HM
Inspectorate of
Probation
Arolygiaeth Prawf
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An inspection of

North West Division

National Probation Service

This inspection was led by HM Inspector Mark Rogers, 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.

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Foreword

The North West division's senior leaders have a clear vision and strategy for high-quality services, but not enough staff to deliver them. There is a 20 per cent shortfall in the number of probation officers – those frontline staff responsible for managing high and very high risk of harm cases. This is a long-standing problem, resulting in an undue reliance on more costly agency workers. Recruitment is centrally managed by the National Probation Service (NPS). Local leaders are doing what they can to ameliorate the problem, but professional staff workloads are high.

Despite these difficulties we found the quality of work was generally good. Some aspects of practice, however, need attention. Reviews of risk of harm were not always completed when circumstances change, and in some cases appropriate contingency plans needed to be set out. Domestic abuse and safeguarding checks were not always undertaken when required to inform court reports and allocation.

The division's approach to encouraging victims to take part in the victim contact scheme is outstanding. Initial contact is personalised and followed up to ensure that victims can make an informed choice on whether to participate in the scheme. Appropriate communication is then maintained with those who join.

Looking more widely, the provision of specialist services (interventions) in the division is variable, depending on geographical location, although overall spending is on track. Recently introduced mobile IT kit has been well received and it enables staff to work in new or more flexible ways.

Centrally managed facilities contracts are not delivering as they should, however. It takes much too long for repairs or maintenance to be carried out, and staff have health and safety concerns about some buildings as well. Staff should not have to work in vermin-infested premises for lengths of time, in my view. And oddly, probation staff who work in some courts in this division are not allowed to use the same facilities as other civil servants who work there, despite being an integral part of the service delivered to the court.

The division is delivering a good overall standard of service, despite being under strain, and I hope that our findings and recommendations help the division to improve further. We note that staff shortages and poor facilities have featured in each of our recent NPS inspections, and our recommendations also reflect these wider concerns.

Dame Glenys Stacey
Chief Inspector of Probation

Overall findings

Overall, the North West National Probation Service (NPS) division is rated as: **Good**. 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:

	Organisational delivery

Our key findings about the organisation were as follows:

- **The divisional leadership team is focused on delivering a high-quality service**

  North West NPS leaders have clearly articulated their vision and strategy to deliver a high-quality service to protect the public and reduce reoffending. It has been communicated to staff via several different channels, and we found that staff understood and identified with the message. The leadership team has created a strong identity for the North West division.

- **Staff shortages and high workloads limit the division's ability to deliver its strategy**

  The 20 per cent staff shortages at probation officer (PO) level have led to high workloads and affected the quality of the service delivered. This is compounded by the number of agency staff the division employs to fill PO and other vacancies, which amounts to 11 per cent of the divisional payroll budget. Only just over half of staff feel that their workload is manageable. Senior managers have implemented a series of measures to lessen the impact of staff shortages, including the introduction of multi-grade groups of staff working together – known as the 'pod model' – and a plan to redistribute the work of offices that come under extreme pressure. The division has also accepted the maximum number of new recruits available from the national allocation.

- **The profile of service users is well understood, but provision to meet need varies across the division**

  The analysis of the profile of individuals being supervised is comprehensive and up to date. It captures desistance and offending-related factors, risk of harm, risk of self-harm and suicide, and diversity. The division has conducted research to better understand local sentencing patterns and outcomes for groups with different protected characteristics. The range and availability of services across the division are variable, depending on location. The division has good links with sentencers.

- **Management of information is good but management of facilities is a significant issue**

  Staff have sufficient access to policies and procedures, to enable them to deliver a quality service. We found that staff and local managers are unsure of the policy about using remote working technology when they are away from offices, which has led to different criteria being applied at different locations. The standard of premises in the division varies substantially. Some buildings are suitable for their purpose, but several are poor, and in some instances, it has taken several months to repair roofs, lifts and plumbing, and deal with vermin infestations. Unsuitable design and poor facilities mean that staff do not feel safe in some buildings. A lack of access to office mobile phones cause staff to be concerned about their safety when undertaking home visits. Probation staff based in court buildings are generally not allowed to use 'court staff' facilities, despite being civil servants in the same ministry, and an integral part of the service delivered to the court.

	Case supervision

Our key findings about case supervision were as follows:

- **Management of cases was generally good**

  We reviewed cases from across the division and found that, overall, case management was good in the four areas of assessment, planning, implementation and delivery, and reviewing. Inspectors found that staff worked well with individuals under supervision to encourage compliance and had appropriate levels of contact to support this. Appropriate interventions were generally identified and delivered. Contingency arrangements should be in place in the event that circumstances change, but in more than a quarter of relevant cases these were not set out, and in a similar number of cases the plans to address domestic abuse were not adequate. Reviewing was not as strong as other areas of case supervision, particularly in relation to risk of harm to others, where formal written reviews were not always completed at appropriate times.

  Our key findings about other core activities specific to NPS divisions were as follows:

- **Court reports and case allocation**

  Probation staff deliver a good service to the courts serving the North West. Sentencers recognise this, and noted that the large number of oral reports delivered on the day helps to 'speed up justice'. Inspectors found a lack of domestic abuse and safeguarding checks, which was a concern. In some cases, it was assumed – without checking information available from other agencies – that there were no safeguarding or domestic abuse issues. Insufficient checking was also evident in harassment cases.

Sentence proposals are generally appropriate, although inspectors noted fines being proposed where, due to their circumstances, it would be difficult for the individual to raise the money.

- **Statutory victim work**

  The overall service offered to victims under the victim contact scheme is outstanding. Staff manage each of the stages in the process well. Personalised initial contact is made within an appropriate period and, if no response is received, the contact is followed up, to encourage victims to participate. Sufficient information is supplied to allow victims to make an informed choice about whether to join the scheme. They are updated at appropriate times and their views taken into consideration.

| Service: | NPS North West Division |
| Fieldwork started: | October 2018 |

Overall rating

Good
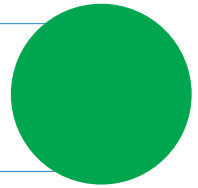
1. Organisational delivery

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	Good
2.4	Reviewing	Good

3. NPS specific work

| 3.1 | Court reports and case allocation | Good |
| 3.2 | Statutory victim work | Outstanding |

Recommendations

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

North West NPS division should:

1. ensure that changes in risk of harm and updates are properly recorded in risk management plans

2. put in place appropriate contingency plans (as part of risk management plans) to address identified risks, particularly in relation to domestic abuse and safeguarding

3. undertake domestic abuse and child safeguarding checks in a timely manner for those cases where reports are being presented at court

4. clarify and promote the division's approach to flexible and remote working and use of information and communications technology, including the accessibility of divisional mobile phones for operational use.

Her Majesty's Prison and Probation Service should:

5. review probation recruitment policy and processes, to bring the workforce up to strength as soon as possible, and develop a workforce that better reflects the diversity and gender of the communities it serves

6. review probation operational management roles with a view to giving managers greater capacity to focus on oversight of case management through professional supervision and quality assurance.

The Ministry of Justice should:

7. ensure that probation facilities are well maintained and provide a safe and enabling environment for work with offenders.

Her Majesty's Courts and Tribunal Service should:

8. recognise as members of staff, probation staff who are based in court buildings, and allow them to use court and tribunal staff facilities.

Background

An explanation of probation services

Over 260,000 adults are supervised by probation services annually.[1] 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.[2]

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 (CRCs) that provide services under contract. The government intends to change the arrangements for delivering probation services, and is currently considering alternative models of delivery, 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 North West NPS division

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 Excellence and Quality in Process (EQuiP). Use of the system is monitored and staff are kept informed of updates.

The North West division of the NPS comprises a total of 10 geographical clusters or local delivery units, spanning some of the most sparsely populated rural areas, as well as some of the most densely populated urban areas, in the country. The division also has five functional support areas covering: performance and quality; personality disorder; stakeholder engagement; public protection; and local operational factors (devolution, E3 rate card and staff engagement). The division has 37 offender contact centres (probation offices), a satellite presence at 4 police buildings across the North West and 15 approved premises. It serves 26 courts and 16 prisons. For more information about this division, please see Appendix 3 of this report.

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[1] Ministry of Justice. (2018) Offender Management Caseload Statistics.
https://www.gov.uk/government/collections/offender-management-statistics-quarterly

[2] 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 role of HM Inspectorate of Probation

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

HM Inspectorate of Probation standards

Organisations that are well led and well managed are more likely to achieve their aims. We inspect against four 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.[3]

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[3] 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

106,725 — The total number of individuals subject to probation supervision by the NPS across England and Wales[4]

17,182 — The number of individuals supervised by the North West division of the NPS[4]

13,300 — The number of MAPPA eligible individuals managed by the North West division of the NPS[5]

36.1% — The proportion of North West NPS service users with a proven reoffence[6]

79% — The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders with the NPS. The performance figure for all England and Wales was 77%, against a target of 75%[7]

100% — The proportion of pre-sentence reports completed by the NPS within the timescales set by the court. The performance figure for all England and Wales was 100%, against a target of 95%[8]

4 Ministry of Justice. (2018). Offender management caseload statistics, as at 30 June 2018.
5 Ministry of Justice. (2018). Multi-Agency Public Protection Arrangements (MAPPA) Annual Report 2017-2018
6 Ministry of Justice. (2018). Proven reoffending statistics, October to December 2016 cohort.
7 Ministry of Justice. (2018). NPS Service Level 18, community performance quarterly statistics, April 2017-June 2018, Q1.
8 Ministry of Justice. (2018). NPS Service Level 1, Community performance quarterly statistics, April 2017 - June 2018, Q1.

1. Organisational delivery
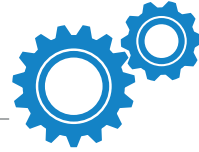
North West NPS leaders have clearly articulated their vision and strategy to deliver a high-quality service to protect the public and reduce reoffending. The ability to deliver this strategy in full is limited by the substantial 20 per cent staff shortages at PO level, which has led to high workloads and affected the quality of the service delivered.

Only just over half of staff interviewed felt that their workload was manageable. This is compounded by the number of agency staff the division has had to employ to fill PO and other vacancies, amounting to 11 per cent of the divisional payroll budget.

The senior leadership of the division has put in place a series of measures to reduce workload pressures, including the recently introduced 'pod model', which seeks to use probation support officers (PSOs) and administrative staff more effectively in the case management process. POs, PSOs and administration staff are grouped together in a 'pod' to work on elements of cases appropriate to their skills, rather than dealing with all aspects of an individual case.

The division's building infrastructure does not always support co-location, so the pod model is reliant on the effective use of technology in some offices.

Less than two-thirds of staff interviewed felt appropriate attention was paid to staff safety and wellbeing and some practitioners reported that they did not feel safe in their work environment. The divisional leadership has recognised that staff resilience is critical and has invested in wellbeing provision in 2018. The provision has been promoted to staff at a local and divisional level through a range of activities and communications.

The analysis of the service user profile is sufficiently comprehensive and up to date, but the range and availability of services across the division has been variable. Staff have sufficient access to policies and procedures to enable them to deliver a quality service.

The standard of premises in the division varies substantially. Some buildings are purpose built, and more than half of approved premises have achieved the Royal College of Psychiatrists' Enabling Environment Award. Several buildings are poor, however, and it often takes many months to complete repairs and maintenance. Some offices have lifts that have been out of service for several months, as well as vermin infestations and water leaks. Poor design and unsuitable facilities mean staff do not feel safe in some buildings. Some staff are concerned about their safety when undertaking home visits due to a lack of access to mobile phones.

Probation staff based in court buildings are generally not allowed to use staff facilities and must also be searched every time they enter, causing delays and taking up security staff time.

Staff feel that the issuing of new laptop computers has brought about a great improvement, although a quarter of staff believe that case recording systems are not reliable or user-friendly.

Lessons learned from offender manager practice reviews and Serious Further Offence (SFO) reviews are used to drive improvement and the division has regularly contributed to national best practice.

- The division has a clear vision for delivering a high-quality service for all service users. This is set out in the divisional business plan, with a range of staff involved in its development.

- The operating model has been adapted to meet local resource constraints through the introduction of a pod model, so that PSOs and administrative staff are deployed more efficiently to support PO case management.

- The division has developed management information which is used to provide an understanding of local sentencing patterns and outcomes for different groups.

- The division has recently set up a strategic-level board with local police forces and works with partners at several different levels.

- Staff generally believe that policies and guidance are well communicated.

- The division has a commitment to innovation and contributes to national pilots and the development of best practice.

Areas for improvement:

- The division is 20 per cent below establishment for PO grade (approximately 140 posts).

- The division spends approximately 11 per cent of its payroll budget on agency staff to cover vacancies.

- Of the responsible officers interviewed, 44 per cent regarded their workloads as unmanageable.

- Large middle and senior management spans of control, combined with some unsuitable building infrastructure, do not readily support the pod model.

- The physical environment of some offices is poor, as a result of delays in dealing with repairs and maintenance issues.

- The lack of access to office mobile phones causes staff concern and affects efficiency and staff safety.

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?

North West NPS leaders have clearly articulated a vision and strategy for delivering a high-quality service to protect the public and reduce reoffending. The business planning process involves staff at a divisional and local level to help shape priorities for the year – for example, through local staff meetings and an analysis of staff survey results. The plan focuses on what the division terms 'stretch' (significant organisational development), rather than performance measured against 'business as usual' targets.

The division adheres to the evidence base of good practice when making service changes. The vision and business plan are communicated to staff through several different channels and we found they understood and identified with the message, as it has a strong emphasis on the North West.

Staff see the divisional director as visible and accessible, through social media and all-staff telephone conferences where staff can dial in with a question.

The division has 10 local delivery units (LDUs), each led by an assistant chief officer (ACO). With the exception of the head of the Liverpool LDU, all ACOs also have a functional responsibility, such as for extremism or engagement.

LDU leaders listen to staff views in local forums and incorporate them into their local business plans. An effective governance structure is in place and each objective in the plan has a designated senior lead.

Progress against local and divisional plans is monitored through the regular senior management team meeting, and updates are recorded. Senior managers have identified the importance of an open culture to empower staff and have included action to develop such a culture in the business plan.

The division encourages staff to contribute and has developed innovative solutions to service delivery issues. It has also contributed to national best practice. The division recognises the importance of continuing to innovate but, because of current resource constraints, the divisional senior management team has to consider carefully which innovations can be supported without affecting frontline services.

We found good evidence of engagement with stakeholders at a senior and local level, for example, through a divisional stakeholder engagement plan which included objectives and progress reports.

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

North West NPS identifies and plans for risks to service provision and has up-to-date business continuity plans where appropriate. The key identified risk to service delivery is the 20 per cent shortage of POs and substantial use of agency staff to fill other vacancies. POs have a key role; they are required to manage all high and very high risk of harm cases. At the time of the inspection, a plan was being developed to accelerate the rate at which new nationally selected candidates are recruited, to close the staffing shortfall at a more rapid rate. As part of this process, potential impacts on service delivery have been identified and plans to mitigate these risks are being put in place.

Business continuity plans are regularly reviewed and tested through exercises and real-life events. The division responds to emerging threats, such as Islamophobia, and has developed a plan to support and protect staff and those under supervision at times of increased tension. The division has a business risk register, which senior managers review regularly. It includes some high risks that date back more than a year, and describe the division's ongoing staffing issues. We also found that staff are concerned that safety and security issues take a long time to resolve.

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

The NPS Effectiveness, Efficiency and Excellence (E3) operating model has been embedded within the division to support the delivery of a high-quality service to all service users. Because of the shortage of POs, the division has recently introduced a pod resourcing model, so that PSOs and administrative staff are used more effectively in the case management process. Staff are drawn together in teams or 'pods', where they carry out tasks for different cases appropriate to their role, rather than managing all the tasks for one case. The model was only introduced recently and is not yet fully embedded. No performance data is currently available but the division anticipates that the model will lead to a reduction in PO workload.

We found that the E3 model supports meaningful contact and provides those under supervision with a personalised approach. Diversity factors are taken into account and staff show a clear understanding of what should be delivered and what they are accountable for. The division's buildings do not always support the pod model. Some buildings are old or temporary and have small offices that cannot accommodate a pod, so the division has created 'virtual' pods or has delayed implementation at some sites.

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 substantial staff shortages at PO level (20 per cent) have led to high workloads and affected the quality of the service delivered. This is compounded by the number of agency staff the division has had to employ to fill PO and other vacancies, which amounts to 11 per cent of the divisional payroll budget. The workload is starting to improve but has been a significant issue since the division was formed.

Senior managers recognise the difficulties that these staff shortages have caused and have implemented a series of measures to lessen the impact, including a documented resource redistribution plan for clusters that come under extreme workload pressure. Senior managers have made a decision to keep specialist posts and secondments to a minimum to support frontline services.

Inspectors found that just over half of the staff they spoke to at PO and PSO level who were supervising cases felt that their workload was manageable. Average caseload for a PO was 36.5 (from workload management tool (WMT) data), however inspectors found several individual examples of caseloads over 45. Staff felt that high

workloads are a barrier to delivering a high-quality service to all those being supervised. Over three-quarters of staff interviewed felt that their supervisors actively managed the workload of their team. Inspectors found that PSO and administrative staff workloads were more manageable and the number of posts was generally close to a full complement.

Senior managers and senior probation officers (SPOs) consider the span and breadth of middle manager roles to be a risk, particularly as there is now a greater emphasis on implementing national policy and checking work. SPOs feel that it is difficult to understand what they should be focusing their efforts on, as capacity demands are such that they *"cannot focus on everything".* The senior management team regularly monitors workload pressures on LDU clusters. The division does move resources, where possible, to address workload pressures; however, the impact that this can have is limited.

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

Nearly all staff interviewed believe they have the skills, ability and knowledge they need to supervise their caseload. Most staff feel that they are allocated cases appropriate to their skills and experience. Almost all feel that other staff working on their cases have clearly defined roles that support a high-quality service.

The gender profile of the workforce does not match that of those under supervision. The gender profile of the workforce is 75 per cent female and 25 per cent male, whereas for those under supervision it is 96 per cent male and 4 per cent female. Twelve per cent of service users have declared that they are from a black and minority ethnic background but figures are not currently available for staff, as these are being collated centrally. For safety or other reasons, a few people under supervision must be managed by a male PO or PSO. The smaller proportion of staff who are male means some cases have to be moved to an office where a male responsible officer is available.

Senior managers recognise the problem and the divisional equality and diversity plan is seeking to address it. The national recruitment process limits the division's ability to influence its intake. However, staff attend local recruitment events to encourage potential candidates from all backgrounds to apply through the national process.

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

More than three-quarters of staff interviewed feel that the supervision they receive enhances the work they carry out. Inspectors found that formal supervision varied significantly, ranging from monthly for new staff to twice a year, and some staff had experienced several changes of line manager. SPOs have large spans of control (between 6 and 12 direct reports, with an average of 9.5). They also have responsibilities, such as representing the division at partnership meetings and dealing with complex staff and human resources issues. This mean that supervisors are not always immediately available to frontline staff. This is a cause for concern, both for staff and SPOs, who feel that this affects the quality of decision-making and supervision. In general, however, staff are confident that they can contact a manager within a reasonable time when necessary. Clinical supervision is available to all staff.

Induction processes are generally appropriate. There is a comprehensive process for new staff training to become probation officers. For court staff, training involves

shadowing colleagues for a significant period, which they find useful. The division acknowledges that the process for administration staff is less robust. A training needs analysis and administration staff skills analysis is being carried out and will inform a new training programme. The appraisal process is used in conjunction with other information to ensure that staff are competent to deliver a quality service and poor performance is tackled both formally and informally.

Are arrangements for learning and development comprehensive and responsive?

Most of the staff interviewed felt they had sufficient access to in-service training to support them to deliver a high-quality service. Well over three-quarters of staff interviewed believe that the division promotes a culture of learning and continuous improvement. Eight days' annual training per practitioner is accounted for in the WMT. This includes a number of mandatory e-learning packages.

The division currently supports up to 14 days' core training per practitioner and has mandated workshops on child safeguarding best practice, co-facilitated by an SPO, the safeguarding lead staff member and a quality development officer (QDO). This workshop was developed following a quality assessment exercise on safeguarding practice, and 470 staff have attended half-day workshops.

In addition, the division puts on a series of additional training opportunities, including workshops on: personality disorders, autism awareness, risk assessment practice, and best practice in release and recall briefing. Over 1,200 places have been taken up at these training events.

The division recognises that its decision to expand the number of new recruits undertaking the Professional Qualification in Probation (PQiP; for trainee probation officers) will place an additional short-term burden on existing experienced staff, who will support and mentor them. Senior managers appreciate that they will have to manage what non-mandatory training and projects are undertaken, to ensure that frontline services are maintained.

Do managers pay sufficient attention to staff engagement?

At the time of the inspection, the latest available staff survey from 2017 showed above average scores for all areas, compared with the NPS average and an engagement index of 59 per cent (the combination of five key engagement questions). The engagement score was three per cent above the NPS average. The survey results showed little change from the year before.

Inspectors found that staff are motivated to contribute to delivering a high-quality service and that the good will and resilience of staff is a key factor in managing the shortage of POs. Managers engage with staff at a team, office and cluster level. Two-thirds of staff feel that managers recognise and reward exceptional work.

The division has employed a range of communications channels to engage staff, including divisional director briefings, newsletters, blogs, and cluster and team meetings. Managers use a range of ways to recognise good work. A rewards and recognition panel is in place and any staff can nominate a colleague for an award of up to £50 in vouchers.

Inspectors found that only two-thirds of staff interviewed who required reasonable adjustments at work have received them. Building faults, such as broken lifts, have also affected disabled staff, as well as those under supervision.

Less than two-thirds of staff interviewed felt that appropriate attention is paid to staff safety and wellbeing and some practitioners report that they do not feel safe in their work environment.

In support of the HM Prison and Probation Service (HMPPS) wellbeing strategy, the division has rolled out a series of local initiatives. Clusters have identified local champions and developed local action plans to promote health and wellbeing. We found that offices hold cluster days to engage staff and convey information on a range of subjects, including health and wellbeing.

Newsletters and blogs are distributed both divisionally and locally to make people aware of initiatives. Activities, such as the Blue Light Relay, which supports mental health in HMPPS and the emergency services, are given extensive coverage. Offices hold wellbeing shutdown days to focus on welfare.

1.3. Services	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?

Analysis of the profile of service users is sufficiently comprehensive and up to date. It captures desistance and offending-related factors, risk of harm, risk of self-harm and suicide, and diversity. Of the 10 clusters, eight have a caseload of over 50 per cent high or very high risk of harm cases.

The factor most commonly related to offending is thinking and behaviour. The division has conducted research to better understand local sentencing patterns and outcomes for groups with different protected characteristics, as recommended in the Lammy review. Managers are evaluating this information to support activities that form part of the division's ongoing action plan, based on the review.

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

The division has a clear understanding of the services required to meet the needs of their offender population. We saw good examples of specialist projects. The range and number of services are, however, variable across the division, depending on the provider and geographical isolation of some locations.

For individuals under supervision who present a high and very high risk of harm, the services in greatest demand are those addressing lifestyle and associates, thinking and behaviour, and attitudes. The division has a clear understanding of the services required.

Nationally accredited sex offender programmes, group work and one-to-one supervision sessions are provided by the division's own staff. The division has a limited commissioning budget of £150,000, which has been used to purchase services from Achieve North West Connect, a service to help offenders into employment. In 8 months, the scheme placed 95 people under supervision in

employment. Division managers believe that the scheme brings citizenship benefits to those who participate.

The division purchases services from three CRCs, from a budget of £3m. The division negotiates with the CRCs to decide what services they will provide, via the 'rate card' mechanism. Overall spending on CRC services is on target but there is a large variance in what has been spent in the three CRC areas compared with the forecast.

The lack of a rate card in two areas has meant that staff are unsure about what can be purchased. The division has found it difficult to obtain services, such as drug and alcohol interventions, that are included in the rate card. A lack of capacity and difficulty in getting feedback on service users' progress from the provider of an accommodation support service has also proved challenging.

Accommodation is a significant factor in supporting desistance and the division has worked with a third-party provider to link with a CRC to fill this gap in provision. In some geographical locations, those under supervision find access to services a challenge. Parts of the division are rural and isolated, which means individuals must travel long distances. In some urban areas journeys are shorter, but still take a long time due to a lack of local public transport links.

The division has run the Reconnect project for people under supervision who are from a black and minority ethnic background. It helps them to complete applications and access employment skills training, and encourages them to reflect on the reasons for their offending. This project, funded by HMPPS, ended in July 2018. Manchester Metropolitan University is now reviewing the results of the project.

The division has an action plan to improve services for women, who make up about four per cent of the caseload. This work builds on the 'whole system approach' pioneered in Manchester in recent years. All women under supervision are offered the opportunity to have a female offender manager.

The division has also undertaken a project to better support those under supervision who have autism. It involves the Lancashire clusters and local prisons. The division has an action plan to address issues raised in the Lammy review; lead staff have been nominated and progress is being monitored.

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

We found that the division has good relationships with providers and other agencies. It has recently set up a strategic level board with local police forces and engages with partners at several different levels. Collaboration takes place with other providers, such as through the joint development of accommodation provision with one CRC and a sex offender integrated offender management (IOM) pilot with police.

Services to court

The division has good links with sentencers and provides information on a regular basis; however, we found that sentencers feel that the information they receive is limited. We also found that opportunities to brief sentencers have reduced because HM Courts and Tribunals Service (HMCTS) has restructured strategic meetings. Sentencers have confidence in the advice that probation staff give them. The division is building on the problem-solving approach to women's services used in Manchester courts.

Services to victims

Victim contact staff provide a high-quality service to victims in the North West. The victim contact unit operates as a dispersed team across the division, holding regular team meetings. We found that staff have not received formal training, although a programme to address this is being developed. Wellbeing support is also available for staff.

Staff gave examples of how they work with police to facilitate contact, such as organising joint visits with the officer in the case or going through family liaison officers. When no response to the initial contact is received, staff try multiple times to make contact with victims, using different communication methods to offer them additional opportunities to join the scheme.

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?

Staff have sufficient access to policies and procedures to enable them to deliver a quality service. Well over three-quarters of staff believe that policies and guidance are well communicated. Staff know where to find new policies and are confident using the online platform EQuiP. They receive regular updates via email and team briefings.

We found that staff were unclear on guidance for remote location working to support the use of new flexible information technology. Staff feel that the lack of a policy has led to inconsistencies between different offices. The division has circulated national and local principles, but these have not resolved the matter.

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

The division has 37 offender contact centres (probation offices), a satellite presence at four police buildings across the North West, 15 approved premises, and serves 26 courts and 16 prisons. The Ministry of Justice contracts out services such as maintenance, security, cleaning and the helpdesk. The standard of premises in the division varies significantly, with some being purpose built while others are unsuitable for modern working practices or in poor condition.

More than half of approved premises have achieved the Enabling Environment Award. Other approved premises are working towards the award. Three of the division's approved premises are psychologically informed planned environments (PIPEs), and they form a key part of the national offender personality disorder strategy.

During the inspection, we found that several buildings in the division have a range of problems. We found that it takes too long to address repairs. At the time of the inspection we found that three critical problems had been outstanding for more than a year. These related to a serious water leak that is damaging a building, vermin

infestations and constantly blocking toilets. We also found that other serious faults had been outstanding for between one and six months.

One office is housed in portacabins, without a date having been set for a move to permanent offices. Several offices were without landline phones for a week during the inspection because of an unpaid bill. These faults compromise staff safety, the working environment and access for disabled staff and those under supervision. were impressed by staff's resilience in the face of these problems, and their determination to deliver quality services.

Inspectors were surprised to find that probation staff who work in some court buildings (Crown and magistrates' courts) are not allowed to use HMCTS staff facilities, such as kitchens and toilets. Probation staff are not allowed to use staff entrances in some buildings and are subject to security searches every time they enter. In some courts, the facilities available to probation staff are inadequate to support their role in court. We heard about cramped, windowless rooms and insecure, inappropriate interview facilities.

Most court reports are prepared promptly at court – an arrangement that supports the delivery of 'speedy justice'. We find it unacceptable that, in some locations, staff fulfilling this role are not treated as full members of the court team, with access to appropriate facilities. This is despite probation and HMCTS staff being civil servants within the same government ministry. The division has tried to address this issue over a number of years with limited success.

Do the Information and Communication Technology (ICT) systems enable staff to deliver a quality service, meeting the needs of all service users?

The new flexible IT provision is well received by staff. Only a quarter of staff interviewed did not believe that current national case management systems supported recording information promptly or is easy to access.

The lack of access to office mobile phones causes concern to staff. They gave examples of how this impacts on their effectiveness, for example, having to phone the office on their own phone and get a member of staff in the office to relay messages by phone to the person under supervision. This is necessary to avoid staff members' personal phone numbers being compromised. The division does have some mobile phones for staff to use when undertaking home visits and has issued guidance on their use; however, staff told us that they found them difficult to access.

Is analysis, evidence and learning used effectively to drive improvement?

Lessons learned are used to drive improvement and the division has regularly contributed to the national development of best practice. Staff have a good understanding of divisional performance measures. The division is also developing additional local data sets to help understanding of service requirements of those under supervision that are not currently covered by centrally provided data.

Appropriate assurance systems are in place. Managers use local supervision trackers to record staff supervision.

The division also uses QDOs (quality development officers) to review cases for compliance with policies and procedures, provide staff with advice on recording information and make presentations to local management teams. SPOs carry out supervision with staff during which cases are discussed. Some teams use a group approach, presenting cases to colleagues for reflective review.

The division seeks to innovate and build on the underlying evidence base. For example, it is involved in the IOM sex offender pilot and has run the Reconnect project. It is also developing the 'individual staff practice indicator report' (Inspire) tool, which reports on key aspects of offender manager practice and is being rolled out nationally.

The division's Serious Further Offence (SFO) review team works with staff so that lessons can be learned. The team analyses themes, shares them with senior managers and staff, and implements appropriate action, which is reviewed through action plans.

2. Case supervision

Our review of 128 cases showed that the division produces good quality work in assessment, planning, implementation and delivery, and reviewing. Overall, those under supervision were engaged in the delivery of their sentence and appropriate interventions were identified and undertaken. Generally, reviewing was not as strong as the other areas of case supervision, particularly in relation to risk of harm to others.

Strengths:
- Overall, assessment, planning, implementation and delivery, and reviewing were good.   - There was an appropriate level of contact with service users during the supervision period.   - Responsible officers generally classified the risk of serious harm correctly.   - Continuity of supervision was good overall, with most service users having one or two supervising officers for the whole period of supervision.

Areas for improvement:
- Contingency arrangements were not set out in all cases where they were required.   - Adequate plans were not always in place to address domestic abuse.   - Insufficient attention was paid to protecting actual or potential identified victims in over a quarter of cases.   - Formal written reviews were not always completed.   - Reviewing did not focus sufficiently on the risk of harm to others.

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?

In well over three-quarters of the cases we reviewed, the assessment focused on engaging people under supervision. This included considering individuals' diversity factors and personal circumstances and how these might affect their ability to comply with their supervision requirements. Service users were meaningfully involved and their views taken into account in more than three-quarters of cases. Their involvement is clearly recorded.

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

Almost all the cases reviewed identified offending-related factors and most analysed them sufficiently. The most common factors related to offending were thinking and behaviour, attitudes to offending, and family and relationships. In almost all cases, strengths and protective factors were identified, the most important being family and relationships, motivation to change, and employment. Of the cases reviewed, 18 per cent were subject to the IOM sex offender pilot and most cases drew sufficiently on available sources of information to complete the record. This activity was completed within an appropriate period following the start of the sentence or release on licence in most cases.

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

Inspectors found that risk of harm to others was clearly identified and analysed, and those at risk identified, in most cases. Just over half of service users raised concerns about domestic abuse and almost two-thirds about child safeguarding. Responsible officers classified the risk of serious harm correctly in almost all cases. Just under a quarter of cases did not include information from partner agencies when they should have.

Past behaviour and convictions were considered in almost all cases and more than two-thirds were MAPPA cases at some point, almost all at the lowest level (Level 1). Inspectors found that the assessment sufficiently focused on keeping people safe in over three-quarters of 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?

We found that people under supervision were not meaningfully involved in their sentence plan in almost a third of cases. In more than three-quarters of cases, however, diversity and personal circumstances were taken into account. Sufficient account was generally taken of the service users' readiness and motivation to change. More than three-quarters of cases set out how the requirements of the sentence or licence would be delivered and sufficient planning took place. In most cases, the planned contact was sufficient to support the person under supervision and almost all included a clear plan to engage them.

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

Planning generally addressed offending-related factors, set out appropriate services and was undertaken within a reasonable time from the start of the sentence or licence.

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

Inspectors found that planning sufficiently addressed risk of harm factors and prioritised the most crucial in almost three-quarters of cases. Necessary interventions

to manage risk of harm were planned in most cases, as was the involvement of other agencies in the case.

Necessary and effective contingency arrangements were not set out in more than a quarter of cases, and in a similar number the plans to address domestic abuse were not sufficient.

Adequate planning to address child safeguarding or protection was evident in more than three-quarters of cases and in a similar number, sufficient planning to keep people safe was undertaken within an appropriate timeframe from the start of the sentence or order.

2.3. Implementation and delivery	Good
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?

Inspectors found that the requirements of the sentence or licence started within an appropriate timeframe in most cases. In almost all cases, staff focused on maintaining an effective relationship with those under supervision, to enable them to complete their sentence or licence.

Inspectors saw a number of examples where the individual had been seen in custody prior to release, allowing a rapport to be built. This was then followed through on release, with supportive work with individuals under supervision to address their offending behaviour and also to provide practical help, such as assistance to open bank accounts, get official identification and register for medical treatment.

Supervisors showed flexibility in appropriate circumstances, such as when the service user had carer responsibilities or health problems.

Risks of non-compliance were identified and addressed promptly in most cases, reducing the need for enforcement action. Professional judgement decisions about missed appointments were appropriately recorded and enforcement action was taken when required in most cases. Responsible officers then sought to re-engage the person under supervision in the overwhelming majority of cases. There was an appropriate level of contact with prisoners prior to their release in most cases.

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

Sufficient services were delivered to address identified offending factors in more than half of cases and sequencing and timescales were appropriate in more than two-thirds. There was sufficient focus on protective factors in most cases, and appropriate services to support this. Services involving other organisations were well coordinated in well over three-quarters of cases.

Work with key individuals in the service user's life to support their desistance was well coordinated. We were pleased to see that continuity of supervision was well managed, with most cases overseen by just one or two responsible officers. Sufficient contact was made in well over three-quarters of cases. Engagement with local services to support desistance during the individual's sentence was good.

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

Inspectors found that there was sufficient contact with people under supervision to minimise risk of harm in most cases; however, insufficient attention was paid to protecting actual or potential identified victims in over a quarter of cases. Work with other agencies to manage risk of harm was sufficiently coordinated in more than three-quarters of cases. In most cases, there was appropriate engagement with key individuals in the service user's life to manage risk of harm, supported by home visits.

2.4. Reviewing	Good
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?

We found that reviewing considered compliance and engagement levels as well as relevant barriers, in most cases. Necessary adjustments were made where needed in more than three-quarters of cases, although service users were not meaningfully engaged in almost a third. Written reviews were completed in more than three-quarters of cases where required.

Does reviewing effectively support progress towards desistance?

Necessary adjustments were not made to the ongoing plan of work to take account of factors linked to desistance and offending in more than a quarter of the cases reviewed. Most focused on building up service users' strengths and protective factors. Input from other agencies informed more than three-quarters of reviews where appropriate, but written reviews were not formally completed in more than a quarter of cases.

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

In more than a quarter of cases, we found that reviews did not identify changes in factors related to risk of harm and in more than a third of relevant cases, adjustments were not made to the ongoing plan of work, where these were necessary to take account of the changes in the risk of harm.

Almost a third of cases that involved another agency in managing the service user's risk of harm did not include input from the agency in the review. More than a third of cases did not meaningfully involve the individual being supervised in their risk of harm review.

3. NPS-specific work

We found that the service offered by probation staff to courts is good, and this is recognised by sentencers. The high number of oral reports delivered on the day (with a written record) is appreciated by sentencers and helps to 'speed up justice'.

Inspectors found insufficient proposals for accredited programmes outlined in recommendations to courts. Staff acknowledged that the lack of a rate card or information on available programmes contributed to this. We found that intensive community orders (ICO) were used well as a viable option instead of custody for young men (aged 18 to 25 years).

The lack of domestic abuse and safeguarding checks where appropriate is a concern, especially where cases are targeted for management by CRCs. In some cases, staff reported – without checking – that there were no concerns about safeguarding or domestic abuse, only for callouts and convictions for domestic abuse to become apparent when the individual was accepted by the CRC.

Insufficient checking was also evident in harassment cases involving serious patterns of stalking behaviour. Inspectors also noted fines often being proposed where there was no feasible legal means of the service user paying them – for example, when an individual is street homeless, in financial difficulty or involved in high levels of acquisitive crime to support substance misuse.

We found that the division's victim contact scheme offered victims an outstanding service. Initial contact took place within an appropriate period of time and was followed up if no response was received. Victims received sufficient information about the scheme, were updated at appropriate points in the sentence and had their views taken into consideration.

Strengths:
• A good level of service is delivered to the court, and this is recognised by sentencers.
• The intensive community order is used well as a viable option instead of custody for young men aged 18 to 25 years.
• Appropriate information is provided to victims in almost all cases.
• All responsible officers keep victim liaison officers (VLOs) updated about the management of the person under supervision.
• Almost all victims are contacted about the potential release of the offender and given an opportunity to express any concerns about the release and their own safety.

Areas for improvement:
• Domestic abuse and safeguarding checks are not always undertaken where necessary.
• Proposals for accredited programmes are under-used.

- Fines are often proposed when there is no feasible legal means of the service user paying them.

- Nearly two-thirds of victims are not referred to other agencies or services.

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?

Up-to-date convictions and prosecution papers were available in almost all cases and service users were meaningfully involved in the preparation of their report. Inspectors felt that the report and advice did not draw sufficiently on available information in a quarter of cases.

Advice to the court considered factors related to the likelihood of reoffending and risk of harm in most cases, along with the service user's motivation and readiness to change. Diversity and personal circumstances were considered in almost all cases and in most there was evidence showing that the impact on known victims had been considered. An appropriate recommendation and sufficient record of the advice were evident in the great majority of cases. The most likely sentences to be proposed and imposed were a community order, supervision or rehabilitation activity requirement (RAR) or unpaid work.

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

Inspectors found that in most cases the assessment advice provided to the court was recorded for the purpose of allocation. Other relevant information was also communicated to the organisation responsible for supervision. All except three were promptly allocated (16 per cent to the NPS, 84 per cent to the CRC).

In more than half of cases, there were concerns that the person before the court was an actual or potential domestic abuse perpetrator or that it was not clear if they were. However, enquiries were only made to police domestic abuse units before the report was presented at court in just over a quarter of relevant cases.

Those enquires that were submitted received a reply before allocation in most cases. There were known to be current child safeguarding concerns in a quarter of cases, and in a further quarter it was not clear whether such concerns existed. Enquiries were made to children's services in just over half of the cases where they should have been. A response was received before court or allocation in almost three-quarters of these cases.

The risk of serious harm screening was full and accurate in almost three-quarters of cases, but the full analysis was not completed before allocation in one-third of cases where it was required. Almost all cases were assessed as low or medium risk of serious harm on allocation and inspectors thought this was mostly correct.

3.2 Statutory victim work	Outstanding
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.	☆

Does the initial contact with the victims encourage engagement with the victim contact scheme?

The division operates a devolved model, with VLOs based in local offices. The recent changes to the way that victims receive information following a high-profile case (not related to the North West) have had a significant impact on the work.

The North West has a very high take-up rate of the victim contact scheme. Two Police and Crime Commissioners (PCC) operate victims' hubs – contracted services to support victims of crime – to which VLOs are connected to improve victim contact. Almost all victims receive initial contact within an appropriate period of time following the offender's sentence. Letters were appropriately personalised in almost two-thirds of cases and almost all contained sufficient information to allow victims to make an informed choice on whether to join the scheme. All victims were given a named contact officer.

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

Appropriate information was provided to victims in almost all cases. Inspectors saw good examples of personalised letters addressed to victims, and high-quality parole board summaries, prepared by VLOs. If contact is not established by letter, VLOs try a range of other communications options to see if victims wish to be included in the scheme. Good records of contact with victims were kept in most cases.

Inspectors found almost all victims were supported and provided with appropriate information about the criminal justice process; however, almost two-thirds of victims in our sample were not referred to other agencies or services.

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

Victims should be contacted at appropriate points during the sentence, including before the offender is considered for release. The division does this well. Almost all victims were given the opportunity to comment on the offender's release and voice their concerns, including those about their own safety. In all cases sampled, inspectors found that responsible officers kept VLOs updated about the management of people under supervision.

Annex 1: Methodology

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 107 individual responsible officers, asking them about their experiences of training, development, management supervision and leadership. We held 32 meetings and focus groups, which allowed us to triangulate evidence and information. The evidence explored under this domain was judged against our published ratings characteristics.[9]

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 128 cases from across all 10 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.

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

Domain three: sector-specific work

We completed case assessments for two further samples: (i) 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 120 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 examined 20 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 how initial pre- and post-release contact was made, whether it 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 upon 10 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 victim contact service, 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

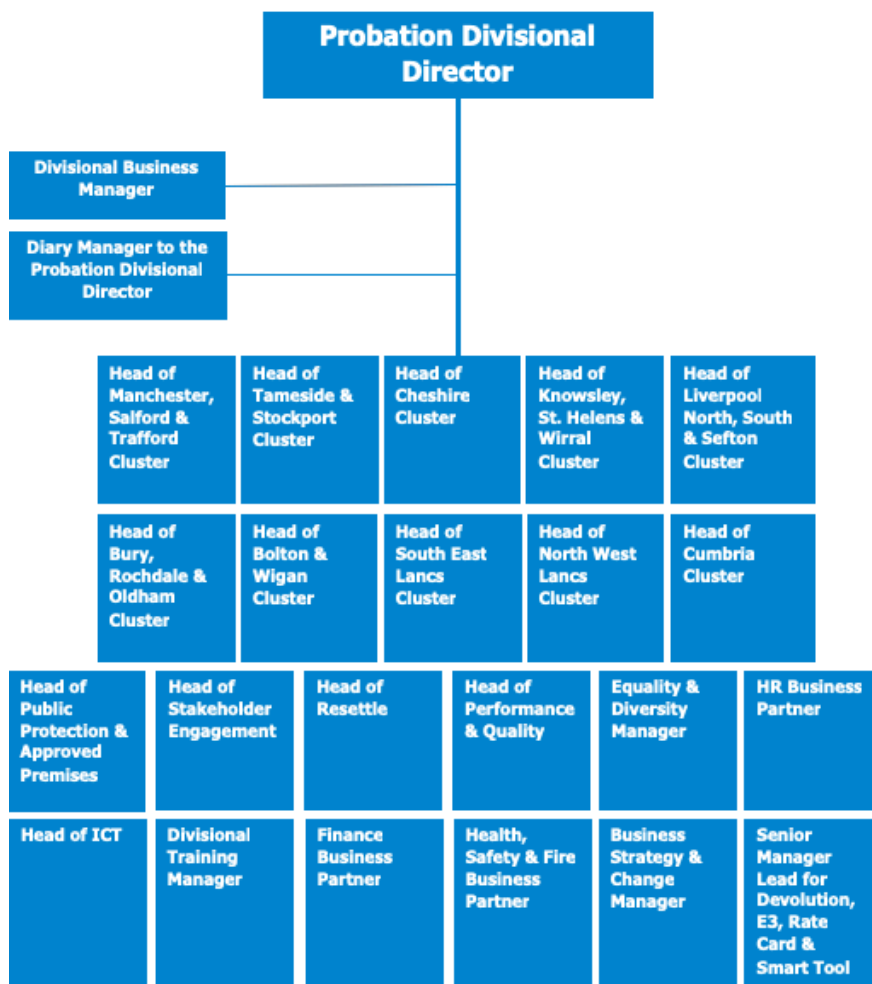| Standard/Key question	Rating/% yes
2.1. Assessment Assessment is well-informed, analytical and personalised, actively involving the service user	**Good**
2.1.1. Does assessment focus sufficiently on engaging the service user?	83%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	81%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	76%
2.2. Planning Planning is well-informed, holistic and personalised, actively involving the service user.	**Good**
2.2.1. Does planning focus sufficiently on engaging the service user?	75%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	80%
2.2.3. Does planning focus sufficiently on keeping other people safe?[10]	71%
2.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user	**Good**
2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	90%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	71%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	71%

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

2.4. Reviewing	
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user	**Good**
2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?	82%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	74%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	66%

3. NPS-specific work

Standard/Key question	Rating/% yes
3.1. Court reports and case allocation	
The pre-sentence information and advice provided to court supports its decision-making, with cases being allocated appropriately following sentencing	**Good**
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?	75%
3.1.2. Is the allocation of the case prompt, accurate, and based on sufficient information?	73%
3.2. Statutory victim work	
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	**Outstanding**
3.2.1. Does the initial contact with the victim/s encourage engagement with the victim contact scheme?	82%
3.2.2. Is the personal contact with the victim/s timely and supportive, providing appropriate information about the criminal justice process?	90%
3.2.3. Does pre-release contact with the victim/s allow them to make appropriate contributions to the conditions of release?	90%
3.2.4. Is there good communication between offender management and victim liaison to support the safety of victim/s?	80%

Annex 3: Operating model and map

Probation Divisional Director

- Divisional Business Manager
- Diary Manager to the Probation Divisional Director

| Head of Manchester, Salford & Trafford Cluster | Head of Tameside & Stockport Cluster | Head of Cheshire Cluster | Head of Knowsley, St. Helens & Wirral Cluster | Head of Liverpool North, South & Sefton Cluster |

| Head of Bury, Rochdale & Oldham Cluster | Head of Bolton & Wigan Cluster | Head of South East Lancs Cluster | Head of North West Lancs Cluster | Head of Cumbria Cluster |

| Head of Public Protection & Approved Premises | Head of Stakeholder Engagement | Head of Resettle | Head of Performance & Quality | Equality & Diversity Manager | HR Business Partner |

| Head of ICT | Divisional Training Manager | Finance Business Partner | Health, Safety & Fire Business Partner | Business Strategy & Change Manager | Senior Manager Lead for Devolution, E3, Rate Card & Smart Tool |

*N.B. All Heads of Cluster also have a strategic functional responsibility across the division. These are:*

- Extremism
- Serious Organised Crime
- Modern Slavery
- Compliance Project Service User Engagement
- Case Transfer
- Sex Offenders, Circles
- IOM/Polygraph Testing
- Workforce Planning
- Pathway PSO Leads
- Housing & ETE
- Business Planning
- Victims & Restorative Justice
- Learning & Development

- Recall Project
- Offender Deaths
- Drugs and Alcohol
- Health & Safety
- Safeguarding Adults & Children
- Troubled Families
- Domestic Abuse & MARAC
- Diversity and Equality/Autism
- Foreign National Offenders
- Hate Crime
- Women
- Youth to Adult
- Veterans
- Resettlement
- OMiC
- Electronic Monitoring
- Serious Further Offences

- MAPPA & VISOR
- Psychology Services
- Personality Disorder
- Mental Health
- Suicide Prevention
- IT Training
- Complaints
- Rate Card (FFU)

- Knowledge Management/ Dissemination of Learning
- Staff Health and Wellbeing
- Reward & Recognition
- Staff Engagement

National Probation Service
North West Division

National
Probation
Service

Key

15 — Approved Premises

DSH — Divisional Support Hub

Chesire — Local Delivery Unit Cluster

Liverpool — Prison

Altcourse (C) — Contracted Prison

Manchester (HS) — High Security Prison

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

List of Approved Premises

1. Bowling Green
2. Edith Rigby House
3. Haworth House
4. Highfield House
5. Bradshaw House
6. Wilton Place
7. St Joseph's
8. Chorlton
9. Withington Road
10. Ascot House
11. Merseybank
12. Adelaide House
13. Stafford House
14. Southwood
15. Bunbury House
16. Linden Bank
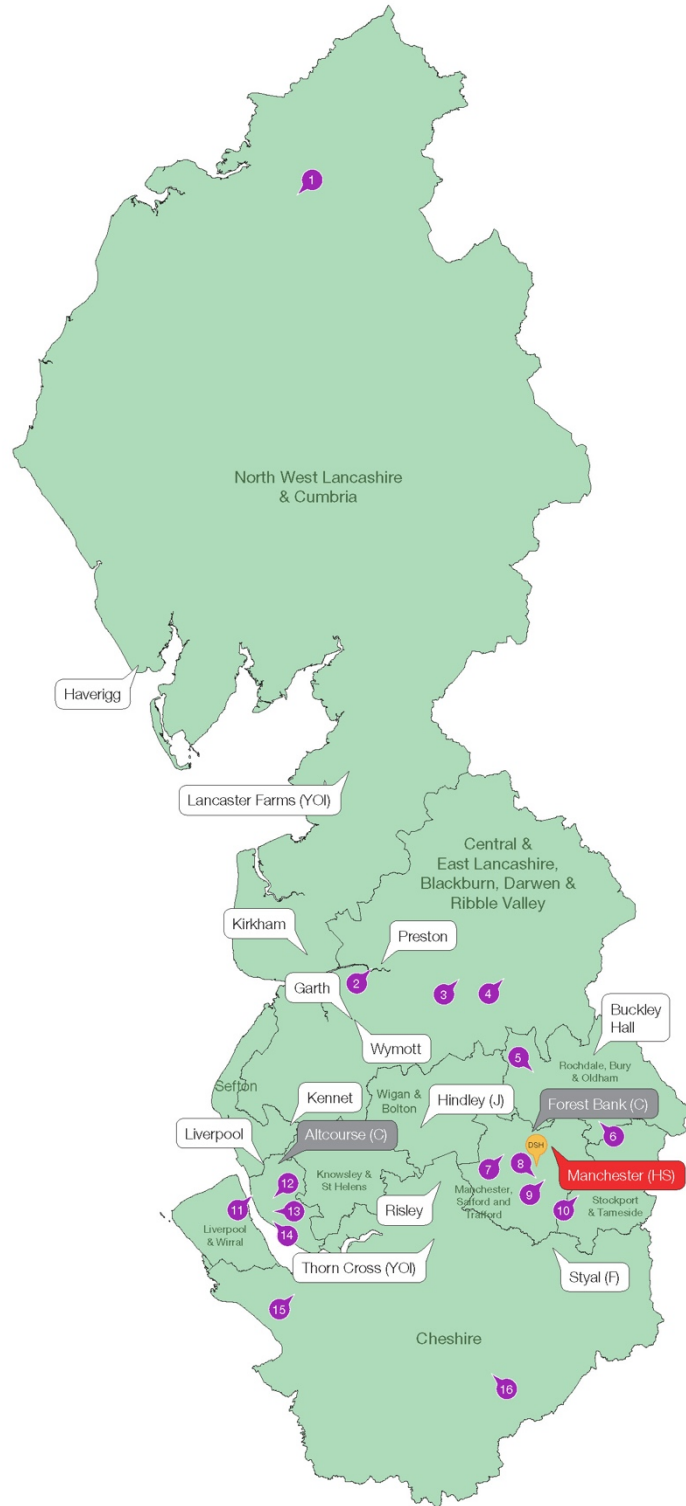
Annex 4: Glossary

Allocation	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
Approach	The overall way in which something is made to happen; an approach comprises processes and structured actions within a framework of principles and policies
Assessment	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
Assignment	The process by which an offender is linked to a single responsible officer, who will arrange and coordinate all the interventions to be delivered during their sentence
Barriers	The things that make it difficult for an individual to change
Breach (of an order or licence)	Where an offender fails to comply with the conditions of a court order or licence. Enforcement action may be taken to return the offender to court for additional action or recall them to prison
Business plan	A plan that sets out an organisation's objectives. It may also be known as an organisational plan or corporate plan
CAS	Case allocation system: a document that needs to be completed prior to the allocation of a case to a CRC or the NPS
Child protection	Work to make sure that all reasonable action has been taken to keep to a minimum the risk of a child coming to harm
Child safeguarding	The ability to demonstrate that a child or young person's wellbeing has been 'safeguarded'. This includes – but can be broader than – child protection. The term 'safeguarding' is also used in relation to vulnerable adults
Cluster	A grouping of adjacent local delivery units to assist in administration and monitoring. In the North West NPS division, a cluster or LDU covers either, a county, part of a county or a major urban area. There are 10 in total
Court report	This refers to any report prepared for a court to inform sentencing, whether delivered orally or in a written format
CRC	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present a low or medium risk of serious harm
Criminal justice system	Involves any or all of the agencies involved in upholding and implementing the law – police, courts, youth offending teams, probation and prisons

Desistance	The cessation of offending or other antisocial behaviour
Diversity	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
E3	E3 stands for 'Effectiveness, Efficiency and Excellence'. The E3 programme was created following the Transforming Rehabilitation programme in June 2014. The basic principle is to standardise NPS delivery, redesigning the NPS structure with six key areas of focus, including: community supervision, court services, custody, youth offending services, victims' services and approved premises
Enabling Environment Award	The Enabling Environments Award is a quality mark given to those who can demonstrate that 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 Collage of Psychiatrists
Enforcement	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
Engagement Index	The engagement index is derived from five questions in the national NPS staff survey on key indicators of staff engagement. These relate to: pride felt belonging to the NPS; recommendation as a place to work; personal attachment to the service inspiration to do the best in job role; and motivation to help achieve objectives
Equality	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
EQuiP	Excellence and Quality in Process: an 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
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
HMCTS	HM Courts & Tribunals Service is responsible for the administration of criminal, civil and family courts and

	tribunals in England and Wales. HMCTS is an executive agency, sponsored by the Ministry of Justice
HMPPS	Her Majesty's Prison and Probation Service: from 01 April 2017, HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the Ministry of Justice took on responsibility for overall policy direction, setting standards, scrutinising prison performance and commissioning services. These used to fall under the remit of the National Offender Management Service (the agency that has been replaced by HMPPS)
ICO	Intensive community order: an intensive community sanction for males aged 18-25 years old. The requirements of the sentence are more onerous with a multitude of demands on the restriction of liberty
Intervention	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 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
IOM	Integrated Offender Management: a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
Lammy review	The Lammy review, chaired by David Lammy MP, is an independent review of the treatment of, and outcomes for, black, Asian and minority ethnic (BAME) individuals in the criminal justice system (CJS).
Licence	This is a period of supervision immediately following release from custody, and is typically implemented after an offender has served half of their sentence. Any breaches to the conditions of the licence can lead to a recall to prison, where the offender could remain in custody for the duration of their original sentence
Local delivery unit (LDU)	An operational unit comprising an office or offices, generally coterminous with police basic command units and local authority structures

MAPPA	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
Ministry of Justice	The government department with responsibility for the criminal justice system in the United Kingdom
NPS	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
OASys/eOASys/ OASys R	Offender Assessment System: currently used in England and Wales by the CRCs and the NPS to measure the risks and needs of offenders under supervision
Offender management	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
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
PIPE	Psychologically informed planned environment: a service that is specifically designed to provide a safe and supportive environment. Practitioners work with service users in approved premises, to help them make the transition from prison to the community. There is a strong emphasis on interventions that have a psychology base
PO	Probation officer: this is the term for a responsible officer who has completed a higher-education-based professional qualification. The name of the qualification and content of the training varies depending on when it was undertaken. They manage more complex cases
Post-sentence supervision	Introduced by the Offender Rehabilitation Act 2014, post-sentence supervision is a period of supervision following the end of a licence. Breaches are enforced by the magistrates' court
PQiP	Professional Qualification in Probation, undertaken by those training to be a probation officer
Pre-sentence report	This refers to any report prepared for a court, whether delivered orally or in a written format
Providers	Providers deliver a service or input commissioned by and provided under contract to a CRC or the NPS. This

	includes the staff and services provided under the contract, even when they are integrated or located within a CRC or the NPS
PSO	Probation services officer: this is the term for a responsible officer who was originally recruited with no professional qualification. They may access locally determined training to qualify as a probation services officer or to build on this to qualify as a probation officer. They may manage all but the most complex cases, depending on their level of training and experience. Some PSOs work within the court setting, where their duties include writing pre-sentence reports
Quality development officer (QDO)	Quality development officer (qualified probation officer), part of the Quality Development Team carrying out audits of records and spreading best practice through feedback and presentations
Rate card	A directory of services offered by the CRC, for the NPS to use with its offenders, detailing the price
Rehabilitation activity requirement	From February 2015, when the Offender Rehabilitation Act 2014 was implemented, courts can specify a number of rehabilitation activity requirement days within an order; it is for probation services to decide on the precise work to be done during the rehabilitation activity requirement days awarded
Responsible officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
SFO	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
SPO	Senior probation officer: first line manager within the NPS
Stakeholder	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
Suspended sentence order	Custodial sentence that is suspended and carried out in the community
Transforming Rehabilitation	The government's programme for how offenders are managed in England and Wales from June 2014

Unpaid work	A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision. Since February 2015, unpaid work has been delivered by CRCs
VLO	Victim liaison officer
Workload management tool (WMT)	A tool to calculate the overall workload of an individual responsible officer. It takes into account numbers and types of cases