SARA	Spousal Assault Risk Assessment: helps criminal justice professionals to predict the likelihood of domestic violence by screening risk factors in individuals suspected of or being treated for spousal abuse
SCAU	Serious Case Advisory Unit: a specialist unit in London NPS division that provides guidance and services for extremism, hate crime, serious group offending (gangs) and serious organised crime

SEEDS	Skills for Effective Engagement Development and Supervision: A skills-based practice framework for enhancing offender engagement
Shaw Trust	A national charity which supports people to live independent and inclusive lives
SOP	Single Operating Platform: the shared services platform commissioned by the Ministry of Justice to provide employee services.
SPO	Senior probation officer: first line manager within the NPS
SPOC	Single point of contact: a responsible officer who leads communication and representation on a specific subject for their borough or LDUC, for example, women or gangs
Suspended sentence order	A custodial sentence that is suspended and carried out in the community
St Giles' Trust	A national charity which works with people facing disadvantages such as homelessness, long-term unemployment, an offending background, addiction, severe poverty and involvement in gangs
Thinking Skills Programme	An accredited group programme designed to develop an offender's thinking skills to help them stay out of trouble
<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
VLO	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 considers numbers and types of cases as well as work such as parole reports
YOT	Youth offending team: a local authority funded service working with children aged up to 18 years old, to deter them from crime and/or to manage court orders for offences committed by such children

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