

An inspection of

# London division

## National Probation Service

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HM Inspectorate of Probation

MAY 2019

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This inspection was led by HM Inspector Wendy Martin, supported by a team of inspectors and operations and corporate staff. The manager responsible for this inspection programme is Sally Lester. 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:

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1 Bridge Street West  
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# Contents

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<b>Foreword</b> .....	<b>4</b>
<b>Overall findings</b> .....	<b>5</b>
<b>Summary of the ratings</b> .....	<b>9</b>
<b>Recommendations</b> .....	<b>10</b>
<b>Background</b> .....	<b>11</b>
<b>Contextual facts</b> .....	<b>13</b>
<b>1. Organisational delivery</b> .....	<b>14</b>
1.1. Leadership .....	15
1.2. Staff .....	16
1.3. Services .....	19
1.4. Information and facilities.....	23
<b>2. Case supervision</b> .....	<b>26</b>
2.1. Assessment.....	27
2.2. Planning.....	28
2.3. Implementation and delivery .....	29
2.4. Reviewing .....	31
<b>3. NPS-specific work</b> .....	<b>32</b>
3.1. Court reports and case allocation.....	33
3.2. Statutory victim work.....	34
<b>Annex 1: Methodology</b> .....	<b>36</b>
<b>Annex 2: Inspection results: domains two and three</b> .....	<b>38</b>
<b>Annex 3: Operating model and map</b> .....	<b>40</b>
<b>Annex 4: Glossary</b> .....	<b>42</b>

## Foreword

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This is the fifth report in our new programme of inspections of the National Probation Service (NPS) divisions. While improvement is still needed, the London division of the NPS has made progress since our last inspection (2017). The division is well led overall.

As in other NPS divisions, we found that the national facilities management contract is not working as intended, and the Ministry of Justice needs to step in. Some offices and probation hostels need repair and improvement, with some offices closed because of a lack of basic maintenance, and some approved premises beds out of use as well.

And as in other NPS divisions, we found staff shortages. The division is recruiting probation professionals and trainees, and prioritising training, but turnover is high, as other organisations pay more. A high staff absence rate exacerbates matters.

It is particularly difficult to deliver consistent, good-quality probation services in London, for a number of reasons. In this inspection we were pleased to find some areas of work delivered well. By way of example, court reports are good overall, and the early work done to supervise individuals – the necessary assessment of the individual and then planning the work to be done – is largely good as well.

Plans were not followed through well enough, however. Staff did not give sufficient attention to interventions that could reduce both the risk of reoffending and of harm throughout the period of supervision. More needs to be done to protect children and actual and potential victims. Individuals' progress throughout their sentence was not reviewed often enough, particularly when there had been a change in circumstances.

A wide range of services are available, and there is some innovative work in development as well. The division is not making full use of services available from the Community Rehabilitation Company (CRC), however. This is a system-wide issue, first raised in our annual report of December 2017. Since then, we have found good use of CRC services in some areas, but that is proving the exception rather than the rule.

We have found Victim Contact Scheme work good or outstanding in other divisions, but in London, some victims were not being offered a service under the scheme, while others received a service that was simply not good enough. It is London's Achilles heel: work with victims received significant media and parliamentary attention in 2018, following a high-profile London case,<sup>1</sup> yet the service is still poor in London today.

I hope that our findings and recommendations enable the division to focus on those areas where improvement is needed, and are helpful to the Ministry of Justice as it considers how to improve probation delivery more generally.



**Dame Glenys Stacey**  
Chief Inspector of Probation

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<sup>1</sup> HMI Probation. (2018). *Investigation into the policy and process followed by the victim contact scheme in the Worboys case.*

## Overall findings

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Overall, the London division of the NPS 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:

- **The strategy and vision of leaders focus on quality and performance**

Senior leaders in the London division of the NPS have a strategy and vision to deliver high-quality work to reduce the risk of reoffending and support public protection. Staff at all levels were clear about the overall focus on delivering effective work. The divisional delivery plan and local cluster delivery plans support this approach.

Communications about quality and performance are clear and provided regularly. There is a performance dashboard, which provides visible and accessible information to all staff. The quality development officers (QDOs) enhance the standard of work of operational teams, where they are available.

- **The division has significant staff shortages, leaving staff stretched, which impacts on the delivery of high-quality work**

There are staff shortages and high levels of staff absence. New staff are being brought in to replace both current and anticipated shortfalls in the staffing profile at both probation officer (PO) and probation services officer (PSO) level, but these will take time to embed into the organisation.

Agency and other temporary staff are employed to plug shortfalls in the staffing complement. With high levels of sickness and other absences, however, they do little more than cover the absences of in-house staff, rather than filling substantive vacancies.

Recruitment and retention of staff in the capital are problematic: starting salaries are higher in similar organisations, including the Community Rehabilitation Company (CRC) and youth offending teams. Housing costs in London are particularly high, and retaining probation officers once they have finished their qualification has been a challenge, with some staff choosing to move to other divisions.

- **There are a wide range of services available for those under probation supervision**

The division has analysed the profile of those it is working with and made efforts to ensure services are available to meet their needs. The diversity of those supervised means this is a challenging task. There are pockets of innovation, and good co-working with external agencies. A strategy for female offenders has been developed and the division is now able to provide a much-improved service to women.

Strategic relationships with the CRC are much improved since our last inspection, and regular service integration group meetings are held. At an operational level, some staff remain reluctant to use CRC services.

- **Poor facilities and delayed responses to building issues have affected service delivery**

As we have reported in other divisions, the facilities management contract provided through the Ministry of Justice is not working well and business critical issues are not dealt with swiftly enough.

This has led to a reduction in the availability of approved premises places for individuals as they leave prison. Some staff in probation buildings have had to move offices to supervise cases as well. Staff reported feeling unsafe in some offices. The issues with the buildings affected staff engagement and how staff felt they were being supported by the organisation.

Recent information and communication technology (ICT) outages have demonstrated that contingency planning in the NPS needs to be more robust to minimise the impact of ICT issues on the delivery of a quality service.



Our key findings about case supervision were as follows:

- **Assessments appropriately analysed factors linked to both desistance and harm in most cases. Factors linked to risk of harm were less routinely considered, however**

In three quarters of cases, factors linked to offending behaviour were appropriately assessed. Assessments analysed diversity and personal circumstances well in most cases. Assessments did not always draw on information from other agencies, which was a missed opportunity to get a holistic picture of the individual.

The risk of harm presented by an individual was not evaluated sufficiently in some cases. Assessments were not always clear about who was at risk of harm from the individual, or the level, likelihood and nature of the risk posed.

Active risk management system (ARMS) assessments are required to assess those convicted of a sexual offence. Those done were not always complete; moreover, there are a significant number of outstanding assessments across the division.

- **Sentence plans focused on reducing the risk of reoffending and engaging the individual but were less clear about how work would focus on keeping people safe**

Planning appropriately engaged individuals at the start of their sentence in more than three-quarters of cases. The plans focused on those factors that would support desistance, and were appropriately responsive to the needs of the individual.

Plans were less clear about how work would be delivered to reduce the risk of harm presented. Risk management plans lacked focus and detail, and contingency planning was lacking in some cases.

- **Plans did not lead often enough to the delivery of interventions that support desistance and reduce risk**

In one-third of cases, insufficient work had been completed to support desistance and a reduction in reoffending.

Work that focused on reducing the risk of harm presented by individuals was lacking, and in some instances, risks were insufficiently managed. Multi-agency working in relation to risk of harm issues was not completed well enough, and opportunities were missed to share and gather information through partnership working.

- **Reviews were not completed in some cases and did not focus sufficiently on managing risk of harm**

We expect plans and assessments to be updated periodically and/or when circumstances change. Reviews were often not completed as required. Some plans had not been reviewed. In others, factors linked to reoffending and supporting desistance had not been adequately reviewed.

We were concerned to find that many plans and assessments had not been amended when information had come to light that may have resulted in an increase in risk to others. Examples included when the individual formed a new relationship or lost their employment.

Compliance and engagement levels were considered in a large proportion of cases, but officers did not always engage the individual in a meaningful way when their case was reviewed. Officers failed to include information from other agencies in too many cases.



Our key findings about other core activities specific to the London division of the NPS were as follows:

### **Court reports and case allocation**

- **The London division of the NPS supports decision-making in courts by providing timely and largely comprehensive reports**

Almost three-quarters of reports provided to courts were sufficiently detailed and personalised for the individual. They appropriately addressed factors linked to reoffending and considered the person's motivation and readiness to change. Not all reports considered the factors linked to risk of harm where they should have done.

Following a court appearance, further checks may be necessary before a decision is made on which probation provider should manage a case. These checks are normally with either social care services or the police. In the London division of the NPS, enquiries were not made to children's services in too many cases where they were needed. Similarly, checks with police domestic abuse teams were not always completed before the case was allocated to the CRC. Without these checks, the NPS cannot be confident that it is allocating cases appropriately, based on all current information.

There was a written record of the advice to court in almost all cases.

## **Statutory victim work**

- **The London division of the NPS is not supporting the needs of victims of violent and sexual offences well enough**

In at least one in five cases reviewed, those who could be eligible for the Victim Contact Scheme were not given the opportunity to access it. Those who had accessed the scheme were not supported appropriately across the division, and victims' views were not always appropriately considered, including at the pre-release point.

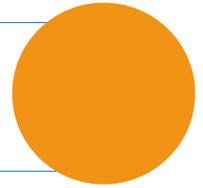
It is essential that this area of work is addressed to improve the provision for victims in London.

Service: London division of the NPS

Fieldwork started: January 2019

Overall rating

Requires improvement



**1. Organisational delivery**

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

**2. Case supervision**

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

**3. NPS specific work**

3.1	Court reports and case allocation	Good	
3.2	Statutory victim work	Requires improvement	

## Recommendations

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As a result of our inspection findings, we have made seven recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in the London division of the NPS.

### **The London division of the NPS should:**

1. ensure that risk of harm is fully considered and assessed in all cases, including to children and victims, using all relevant assessment tools, including ARMS
2. improve the delivery of services most likely to reduce the risk of harm to others
3. keep the progress of supervision under review, updating assessments and plans where appropriate but particularly when there has been a change in circumstances
4. improve the identification of those individuals eligible for the Victim Contact Scheme
5. maximise engagement with the Victim Contact Scheme and improve the quality and consistency of services delivered.

### **HM Prison and Probation Service should:**

6. review recruitment and retention policies to support the London division of the NPS in sourcing and retaining the staff required to deliver a quality service.

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

7. ensure that probation facilities are well maintained and provide a safe environment for both NPS staff and offenders.

## Background

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

Over 250,000 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 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 London division of the NPS**

The NPS comprises seven divisions: six across England and one in Wales. Services are provided in-house, apart from those commissioned from the CRC. As a national organisation, the NPS has standardised processes and guidance on policies and practice. These documents are available to all staff through an online platform called EQUIP. Use of this system is monitored and staff are kept informed of updates.

The London division of the NPS is separated into 12 local delivery unit clusters, each led by a senior manager responsible for delivering services in their area. Each of these leads also has a number of responsibilities for pan-London initiatives, such as the strategic lead for safeguarding and women's services. A further eight heads of function are responsible for London-wide services. These include foreign national offenders and the London Extremism, Gangs and Organised Crime Unit (LEGOU).

The division encompasses nine prison establishments and twelve approved premises, three of which are independent.

The average proven reoffending rate for all adults across the division at the time of the inspection was 39 per cent – slightly above the national average of 37 per cent. The London division of the NPS caseload was 17,359, which is 16 per cent of the national NPS caseload, and 37 per cent of all offenders supervised in the capital (by

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<sup>2</sup> Ministry of Justice. (2018). *Offender management caseload statistics as at 30 September 2018*.

<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.

the NPS and the CRC). In the most recent MAPPA statistics<sup>4</sup>, a noticeably lower proportion of the London division of the NPS caseload (59 per cent) were eligible for MAPPA due to the nature of their offence. The national average is 76 per cent.

Since the establishment of the NPS, the overall volume of the organisation's work has risen, but staffing levels have not risen at a comparable rate.

### **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**

We inspect against 10 broad 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>5</sup>

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<sup>4</sup> Ministry of Justice. (2018). *Multi-agency public protection arrangements (MAPPA) Annual Report 2017-2018*.

<sup>5</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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**106,369**

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

**17,359**

The number of individuals supervised by the London division of the NPS <sup>5</sup>

**10,174**

The number of MAPPA-eligible individuals managed by the London division of the NPS <sup>3</sup>

**39%**

The proportion of the London division of the NPS service users with a proven reoffence <sup>6</sup>

**82%**

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders with the London division of the NPS. The performance figure for all England and Wales was 77 per cent, against a target of 75 per cent <sup>7</sup>

**59%**

The proportion of positive completions of licences and, where applicable, post-sentence supervision periods by the London division of the NPS. The performance figure for all England and Wales was 54 per cent, against a target of 65 per cent <sup>8</sup>

**99%**

The proportion of pre-sentence reports completed by the London division of the NPS within the timescales set by the court, against a national target of 95 per cent <sup>9</sup>

<sup>5</sup> Ministry of Justice. (2019). Offender management caseload statistics, as at 30 September 2018.

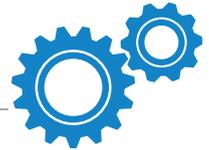
<sup>6</sup> Ministry of Justice. (2019). Proven reoffending statistics, January to March 2017 cohort.

<sup>7</sup> Ministry of Justice. (2018). NPS Service Level 18, Community performance quarterly statistics, July 2017–September 2018, Q2.

<sup>8</sup> Ministry of Justice. (2018). NPS Service Level 19, Community performance quarterly statistics, July 2017–September 2018, Q2.

<sup>9</sup> Ministry of Justice. (2018). NPS Service Level 1, Community performance quarterly statistics, July 2017 – September 2018, Q2.

# 1. Organisational delivery



The London division of the NPS's senior leaders have a strategic focus on quality and performance. Leaders and managers are accessible and responsive to feedback and new ideas. They have taken action to address the recommendations in our last London division of the NPS report (autumn 2017).

There has been more progress in some areas than others. The services for women are much improved, whereas the division is still not accessing services on offer from the CRC often enough. A directory of local services and structured one-to-one work is new and not yet used by all staff.

Vacancies at all levels but particularly at PO grade are causing problems for the organisation. A shortage of available qualified staff has led to a reliance on agency or other temporary staff and difficulties in maintaining a stable workforce. This arguably impacts on the delivery of quality work, although we recognise that some agency staff have been working for the London division of the NPS for some time, and some have received specific and welcome training and levels of support from the division.

We found pockets of real innovation and excellent provision. Some of this is new and unevaluated or has not yet made a proven difference, but we were pleased to see promising initiatives. Provision in areas such as extremism and the offender personality disorder pathway is well embedded and provides good support to staff and the relevant individuals under probation supervision. Strategic links with other agencies are good in many areas, but they do not always lead to good practice at an operational level, for example information-sharing with children's services.

At the time of our inspection, at least one in five victims eligible to be offered a service under the Victim Contact Scheme were not being offered it. Not all victims were being identified appropriately following the perpetrator of their offence being sentenced in court. It seems that the London division of the NPS was aware that not all eligible victims were being identified, but more should have been done to ensure that the necessary information was received from the police witness care unit.

In common with other NPS divisions we have inspected, the national facilities management contract is not providing the required level of support to the London division of the NPS. Delays in dealing with maintenance issues are affecting service delivery. This has included temporary loss of approved premises beds, and offices being temporarily closed with the result that staff and offenders have to use different offices.

## Strengths:

- The London division of the NPS has a clear management structure and processes are supported by clear delivery plans.
- The strategic priorities and vision are clear and understood.
- Performance measures are in place to improve the quality of services.
- There are a wide range of services to support offenders in London, many of which are unique to the capital.

### Areas for improvement:

- The Victim Contact Scheme is not being delivered to an acceptable standard.
- Services provided by the CRC are not used enough.
- Management oversight of judgements made by practitioners is not recorded regularly enough on the case management system.
- Some new staff have not received a comprehensive induction.
- Poor facilities management (under contract) is adversely affecting the delivery of services and the wellbeing of staff.

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.	

### **Is there a clear vision and strategy to deliver a high-quality service for all service users?**

The London division of the NPS has a clear strategic focus on quality and performance, and this is understood by managers and staff. This does not always translate to effective practice, however, and the lack of consideration of risk of harm is concerning. The divisional director makes herself accessible to staff and encourages her managers to do the same. Staff are encouraged to contribute to local and divisional planning.

The division has built strong relationships with partners and other stakeholders, including the CRC, Mayor's Office for Policing and Crime (MOPAC) and courts.

The divisional delivery plan clearly presents the division's priorities. The plan informs individual bespoke plans for each cluster and all are regularly reviewed to identify progress, risks and challenges to delivery. Appropriate actions are taken where required.

A divisional equality manager and committee have ensured that learning from the Lammy Review (published September 2017) has been used to inform reviews of services for those under supervision. Work has also been undertaken to ensure that the diversity needs of staff are understood and appropriately supported.

### **Are potential risks to service delivery anticipated and planned for in advance?**

Risks to service delivery are understood, with staffing and other absence giving the most cause for concern at the time of the inspection. The divisional director has overall responsibility for identifying the likelihood and impact of these risks, supported by the senior management team.

Business continuity plans are in place and are reviewed annually by business managers in each cluster. Recent ICT problems indicate that some of these plans are not sufficiently robust. For example, the lack of Wi-Fi in approved premises and other NPS buildings meant that the ICT provision was insufficiently resilient when the

network was not functioning. Staff reported having to use their own devices in order to access the internet for information they require to support their work.

Business impact assessments are completed for all clusters and regularly reviewed. Risk registers are reviewed by the senior leadership team on a quarterly basis and actions taken when required.

**Does the current operating model support effective service delivery, meeting the needs of all service users?**

In our inspection sample, all cases had a named allocated officer, and were offered a personalised approach. In almost two-thirds of cases, individuals had maintained the same officer throughout their supervision, despite the division’s staffing challenges.

The NPS’s national operating model is not fully embedded across all areas of the business. In approved premises, for example, the required rota is not in place because of resource considerations.

The division has deviated from the national operating model to provide additional support to frontline staff and managers. More senior probation officers (SPOs) have been recruited to manage the high number of staff undertaking the Professional Qualification in Probation (PQiP). More needs to be done to ensure that PSOs are appropriately and fully employed.

The decision to prioritise staffing in this way is pragmatic and understandable. It does, however, reduce the number of probation officers (POs) available to manage cases, as new SPOs and QDOs come from a finite pool of frontline PO staff.

The support offered to SPOs by cluster business managers varies across the capital. In some clusters, SPOs deal with facilities management issues, whereas in other offices this is the responsibility of the business manager. SPOs without this business manager support were less able to focus on the delivery of a quality service within their teams.

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

**Do staffing and workload levels support the delivery of a high-quality service for all service users?**

The division has over 150 unfilled vacancies, including 120 at PO grade. This impacts on the workload of existing staff. The division relies heavily on agency and temporary staff to manage operational delivery and administrative work. Recruitment in London is highly competitive, and starting salaries in partner agencies such as the CRC and the youth offending service are often higher, and therefore more attractive to prospective candidates.

Managers told us that the quality of agency staff was mixed. Agency staff reported that they received support and training in their roles, and many had been engaged by the division for some time, so providing a degree of stability for the organisation and individuals under probation supervision.

In our opinion, the division’s workforce plans are overly optimistic about prospective recruitment versus rates of attrition. High levels of attrition mean that some offices

lack experienced staff, which affects how both new and existing staff are supported. This is causing a knowledge gap, with the potential to impact on the quality of service delivery.

At the time of the inspection, over ten per cent of staff in post were absent from work because of sickness or maternity leave. This has exacerbated the staffing difficulties and increased reliance on agency staff. Levels of absence have increased over the past year, although this is largely because of long-term health conditions and maternity leave.

The workload management tool (a national NPS tool) suggests that workloads per individual are not significantly different when compared to other NPS divisions. Probation officers report high workloads, and almost half said that these were unmanageable. This is slightly higher than the proportion of staff nationally who felt that their workload was not manageable (41 per cent).

Managers thought this related to the nature of the work and the levels of risk and need of those under supervision in the capital. In fact, the London division of the NPS has one of the lowest proportions of MAPPA-eligible cases (as a percentage of its overall caseload) compared with other NPS divisions, although we appreciate that on its own this is not a valid measure of caseload complexity.

Senior managers have multiple responsibilities, and largely view their workloads as manageable. Middle managers have large spans of control and are struggling to balance their responsibility for performance management, HR processes and support for PQiP and other staff. Administration staff said that they must sometimes manage demanding situations involving individuals under probation supervision when they are not trained in managing conflict.

Only half of staff reported that the London division of the NPS paid appropriate attention to staff health and safety. This was despite conflicting evidence that managers have prioritised this issue. Cluster leads report quarterly to the health and safety committee about outstanding issues, and there are regular meetings between the London division of the NPS and the Ministry of Justice contract holder, to try to resolve difficulties with facilities.

In many but not all offices, weekly briefing meetings are held to manage and prioritise work, and these are an excellent way to highlight priority work.

Resettlement hubs are used in preparation for the implementation of Offender Management in Custody (OMiC). POs in these hubs hold cases where individuals are serving longer custodial sentences. Staff in the hubs are required to ensure that the assessments are current. Cases are then reallocated to a responsible officer to prepare parole reports or other work in the run-up to an individual's release date. This is a useful approach to prepare for the introduction of OMiC in autumn 2019.

This has, however, changed the profile of responsible officer caseloads. Previously, responsible officers would have had a mix of custody and community cases; now the majority are in the community, or nearing release. Staff report that this has led to challenges in prioritising work, as 'everything is urgent'.

### **Do the skills and profile of staff support the delivery of a high-quality service for all service users?**

An exercise had taken place to improve the recording of diversity and other information, both for those under probation supervision and for staff. This information was available for 71 per cent of the workforce, a figure much improved from our previous inspection.

Black and minority ethnic (BAME) service users represent 56 per cent of the offender cohort in the London division of the NPS. Almost half of the workforce who have declared their ethnicity are BAME, although for nearly a third of the workforce this information is still unknown.

Most cases are allocated appropriately to PO or PSO grades. In some cases, PSOs work alongside PO colleagues to support their work, but the process for determining how and when this is appropriate is not followed sufficiently well.

Senior leaders recognise that their decision to increase the intake of new recruits undertaking the PQiP programme has created additional work for those existing staff required to support and mentor them. The division has, therefore, recruited staff to support PQiP learners. This will enable existing SPOs to focus on the quality of the work in their teams. This is at an early stage, and will roll out as new PSOs join the organisation.

### **Does the oversight of work support high-quality delivery and professional development?**

Most staff interviewed during case inspections felt supported by managers, but evidence of management oversight in cases was inconsistent. There was considerable variation in how often staff had individual supervision, and staff reported that often these supervision sessions focused purely on targets rather than the quality of work or their personal wellbeing.

An induction framework is in place for all grades. Corporate induction takes place regularly. Staff reported differing experiences of their induction into their individual role, with some staff saying they had not received sufficient induction to enable them to complete their role effectively.

Appraisal and performance management processes are working well and are used to identify poor performance as well as future leaders. The division actively seeks to identify and address poor performance, and the divisional director is determined to see poor performance dealt with consistently and fairly.

Plans to roll out the supervisory and line management meetings framework (SEEDS2) are well advanced, with training for all managers underway at the time of the inspection.

### **Are arrangements for learning and development comprehensive and responsive?**

The majority of staff we interviewed feel they have the necessary skills to undertake their work, although almost a third said they were not provided with appropriate in-house training. We have concerns that this is contributing to a knowledge gap.

The divisional training team has a training plan with three sensible strategic priorities: PQiP training, PSO training and the vQ3 qualification. The team had completed a recent audit of the training undertaken by staff, which has informed the training plan.

Staff experienced the PQiP training as generally constructive, although many said that they regularly relied on the knowledge of colleagues, even after they had completed the training. This reinforces the need for the division to make sure professional probation staff are given sufficient time to work with newly qualified staff.

Access to PSO training is variable. It depends on when staff join and what role in the organisation they are recruited to. Large cohorts of PSOs joining together has led to

them having very small initial caseloads, so the opportunity for on-the-job learning is reduced, as the majority of cases being managed require PO supervision.

Mandatory training is in place for operational staff and includes safeguarding training. Some staff felt that too much training was done online rather than face to face. Access to appropriate training across the workforce is inconsistent, with less provision for some grades of staff. Many staff talked about not being able to spend time out of the office to attend such training, because of the demands of their workload.

Prospective senior leaders are identified within the middle manager group and selected staff are given support, training and guidance to prepare them for promotion within the organisation. This is an empowering and positive initiative for relevant staff.

Widespread mandatory face-to-face training on 'Risk is Everyone's Business' was developed locally. It has been delivered to all grades of staff, and has been particularly well received. This is good practice, and allows staff at all grades to share experiences and develop learning.

**Do managers pay sufficient attention to staff engagement?**

The engagement of staff in London is a key challenge for the organisation. Many staff felt unable to focus on the quality agenda due to workload pressures. Officers wanted to do a good job, but the volume of work meant that they often struggled to identify where they should focus their efforts. Many said, 'everything is a priority'. Although they were positive in their approach to work, in many cases they felt unable to deliver work to the required standard.

Administrative staff do not feel fully engaged in the work of the organisation, and cannot always identify how their work contributes to the bigger picture. Those staff responsible for covering reception duties expressed concerns about their health and safety when they were required to deal directly with individuals, often with limited training. Administrative staff felt they had less opportunity for training and personal development than operational staff.

Of those staff who require reasonable adjustments to complete their work due to a disability or other need, one in four said they had not received the necessary reasonable adjustments. Others said that the procurement process was often a barrier to getting the equipment they needed. Managers in all clusters have received training on how to support staff with these requirements but it appears this is not fully embedded in practice.

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

**Is there a sufficiently comprehensive and up-to-date analysis of the profile of service users, to ensure that the division can deliver well-targeted services?**

The staff in the London division of the NPS have a good understanding of the individuals they supervise. A needs analysis is used to identify risk factors and factors that will support desistance. The London division of the NPS works with central Her

Majesty's Prison and Probation Service (HMPPS) analysts to support managers to better understand demographic information about caseloads.

A recent exercise to improve electronic recording has resulted in data related to diversity and other factors being available for most individuals. This has been used to inform the delivery of interventions, and has supported a better understanding of how certain groups are represented in NPS work.

Services and support available for female offenders are much improved since our last inspection. The division has developed a strategy for providing services to women under supervision, and appointed a women's strategy lead. Senior leaders and other staff work with MOPAC to shape services for women across London boroughs. Work is also being undertaken with the CRC to develop services specific to the needs of women.

**Does the division provide the volume, range and quality of services to meet the needs of the service users?**

In our sample of court reports, less than 25 per cent had a requirement on their community order or licence to undertake an accredited programme and significantly fewer proposals were made by NPS staff at court. This suggests that accredited programmes are underused in the division.

In one in four inspected cases, responsible officers said that they did not have access to appropriate services to support desistance and tackle offence-related needs. The division recognises that, in the past, staff were reluctant to buy services from the rate card. The rate card was relaunched in November 2018, and early indications are that this has resulted in improved take-up of services.

Managers recognise that there is more work to be done to ensure that RAR days are used effectively. During the inspection, updated RAR guidance was issued by HMPPS to all divisions.

The offender personality disorder pathway provides a good level of service for those staff who work with individuals demonstrating personality disorder (PD) traits. It provides staff with suggested ways of working with them, and provides access to wider PD resources where required. More significantly, however, much-needed mental health provision is lacking, as the legacy contract with the 'Together' mental health charity has been withdrawn. This has left a gap in the services available, which needs to be addressed.

Accommodation is a key issue in London, and there are difficulties with finding suitable housing for offenders. The London division of the NPS has paid for the use of housing advice workers (HAWk) to provide a single point of contact for accommodation in all clusters, and to offer direct support to individuals. The availability of services appears to vary across the capital, but where the HAWk project is working well, it is supporting individuals to find accommodation. Staff reported that their experiences of the project thus far had been positive.

The Enabling Environment Award is an external quality mark given to approved premises that can demonstrate they are achieving an outstanding level of best practice in creating and sustaining a positive and effective social environment. Over half of the approved premises in the division have attained this award.

Work relating to extremism, serious organised crime and gangs is well developed, and supports both the relevant individuals under supervision and the officers working with them. The division has a Serious Case Advisory Unit, which is unique in the NPS.

The unit provides profiling, bespoke case management, and advice and guidance on extremism, hate crime, gangs and serious organised crime.

The divisional director has the national lead for knife-crime initiatives, and has worked with MOPAC and other agencies to develop a pan-London response to the increase in these offences. While this work is at an early stage, we were pleased to see the NPS being involved with this current and pressing social issue.

A suite of programmes is available to those convicted of sexual offences, although there have been delays aligning staffing of the Sexual Offender Treatment Unit (SOTU) with the operating model. As with other divisions, the use of treatment programmes for those convicted of sexual offences has reduced since the implementation of new strengths-based programmes.

The division is actively engaged, and in some cases leading, on a number of multi-agency projects, including an innovative project to reduce the criminality related to drugs-related offending in the gay community, and a project with the Oxleas NHS Trust, which works with men convicted of sexual offences who present with personality disorders.

**Are relationships with providers and other agencies established, maintained, and used effectively to deliver high-quality services to service users?**

At a strategic and operational level, we found good links with external agencies, including JIGSAW, MOPAC and the HAWk housing project. Leaders and other staff actively engage well in many cross-London and multi-agency initiatives.

The London division of the NPS is required to manage relationships with 32 borough councils, which presents challenges. To improve these key relationships, the division has undertaken work to engage effectively with all safeguarding and reducing reoffending boards, as well as other multi-agency meetings. This relationship-building, while important, does not always appear to influence operational delivery.

In some of the cases we inspected, staff were not making appropriate checks and referrals to children's services. In some cases, NPS staff did not exhibit sufficient professional curiosity, and too readily accepted individuals' accounts. In others, requests for information from children's services did not receive a prompt or adequate response. Escalation processes were not routinely used.

There are initiatives that seek to address this critical area of work. Managers in Hackney, for example, have negotiated monthly surgeries with a social worker to improve staff knowledge and support and the referral process. Such work needs to be more widespread across the division to ensure that children are appropriately protected.

The London division of the NPS contributes resources to the Stalking Threat Assessment Centre (STAC), which we found to be an innovative project. It is a multi-agency approach, supported by MOPAC, the Suzy Lamplugh Trust and others, to improve responses to stalking throughout the criminal justice system.

The Police ViSOR system is underused. This is a missed opportunity to share information between agencies. Staff are currently undergoing vetting to gain direct access to the system; however, the existing processes for sharing information on ViSOR are not used regularly enough. The marker on the nDelius system indicating a ViSOR case was often not checked.

We have concerns that there are insufficient ViSOR administrators to deal with the volume of individual case entries if all responsible officers were using ViSOR appropriately. The completion of ARMS assessments is not embedded into practice. Performance improvement plans are in place to improve this work, but at the time of inspection, the assessment had not been done in a number of cases and the quality of those that had been completed varied.

### **Services to court**

Overall, services delivered to courts across the capital were good. The effective proposal framework (EPF) sentencing tool is used to inform sentencing, by providing judges and magistrates with information about sentence proposals. Court managers recognise that this needs to be fully embedded to ensure it is used consistently across all London courts.

Judges spoke highly of the quality of the work delivered by the NPS in Crown Courts, particularly in relation to the assessment of risk. Magistrates said that the quality of work was mixed, depending on the court and staff group. They recognised that staff shortages and regular changes to magistrates' court staffing had led to delays in reports being produced in some instances.

NPS court staff said that they often felt disconnected from wider probation teams, and that their work was very much target-driven, rather than quality-driven. Probation offices in courts shared similar issues to those community offices, with staff reporting outstanding estates and facilities work.

### **Services to victims**

The division should be doing far more to support the needs of victims in London. Our inspection identified that at least one in five victims eligible for the Victim Contact Scheme (VCS) are not being offered a service.

The VCS is designed to ensure that victims of violent and sexual crimes are given regular updates about an offender, can make representations about an offender's release arrangements and receive information about licence conditions. To do this, all applicable cases should be identified at court, or in conjunction with the police witness care unit, and contacted to invite them to participate in the scheme. This is not happening in enough cases in London.

Where victims opted in to the service, they often did not receive a good enough service, and in particular they did not receive the information they should about progress in the case. This is concerning in itself, but most concerning at the time release decisions and licence conditions are being made.

Victim liaison officers (VLOs) hold high caseloads, and there are inadequate management systems in place to get a clear understanding of the quality of information provided to victims. An exercise was recently carried out to balance the caseloads of the team. This has not yet led to an improvement in quality, but it has had a negative effect on the consistency of services to victims, as a result of the reallocation of victims to different VLOs.

PSOs have been recruited to the victim team, having applied for generic PSO posts in the London division of the NPS. We question whether this is an appropriate way to recruit to this specialist post, given the nature of the work.

No analysis is undertaken of data on the cohort of victims supported by the national VCS in London. This means that the London division of the NPS cannot demonstrate

that it is meeting the needs of all victims, or whether certain groups are underrepresented in accessing the provision.

1.4. Information and facilities	Requires improvement
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.	

**Are the necessary policies and guidance in place to enable staff to deliver a quality service, meeting the needs of all service users?**

The division uses a range of methods of communicating with staff. Tasking meetings are used to share learning and priorities, and these work well to enable teams and individuals to prioritise work. The performance dashboard provides a visual record of performance that is readily accessible to staff and demonstrates areas needing attention. Processes and policies are available on EQuIP, although not all staff use the system or have confidence in it.

The Performance and Quality newsletter provides comprehensive information on performance and best practice guidance and is issued to all staff fortnightly.

The NPS relies on electronic communication, and some staff report being overwhelmed by the amount of information they receive and are unsure how to prioritise messages. This is despite such communications often being consolidated through teleconferences, office visits and other team briefings. We have seen this situation in other divisions we have inspected and are concerned that key messages that staff need to take account of in their work are being lost in the communications melee that staff experience.

Learning from local and national serious further offences is collated and communicated to staff. Staff, however, are sometimes unclear about how to incorporate their learning into practice. The divisional director wants to ensure that learning from SFOs is embedded into mainstream practice more broadly, rather than being labelled as specific to SFO findings. However, our inspection suggests that this is still work in progress.

The CRISSA structured supervision model has recently been introduced. This has the potential to improve recording, but it is not yet fully embedded into practice. Where it was used, there were inconsistencies in how staff used the model and the extent to which they recognised the purpose and significance of it.

QDOs provide support to staff. This is intended to improve the quality of their work, but is generally triggered via an SPO-led referral, rather than by staff identifying the need for additional support themselves. An OASys quality assurance tool is used by QDO staff and SPOs to assess the quality of assessments.

Cluster quality groups in some local delivery units are not well attended by professional staff. This is a missed opportunity for them to hear key messages and give feedback about practice issues.

**Do the premises and offices enable staff to deliver a quality service, meeting the needs of all service users?**

The division has 29 offender contact centres (probation offices). Some offices are co-located with CRCs, others are within local authorities, and the remainder are NPS-

only buildings. The division has nine prison establishments and twelve approved premises (three of which are independently run) within its area. The standard of premises varies significantly; some are purpose-built, while others are unsuitable for modern working practices or in poor condition.

As we have found elsewhere, the national facilities management contract is not delivering the required level of support to the London division of the NPS. Facilities issues were highlighted in many of our inspection meetings, and staff said that this affected their own engagement and how they are able to work with individuals. In their view, it had a negative impact on an already difficult job.

Maintenance jobs in offices and approved premises are delayed, often for several months. Outstanding issues include those linked to the safety and wellbeing of staff and others. At the time of our inspection, the list included blocked toilets, insecure security doors, CCTV operating issues and a broken boiler. Some offices were closed due to problems with facilities, and outstanding and delayed works have resulted in a loss of bed spaces at approved premises.

The neglect of basic maintenance is having a serious effect on this division. The situation needs to be addressed urgently.

Reasonable adjustments are delivered to staff where needed, although procurement processes have led to some delays in accessing the necessary equipment. An assessment of the accessibility of NPS premises (including those shared with CRCs and local authorities) is currently being undertaken. Many have structural problems, and some are coming to the end of their contractual lease agreements.

### **Do the ICT systems enable staff to deliver a quality service, meeting the needs of all service users?**

The rollout of Windows 10 laptops has allowed more agile working and flexibility for staff, although some staff reported doing many additional hours in their own time. While it was not a management expectation, this demonstrated a high level of commitment by probation staff – although it meant that for some staff it was a challenge to maintain a healthy work–life balance while keeping up to date with a busy workload.

Shortly before the inspection, extended ICT issues affecting much of the Ministry of Justice impacted on responsible officers' ability to update case information and other records. At the time of our inspection, staff were still working to update case records. Plans were being put in place to address the gaps and challenges in doing so, while still delivering business as usual. This highlights gaps in contingency planning, including the need for access to Wi-Fi in all premises. These gaps need to be addressed.

### **Are analysis, evidence and learning used effectively to drive improvement?**

Performance measures and quality assurance processes are used to drive improvement, and this is positive. QDOs support delivery of the quality agenda and implementation of new processes. The QDO team is not yet at full complement, so it is not possible to provide staff and managers with all the support that is necessary.

The London division of the NPS measures how particular groups of offenders experience its work and access available services. Any disproportionality is addressed, and several innovative projects are being undertaken to do this. These include an analysis of those subject to breach proceedings, and exploration of the number of women coming before the court and onto the London division of the NPS caseload.

The NPS has introduced a performance dashboard, available to all staff, to provide accessible and interactive data on divisional performance.

A web-based offender manager toolkit has been developed, which provides a selection of tools and guidance for staff to use in their supervision of offenders. At the time of the inspection, this had only just been implemented and was not yet being used across London. It has the potential to be a useful way of supporting staff in their work, particularly work with individuals on a one-to-one basis. The London division of the NPS will need to ensure that the use of the tool does not detract from the use of EQuIP, however. It will need to be kept up to date, to ensure that staff value it.

Learning and best practice are mainly disseminated electronically. Some clusters also arrange briefings to underpin messages. More needs to be done to streamline messages for staff. Multiple communication channels are used to share information, but some staff felt bombarded by emails, newsletters, guidance and other information, and were unsure how to prioritise these.

## 2. Case supervision



Responsible officers engaged individuals well in their initial assessments and plans. This did not always continue throughout the period of supervision, however. More work is needed to ensure interventions are delivered to individuals throughout the period of supervision. The interventions that were delivered were more likely to focus on supporting desistance and reducing reoffending than on reducing risk of harm.

Information from other agencies was not always appropriately gathered, analysed or used to inform plans or the delivery of work. Home visits were completed in just over half of cases reviewed. More needed to be done to keep people safe. Reviews took place too infrequently, even when information came to light that was likely to lead to a change in risk levels.

### Strengths:

- Responsible officers engaged well in the assessment and planning stages of supervision and were largely responsive to individual needs.
- Offending-related needs were appropriately considered and analysed.
- Requirements in community orders and licences started promptly in most cases.

### Areas for improvement:

- Over a third of assessments did not focus sufficiently well on the assessment of harm in relation to actual or potential victims.
- Reviews were not completed when needed following changes in circumstances that could impact on the risk of harm in almost half of cases.
- There was insufficient focus on public protection at all stages of the sentence in many cases.
- Enforcement action was not taken when it was needed in almost a quarter of cases.
- Information from other sources was not included in assessments, plans and delivery of work often enough.
- Referrals to services provided by the CRC were not used regularly enough.

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

### **Does the assessment focus sufficiently on engaging the service user?**

The relationship between officers and those under supervision was a strength. Individuals under supervision engaged well in the assessment process in the majority of cases. Their views and aspirations were regularly captured using the 'web' tool, which enabled them to identify their own strengths and goals.

Between them, the London division of the NPS's service users speak over 120 different languages. Language and diversity needs were considered well in the assessment process. In three-quarters of cases, assessments focused sufficiently well on diversity needs and personal circumstances.

In almost a third of cases, there was insufficient contact with prisoners in the run-up to their release from custody. This meant that work delivered, and behaviour displayed, in custody did not always inform assessments on release to the community.

A third of assessments had not fully considered information available from other sources and agencies. Cases were often allocated to the provider immediately after the court appearance, without the necessary checks having been completed with children's services and police domestic abuse units.

Most cases had a written record of the assessment and were completed within an appropriate period following the start of the sentence or release from custody.

### **Does assessment focus sufficiently on the factors linked to offending and desistance?**

Most assessments appropriately identified and analysed factors linked to offending behaviour, including alcohol use, accommodation, cognitive deficits and attitudes to offending.

Individual strengths and protective factors were properly considered in most cases, including family and relationships, levels of motivation and employment.

In all but one case, a static risk assessment tool (OGRS) had been used to calculate the likelihood of reoffending.

### **Does assessment focus sufficiently on the risk of harm to others?**

The assessment of risk of harm was less well completed than the assessment of desistance and offending-related needs. Overall, over a third of assessments did not focus sufficiently well on keeping people safe.

In almost a third of cases, assessments did not identify or analyse all factors linked to keeping people safe. Assessments in a similar number of cases lacked detail as to who was potentially at risk of harm and what the nature of the risk was.

In almost half of assessments there was an identifiable risk of harm to children from the service user or other potential child protection concerns. In over a third of cases there were current domestic violence concerns. More needed to be done to identify

the nature and likelihood of these risks, and who was most likely to be at risk of harm.

A third of assessments failed to consider information from other agencies in relation to risk of harm. Information on past behaviour and previous convictions contributed to risk assessments in four out of five cases.

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

### **Does planning focus sufficiently on engaging the service user?**

Individuals were actively engaged in making plans in almost three-quarters of cases, many through use of the 'web' tool. This tool was used so those under supervision could identify their needs, goals, and difficulties for themselves. Diversity and personal circumstances, individual views, and motivation to change were considered and informed plans in over three-quarters of cases.

More than two-thirds of plans set out the sentence requirements appropriately, and set realistic timescales for when the work would be delivered. In most cases, a written plan was completed within an appropriate timescale after the beginning of the sentence or release.

Plans were appropriately sequenced in most cases, considering the sentence and service users' priorities. The most comprehensive plans considered all individual needs, and demonstrated a strengths-based approach to the work.

### **Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?**

Overall, planning focused sufficiently on reducing reoffending and supporting desistance in over three-quarters of cases. Most plans set out an appropriate level of contact. More than three-quarters of plans focused sufficiently well on factors linked to offending behaviour. In a similar number of cases, planning considered and incorporated the protective factors and strengths most likely to reduce the individual's risk of reoffending. Almost all cases had a clear, written plan that supported desistance and focused on reoffending.

Planning did not always consider the factors linked to both offending and harm that were identified in assessments. How alcohol and drug use would be tackled was not appropriately planned for in over a third of cases. Accommodation needs and how they would be met were not included in plans in one in five cases. In almost half of the cases where family and relationships were identified as an issue, no plan was in place to address the need.

In a third of cases, there had been insufficient contact in the run-up to an individual's release from custody. Therefore, it was perhaps not surprising that planning for those being supervised on licence was less comprehensive than for those serving sentences in the community. In almost a quarter of cases released from custody, individual motivation levels, diversity factors and protective factors had not been sufficiently analysed. Planning for those serving community sentences was less likely to focus on factors that would support desistance than planning for those who had been released on licence.

## Does planning address appropriately factors associated with the risk of harm to others?

In most cases, a written risk management plan was in place, and in two-thirds of cases, these plans focused sufficiently well on keeping people safe. Planning in almost three-quarters of cases focused appropriately on the most critical factors linked to an individual's risk of causing harm. A similar proportion of plans set out the appropriate restrictive and/or constructive interventions to manage the assessed risk, including sexual harm prevention orders (SHPOs).

Some plans were too generic and did not incorporate a sufficiently personalised approach to work focused on risk of harm.

A multi-agency approach to the work was planned for in almost three-quarters of cases, including links with children's services and the Jigsaw police team where this was appropriate.

Overall, risk management plans were sufficiently robust. They included appropriate and proportionate actions to take if individuals breached their licence or order conditions in almost two-thirds of cases. However, in over a half of cases where domestic abuse concerns had been identified, planning did not consider these factors sufficiently well. Similarly, in more than a third of cases where child safeguarding or child protection concerns were apparent, plans did not adequately detail how these issues would be addressed.

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

## Is the sentence/post-custody period implemented appropriately with a focus on engaging the service user?

The start of sentences or post-custody supervision had been implemented effectively, engaging the individual in most cases. Sentence requirements started promptly in most cases after the beginning of the order or licence period. Staff focused well on their working relationships with those under supervision in almost all cases. Responsible officers demonstrated a flexible and person-centred approach to their work in most cases.

In almost a quarter of cases where appointments had been missed, staff had not recorded well enough their rationale for accepting the missed appointments. Enforcement action was not taken but should have been in a similar proportion of cases.

Professional judgements were not always recorded to set out the reasons for decisions about enforcement action following missed appointments or other behaviour that could result in breach procedures. In most cases where enforcement action had taken place, staff had made efforts to re-engage individuals in completing the remainder of their sentence.

In almost a third of cases, there was insufficient contact with prisoners in the run-up to their release from custody. This is a missed opportunity to develop relationships prior to an individual's release from custody.

In the most recent offender survey undertaken by the London division of the NPS, the majority of respondents were positive about their experience of being supervised, and particularly praised their relationship with their probation worker.

**Does supervision focus sufficiently on reducing reoffending and supporting the service user's desistance?**

Services to address the risk of reoffending were not consistently delivered. There were gaps in the delivery of services to address drug use, alcohol use and family and relationships in particular. Staff said there were often difficulties in accessing appropriate support for those presenting with drug and alcohol needs in particular.

In over a third of cases, the services that had been delivered were not those that focused on reducing the risk of reoffending or supporting desistance.

The large majority of cases had been supervised by either one or two responsible officers throughout the period of supervision. Given the significant staffing challenges faced by the London division of the NPS, this was encouraging, and further enhanced the engagement of those being supervised. In one in ten cases, the level of contact planned had been insufficient to support the individual's progress appropriately.

Services delivered built on protective factors and individual strengths in almost three-quarters of cases. A non-criminal identity and motivation to change were considered more regularly than factors such as family and relationships.

More needed to be done to engage significant others in the service user's life in over a third of cases. In most cases, partners and other agencies were involved in delivering work that focused on reducing reoffending and supporting desistance.

**Does supervision focus appropriately on managing and minimising the risk of harm to others?**

The implementation and delivery of services to support the safety of other people was lacking in the cases inspected. In one in five cases, contact with the individual was not regular enough to manage and minimise the risk of harm they presented. Not enough attention was given to the needs of victims in almost half of cases where an actual or potential victim was identified.

The London division of the NPS has strong relationships at a strategic level with 'Jigsaw' public protection police and safeguarding and community safety partnership boards. Despite good strategic links with these agencies, in over a third of cases more needed to be done at an operational level to work together to manage and minimise risk. This is disappointing, as improving child safeguarding was a key recommendation when we last reported on the work of the London division of the NPS.

Some staff failed to demonstrate an appropriately inquisitive approach when working with those who posed a risk of harm to children. This meant that some checks with children's services were not made, and where they were made and no response was received, escalation processes had not always been followed.

Almost half of cases inspected failed to include other people in the service user's life in the delivery of work. We found that, in almost half of the cases where a home visit was necessary, this had not been completed. This was a missed opportunity for staff to gather vital information to inform risk assessment and review.

Staff appeared to accept individuals' accounts of events in some cases, and demonstrated a lack of professional curiosity, rather than verifying information from

other sources. In interviews, many said they had little time to reflect on their work to see where they could improve.

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

**Does reviewing effectively support the service user’s compliance and engagement?**

In over a quarter of cases, no formal written review had taken place.

Responsible officers considered the engagement and compliance levels of individuals and identified potential barriers in most of the reviews that had been completed. However, plans were not amended to take these factors into account when they should have been, in almost a quarter of cases.

Fewer individuals were engaged in the review process than was the case at the planning stage.

**Does reviewing effectively support progress towards desistance?**

Where reviews had taken place, more than two-thirds focused appropriately on those factors linked to offending and desistance. The remaining third did not consider these factors or amend plans of work to take any changes into account.

More than a third of reviews failed to consider information from partners and other agencies working with the individual. This is a missed opportunity to gather information from those with other perspectives to inform future work.

Planned interventions needed to be reviewed more promptly in order to engage service users and to support rehabilitation.

**Does reviewing focus sufficiently on the risk of harm to others?**

Reviews did not focus sufficiently well on factors linked to risk of harm and failed to demonstrate an active approach to risk management. In almost half of cases, staff did not sufficiently review and amend plans following changes in factors related to risk of harm, such as a new relationship or loss of employment. Some plans had been copied – ‘pulled through’ – from previous versions and were not updated to reflect new circumstances and changes in risk levels. In some cases, this was despite the fact that previous versions lacked detail or were incomplete.

Risk management plans were not appropriately reviewed when they should have been in over a quarter of cases. More often than not, service users and other key individuals in their lives were not involved in the process of reviewing their risk of harm levels.

In a few cases, contact levels had been reduced without an appropriate review of risk of harm having taken place, and with limited information. Management oversight and decisions involving professional discretion were often not evident on the case management system to demonstrate reasoning.

### 3. NPS-specific work

In general, the London division of the NPS was providing a good service to courts. Court staff gave appropriate attention to the completion of timely reports and making appropriate proposals to assist sentencers. Few reports made proposals for accredited programmes, and even fewer individuals were ultimately sentenced to them.

Sentencers across the capital expressed different views about the work of the NPS, but a number commented on regular changes in personnel and a frequent lack of staff in court. They did not always feel fully informed about what sentencing options were available to them. Judges were content with the quality of assessments of risk completed by court staff.

The lack of checks by court staff with social care and the police was a concern, particularly as the majority of the cases reviewed were allocated to a CRC without these checks having been made.

The division offers a poor service to victims overall, with at least one in five of eligible victims not being identified and therefore not being offered the option to partake in the VCS. For those who did engage in the VCS, not enough was being done to support them appropriately throughout the period of the perpetrator's sentence and most particularly at the time of release.

#### Strengths:

- Crown prosecution papers, including previous convictions, were available to inform the preparation of reports in almost all cases.
- Advice to courts was specific and responsive to the needs of those being sentenced in most cases.
- Defendants were involved and engaged in the completion of their reports in a large proportion of cases.

#### Areas for improvement:

- Proposals in court reports did not appropriately consider the needs of and impact on victims often enough.
- Accredited programmes were rarely proposed in court reports.
- Enquiries were not made to children's services in more than one in three cases when they should have been.
- Enquiries were not made to police domestic abuse teams in over half of cases where such a check was required.
- Initial contact with victims was often not made at all and, where it was, did not always encourage engagement with the VCS sufficiently well.

3.1 Court reports and case allocation	Good
The pre-sentence information and advice provided to court supports its decision-making, with cases being allocated appropriately following sentencing.	

**Is the pre-sentence advice sufficiently well-informed, analytical and personalised to the service user, supporting the court’s decision-making?**

Of the reports inspected, most were completed for a hearing at a magistrates’ court, with only one in five for consideration in a Crown Court case. The majority of reports were either short format reports or oral reports, which are written up after having been delivered to the court.

Almost three-quarters of the cases were sufficiently analytical and personalised, and almost all report authors had received written information from the Crown Prosecution Service, including details of previous convictions, before the report was completed.

The majority of defendants were appropriately involved in the completion of their report, and staff considered their motivation and ability to change in most cases. Personal and diversity factors were appropriately reflected in the large majority of cases, including needs related to employment, language and caring responsibilities.

Reports were more likely to consider factors linked to offending than those related to risk of harm. Almost one in five reports did not assess factors linked to harm sufficiently well. In almost a quarter of cases, reports did not consider well enough the impact of the offence on known victims.

The main proposal made to the court was for community supervision with a Rehabilitation Activity Requirement (RAR). In line with the findings of HMI Probation’s June 2017 thematic report, *The work of probation services in courts*, the number of proposals for accredited programmes was low. Less than one in five proposals recommended an accredited programme and fewer were sentenced to one. Given the profile of the NPS caseload, more needs to be done to ensure that those eligible for such a programme are assessed for it and appropriate recommendations are made to court.

**Is the allocation of the case prompt, accurate, and based on sufficient information?**

The great majority of cases in our sample had been allocated to the CRC, and in all but three cases the allocation was correct. There was a written record of the allocation in over three-quarters of cases.

In almost half of cases, a full assessment of risk of harm had not been undertaken as required before allocation. For cases where the assessment had been completed, the majority had their risk of harm level appropriately assessed before allocation. For one in ten, the assessment was inaccurate.

In more than a third of cases, necessary checks were not made with social care services before allocation. Police checks had not been undertaken at this point in more than two-thirds of cases where inspectors assessed there was a need to do so.

In one case, the offender was given a curfew to an address without child safeguarding and police checks having taken place before the sentence. The curfew address was known to be occupied by a vulnerable adult with support services in

place, yet no checks with adult services were made, and the occupier of the property was not contacted. This meant that pertinent information was not available at the time the case was allocated to the CRC, which potentially placed an individual at risk of harm.

<b>3.2 Statutory victim work</b>	Requires improvement
Relevant and timely information is provided to the victim/s of a serious offence, and they are given the opportunity to contribute their views at key points in the sentence.	

Over one in five of the cases in our sample were not recorded on the national VCS database. This meant that the victims in these cases had not been offered the opportunity to access a service under the statutory provisions of the scheme. Some of the omissions were due to information not having been received from the police witness care unit, but it is not clear how many of the cases were in this category.

Nevertheless, it is for the division’s staff to assure themselves that they are providing the appropriate level of service to victims for whom probation has a statutory responsibility. Failure to do this in a systematic way is a significant weakness and a priority for management attention.

Performance improvement plans were in place to address identified practice issues, (including missing information) and meetings had been held with a variety of stakeholders. However, at the time of our inspection, the delivery of services to victims was wholly unsatisfactory. This was particularly concerning given the national focus on NPS-led victim services, and specifically in the London division of the NPS following a high-profile case.

**Does the initial contact with the victims encourage engagement with the VCS?**

For those cases that had been recorded appropriately, almost a third of victims had not been contacted within appropriate timescales following sentencing of the perpetrator of the offence. Where a letter had been sent, some were not appropriately personalised and others lacked specific details about who victims should contact to access the scheme. Less than half of the cases in our sample had been provided with contact details for the HMPPS national victims helpline, when this is a requirement.

Senior leaders were aware that there were difficulties with how the VCS is operating in this division, and action plans had been formulated to address deficits. At the time of our inspection, however, actions were outstanding and the scheme was not functioning as it should, nor providing a service to all victims.

Over half of our sample had not opted in to the VCS. The London division of the NPS is not doing enough to engage victims in the VCS. It needs to be more proactive in gathering details of statutory victims and providing an appropriate level of service.

**Is the personal contact with the victim timely and supportive, providing appropriate information about the criminal justice system?**

For most victims that opted in to the scheme, personalised contact was timely and, in most of these instances, victims were provided with details of what they could expect throughout the sentence period. Most were provided with appropriate information about, and referred to, other agencies and support networks as needed.

Several victims who opted in to the scheme were not seen at all and should have been. In one case, the victim had been offered two different appointments for a VLO to visit her at home. The first of these appointments was cancelled by the VLO and a further appointment arranged. This subsequent appointment was also cancelled by the VLO. At the time of inspection, a further appointment had not been offered.

In over a third of cases, there was no written record of initial meetings for those victims who had taken part in one. Where a written record had been made, it was not always provided to the victim.

**Does pre-release contact with the victims allow them to make appropriate contributions to the conditions of release?**

Overall, in a third of cases, victims were not enabled to contribute to release planning arrangements. VLOs did not contact victims at appropriate times in almost a third of cases, and one in five victims did not get the opportunity to express their concerns or views about the perpetrator's release.

In almost a third of cases, the information-sharing between the responsible officer and the VLO was lacking, and in over a third of cases this relationship had not supported the safety of victims sufficiently well. This was a missed opportunity to support those who had been subject to violent and sexual offending, and who were arguably the most vulnerable.

## 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 NPS divisional director 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 108 individual responsible officers, asking them about their experiences of training, development, management supervision and leadership. We held various meetings and focus groups, which allowed us to triangulate evidence and information. In total, we held 36 such meetings. The evidence explored under this domain was judged against our published ratings characteristics.<sup>11</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 120 cases from across all London local delivery units. 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.

In some areas of this report, data may have been split into smaller sub-samples. For example, male/female cases, Probation Officer/Probation Service Officer cases and

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<sup>11</sup> HM Inspectorate of Probation's domain one ratings characteristics can be found here: <https://www.justiceinspectrates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf>

where this is the case, the margin of error for the sub-sample findings may be higher than 5.

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

We completed case assessments for two further samples: (i) court reports and case allocation and (ii) victim work.

#### **Court reports and case allocation**

As in domain two, sample sizes were set to achieve a confidence level of 80 per cent (with a margin of error of 5). We selected cases in which the court report had been completed nine weeks previously, and in which the individual had been sentenced to a community order, suspended sentence order, or immediate custody. We examined 118 cases, ensuring that the ratios in relation to report type and CRC/NPS allocation matched those in the eligible population. We used the case management and assessment systems to inspect these cases, judging the quality of the written evidence in the report provided to court, the quality of information-gathering at the court and allocation stage, and the accuracy of the allocation decision.

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

- the senior manager responsible for services to courts
- senior probation officers responsible for managing court teams
- court duty staff from different court settings.

#### **Victim work**

We identified 37 custodial cases that had begun six to seven months previously and where the victim was eligible for statutory victim contact. This sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), based on the number of cases where victim contact had commenced. We looked at whether the case was appropriately recorded on the Victim Contact Management System (VCMS), how initial pre- and post-release contact was made, whether this was timely, and the quality of the contact offered. The sample included a proportionate ratio of cases where the contact was taken up and cases in which it was not. To examine pre- and post-release victim work, we drew on 1 cases from our domain two case sample. Published data is insufficient to calculate accurate confidence levels for the sample size for victim contact, so these cases were identified from within the domain two case sample.

We also held meetings with the following individuals/groups:

- the senior manager responsible for the VCS, which included a review of the findings of the annual victim satisfaction survey
- a group of victim contact officers.

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

### 2. Case supervision

Standard/Key question	Rating/% yes
<b>2.1. Assessment</b>	
Assessment is well-informed, analytical and personalised, actively involving the service user	<b>Good</b>
2.1.1. Does assessment focus sufficiently on engaging the service user?	77%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	75%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	65%
<b>2.2. Planning</b>	
Planning is well-informed, holistic and personalised, actively involving the service user.	<b>Good</b>
2.2.1. Does planning focus sufficiently on engaging the service user?	78%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	76%
2.2.3. Does planning focus sufficiently on keeping other people safe? <sup>12</sup>	66%
<b>2.3. Implementation and delivery</b>	
High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user	<b>Requires improvement</b>
2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	87%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	69%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	56%

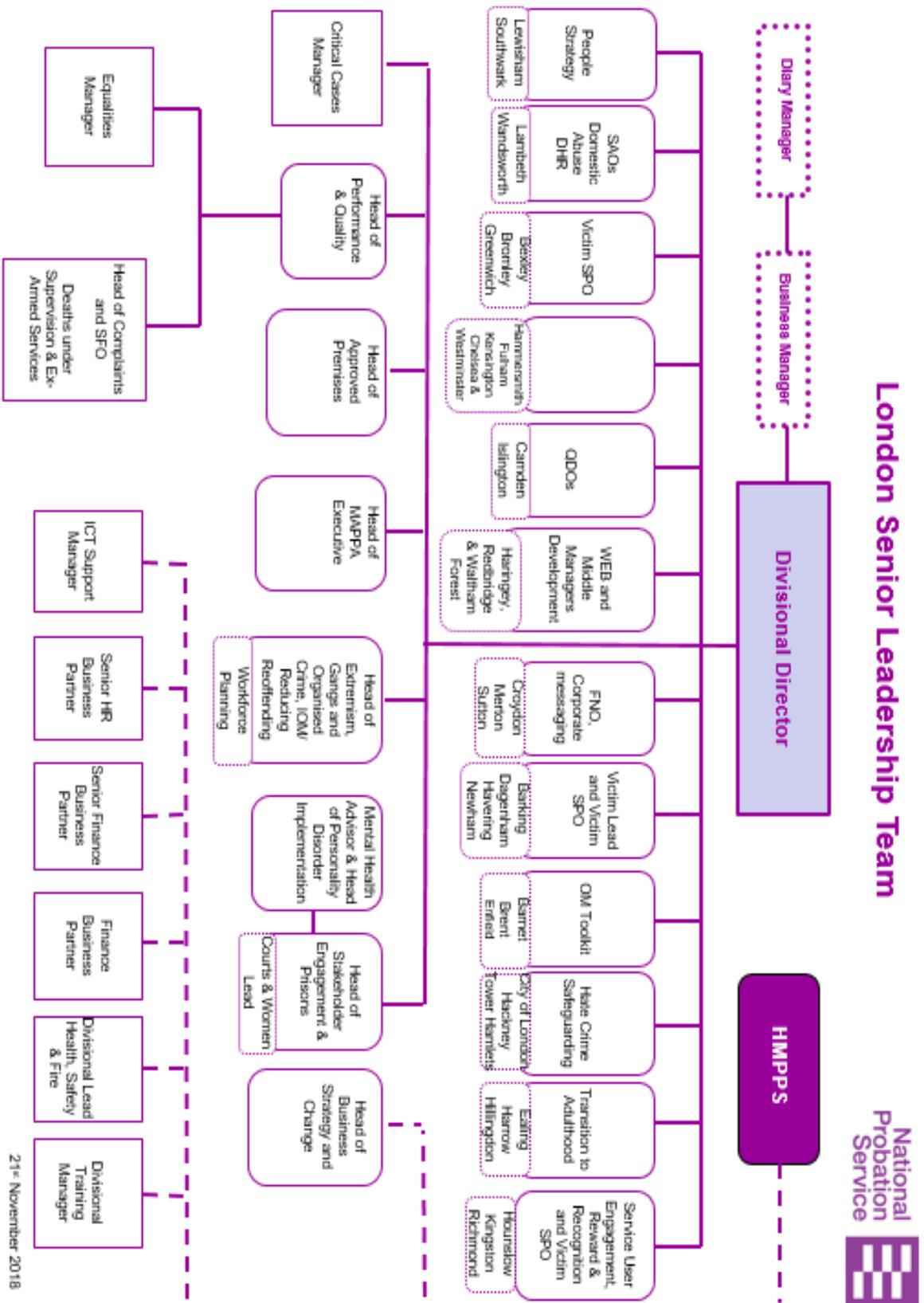
<sup>12</sup> Please note: percentages relating to questions 2.2.3, 2.3.3 and 2.4.3 are calculated for the *relevant* sub-sample – that is, those cases where risk of serious harm issues apply, rather than for the *total* inspected sample.

<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?	81%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	70%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	55%

### 3. NPS-specific work

Standard/Key question	Rating/% yes
<b>3.1. Court reports and case allocation</b>	
The pre-sentence information and advice provided to court supports its decision-making, with cases being allocated appropriately following sentencing	<b>Good</b>
3.1.1. Is the pre-sentence information and advice provided to court sufficiently analytical and personalised to the service user, supporting the court's decision-making?	72%
3.1.2. Is the allocation of the case prompt, accurate, and based on sufficient information?	74%
<b>3.2. Statutory victim work</b>	
Relevant and timely information is provided to the victim/s of a serious offence, and they are given the opportunity to contribute their views at key points in the sentence	<b>Requires improvement</b>
3.2.1. Does the initial contact with the victim/s encourage engagement with the victim contact scheme?	59%
3.2.2. Is the personal contact with the victim/s timely and supportive, providing appropriate information about the criminal justice process?	50%
3.2.3. Does pre-release contact with the victim/s allow them to make appropriate contributions to the conditions of release?	69%
3.2.4. Is there good communication between offender management and victim liaison to support the safety of victim/s?	62%

# Annex 3: Operating model and map



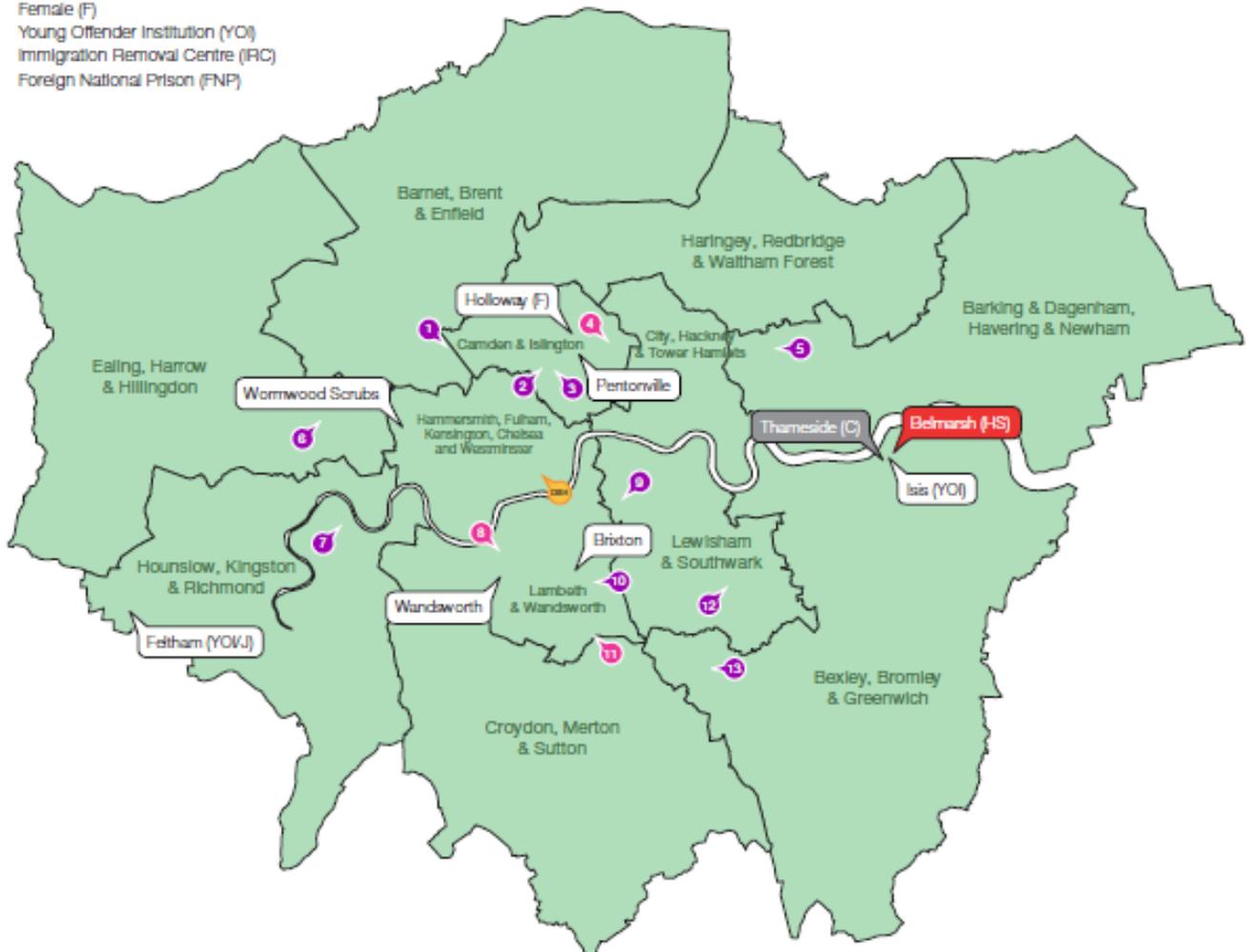
Key

-  Approved Premises
-  Independent Approved Premises
-  Divisional Support Hub
-  Local Delivery Unit Cluster
-  Prison
-  Contracted Prison
-  High Security Prison

List of Approved Premises

- |                                 |                      |
|---------------------------------|----------------------|
| 1. Seafeld Lodge                | 8. Hestia Battersea  |
| 2. Camden House                 | 9. Ellison House     |
| 3. Kelley Lodge                 | 10. Tulse Hill       |
| 4. Katherine Price Hughes House | 11. Hestia Streatham |
| 5. Westbourne House             | 12. Canadian Avenue  |
| 6. Ealing                       | 13. Beckenham Road   |
| 7. Kew                          |                      |

- Juvenile (J)
- Female (F)
- Young Offender Institution (YOI)
- Immigration Removal Centre (IRC)
- Foreign National Prison (FNP)



## Annex 4. Glossary

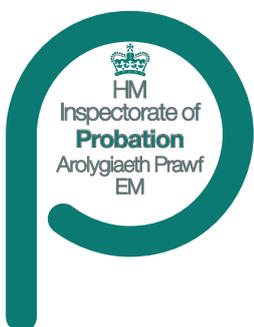
<b>Accredited programme</b>	A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or as part of a custodial sentence or a condition in a prison licence. Accredited programmes are accredited by the Correctional Services 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>Approved premises</b>	Premises approved under Section 13 of the <i>Offender Management Act 2007</i> , managed either by the National Probation Service or by independent organisations. Approved premises are used as a short-term residence for an offender considered a high risk of serious harm, who requires close monitoring and supervision, and support to begin to integrate back into the community
<b>ARMS</b>	Active Risk Management System: provides an approved framework for working with sexual offenders who are subject to statutory supervision
<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>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>CAS</b>	Case allocation system: a document that needs to be completed prior to the allocation of a case to a CRC or the NPS
<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>Cluster</b>	A grouping of adjacent local delivery units to assist in administration and monitoring. In the London division of the NPS, a cluster or LDU covers a number of local authority areas. There are 12 clusters in total
<b>Court report</b>	This refers to any report prepared for a court to inform sentencing, whether delivered orally or in a written format

<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>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>Dynamic factors</b>	As distinct from static factors, dynamic factors are the factors in an individual's circumstances and behaviour that can change over time
<b>Enabling Environment Award</b>	The Enabling Environment Award is a quality mark given to those who can demonstrate they are achieving an outstanding level of best practice in creating and sustaining a positive and effective social environment. It is awarded by the Royal College of Psychiatrists
<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>EQuIP</b>	Excellence and Quality in Process: a NPS web-based national resource providing consistent information about the processes to be followed in all aspects of the NPS's work. The process mapping is underpinned by quality assurance measures
<b>Foreign national offender</b>	A foreign national who has been convicted of a crime in the United Kingdom
<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 within the remit of the National Offender Management Service (the agency that has been replaced by HMPPS)

<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>Lammy review</b>	The Lammy Review, chaired by David Lammy MP, is an independent review of the treatment of, and outcomes for, black, Asian and minority ethnic individuals in the criminal justice system
<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>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>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>PO</b>	Probation officer: this is the term for a responsible officer who has completed a higher-education-based professional qualification. The name of the qualification and content of the training vary depending on when the training was undertaken. POs manage more complex cases
<b>Pre-sentence report</b>	This refers to any report prepared for a court, whether delivered orally or in a written format
<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>PSO</b>	Probation services officer: this is the term for a responsible officer who was originally recruited with no professional qualification. They may access locally determined training to qualify as a probation services officer or to build on this to qualify as a probation officer. They may manage all but the most complex cases depending on their level of training and experience. Some PSOs work within the court setting, where their duties include writing pre-sentence reports
<b>QDO</b>	Quality development officers: a specialist role within the NPS. QDOs work closely with local managers, practice tutors and operational staff to promote and improve the quality of work with offenders and victims
<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>Responsible officer</b>	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
<b>SEEDS2</b>	Skills for Effective Engagement Development and Supervision: a skills-based practice framework for enhancing offender engagement
<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>SIG</b>	Service Integration Group: a meeting of senior managers from across the CRC and NPS to consider operational and strategic issues following <i>Transforming Rehabilitation</i>
<b>SPO</b>	Senior probation officer: first line manager within the NPS

<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>Static factors</b>	As distinct from dynamic factors, static factors are elements of someone's history that they cannot change (i.e. current age or the age at which they committed their first offence)
<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>ViSOR</b>	ViSOR is a national confidential database that supports MAPPA. It facilitates the effective exchange of information and intelligence on violent and sexual offenders between the three MAPPA responsible authority agencies (police, probation and prisons). ViSOR is no longer an acronym but is the formal name of the database
<b>VLO</b>	Victim liaison officer: responsible for delivering services to victims in line with the NPS's statutory responsibilities



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ISBN: 978-1-84099-868-9