

An inspection of

# Cheshire and Greater Manchester

Community Rehabilitation Company

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HM Inspectorate of Probation

APRIL 2019

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This inspection was led by HM Inspector Vivienne Raine, supported by a team of inspectors and operations and corporate staff. The manager responsible for this inspection programme is Helen Rinaldi. We would like to thank all those who participated in any way in this inspection. Without their help and cooperation, the inspection would not have been possible.

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

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Published by:

Her Majesty's Inspectorate of Probation  
1st Floor Civil Justice Centre  
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Manchester  
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## Foreword

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This is the fourth of the Purple Futures Community Rehabilitation Companies (CRCs) to be inspected as part of our new annual programme and the first comprehensive assessment of this CRC since our Quality and Impact inspection in 2016. I am not surprised that we found similar themes in Cheshire and Greater Manchester to those we found in Humberside, Lincolnshire and North Yorkshire CRC. However, it is disappointing to learn that so little has improved since we visited in 2016.

The CRC's operating model and organisation structure have been designed to enhance opportunities for rehabilitation and to reduce reoffending. As such, it has a sound strategic focus on nurturing relationships with partners and those it supervises. However, despite an ongoing campaign by senior leaders to keep the profile of public protection high, they have been unable to embed a culture that recognises and responds effectively to the need to keep people safe from harm.

Resourcing restraints beyond the CRC's control have led to ongoing structural and policy changes. CRC leaders remain positive. They work hard to introduce and embed change and, at the same time, drive improvement at a practice level. However, many practitioners feel overwhelmed by the pace of change and unable to meet the demands of the CRC's expectations. There is a growing divide between the strategic aspirations of the CRC and the reality of practice. We have seen this in other Purple Futures CRCs.

No matter how good a senior leadership team is, it is the effectiveness of case management that makes the difference to people's lives. Currently, despite pockets of careful, competent practice, there is too much variation in the quality of case management. The CRC needs to do far more to protect victims and the public and to make sure the individuals with whom it works change their offending behaviour. Effective oversight of this work will help to achieve this.

Resettlement services are evolving in the right direction. However, while the CRC is developing its new integrated model it should not lose sight of the need for good-quality services for those leaving prison now. Through the Gate provision needs better coordination to facilitate the smooth and safe transition of prisoners to the community.

This is a hard-working, reflective organisation and I have every confidence that leaders will respond positively to this report to improve service provision.



**Dame Glenys Stacey**  
Chief Inspector of Probation

## Overall findings

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Overall, Cheshire and Greater Manchester CRC is rated as: **Requires improvement**. This rating has been determined by inspecting this provider in three areas of its work, referred to as 'domains'. The findings and subsequent ratings in those three domains are described here:



Our key findings about the organisation were as follows:

- Leaders work professionally and competently to provide good-quality services that reduce reoffending, protect the public and fulfil the sentence of the court.
- The CRC's approach to supporting the work and wellbeing of its staff does not sufficiently meet the needs of practitioners who are managing heavy and complex workloads within an environment of constant change.
- The CRC works hard at a strategic level to provide equality of access to effective services and interventions but, at practice level, there is considerable variation in the quality and quantity of interventions available across Cheshire and Greater Manchester.
- The CRC embraces opportunities to understand and improve performance in all areas, including facilities, but information and communications technology (ICT) does not support consistently effective practice.



Our key findings about case supervision were as follows:

- Assessments were recorded well but there was not enough analysis of offending behaviour.
- Risk of harm to others was underestimated in too many cases.
- The quality of planning was variable; plans lacked important detail, especially about how the CRC would keep people safe.
- Practitioners maintained a good focus on encouraging the engagement and compliance of those under supervision but failed to give adequate attention to work to support desistance and keep others safe.
- Most case reviews were less than thorough; changes were not always recorded well nor led to adjustments to plans.

Our key findings about other core activities specific to this organisation are as follows:

### **Unpaid work**

- There is an effective strategic approach to unpaid work; a broad range of placements were used well to encourage skills development but enforcement processes need strengthening.

### **Through the Gate**

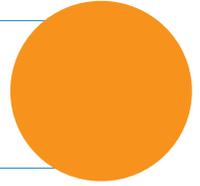
- Through the Gate practice is poor; there is insufficient planning and resettlement work to support desistance and keep people safe and too little coordination between pre- and post-release work.

Service: Cheshire and Greater Manchester  
Community Rehabilitation Company

Fieldwork started: December 2018

Overall rating

Requires improvement



### 1. Organisational delivery

1.1	Leadership	Good	
1.2	Staff	Requires improvement	
1.3	Services	Requires improvement	
1.4	Information and facilities	Good	

### 2. Case supervision

2.1	Assessment	Requires improvement	
2.2	Planning	Inadequate	
2.3	Implementation and delivery	Inadequate	
2.4	Reviewing	Requires improvement	

### 4. CRC specific

4.1 <sup>1</sup>	Unpaid work	Good	
4.2	Through the Gate	Inadequate	

<sup>1</sup>CRC aspects of domain three work are listed within HMI Probation's Standards as 4.1 and 4.2. Those for the NPS are listed as 3.1 and 3.2.

## Recommendations

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As a result of our inspection findings, we have made eight recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in Cheshire and Greater Manchester CRC.

### **Cheshire and Greater Manchester CRC should:**

1. manage workloads so that responsible officers are assigned cases for which they have the necessary skills and experience, and have the time to manage each case according to its needs
2. provide responsible officers with the time to participate in appropriate training and development activities that meet their learning needs and styles
3. make sure that management oversight reflects the needs of individual cases and responsible officers
4. improve work to manage and reduce risk of harm, paying particular attention to measures to protect victims of domestic abuse and safeguard children
5. take timely action to enforce sentence compliance in all appropriate instances
6. enhance the coordination of resettlement services to increase access to mainstream services by, and keep others safe from, those released from custody
7. improve the ability of responsible officers to access policies and guidance effectively.

### **Purple Futures should:**

8. make sure that the CRC has appropriate time and resources to introduce organisational change in a way that meaningfully engages staff and enables practitioners to maintain their focus on effective case management.

## Background

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### **An explanation of probation services**

Around 260,000 adults are supervised by probation services annually.<sup>2</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>3</sup>

To protect the public, probation staff assess and manage the risks that offenders pose to the community. They help to rehabilitate these individuals 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 generally report them to court or request recall to prison.

These services are currently provided by a publicly owned National Probation Service and 21 privately owned Community Rehabilitation Companies that provide services under contract. The government intends to change the arrangements for delivering probation services, and has given notice to CRCs of its intention to terminate their contracts early, by October 2020. It is currently considering alternative models of delivery of probation services, following a consultation exercise.

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.

### **The Cheshire and Greater Manchester CRC**

Purple Futures took formal ownership of the Cheshire and Greater Manchester CRC on 01 February 2015. The five Purple Futures CRCs work collaboratively with one another, sharing learning and resources wherever practicable. The Cheshire and Greater Manchester Chief Executive Officer (CEO) is the senior leader of both this and the neighbouring Merseyside CRC.

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

The CRC's organisational priorities reflect the enduring requirements of probation services. They include reducing reoffending and managing the risk of harm that offenders pose to others. The CRC takes a 'strengths-based' approach to its work.

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<sup>2</sup> Ministry of Justice. (2018). *Offender management caseload as at 30 September 2018*. <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

<sup>3</sup> All those sentenced, for offences committed after the implementation of the *Offender Rehabilitation Act 2014*, to more than one day and less than 24 months in custody are supervised in the community for 12 months post-release. Others serving longer custodial sentences may have longer total periods of supervision on licence.

This means it focuses on the positives in individuals' lives, to encourage them to desist from offending.

For more information about this CRC, including details of its operating model, please see Annex 3 of this report.

### **The role of HM Inspectorate of Probation**

Her Majesty's Inspectorate of Probation is the independent inspector of youth offending and probation services in England and Wales. We report on the effectiveness of probation and youth offending service work with adults and children. We inspect these services and publish inspection reports. We highlight good and poor practice, and use our data and information to encourage high-quality services. We are independent of government, and speak independently.

### **HM Inspectorate of Probation standards**

Organisations that are well led and well managed are more likely to achieve their aims. We inspect against ten standards. These standards are based on established models and frameworks, which are grounded in evidence, learning and experience. They are designed to drive improvements in the quality of work with people who have offended.<sup>4</sup>

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<sup>4</sup> HM Inspectorate of Probation's standards can be found here:  
<https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

## Contextual facts

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**154,471**

The total number of individuals subject to probation supervision by CRCs across England and Wales <sup>5</sup>

**11,856**

The number of individuals supervised by Cheshire and Greater Manchester CRC <sup>5</sup>

**5**

The number of CRCs owned by Purple Futures

**41%**

The adjusted proportion of Cheshire and Greater Manchester CRC's service users with a proven reoffence <sup>6</sup>

**79%**

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders for Cheshire and Greater Manchester CRC. The performance figure for all England and Wales was 79%, against a target of 75% <sup>7</sup>

**67%**

The proportion of positive compliance outcomes with licences and, where applicable, post-sentence supervision periods for Cheshire and Greater Manchester CRC. The performance figure for all England and Wales was 71% against a target of 65% <sup>8</sup>

**89%**

The proportion of positive completions of unpaid work requirements for Cheshire and Greater Manchester CRC. The performance figure for all England and Wales was 88%, against a target of 90% <sup>9</sup>

<sup>5</sup> Ministry of Justice. (2018). Offender management caseload statistics, as at 30 June 2018.

<sup>6</sup> Ministry of Justice. (2018). Proven reoffending statistics, Payment by results, October to December 2016 cohort.

<sup>7</sup> Ministry of Justice. (2018). CRC Service Level 8, Community performance quarterly statistics, April 2017 - June 2018, Q1.

<sup>8</sup> Ministry of Justice. (2018). CRC Assurance Metric J, Community performance quarterly statistics, April 2017 - June 2018, Q1.

<sup>9</sup> Ministry of Justice. (2018). CRC Service Level 10, Community performance quarterly statistics, April 2017 - June 2018, Q1.

# 1. Organisational delivery



Against a backdrop of reduced resourcing and the early termination of CRC contracts, Cheshire and Greater Manchester CRC remains a proactive and reflective organisation. Its leadership is cohesive and professional, and retains a clear sense of direction. The CRC is a relatively new organisation that has been subject to constant change. Leaders have responded positively to this, adapting responsively to new priorities and strategies and mitigating associated risks where possible.

The CRC has invested heavily to create an inclusive working environment for its staff and to understand and address learning and development needs. However, as an organisation with such a diverse demographic and geography, and complex workload, new policies take time to embed. Many practitioners feel overwhelmed by the constant process of change and unsupported in their practice, and they reported unmanageable workloads.

The CRC embraces a culture of continuous improvement, using a comprehensive quality assurance framework to understand its performance and drive practice development. It works well with partners and providers to explore and test new initiatives and develop effective interventions.

The strategic commitment to providing access to appropriate services and interventions does not translate into effective delivery. Responsible officers are doing too little to support the desistance of those they supervised, to manage the risk of harm they posed to others and to coordinate their work with that being undertaken by other agencies.

Although improved, the ICT on which so many processes depend is not consistently reliable. This causes problems for practitioners, adding to their workloads and affecting the quality of their recording. Buildings are accessible and, in the main, conducive to effective and safe working.

## Strengths:

- The CRC has a strong leadership team that demonstrates its commitment to quality probation services, its staff and other stakeholders.
- Leaders are fully integrated into and respectful of decisions made by their owning company, and understand and mitigate the risks inherent in these.
- The ongoing investment with partners, providers and other stakeholders has helped create effective initiatives and interventions.
- The quality assurance framework provides a fully comprehensive system for driving improvements in policy and practice.
- Practitioners are enthusiastic about helping individuals they supervise to complete their sentences successfully.

### Areas for improvement:

- Despite the CRC's comprehensive approach to improving the quality of practice, some aspects of case management are poor, especially in relation to risk of harm to others.
- Many responsible officers have unmanageable workloads, reporting that the CRC failed to support their practice sufficiently or pay enough attention to their safety and wellbeing.
- The new Interserve suite of interventions is not fully implemented, limiting access to appropriate interventions.
- Group induction for those under supervision on community orders fails to engage some attendees effectively, for instance those with difficulties in reading and writing.
- ICT is not reliable, reinforcing the reluctance of some staff to work remotely.

1.1. Leadership	Good
The leadership of the organisation supports and promotes the delivery of a high-quality, personalised and responsive service for all service users.	

The CRC has a clear vision and strategy for reducing reoffending. This is supported by its annual service plan, which includes commendable aspirations to “*ensure that each offender is given the opportunity to be the best they can be by focussing on individual needs*”.<sup>10</sup>

The governance framework comprises a structured, consistent approach that takes account of priorities at a local, Interserve and national level. Service development is underpinned by a continuous loop of analysis, development and evaluation. There are clear lines of accountability for each aspect of service delivery, which feed into the overarching governance system.

The CRC works hard to maintain a positive, high profile with partners across Cheshire and Greater Manchester. It remains fully integrated with partnership boards and initiatives and has invested in safeguarding and community safety at a leadership and practice level. A secondment to the Greater Manchester Combined Authority (GMCA)<sup>11</sup> helps to strengthen its position as a partner in that county. The geography and diverse nature of agencies in Cheshire make it harder to achieve coherent, consistent partnerships.

The organisation promotes a culture of transparency and open communications, with the CEO involved directly, for example, in communicating with staff, sentencers and the service user council. The CRC's approach to sharing information and collating and using feedback to inform service development has led to tangible improvements.

The CRC recognises the importance of increasing the confidence of sentencers in its service. Links and communication with sentencers are still nascent but gaining

<sup>10</sup> Cheshire and Greater Manchester CRC (2018-19). Annual Service Plan for contract year 5.

<sup>11</sup> GMCA comprises the Mayor's office and the 10 local authorities for Greater Manchester.

momentum. The CEO fulfils a lead role in this work, seeking to strengthen the relationship with evidence that the CRC has improved the quality of its services to the court. The quarterly sentence newsletter, *Changing Lives*, provides helpful updates.

Leaders are fully aware of the current and future risks to service delivery which link with its current resource constraints. It has reviewed and adapted its operating model to reflect this, and was in the throes of introducing the new Enabling our Future (EoF) structures during this inspection. The CRC has managed the impact of EoF by taking a staged approach to its implementation: an EoF risk register is closely monitored and the introduction of the model has been supported by an impact assessment, staff briefings, a learning and development plan and the relaunch of the staff wellbeing service.

The Flex staffing model<sup>12</sup> was introduced to maximise the skills mix of practitioners and provide consistency across the CRC. However, it has been adapted at an office level to reflect local need, quality reviews and staff feedback. EoF will provide for more clarity and consistency in roles, with the opportunity for practitioners to specialise and hone their skills in their chosen aspect of case management and increase opportunities for mobility. However, the almost continuous change in practitioners' roles has reduced their ability to understand exactly what is expected of them and does not provide time for them to accrue the skills needed to fulfil their roles effectively.

Interserve has developed centralised hubs for its administration and standalone unpaid work. Their introduction was supported by learning and development strategies, policies and guidance. However, staff working in the hubs do not necessarily understand local variations in practice or the local geography. As a result, the hubs are yet to provide a consistently effective service.

The Interchange case management model, supported by a range of engagement tools, is evidence-based and encourages a personalised, desistance, community integration approach to reducing reoffending. This meets the CRC's original purpose and the requirements of the Interserve tender, but lacks a focus on public protection. In line with its commitment to providing effective probation services, the CRC has worked hard to reintroduce a strategic focus on risk of harm to others.

Group induction for individuals on community orders does not meet the diverse needs of those attending. There is no opportunity to identify learning styles and needs before induction. As such, difficulties relating to language or literacy may only be discovered once the group is in session. This has the potential to reduce ongoing engagement throughout the order.

Additionally, there is little scope to complete a risk assessment on those previously unknown to probation services. Responsible officers reported that they received little helpful information from inductions and often had to repeat the process on an individual basis with those they were supervising. This, some advised, compromised their ability to complete good-quality plans within the target period.

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<sup>12</sup> The Flex staffing model introduced dual roles for practitioners so that they could facilitate group courses and manage cases.

1.2 Staff	Requires improvement
Staff within the organisation are empowered to deliver a high-quality, personalised and responsive service for all service users.	

Some offices have too few staff to manage the cases allocated to them and too few senior case managers to supervise their complex cases. Many responsible officers (61 per cent) reported unmanageable workloads. One-third of the case managers we interviewed advised that they were supervising 70 or more cases; more than half the senior case managers, at least 50. Taking account of the complexity of many of the cases supervised by the CRC, and context of ongoing organisational change, these are heavy caseloads to manage effectively and safely.

The CRC works closely with Interserve to map its workforce against its operating model and workload. This indicates that, overall, there are enough practitioners to manage the number of cases being managed by the CRC but workloads vary considerably from office to office and some teams are managing far too many cases.

The CRC's mobility group actively considers and responds to fluctuations in staffing, for example due to long-term sickness. This had been used well to alleviate staffing shortfalls. However, there was more to do to address excessive workloads in some offices. More than one-third of the responsible officers we interviewed advised that their workloads were not actively managed, more so for community orders than licence periods.

Staffing levels have reduced by one-quarter since 2014. For the period of case management being inspected, the CRC had a number of senior case manager<sup>13</sup> vacancies which, despite continued efforts, it had been unable to fill. It recruited a new cohort of case managers<sup>14</sup> during the spring of 2018, who were managing some of the more complex cases normally supervised by qualified probation officers. The CRC expected each to be supported by a more experienced colleague. However, the mentoring system is not working as intended. Many case managers are supervising cases beyond their level of competence and without the necessary support.

The work management tool does not accurately reflect responsible officers' level of experience, the number of cases they are caretaking for colleagues who are on leave, or escalation in complexity of cases during sentence. As such, workload reports do not necessarily provide an accurate picture of the work pressures on individual responsible officers.

Some responsible officers were extremely distressed by their workloads and their perceived inability to manage their cases effectively. Sickness rates are not excessive but impact greatly on the workloads of small teams. They have gradually risen throughout 2018. In October, the CRC lost 7.12 per cent of its working days to sick leave. Proportionately, case managers took the greatest number of days, most often due to issues relating to their personal mental health.

Interserve has taken positive steps to alleviate the expanding workloads of middle (interchange) managers by introducing interchange support officers. They help with the day-to-day management of estates, health and safety, and some financial tasks,

<sup>13</sup> Senior case managers have a probation officer qualification.

<sup>14</sup> Case managers are unqualified and may not have any probation service experience.

enabling interchange managers to dedicate more time to supporting their staff and enhancing practice. The majority of interchange managers advised that they had heavy but manageable workloads.

There is no evident strategy for succession planning. There is no formal system to proactively identify and develop new leaders. Some managers, on an ad hoc basis, recognise the potential in their staff and help them to progress within the CRC but middle managers felt there were few prospects for advancement.

Less than one-quarter of responsible officers advised that their organisation focused sufficiently on the quality of their practice. Staff supervision and appraisal systems have dual roles: to check performance against targets and to help support the quality of practice. However, while supervision takes place regularly in most teams, many responsible officers reported that there was more emphasis on how well they met process targets than on the quality of their work. Few could recall having had a case audited through the CRC's quality assurance process or receiving feedback from this.

Strategic learning and development arrangements are well considered and structured. However, they are applied inconsistently and do not meet the needs of many practitioners.

The in-house training strategy includes a holistic, practice-based approach to enhancing the quality of case management; a wide range of apprenticeship opportunities to masters level; and support for the Professional Qualification in Probation (PQiP). (The CRC is currently supporting a total 10 practitioners on this scheme.)

Despite this, less than half the responsible officers agreed that their organisation promoted and valued a culture of learning and continuous improvement or provided them with enough access to in-service training. The perceived focus on online training is unpopular with practitioners. Many reported that it failed to take account of their individual learning needs and styles. In some offices, practice development days are often curtailed due to pressures from case management.

With the early termination of CRC contracts, the CRC has temporarily withdrawn its support for new PQiP applications. Case managers reported that this limited their opportunities to develop their skills and advance in the organisation.

Case managers were managing cases that would more appropriately be supervised by senior case managers without having had sufficient training to do this. They felt ill-equipped to manage cases involving complex child safeguarding issues or to contribute to 'signs of safety' and other assessment and planning processes used by children's social care. Only two-thirds reported that they had enough training and experience to manage the cases assigned to them.

Responsible officers provided us with a mixed picture of their experience of induction. The process has evolved and improved during 2018, but the experience of participants heavily depends on the quality of input by their local office and their access to working ICT.

The CRC employs a wide range of methods to communicate with its staff, using feedback to inform improvements to the working environment and service provision. There are systems in place to recognise good work through internal ceremonies and nominations for internal and external awards. Staff are encouraged to work flexibly to balance their home and work responsibilities and there are systems in place to respond effectively to requests for reasonable adjustments. The CRC has protocols in

place to promote the safety of those undertaking home visits and working remotely that include the provision of personal safety alarms for relevant staff.

Some practitioners appreciate and feel the benefit of the CRC's efforts to engage with, and support, them. However, the current financial climate, high workloads and the ongoing process of change have led to staff becoming disaffected. Many reported being confused about the latest developments to the operating model; that there are considerable delays in receiving the awards for which their managers commend them; and that too little attention is paid to their safety and wellbeing.

<b>1.3. Services</b>	Requires improvement
A comprehensive range of high-quality services is in place, supporting a tailored and responsive service for all service users.	

The CRC has a clear measure of the needs of its population and has actively sought opportunities to commission innovative and effective interventions that address the needs of specific groups, for instance military veterans. The CRC also takes steps to check the quality of delivery of new interventions and their capacity to reduce reoffending. By so doing, it has proven the effectiveness of a number of its initiatives, including programmes to reduce the number of women returning to custody and to support the desistance of young men.

Practice development groups convene to monitor and develop service provision, for example, for young men, domestic abuse, women, public protection, and group interventions. The CRC is aware that it needs to provide services tailored to black and minority ethnic groups. Having drafted a strategy to do so, it has yet to secure the resources to implement this.

There are robust systems in place for commissioning and monitoring supply chain providers. Oversight focuses not only on quantitative commissioning targets but also the quality of services provided. The CRC's three main providers are used well and the CRC continues to promote and improve these services.

Women being supervised in Greater Manchester have access to female-only environments for their appointments. Wisier<sup>15</sup> and a range of support services are available through women's centres. While the CRC is working hard to replicate this level of service in Cheshire, there are fewer opportunities and partnerships with which to work. The CRC is confident that women are always seen in female-only spaces in Cheshire and will complete one-to-one inductions when it is appropriate to do so.

The CRC runs the Thinking Skills Programme, Building Better Relationships, the Drink Impaired Drivers programme and, to a lesser extent, Resolve. Low referral rates in some local delivery units affect the availability of these accredited programmes but the CRC works hard to improve provision, offering evening and weekend courses and extending access to programmes run in the neighbouring Merseyside CRC.

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<sup>15</sup> Wisier is a motivational offending behaviour course created specifically for women.

The strength of the CRC’s strategic approach to group interventions does not always translate to local practice. The new Interserve suite of discretionary activities<sup>16</sup> is yet to be deployed fully in Cheshire and Greater Manchester. This leaves responsible officers, who are encouraged to refer to courses rather than undertake one-to-one work, with no interventions to which to refer. Some offices are running legacy interventions, despite the lack of a proven evidence base for these.

Access to mainstream services, to enhance, for example, mental health or to address substance misuse, is excellent in some local delivery units, with agencies able to work from CRC offices. About three-quarters of the responsible officers interviewed reported that they had appropriate access to services for the case being assessed. However, there was a lack of employment, training and education provision in the supply chain and variable access to mental health provision. The CRC works closely with the GMCA to improve the provision of accommodation.

Collaboration between the CRC and NPS is gaining traction. For example, their joint commitment to increase the completion of CRC group interventions is supported by a shared business plan objective and an improved, readily available, rate card. A number of issues, however, are ongoing and have a direct impact on individuals sentenced to supervision by the CRC. These include mistakes in the information provided through the NPS to individuals at court. This has led to some attending at the wrong CRC office for their initial probation appointments. We were advised of instances when women had been directed to attend centres that were closed on the day of their appointments.

Sentencers have access to basic information about the CRC’s interventions through the rate card, which is available on the internet and promoted through the sentencer newsletter. A recent information-sharing event to help sentencers understand the interventions and services available to support sentencing options was well received by those who attended.

1.4. Information and facilities	Good
Timely and relevant information is available and appropriate facilities are in place to support a high-quality, personalised and responsive approach for all service users.	

Policies, guidance and information about interventions and services are available and updated to reflect amendments to practice. These are promoted through the Interserve ICT system (WISDOM), staff briefings, team meetings and practice development days. Responsible officers are familiar with some policies, such as those relating to flexible working and case recording. Not enough have sufficient knowledge about specific case management policies, for instance in relation to risk of harm. Forty percent indicated that policies and guidance were not communicated effectively; they know they are available but reported having no time to read them or finding it too difficult to navigate through WISDOM to access them.

The CRC has progressed well in implementing its estates plan, improving access for, and the wellbeing of, staff and visitors. Facilities in one of its larger Manchester offices are far from ideal and are affecting staff morale and wellbeing. This building

<sup>16</sup> The CRC and NPS will refer to these to help fulfil the Rehabilitation Activity Requirements (RAR) imposed by the court.

is due to be returned to its owner in the near future but the CRC has found it difficult to find appropriate alternative accommodation in the city. It continues to search for a solution and, in the meantime, is moving some of its work to another local office, within reasonable reach of the individuals it supervises. Overall, the buildings visited during the inspection serve their purpose adequately and a number exceed this standard.

The interchange support officer role has enhanced the local focus on buildings, including compliance with health and safety policies. While there is no agreed policy for material to be displayed in waiting areas, some provide helpful information and, where it is deemed safe to do so, hot drinks to individuals waiting for their appointments. Records indicate that processes linked to alarms and evacuation procedures are improving. However, they are not embedded well enough in some buildings and some responsible officers are not clear about panic alarm procedures or how to respond in the event of a terrorist threat.

ICT systems are not always available. Interserve has worked with its provider to make improvements. However, responsible officers reported that this affects their confidence to work remotely; it adds to their workloads and affects the quality of their case recording.

The CRC has an evident culture of continuous development. Leaders can articulate with authority the areas of strength and improvements required across their organisation, and know in detail the work that is being undertaken to develop services. The continued use of OASys level 3 provides a constant source of data to help identify need and check the impact of practice.

Performance reports are used enthusiastically to understand performance at team and individual level. All managers have access to and actively use these to monitor the efficiency of their staff. Some responsible officers reported that they mistrust the CRC's open approach to reporting performance, considering this 'name and blame' approach to be demotivating rather than inspiring.

The CRC is taking constructive steps to improve its performance against enforcement measures, especially in relation to the administration of breach applications. However, our evidence suggests that the shift of focus among responsible officers to rehabilitation and engagement has led to an increased culture of tolerance to non-compliance, and this needs to be considered as part of a comprehensive plan to improve the overall quality of the CRC's enforcement work.

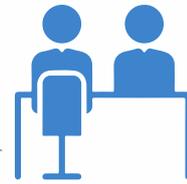
Leaders are equally as interested in the quality of case management. The CRC's approach to understanding and developing the quality of practice combines case audits and their enhanced management oversight process (for complex and risk of harm cases). Recently, the CRC has also completed responsible officer skills checkers.

While strategically sound, the quality assurance process makes too little positive impact on case management. Responsible officers advised that they appreciated the benefits of having a case audited, but few could recall having been subject to this process. Some responsible officers reported to us that the enhanced management oversight process was no more than a tick-box exercise; we found that it was applied inconsistently and, overall, made little beneficial difference to the cases we inspected.

The CRC responds positively to reports that things are not working well. Recent external and internal evidence highlighting deficits in risk of harm work triggered a

quick and comprehensive response, including investment in an operational lead for risk and a learning and development campaign. The CRC takes action to learn from serious further offences (SFOs), reviewing these to identify and implement systems and learning across the CRC.

## 2. Case supervision



Cheshire and Greater Manchester CRC covers a large and complex area. More than one-third of the cases we looked at involved violent offending. This required the need to work with skill and reflection to make sure that individuals being supervised had access to the right interventions at the right time and to keep people safe.

The strongest area of case management was on work to enhance engagement and to help those being supervised to complete their sentences successfully.

There was too little work to reduce reoffending; teams had varying levels of success accessing mainstream services and there was limited delivery of effective interventions to address offending behaviour.

The CRC urgently needs to improve its capacity to keep people safe. It has an evident ambition to strengthen its practitioners' focus on risk of harm work. However, its investment in guidance, training and development has yet to have adequate impact.

Quality of practice was inconsistent and differed between and within local delivery units. Work to manage and reduce risk of harm was stronger with women being supervised than with men. A minority of cases were exemplary, and recent case reviews had improved the overall quality of work. However, victims were being left unprotected in far too many cases and management oversight was not robust enough to address this.

### Strengths:

- Responsible officers maintain their focus on engagement and adapt work to improve compliance throughout the sentence.
- The quality of recording on nDelius is good.
- There are examples of excellent work to support the welfare of service users.

### Areas for improvement:

- Individuals complete too little offence-focused work.
- Risk of harm is underestimated.
- Work to address domestic abuse perpetrated by men is inadequate.
- Risk management planning is poor.
- Responsible officers have too little contact with men before their release from custody.
- In four of the 14 offices visited, insufficient attention was given to protecting victims in every case inspected.
- Management oversight made too little difference to the quality of case management.

2.1. Assessment	Requires improvement
Assessment is well-informed, analytical and personalised, actively involving the service user.	

Overall, assessments focused sufficiently on engaging newly sentenced individuals in 60 per cent of the cases inspected. Too few took account of the views of individuals or how their diversity and individual circumstances could impact on their engagement and compliance. However, a reasonable majority considered motivation and readiness to comply. Women were automatically assigned to dedicated female responsible officers, and this enhanced work to engage with women and understand their individual needs.

There was sufficient assessment of factors linked to offending and desistance in 63 per cent of cases we inspected. Responsible officers were good at identifying basic factors that had led to offending but were not doing enough to understand the full picture. In nearly half of the cases inspected, they had not used information from other agencies to inform their analysis.

There was a need to manage issues linked to risk of harm to others in a large majority of the cases we looked at. Just over half involved factors linked to domestic abuse and in nearly one-third there was a need to safeguard children.

Assessment focused sufficiently on keeping other people safe in 47 per cent of the cases we inspected. The quality of this work was better in Cheshire than in Greater Manchester. We agreed with the risk of harm classification applied in a large majority of the 133 cases for which the risk of serious harm had been assessed. However, we disagreed with it in 23, many of which involved domestic abuse. In some of these, there was too little focus on keeping children safe. In one case, for example, where the risk of harm to children had been assessed as low, an individual under supervision was having contact with his children despite being prohibited from doing so.

The CRC was not always reviewing decisions made by the NPS at court about risk of harm. We inspected a case in which the risk of harm to others should have been assessed at sentence as high and the CRC should have returned it to the NPS. The CRC had not reviewed this case effectively and so missed the opportunity to do this. There were also a small number of cases, however, where responsible officers demonstrated care and skill in their post-sentence assessment and increased the risk of harm classification appropriately from low to medium.

We expect checks to be initiated with children's social care and police domestic abuse units for every case before it is allocated to the CRC. In many instances, the results will not arrive prior to allocation to the CRC and will need to be followed up. It is interesting to note that newly allocated cases assigned to case managers were more likely to need follow-up action than those assigned to senior case managers. That is, case managers had to undertake more work from the outset.

The quality of child safeguarding and domestic abuse call-out checks varied considerably between offices. In some, information was requested and received effectively. In others, checks were either not made when needed or responses were

received late or not at all. Responsible officers were not always following up on their enquiries to children’s social care or the police and some did so only after a considerable delay.

In more than one-third of cases, the assessment focused entirely on the current offence. More than half should have and did not reflect information available from other agencies. Too few assessments contained victim-specific information. Taking such a narrow focus on risk of harm limits the scope for accurately assessing the level and nature of risk and identifying possible future victims. This will invariably affect the quality of planning to keep people safe.

By way of illustration, in one case:

*“Philip was sentenced to a community order for criminal damage, committed in the context of a domestic abuse incident. Previous convictions for robbery and possession of a Class A drug were not given due consideration, nor were the victims of his offences. The assessment did not draw on information from other agencies with which Philip was having contact. Taking this case at face value, Philip was assessed as posing a low risk of harm to others. As a result, there was no plan to protect past and potential victims”.*

2.2 Planning	Inadequate
Planning is well-informed, holistic and personalised, actively involving the service user.	

The CRC has introduced its ‘enabling plan’. This is part of a suite of tools to encourage those under supervision to engage in decisions about how best to implement their sentences. The tool provides a suitable platform for identifying the aspirations of individuals and their need for mainstream services, such as accommodation and mental health services. However, it provides little scope for challenge and making sure that plans include sufficient work to address offending behaviour. The focus on desistance deterred some practitioners from exploring objectives to manage and reduce risk of harm to others. Some responsible officers reported that it took too long to complete the plan well and to explain its complex terminology.

Overall, planning focused sufficiently on engaging newly sentenced individuals in 58 per cent of the cases we assessed. This work was better in Cheshire than in Greater Manchester.

The voice of individuals being supervised was clearly conveyed in some plans, and it was evident that objectives had been decided collaboratively. Case records provided detailed information about discussions, and the individual’s aspirations and how to achieve them. However, ‘enabling plans’ did not provide sufficient detail about the level and nature of contact with the CRC and other agencies, and this was often missing from records altogether.

In some cases, for instance those involving a requirement to complete accredited programmes, there was good planning to make sure attendance took account of caring or work responsibilities. There was also evidence of reflective planning to

encourage compliance and engagement. There was sufficient planning to meet individual needs and circumstances in 58 per cent of the cases we assessed.

Resettlement planning varied in quality; just over one-third of responsible officers had effective contact with individuals they were supervising prior to release. In many cases, standard licence conditions were imposed and too few were tailored to the specific needs of the case. However, some responsible officers sought opportunities to maximise the benefits of the licence period to support desistance.

For example, in Nathan's case, the inspector observed:

*"The responsible officer encouraged Nathan to take an active interest in deciding what should happen after his release from custody. Having completed a thorough assessment of his personal circumstances, they agreed a holistic approach to supporting his everyday living: a specialist assessment of his mental health; work to address his homelessness; mentoring to help address his sense of isolation; and a referral to the vulnerable adult team".*

There was too little planning to make sure that all the requirements of the sentence would be completed successfully. Responsible officers did not pay enough attention to offending-related factors and prioritise those that were most critical. Many plans included sufficient planning for education, training and employment only. Few responsible officers gave enough thought to how best to address factors linked to lifestyle, friends and associates. Instead they used a generic referral to the mentoring service, P3, to meet this need. Planning to improve family and relationships was poor and only completed sufficiently in about one-third of relevant cases.

Planning built on the service user's strengths and protective factors and identified potential sources of support in 62 per cent of the cases where it was relevant to do so. Responsible officers in Cheshire were more likely to give proper consideration to these features than those in Greater Manchester.

The quality of planning to keep other people safe was poor. There was a need to consider how to manage and minimise risk of harm to others in about three-quarters of the cases we inspected. This work was undertaken well enough in one-third of cases we inspected. Planning was good enough in only 30 per cent of cases involving domestic abuse and in less than half of those where there was a need to keep children safe.

Too little thought was given to making sure that critical areas of risk of harm were given priority. In many cases, it was important to work with other agencies to plan an agreed course of action, for instance, to monitor restrictive interventions, such as restraining orders. This happened in less than half of these cases.

Risk of harm is dynamic and can escalate unexpectedly and quickly. We expect probation services to consider this and have necessary and effective contingency arrangements in place. Contingency planning was good enough in just over one-quarter of the cases we inspected.

2.3. Implementation and delivery	Inadequate
High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user.	

The CRC worked well to keep individuals engaged throughout their sentences. Referrals to relevant services were made promptly. This included referrals to the unpaid work and programmes teams and for mainstream support, such as accommodation and mentoring.

Responsible officers were attentive and responsive to the personal circumstances of the individuals they supervised. Some worked exceptionally well to take account of mental ill health or employment hours and to provide vouchers for food and travel. The level of contact in community cases varied. Some responsible officers did what they considered right for the case, exceeding the expectations set out in the CRC's operating model. A change in responsible officer, and periods not covered when they were on leave, led to loss of contact, sometimes for extended periods, with those they supervised.

We were able to see examples of effective, personalised work. For instance, in a case where a telephone interpreting service had not met the needs of a woman being supervised, the CRC invested in a translator to attend appointments. The responsible officer also arranged and supported the woman's attendance at a women's centre which employed workers who would be able to converse with her in her own language.

Responsible officers kept informative records of their decisions not to initiate enforcement action for non-attendance. However, in our view, there were too many acceptable absences and, in 30 per cent of cases, enforcement action should have been taken and had not been.

There was too little contact with individuals in custody before their release. Responsible officers made sure they met on a one-to-one basis with those they were supervising before their group induction, to enhance their level of engagement during their licence period. However, responsible officers demonstrated little appetite for trying different techniques to improve the engagement of those with a history of being returned to custody before the end of their sentence.

Individuals were completing too little work to reduce their reoffending. The implementation and delivery of services, and nature and level of contact, effectively supported desistance in less than half of the cases we inspected.

Access to group programmes and mainstream services varied across Cheshire and Greater Manchester and some offices had closer links with community agencies than others. Most could access support to enhance education, training and employment. Although access to drugs interventions was good in Cheshire, drug testing services across much of the CRC were dysfunctional and this deterred responsible officers from proposing them as licence conditions.

Less than one-third of the individuals who needed to improve their family and other relationships had been provided with enough support in this area. Several had been referred to HELP, the CRC's discretionary domestic abuse programme, but had experienced delays in starting. Some had completed locally provided courses to raise

their awareness of, for instance, victims or drug use. We appreciate the good intentions behind this approach but would warn against using interventions with no proven evidence base or that are not professionally matched to the needs of individuals.

Local services were engaged by the CRC to support and sustain desistance in less than half of the cases we inspected. Where other agencies were working with those on probation, there was little coordination of their work with that being undertaken by the CRC. Some responsible officers, frustrated that they had to continually chase for updates, had stopped doing so and instead relied on reports about attendance and progress from those they were supervising.

The CRC did enough to support the safety of other people effectively in 42 per cent of the cases in which it was necessary to do so.

Much of the contact with those being supervised focused on supporting their welfare or comprised 'check-in' appointments. Individuals attending group interventions had little constructive contact with their responsible officers to reinforce their motivation and learning or help monitor the safety of victims. In many cases, individuals were still waiting to start interventions to reduce their risk of harm to others. Some responsible officers used this time to reinforce positive behaviour and implement alternative interventions. In most cases, nothing was done to fill this void.

There was too little focus on keeping victims safe.

The CRC's partner link worker policy led to swift support for female partners and ex-partners of men referred to domestic abuse courses. However, the strength of multi-agency practice to manage and minimise risk of harm varied between offices. There were good examples of effective work to protect victims in cases managed through the Integrated Offender Management model and of effective contributions by responsible officers to child protection meetings.

Many responsible officers did not appreciate the importance of home visits in the safeguarding process or reported that they had no time to complete these. There was a lack of insight in domestic abuse cases in which the victim was a parent or sibling, especially where the perpetrator was living with them. In several cases, children's social care was not notified about a potential escalation in risk to children.

*"In Martin's case, a new responsible officer failed to read all the information about his offending behaviour. She focused on his current domestic abuse offence and remained unaware of his history of abuse towards his partners, mother and siblings. As a result, she made poor decisions about the suitability of his accommodation, allowing him to live with his mother, and without a plan to protect her. She also took no action to safeguard the children of his ex-partners, with whom he was having contact".*

There was evidence that not all responsible officers had the skills to identify when they were being manipulated. For example:

*"Fergal's responsible officer believed his account that having found employment he was living a more stable and 'responsible' life. She reduced his appointments to monthly too quickly, and within a short time, he had committed further domestic abuse offences against his new partner".*

There was little evidence of effective management oversight of the work of responsible officers. OASys assessments were not always countersigned when they should have been and too often oversight failed to identify and address deficits in the decisions being made in a case.

2.4. Reviewing	Requires improvement
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user.	

Case reviews focused sufficiently on engagement and compliance in just under two-thirds of the cases inspected. Many were undertaken without the meaningful involvement of the individuals they affected. Responsible officers took a dynamic approach to reviews, changing the plan of work to improve compliance. This included amendments, for example, to appointment times to accommodate changes in personal circumstances. It was positive to see, in a majority, that case records were updated to reflect these changes.

Responsible officers identified and addressed changes in factors linked to desistance and recorded their reviews in nearly three-quarters of cases inspected. Fewer than two-thirds of these, however, resulted in changes to the plan of work. Many of the reviewed sentence plans were better than the originals; they included more detail about the work to be completed, which strengthened their usefulness for monitoring progress against sentence requirements.

Other agencies were involved in the majority of cases that merited a review of factors linked to desistance. Information they provided was used to inform the review of about two-thirds of these.

Overall, reviewing focused on keeping people safe in just over half of the cases inspected. Responsible officers identified changes in factors linked to risk of harm in nearly two-thirds of relevant cases, but these fed into adjustments to the plan of work in less than half. In many cases, the CRC had used information from other agencies, for example the police and children’s social care, to inform their review decisions. Some risk management plans showed considerable improvement after review, containing more detail, for instance, about work to keep children safe.

Despite heavy workloads, it was clear that responsible officers sought to respond effectively to changes in a case. For example, in one case, the responsible officer instigated a meeting with her line manager to discuss an application to escalate the case to the NPS and identify what needed to be put in place in the meantime to reduce the likelihood of reoffending and manage risk of harm.

Plans were not automatically reviewed after the completion of interventions, such as accredited programmes, to reflect progress and identify outstanding areas of concern.

It was concerning to see cases managed by senior case managers reallocated to less qualified case managers after an individual had committed a further offence. To illustrate:

*“In Peter’s case, there was no review of the risk he posed to children despite information from the programmes team that he was binge-drinking directly before having contact with his son. In an interview, the responsible officer explained that she had missed this issue due to overwhelming workload. Peter committed a further offence, which related to the possible neglect of his son, who had been injured while in his company. This should have prompted a review and immediate liaison with children’s social care. However, the case had been reallocated to a case manager after reconviction, who did not have the skill to manage cases with this level of complexity, and who had not completed this work”.*

## 4. Unpaid work and Through the Gate

Overall, unpaid work (known as Community Payback by Cheshire and Greater Manchester CRC) is running well. There are a good range of placements available and these are matched proficiently to the needs and personal circumstances of individuals required to attend. The administration of unpaid work requires further development, especially in relation to enforcement processes and the quality of communication between hub staff and responsible officers working in local offices.

Through the Gate services are inadequate. The CRC is working hard to forge meaningful links with the eight custodial establishments in which it has a presence. This has led to a number of innovative initiatives, especially for women. However, there is a clear divide between the resettlement work undertaken by Shelter<sup>17</sup> and responsible officers in the community. Too little attention is given to the provision of mainstream community services and factors linked to risk of harm.

### Strengths:

- Preparations for unpaid work are completed quickly and thoroughly.
- Attention is given to how diversity and personal circumstances impact on an individual's ability to comply and engage with unpaid work.
- Unpaid work assessments take appropriate account of risk of harm to others.
- Unpaid work provides good opportunities for reparation and rehabilitation.
- A large majority of cases have resettlement plans.

### Areas for improvement:

- Recording of reasons for missed unpaid work appointments is poor.
- Reviews of compliance and engagement are not used effectively to reflect on the appropriateness of unpaid work placements and amend these as necessary.
- Risk of harm is overlooked in the majority of resettlement cases.
- Through the Gate provision is not coordinated effectively with other services delivered in custody.
- Resettlement services do not support the effective handover to local services in the community.

<sup>17</sup> Shelter has been commissioned to provide Through the Gate services on behalf the CRC.

4.1. Unpaid work	Good
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court.	

In a large majority of cases, assessments took sufficient account of the health, safety and wellbeing of all parties, and the diversity and personal circumstances that could hinder or enhance the completion of the unpaid work hours expected.

Individuals were allocated to suitable placements that maximised their opportunities for personal development. The wide range of provision included work to support sports or lunch clubs and clubs for young people leaving care. They could also attend charity shops or participate in groups maintaining parks and buildings. Many had been arranged through local authorities, but the CRC also finds ad hoc placements to meet the needs of individuals with specific requirements.

Most individuals completing unpaid work were in some form of employment. They were unemployed in only 25 per cent of the cases inspected. The CRC had yet to develop effective links with education, training and employment providers so that an appropriate proportion of unpaid work hours could be dedicated to enhancing the employability of those unemployed. However, we saw at least one example of good work in this area:

*“Raul had indicated that he would like a placement to help him develop new skills that would help him change the focus of his employment. The CRC responded positively to this, identifying a placement that provided for him to attend a course and develop his skills in an area that interested him”.*

Health and safety is taken seriously. Work supervisors have relevant training and panic devices, and vehicles are tracked. There are systems in place to share relevant information on risk of harm with other agencies and the CRC’s placement staff. However, these were not implemented consistently to share pertinent issues with field teams. Initial assessments did not always contain information about safeguarding children or domestic abuse.

The first unpaid work session was offered within a short period of the sentence being imposed. However, the focus on making sure that individuals would successfully complete their unpaid work requirement reduced as the sentence continued. Many requirements took too long to complete, and where there were issues with compliance, reviews were seldom held to assess the appropriateness of the placement. Responsible officers received too little information about how well individuals were engaging with their placements. In 22 per cent of cases, there had been at least one instance where a work instruction had been withdrawn or an individual had attended only to be sent home.

More than half of the individuals undertaking unpaid work were in full-time employment. The CRC used a flexible approach to help individuals balance their work commitments with their unpaid work requirement. In some cases, responsible officers were too accommodating, accepting a string of absences without asking for evidence to support these. Cases were not always taken back to court to request the removal of unpaid work when it became evident that the required hours would not be completed. Enforcement action was taken in less than three-quarters of the cases that merited this course of action.

The Interserve Community Payback hub, which manages all standalone unpaid work orders and the administration of all unpaid work, is relatively new. It has experienced 'teething problems', including a high turnover of staff and heavy workloads. The CRC, other agencies and individuals completing unpaid work experience ongoing difficulties in contacting the hub. Barriers to communication between responsible officers and hub administrators negatively impact on the quality of liaison about absences and contribute to delays in enforcing compliance.

The CRC has a good understanding of the barriers to effective unpaid work, has an action plan in place to address these and monitors its progress. This has led to improvements, such as a reduction in the number of unpaid work appointments cancelled at short notice or once individuals have arrived to complete their hours.

4.2. Through the Gate	Inadequate
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs.	

The CRC has a strong strategic ambition to develop effective Through the Gate provision but practice with individuals leaving prison is poor.

The administration of home detention curfew checks is facilitated by the Professional Services Centre to improve the speed and consistency of communication between the CRC and relevant prisons. Resettlement cases are now supervised by specialist responsible officers.

The CRC is working with the prisons in which it provides Through the Gate services, negotiating with each to improve resettlement services. This has led to a number of joint initiatives, such as the provision of onsite probation induction appointments on release from HMP Risley, and mentoring support for women leaving custody.

There was sufficient planning and activity to meet resettlement needs in less than half of the cases assessed. A large majority had clear and timely resettlement plans that represented the voice and views of the individuals being released. Resettlement activity was tailored to the individual needs and circumstances of those being released in half the cases where it was necessary to do so. Where desistance and support needs were identified, these were not met well. The greatest focus was given to accommodation and finances. Only a minority of substance misuse and mental health needs were accommodated sufficiently.

Shelter's practitioners reported that their heavy workloads and the requirement to provide the same service to all those leaving custody prevented them from prioritising prisoners with the greatest resettlement needs. In some prisons, Shelter managers had the capacity to enhance the resettlement work completed for the most vulnerable prisoners. This was seen as invaluable by their practitioner colleagues.

There is limited appropriate housing available in Cheshire and Greater Manchester. Just over one-third of individuals leaving custody returned to their previous accommodation. Of the 33 who needed to find new accommodation, 14 were released without anywhere to stay. Despite examples of good efforts by Shelter, it was able to arrange post-release accommodation for only one person. There were no examples of Through the Gate work leading to employment on release from custody.

The CRC commissions Relate to deliver an intervention at HMP Styal for victims of domestic abuse and women involved in sex work. There were no previous sex workers in the cases we looked at but in the four involving victims of domestic abuse, there was no evidence of resettlement planning or activity tailored to address this.

Risk of harm issues were missed repeatedly. Shelter has no access to the CRC's case management system and some Through the Gate practitioners reported that, because of their heavy workloads, they only briefly scanned OASys and prison records.

Through the Gate work was least effective for those experiencing continuous short spells in prison. With this in mind, the CRC is working with partners to break the cycle: to enhance access to housing and provide improved resettlement information for those on short sentences.

Resettlement work took place in isolation in many cases. It was coordinated effectively with other services in the prison in about half of the cases inspected. Poor communication between the CRC and Shelter affected the quality of transition between custodial and community services.

Responsible officers often failed to take note of Through the Gate resettlement plans. The systems to make sure Shelter was aware of a change of responsible officer were not working effectively. As a result, Through the Gate practitioners were left unsure if emails about imminent risk of harm and vulnerability had been received and if action had been taken in response. Both organisations were aware of the need to improve the flow of information and were involved in work to achieve this.

## Annex 1: Methodology

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The inspection methodology is summarised below, linked to the three domains in our standards framework. We focused on obtaining evidence against the standards, key questions and prompts in our inspection framework.

### **Domain one: organisational delivery**

The provider submitted evidence in advance and the CRC's CEO delivered a presentation covering the following areas:

- How does the leadership of the organisation support and promote the delivery of a high-quality, personalised and responsive service for all service users?
- How are staff in the organisation empowered to deliver a high-quality, personalised and responsive service for all service users?
- Is there a comprehensive range of high-quality services in place, supporting a tailored and responsive service for all service users?
- Is timely and relevant information available, and are there appropriate facilities to support a high-quality, personalised and responsive approach for all service users?
- What are your priorities for further improvement, and why?

During the main fieldwork phase, we interviewed 82 individual responsible officers, asking them about their experiences of training, development, management supervision and leadership. We held 28 meetings and focus groups, which allowed us to triangulate evidence and information. The evidence explored under this domain was judged against our published ratings characteristics.<sup>18</sup>

### **Domain two: case supervision**

We completed case assessments over a two-week period, examining service users' files and interviewing responsible officers. The cases selected were those of individuals who had been under community supervision for approximately six to seven months (either through a community sentence or following release from custody). This enabled us to examine work in relation to assessing, planning, implementing and reviewing. Where necessary, interviews with other people closely involved in the case also took place.

We examined 134 cases, covering all the local delivery units served by the CRC. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we ensured that the ratios in relation to gender, type of disposal and risk of serious harm level matched those in the eligible population.

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<sup>18</sup> HM Inspectorate's domain one ratings characteristics can be found here: <https://www.justiceinspectors.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf>

### **Domain three: sector-specific work**

We completed case assessments for two further samples: (i) unpaid work and (ii) Through the Gate. As in domain two, sample sizes were set to achieve a confidence level of 80 per cent (with a margin of error of 5).

#### **Unpaid work**

We examined 64 cases with unpaid work requirements that had begun at least three months previously. The sample included cases managed by the NPS as well as cases managed by the CRC. We ensured that the ratios in relation to gender and risk of serious harm level matched those in the eligible population. We used the case management and assessment systems to inspect these cases.

We also held meetings with the following individuals/groups, which allowed us to triangulate evidence and information:

- the senior manager with overall responsibility for the delivery of unpaid work
- middle managers with responsibilities for unpaid work
- a group of supervisors of unpaid work, from a range of geographical locations.

#### **Through the Gate**

We examined 50 custodial cases in which the individual had been released on licence or post-sentence supervision six weeks earlier from the CRC's resettlement prisons, over a two-week period. The sample included those entitled to pre-release Through the Gate services from the CRC, who were then supervised post-release by the CRC or the NPS. We used the case management and assessment systems to inspect these cases.

We also held meetings with the following individuals/groups:

- the senior manager in the CRC responsible for Through the Gate services
- a middle manager for Shelter, which provides Through the Gate services
- a group of Shelter resettlement workers directly responsible for preparing resettlement plans and/or meeting identified resettlement needs.

## Annex 2: Inspection results: domains two and three

### 2. Case supervision

Standard/Key question	Rating/% yes
<b>2.1. Assessment</b>	<b>Requires Improvement<sup>19</sup></b>
Assessment is well-informed, analytical and personalised, actively involving the service user	
2.1.1. Does assessment focus sufficiently on engaging the service user?	60%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	63%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	47%
<b>2.2. Planning</b>	<b>Inadequate</b>
Planning is well-informed, holistic and personalised, actively involving the service user.	
2.2.1. Does planning focus sufficiently on engaging the service user?	58%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	54%
2.2.3. Does planning focus sufficiently on keeping other people safe? <sup>20</sup>	33%
<b>2.3. Implementation and delivery</b>	<b>Inadequate</b>
High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user	
2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	71%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	46%

<sup>19</sup> In arriving at the rating for assessment, we exercised professional discretion in relation to the case data, and uplifted the rating, to take into account wider evidence gathered about this particular aspect of practice.

<sup>20</sup> Please note: percentages relating to questions 2.2.3, 2.3.3 and 2.4.3 are calculated for the *relevant* sub-sample – that is, those cases where risk of serious harm issues apply, rather than for the *total* inspected sample.

2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	42%
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<b>2.4. Reviewing</b>	<b>Requires Improvement</b>
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user	
2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?	64%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	65%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	53%

## 4. CRC-specific work

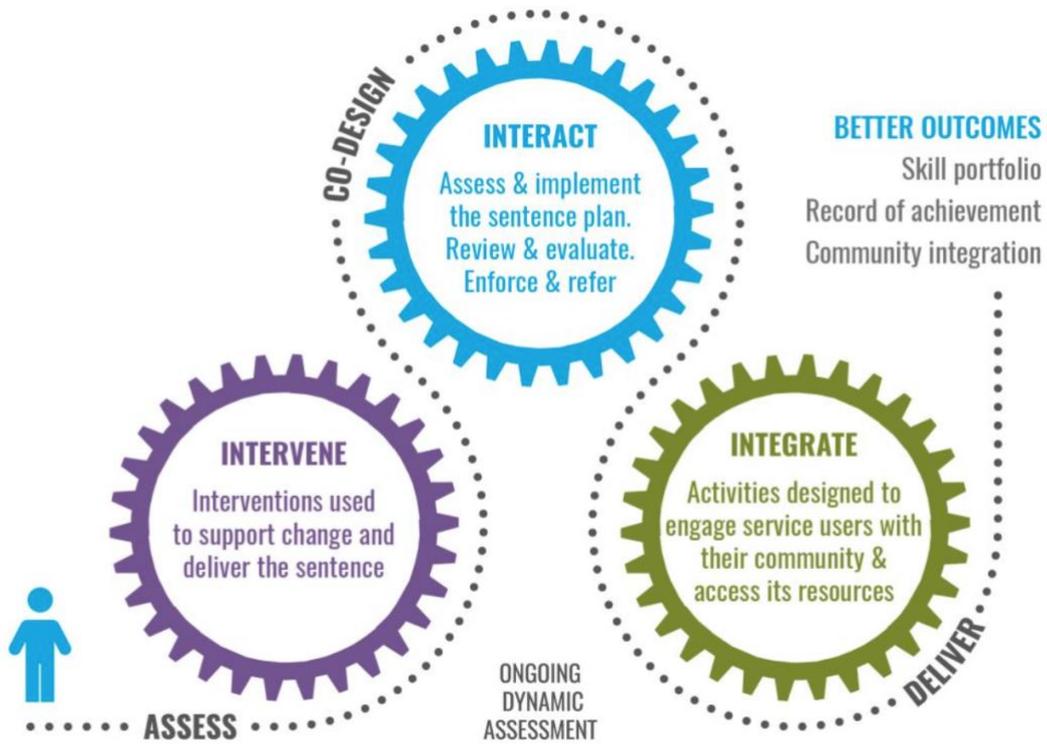
Standard/Key question	Rating/% yes
<b>4.1. Unpaid work</b>	<b>Good</b>
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court	
4.1.1. Does assessment focus on the key issues relevant to unpaid work?	78%
4.1.2. Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?	75%
4.1.3. Do arrangements for unpaid work maximise the opportunity for the service user's personal development?	95%
4.1.4. Is the sentence of the court implemented appropriately?	66%
<b>4.2. Through the Gate</b>	<b>Inadequate</b>
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs	
4.2.1. Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	48%
4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?	40%
4.2.3. Is there effective coordination of resettlement activity?	50%

## Annex 3: Operating model

Gail Churchill Community Director	Jenny Archer- Power Community Director	Rosie Goodwin Community Director	Karen Rooney Community Director	Danielle Buckley Community Director	Nicola Pugh Community Director	Ceri Schofield Community Director	Donna Meade Head of Operations CGM / Community Director	John Quick Head of Operations Merseyside/ Community Director
WIGAN, BOLTON & BURY	CESHIRE	WIRRAL AND SEFTON	LIVERPOOL	MANCHESTER ROCHDALE, OLDHAM	CP HUB, SALFORD & TRAFFORD	PROJECTS & INTERVENTIONS MCGM	STOCKPORT & TAMESIDE	ST HELENS AND KNOWSLEY (PRESCOT)
Programmes p3 RAR SFOs Service User Engagement (CGM)	Through the Gate (TTG) Extremism Veterans Hate crime	Women (M'Side) Service User Engagement (M'Side) Stakeholder Engagement Courts and NPS	CP Victims Restorative Justice SFOs (M'side) Substance Misuse	Risk Public Protection Safeguarding SFOs (CGM) Sex Offenders Serious Organised Crime DV Sentencer Engagement (CGM)	Staff Investigations	Programmes and Interventions Rate Card Inspection Audit & Operational Assurance. Enabling the Future Women (CGM) Learning and Development	CGM Contract Management CGM Performance	M Contract Management M Performance
							CGM Business Unit	M Business Unit
							<b>Business Units Contracts</b> <b>Performance Projects</b> Supply Chain 3SC Training & Development Innovation Fund Death under Supervision Equality Plans EMS ETE Accommodation Finance Intensive Community Orders Young Adults	

### ***The operating model in practice – as described by Cheshire and Greater Manchester***

Interchange, our model of service delivery, provides a strength based desistance approach to working with service users to achieve positive rehabilitative outcomes. Seeing every interaction with service users as an opportunity to help, motivate and support them in achieving their goals is fundamental to the model.



## A personalisation model for criminal justice – what it means for service users



**Core Modules:** Key elements of practice that guide the co-developed personalised approach. Enabling service users to understand their sentence, play a role in their assessment, co-develop their plan and work collaboratively to establish positive networks, review achievements and prepare for their life beyond our time working together. The modules are Induction, Assessment, Plan, Networks, Review and Exit. Each are explained fully in the Interchange practice guidance.

**Banding and Allocation:** Effective banding and allocation is reliant on the Professional Services Centre (PSC) and CRCs working effectively together, sharing information in a timely and efficient way to ensure it's right first time. The service user should remain at the heart of the process, be well communicated with, feel that practitioners are professional and that they will work flexibly to deliver the sentence of the court to achieve positive changes. Cases are allocated as per geographical address, to the closest possible delivery unit unless a better service can be delivered elsewhere such as in the women's offer. Cases are generically allocated unless there are concentrator modules within the LDU such as women's, 18-15 years, Intensive community orders, resettlement specialist.



Banding and Allocation is based on a number of risk related factors, which allow for the allocation of cases between Case Manager (CM) and Senior Case Manager (SCM). Following testing, a revised Banding and Allocation Tool (IBAT) has been created. The changes to the IBAT tool include the removal of SARA to dictate allocation to an SCM, with the following exceptions to apply to all cases:

- RSR 3.0 or over
- PREVENT The case is being managed under the Government's PREVENT Strategy
- CSE Any case where there is evidence of Child Sexual Exploitation
- The case has a current Safeguarding Child Protection Register
- The case has a current index offence of a sexual nature
- The case has a current Gangs and Guns register

- DA (domestic abuse) register and 75+ OGRS
- Stalking (An offence under 4A The Protection of Freedoms Act 2012)
- Wounding (related to Domestic Abuse)

There are two types of stalking offence under the Protection of Freedoms Act. For the purposes of Banding and Allocation, Section 4A offence of Stalking is applied this being "Stalking - involving fear of violence or serious alarm or distress (section 4A): an either way offence, carrying a maximum of five years' imprisonment and/or a fine on indictment".

### **Community Payback:**

Standalone cases that have RSR 3.0 or above will be allocated to a CM within the Community Payback Unit in Cunard with practice oversight from the Community Payback Manager.

### **Domestic Abuse:**

Where there is a case that has an index offence of Domestic Abuse (DA) which is initially given a Band 1, this will be uplifted to a Band 2 to enable greater resourcing of risk management.

Following a DA and/or Safeguarding case being allocated to a CM, it is good practice for the CM to hold a discussion with the Interchange Manager as per EMO (risk guidance) and support in case management through SCM mentoring/case discussion. Cases with a BBR requirement are allocated in line with DA cases, SCMs will manage those cases over 3.0 RSR and/or 75% OGRs within Index offence related to DA but all with offences of wounding/stalking or other risk factors identified as SCM cases above

Auto allocation will continue to take place for all cases. Where SARA has not been completed, the CM/SCM will complete this during the enabling assessment module to inform the risk assessment. Should risk be identified through completion of assessment, receipt of further intelligence or from the SARA a practice discussion must take place with the CM and Interchange Manager to make an informed professional judgment as to whether the case should be re-allocated. Where a case has ended a period of supervision but returns within 6 months due to a further offence, the IBAT will be used to allocate the case to a CM or SCM based on banding of the case rather than on previous case manager.

### **Women Service Users:**

Women are given an uplift in the IBAT. All women will be given an additional weighting (uplift of one band) in the allocation to ensure that additional resourcing for women is factored in at the point of allocation. It is good practice to allocate women to a female Case Manager.

### **Resettlement Cases:**

Service users will automatically be allocated to a specialist Resettlement Worker within Flex teams to support the current TTG good practice guidance.

## Available services and involvement of the third sector

3SC (Third Sector Consortium) are a key partner and they enable the third sector to build partnerships so that they can bid for work. 3SC work closely with our other key partners, Shelter, P3 and User Voice. Shelter provides resettlement services for men and women in custody; P3 provide an intensive intervention for men and women in the community who have multiple need and User Voice collect and collate service user feedback to help shape and drive service delivery improvements.

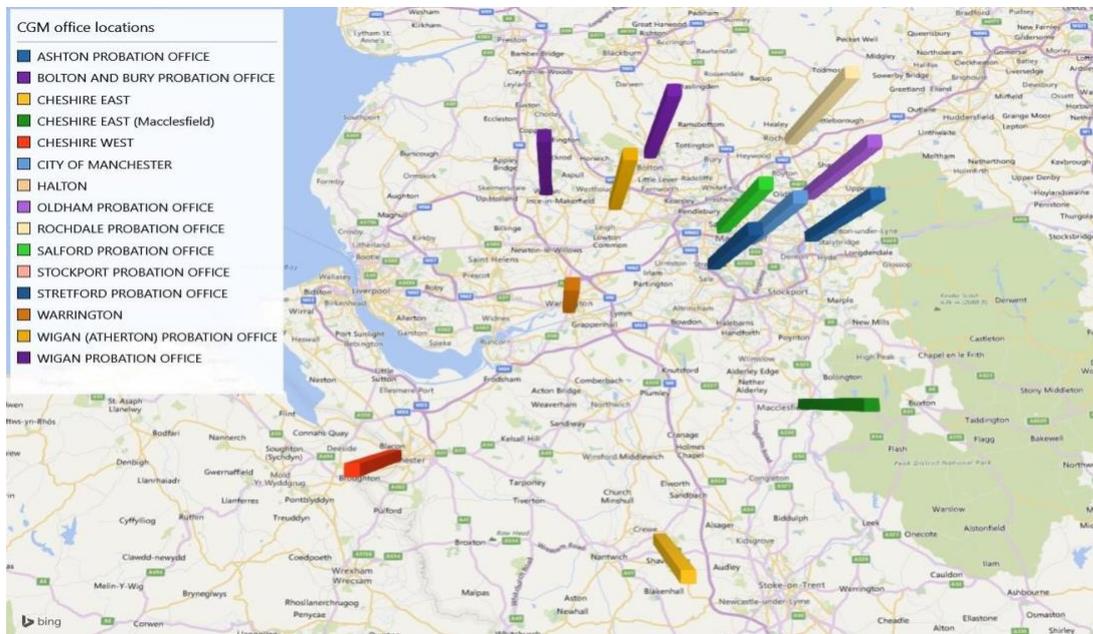
Cheshire and Greater Manchester CRC (CGM CRC) has commissioned the following services:

Provider	Service
<b>Petras Community</b>	Women Service in Rochdale
<b>POPs</b>	Family and partner support service for Intensive Community Order cohort
<b>POPS</b>	Women's Service in Oldham
<b>Riverside Housing</b>	Housing Advice and Intervention Service
<b>Salford Foundation</b>	Women Service in Salford
<b>Stockport Women's Centre</b>	Women Service in Stockport
<b>Urban Outreach</b>	Women Service in Bolton
<b>Well Woman Centre</b>	Women Service in Wigan
<b>Women of Worth</b>	Women Service in Bury
<b>Women in Prison</b>	Women Service in Manchester and Trafford
<b>Salford Foundation</b>	Behaviour Management/Debt and Finance Worker for Women Services
<b>Care Leavers Association (CLA)</b>	Intervention Service for 18-25 yr old cohort
<b>Community Led Initiative (CLI)</b>	Mentoring Service for IOM cohort

## Office locations

Office	Address
<b>CHESHIRE EAST</b>	Cedric Fullwood House, Gateway, Crewe Cheshire, CW1 6YY
<b>WARRINGTON</b>	Priory House, 4-6 Mersey Street, Warrington, WA1 2AZ
<b>WIGAN PROBATION OFFICE</b>	Coops, 11 Dorning St, Wigan, WN1 1HR
<b>BOLTON AND BURY PROBATION OFFICE</b>	Ground Floor, Nautica House, Waters Meeting Road, Bolton, BL1 8SW
<b>SALFORD PROBATION OFFICE</b>	2 Redwood Street, Salford, M6 6PF
<b>CHESHIRE EAST (Macclesfield)</b>	Macclesfield Fire Station Chester Road Macclesfield, SK11 8PT
<b>CHESHIRE WEST</b>	Jupiter House, Jupiter Drive, Chester West Employment Park, Chester, CH1 4QS

<b>HALTON</b>	Norton House, Crown Gate, Runcorn, WA7 2UR
<b>WIGAN (ATHERTON) PROBATION OFFICE</b>	Atherton Probation Office, 81 Gloucester Street, Atherton, Greater Manchester, M46 0JS
<b>CITY OF MANCHESTER</b>	12 Minshull Street, Manchester, M1 3FR
<b>STRETFORD PROBATION OFFICE</b>	1 Newton Street, Stretford, Manchester, M32 8LG
<b>OLDHAM PROBATION OFFICE</b>	1 Cromwell Court, Brunswick Street, Oldham, OL1 1ET
<b>ROCHDALE PROBATION OFFICE</b>	Unit 2, Chichester Business Centre, Rochdale, OL16 2AU
<b>ASHTON PROBATION OFFICE</b>	Birchcroft, Ashton Under Lyne, OL7 0DH
<b>STOCKPORT PROBATION OFFICE</b>	Unit 2 Cirtek House, Higher Hillgate, Stockport, SK1 2QD



## Through the Gate

The CRC provides Through the Gate services to:

- HMP Altcourse
- HMP and YOI Forest Bank
- HMP and YOI Hindley
- HMYOI and RC Lancaster Farms
- HMP Manchester
- HMP Risley
- HMP and YOI Styal
- HMYOI Thorn Cross

For more information see:

<http://www.cgmcrc.co.uk/>

## Annex 4: Glossary

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<b>Accountability</b>	When people are responsible for making decisions and taking actions on areas of work within their remit
<b>Accredited programme</b>	A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or as part of a custodial sentence or a condition in a prison licence. Accredited programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending
<b>Allocation</b>	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
<b>Approach</b>	The overall way in which something is made to happen; an approach comprises processes and structured actions within a framework of principles and policies
<b>Assessment</b>	The process by which a decision is made about the things an individual may need to do to reduce the likelihood of them reoffending and/or causing further harm
<b>Barriers</b>	The things that make it difficult for an individual to change
<b>BBR</b>	Building Better Relationships: a nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
<b>Breach (of an order or licence)</b>	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
<b>Business plan</b>	A plan that sets out an organisation's objectives. It may also be known as an organisational plan or corporate plan
<b>Case manager</b>	The term used by some CRCs, e.g. Purple Futures CRCs, for the probation services officer grade who holds lead responsibility for managing a case
<b>Child protection</b>	Work to make sure that all reasonable action has been taken to keep to a minimum the risk of a child coming to harm
<b>Child safeguarding</b>	The ability to demonstrate that a child or young person's well-being has been 'safeguarded'. This includes – but can be broader than – child protection. The term 'safeguarding' is also used in relation to vulnerable adults

<b>CRC</b>	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present low or medium risk of serious harm
<b>Criminal justice system</b>	Involves any or all of the agencies involved in upholding and implementing the law – police, courts, youth offending teams, probation and prisons
<b>Curfew</b>	Restrictive intervention requiring an individual to remain at an agreed address during a pre-determined period
<b>Desistance</b>	The cessation of offending or other antisocial behaviour
<b>Drink Impaired Drivers programme</b>	An accredited programme designed to reduce the risk of future drink-related driving offences
<b>Diversity</b>	The extent to which people within an organisation recognise, appreciate and utilise the characteristics that make an organisation and its service users unique. Diversity can relate to age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex
<b>Enforcement</b>	Action taken by a responsible officer in response to an individual's non-compliance with a community sentence or licence. Enforcement can be punitive or motivational
<b>Equality</b>	Ensuring that everyone is treated with dignity and respect, regardless of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex. It also means recognising that diverse groups have different needs, and ensuring that they have equal and fair access to appropriate opportunities
<b>Escalation</b>	The term used to describe the process where a case allocated to a CRC is referred to the NPS for reallocation because an increase in the risk of harm posed by the offender now places that person within the category of those who should be supervised by the NPS
<b>Flex team</b>	A team of people in the Purple Futures CRCs made up of operational and management staff supervising service users
<b>Home detention curfew</b>	Prisoners can apply for early release and, if successful, are subject to an electronically monitored curfew
<b>HMP</b>	Her Majesty's Prison
<b>HMPPS</b>	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 responsibility for 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)
<b>IBAT</b>	Interchange Banding and Allocation Tool, used to assign cases to responsible officers in Purple Futures CRCs
<b>Intensive community order</b>	An intensive community sanction for males aged 18–25 years old. The requirements of the sentence are more onerous, with a multitude of demands on the restriction of liberty
<b>Interchange manager</b>	A member of staff within Purple Futures CRCs equivalent to a senior probation officer in the NPS
<b>Interchange model</b>	An individualised approach to rehabilitation that meets the needs and recognises the diversity of all service users; the model takes a modular approach to working to support desistance
<b>Intervention</b>	Work with an individual that is designed to change their offending behaviour and/or to support public protection. A constructive intervention is where the primary purpose is to reduce the likelihood of reoffending. A restrictive intervention is where the primary purpose is to keep to a minimum the individual's risk of harm to others. With a sexual offender, for example, a constructive intervention might be to put them through an accredited sex offender treatment programme; a restrictive intervention (to minimise their risk of harm to others) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. Both types of intervention are important
<b>IOM</b>	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
<b>Learning style</b>	The different ways in which people are best able to learn. They can include, for example, solitary or group scenarios, discussion, written information, pictures, hands-on learning and seminars
<b>Licence</b>	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
<b>Local delivery unit</b>	An operational unit comprising an office or offices, generally coterminous with police basic command units and local authority structures

<b>MAPPA</b>	Multi-Agency Public Protection Arrangements: where NPS, 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
<b>Ministry of Justice</b>	The government department with responsibility for the criminal justice system in the United Kingdom
<b>nDelius</b>	National Delius: the approved case management system used by the CRCs and the NPS in England and Wales
<b>NPS</b>	National Probation Service: a single national service that 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
<b>OASys</b>	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
<b>Offender management</b>	A core principle of offender management is that a single practitioner takes responsibility for managing an offender throughout their sentence, whether in custody or the community
<b><i>Offender Rehabilitation Act 2014:</i></b>	Implemented in February 2015, applying to offences committed on or after that date, the <i>Offender Rehabilitation Act (ORA) 2014</i> is the Act of Parliament that accompanies the <i>Transforming Rehabilitation</i> programme
<b>Partner link workers</b>	Formerly known as women’s safety workers, partner link workers provide voluntary support to the victims of offenders undertaking the Building Better Relationships programme. They provide information about the programme and the progress made by the offender, and also ensure the victim has an arranged place of safety, emergency contact numbers, and access to support services such as counselling
<b>Partners</b>	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
<b>Probation officer</b>	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 vary depending on when the qualification was undertaken. They manage more complex cases
<b>Providers</b>	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
<b>RAR</b>	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
<b>Rate card</b>	A directory of services offered by the CRC for the NPS to use with its offenders, detailing the price
<b>Recidivism</b>	An individual's relapse into offending after being given or undergoing an intervention to stop offending
<b>Resolve</b>	An accredited programme for male perpetrators of interpersonal violence, designed to help them gain a better understanding of their emotions and behaviour and learn new ways of thinking to help them avoid violence
<b>Responsible officer</b>	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
<b>Restorative Justice</b>	This practice enables victims to meet or communicate with their offender to explain the real impact of the crime. In an RJ conference, victims have a chance to tell the service user how they have been affected. Service users gain empathy and understanding for those they have harmed and the opportunity to make amends
<b>Risk of Serious Harm</b>	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 must take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term Risk of Serious Harm only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to those offenders for whom lower impact/severity harmful behaviour is probable
<b>RSR</b>	Risk of Serious Recidivism is an assessment tool that uses static data to predict the likelihood of serious violent and sexual reoffending. The score is an estimation of how likely an offender is to be convicted for a new seriously harmful offence committed over the next two years that they will spend in the community. The RSR tool is based on tracking offending outcomes of a very large cohort of offenders, and identifying the contribution that each risk factor makes to their likelihood of serious reoffending

<b>SARA</b>	Spousal Assault Risk Assessment: helps criminal justice professionals to predict the likelihood of domestic abuse by screening risk factors in individuals suspected of or being treated for spousal abuse
<b>SFO</b>	Serious Further Offence: where an individual subject to (or recently subject to) probation commits one of a number of serious offences (such as murder, manslaughter or rape). The CRC and/or NPS must notify HMPPS of any such individual charged with one of these offences. A review is then conducted with a view to identifying lessons learned
<b>Stakeholder</b>	A person, group or organisation that has a direct or indirect stake or interest in the organisation because it can either affect the organisation, or be affected by it. Examples of external stakeholders are owners (shareholders), customers, suppliers, partners, government agencies and representatives of the community. Examples of internal stakeholders are people or groups of people within the organisation
<b>Supply chain</b>	Providers of services commissioned by the CRC
<b>Thinking Skills Programme</b>	An accredited group programme designed to develop an offender's thinking skills to help them stay out of trouble
<b>Third sector</b>	The third sector includes voluntary and community organisations (both registered charities and other organisations such as associations, self-help groups and community groups), social enterprises, mutuals and cooperatives
<b>Through the Gate</b>	Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around
<b><i>Transforming Rehabilitation</i></b>	The government's programme for how offenders are managed in England and Wales from June 2014
<b>Unpaid work</b>	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
<b>Women's centre</b>	A centre dedicated to services for women. This may include education, training and interventions to help with confidence and self-esteem



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ISBN: 978-1-84099-857-3