

An inspection of the National Probation Service in Wales

APRIL 2019

This inspection was led by HM Inspector Yvette Howson, 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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This publication is available for download at:

www.justiceinspectorates.gov.uk/hmiprobation

Published by:

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

We found dynamic, effective leaders, focused on providing a quality service. Staff hold leaders in high regard. They feel there is a learning culture, and professional development is encouraged. Effective systems are in place to monitor and improve performance and the process of learning lessons from case reviews, audits and complaints was effective.

There is a national shortage of probation officers. A national, cross-organisation strategy is needed, to build up the profession to the levels needed nationally in the NPS and CRCs. While leaders in this division have tried their best to mitigate the stress associated with being over-burdened with work, the fact is that some probation officers have unacceptably high workloads.

Stakeholder engagement is good and includes the Welsh government as some services are devolved. A wide range of services is in place to meet offending-related needs, but access in some rural areas is more limited, and some services available from the Community Rehabilitation Company are underused by the NPS.

We found that pre-sentence reports assisted judges and magistrates to decide on the most appropriate sentence, and subsequently, individuals were sufficiently involved in the planning and delivery of their sentence. Assessments identified and analysed offending-related factors and sentence planning was focused on keeping others safe. Supervision started promptly and the individual's progress throughout the sentence was kept under review. The service provided to victims who had opted into the victim contact scheme was excellent.

There were shortfalls, however. Information from child and adult safeguarding agencies was not consistently requested. Relevant information about individuals subject to supervision was not routinely shared with the prisons or police. In some cases, supervision was not sufficiently focused on addressing factors related to offending. And there were extremely lengthy delays before individuals could start offending behaviour programmes. Delays of this nature are plainly unacceptable: they seriously undermine the prospects of success in the programme itself.

As we have previously reported, the centrally-managed facilities management contract is not working well. There have been some recent improvements, but the priority given to repairs and the length of time taken to complete work to the required standard still falls short of the requirements of the contract.

Overall, the division is performing to a good standard. I hope that our findings and recommendations help the division to improve further.



Dame Glenys Stacey
Chief Inspector of Probation

Overall findings

Overall, NPS in Wales 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 the three domains are described here:



Our key findings about the organisation were as follows:

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

NPS in Wales is well led and has a clear strategy for delivering a high-quality service. Staff understand the business and delivery plans. There is a collaborative approach to working with other organisations and effective liaison with stakeholders. Some services in Wales are devolved, which requires engagement with the Welsh government. Risks to the service are understood and plans are in place to mitigate them.

- **Some probation officers' workloads are too high**

As with other NPS divisions, Wales has a shortage of qualified probation officers. Vacancies for other grades of staff in Wales are not as acute. We found that for probation officer grades almost half of probation officers had workloads that were too high for them to deliver a high-quality service consistently.

Leaders have used various approaches to address the problem including strategies to support frontline staff, deploying agency staff and paying permanent staff overtime, as well as creating specialist custody teams and using probation service officers (PSOs) to support case managers. Despite staff shortages, staff are performing well and sickness rates are low.

- **Professional development is encouraged but not always accessible**

Professional development is encouraged for all grades of staff, but some staff felt that they did not have access to suitable training for their grade or role. This was especially the case for those who had many years' experience. Sufficient attention is paid to monitoring and improving staff engagement levels. The division has produced bespoke operational guidance to maintain the professional skills of its staff.

- **There is a range of services to meet offending-related needs, but the division does not make full use of services commissioned through the Community Rehabilitation Company (CRC)**

NPS in Wales has an up-to-date assessment of the profile of risk and needs of the offender population. A range of services is available, some commissioned via the CRC rate card (directory of services) and some co-commissioned with other agencies. Some interventions are working well and a good range of services is available for women. We found, however, that staff do not make full use of all the services commissioned through the CRC. Staff absences,

and the lack of national training for programme facilitators in the NPS, has resulted in unacceptably long waiting lists for accredited programmes.

There are good working relationships with the CRC and Police and Crime Commissioners (PCCs), partners in the Multi-Agency Public Protection Arrangements (MAPPA) and police officers involved in the Management of Sexual Offenders and Violent Offenders (MOSOVO). Despite this, information exchange to manage individuals' risk of harm was not always effective. The process that is in place is not understood or applied consistently by NPS staff.

- **Management information is comprehensive. The centrally-managed facilities management contract is not working well**

Policies and guidance are in place and enable staff to deliver a high-quality service. Effective systems are used to monitor and drive improvement. All staff have a good understanding of the performance of the division.

Information and communications technology (ICT) systems enable staff to plan and deliver work promptly. Lessons learnt from Serious Further Offences and audits are generally embedded in practice.

The centrally-managed facilities management contract is not being delivered to the required standard. A national taskforce to resolve escalated business-critical cases was recently established. Nevertheless, the priority given to tasks and the time it takes to complete a job remains problematic. The division is aware that not all offices are sufficiently accessible to staff and service users.

Due to the inconsistent supply of staff (from the contracted provider) to cover out of hours' arrangements for approved premises, the division has deployed an additional member of staff at the division's own expense each night as a contingency.



Our key findings about case supervision were as follows:

- **Practitioners understood and analysed the reasons why individuals offended**

Responsible officers involved individuals in their assessments, which focused on factors linked to their offending. The individual's diversity and personal circumstances were considered appropriately. Information from other sources was used, where relevant. Practitioners correctly assessed the potential and actual risk of harm posed to others.

- **Planning was good overall and focussed sufficiently on keeping people safe**

Individuals were included in the planning of their sentence. The plans took account of personal circumstances that may affect engagement and compliance. The plans reflected offending-related factors and prioritised the most critical. Plans to keep other people safe were satisfactory.

- **Initial contact was prompt, but there was not always sufficient focus on addressing offence-related needs**

Initial contact with individuals subject to supervision was made promptly after sentence. Levels of contact with those in the community and those in custody were good but there was not always sufficient focus on offence-related work. The waiting time before an individual could start an accredited programme was much too long in some instances.

- **Reviews of progress were kept up to date**

Assessments and plans were kept under review and individuals were involved in reviewing their progress. Changes to the plan were made in response to changes of risk of harm to others. Reviews paid sufficient attention to keeping others safe.



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

- **Court reports and case allocation**

The division has satisfactory arrangements in place for preparing court reports. Reports were of a good standard. The NPS strategic lead meets regularly with court team managers. Cases were allocated promptly to the probation provider, but in some cases they did not contain sufficient information to enable the provider to start supervision of the individual. Child and adult safeguarding information was not always requested, nor were risk of serious harm assessments completed in all relevant cases.

- **Statutory victim work**

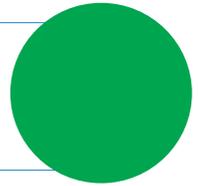
The division has five dedicated Victim Contact Units which manage a total of 2,466 active cases. An excellent service was provided to those who opted into the victim contact scheme. Victims receive clear information about what to expect from the criminal justice system. Staff in the units receive regular updates about individuals who are sentenced and obtain information about licence conditions. Responsible officers work well with victim liaison workers, sharing information about an individual's release from custody. Victim liaison workers are appropriately involved in MAPPAs.

Service: NPS in Wales

Fieldwork started: November 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

Outstanding



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 nine recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in NPS in Wales.

NPS in Wales should:

1. review and actively manage workloads to ensure an equitable and efficient distribution of work
2. make appropriate and effective use of the services provided under commission from the CRC
3. improve the process for obtaining relevant information from children's services and domestic abuse units in all relevant cases
4. undertake risk of harm assessments in all applicable cases
5. improve the use of the ViSOR database to share information with police and prisons
6. ensure that individuals are able to start accredited programmes promptly after sentence, or as soon as they are ready to do so
7. ensure that efficient and effective use is made of PSO resources.

Her Majesty's Prison and Probation Service (HMPPS) should:

8. recruit sufficient probation staff to fill vacancies in the NPS in England and Wales.

The Ministry of Justice should:

9. ensure that the process for reviewing work orders in the facilities management contract prioritises public protection.

Background

An explanation of probation services

Around 260,000 adults annually are supervised by probation services.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 all individuals released from prison for a minimum of 12 months.²

To protect the public, probation staff assess and manage the risks that offenders pose to the community. They help to rehabilitate offenders by dealing with problems such as drug and alcohol misuse and lack of employment or housing, to reduce the prospect of reoffending. They monitor whether individuals are complying with court requirements, to make sure they abide by their sentence. If offenders fail to comply, probation staff generally report them to court or request their recall to prison.

These services are currently provided by a publicly owned National Probation Service (NPS) 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, in those cases where the court requests information, and manages those who present a high or very high risk of serious harm or who are managed under Multi-Agency Public Protection Arrangements (MAPPAs). CRCs supervise most other offenders who present a low or medium risk of harm.

The NPS comprises seven divisions: six across England and one in Wales. Services are provided in-house, commissioned from the CRC and delivered alongside external agencies, including free-to-use facilities. 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.

NPS in Wales

NPS in Wales covers the whole of Wales, which has a mix of urban and rural areas creating different challenges and opportunities. There are five geographical local delivery units, covering 22 local authorities. NPS in Wales is coterminous with Wales Community Rehabilitation Company (CRC). There are four approved premises (APs) and five prisons, one of which is privately managed.

For more information about this division, please see Annex 3 of this report.

The role of HM Inspectorate of Probation

Her Majesty's Inspectorate of Probation is the independent inspector of youth offending and probation services in England and Wales. We report on the effectiveness of probation and youth offending service work with adults and children. We inspect these services and publish inspection reports. We highlight good and

¹ Ministry of Justice. (2018). *Offender Management Caseload Statistics as at 31 March 2018*.

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.

poor practice, and use our data and information to encourage high-quality services. We are independent of government, and speak independently.

HM Inspectorate of Probation standards

Organisations that are well led and well managed are more likely to achieve their aims. We inspect against ten standards. These standards are based on established models and frameworks, which are grounded in evidence, learning and experience. They are designed to drive improvements in the quality of work with people who have offended.³

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

6,855

The number of individuals supervised by NPS in Wales ⁴

4,871

The number of MAPPA eligible individuals managed by NPS in Wales ⁵

47.3%

The proportion of NPS in Wales 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 for all England and Wales was 77%, against a target of 75% ⁷

51%

The proportion of positive completions of licences and, where applicable, post-sentence supervision periods by the NPS. The performance figure for all England and Wales was 55%, against a target of 65% ⁸

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% ⁹

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

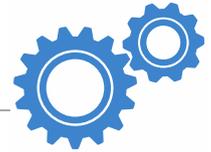
⁶ Ministry of Justice (2018). Proven reoffending statistics, October to December 2016 cohort.

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 19, community performance quarterly statistics, April 2017-June 2018, Q1.

⁹ Ministry of Justice (2018). NPS Service Level 1, Community performance quarterly statistics, April 2017-June 2018, Q1.

1. Organisational delivery



The senior leadership team has a clear strategy for delivering a high-quality service. Staff understand the strategy. Addressing staff shortages is a priority. There are strategies in place to reduce the impact of high workloads but in some areas of the division workloads are unmanageable. The division has an extensive range of services, some of which are co-commissioned with other agencies, but staff do not make full use of the services provided by the CRC. Services provided to the courts and to victims of serious offences work well. Staff understand how their work affects the performance of the division. Policies and guidance are in place and accessible to staff. Information technology has been upgraded and provides an improved service. The delivery of centrally-managed facilities management contract is insufficient. The escalation process is not effective, with too many high priority referrals unresolved.

Strengths:

- The management structure, strategy and delivery plans enable the division to deliver a high-quality service.
- Divisional leaders are held in high regard throughout the organisation.
- Stakeholders are engaged effectively.
- Performance measures are in place to drive improvement.
- A range of services is available to respond to offending-related needs.
- Lessons are learned from audits and from reviews of Serious Further Offences.

Areas for improvement:

- Due to a shortage of probation officers, workloads are too high in some areas of the division.
- Services commissioned from the CRC are not fully used.
- The centrally-managed facilities management contract is not delivered to the required standard.

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 strategic aims for the NPS are outlined in the HMPPS annual business plan and implemented through a national operating model. Each division of the NPS produces a local business plan outlining how the model will be delivered. The plan for Wales incorporates national priorities, commissioning intentions and local priorities. The

management structure, process and delivery plans are clear and there is a process for tracking and reviewing progress.

There are five local delivery units (LDUs) in the division. Each is led by a senior manager responsible for maintaining local strategic links. In addition, heads of LDUs hold the divisional strategic lead for an operational business area, such as the Welsh language scheme, equality and diversity, and unpaid work. Four other senior managers are responsible for strategic work across Wales. Team managers told us that divisional leaders provide clarity about the direction of the organisation.

Senior managers demonstrate a commitment to high-quality work with those under supervision. Almost all responsible officers interviewed stated that the division prioritised quality. We found a forward-thinking, motivated leadership team who support staff by prioritising resources for frontline services. Staff understand the operating model. The stated aim 'to be the best provider of probation services' was not cited, but staff we interviewed understood the ethos of providing a quality service. Staff engagement is good – higher on a number of indicators than the NPS overall. Leaders responded to issues raised in the November 2017 staff survey by preparing and implementing an action plan. There is a comprehensive staff engagement and communication strategy and several staff forums that give staff the opportunity to meet and provide feedback.

The outcomes of the annual service user survey in November 2017 were positive, albeit those participating stated that they wanted more involvement in their sentence planning, required more support with education and employment, and highlighted some obstacles that prevented effective engagement. In response to the survey, the division produced practice guidance to support operational staff to actively involve individuals in sentence planning. Each LDU head is responsible for addressing these obstacles to engagement at a local level, progress is monitored via the Wales delivery plan.

HMPPS in Wales has a service-user involvement project. Its objectives include a review of existing ways of involving individuals and identifying areas for improvement. Ultimately, the aim is to listen and understand the needs of those being supervised so service provision can be tailored to them.

An integrated approach to service delivery allows HMPPS in Wales to work across community and custody. Relationships with stakeholders are seen as crucial to effective service delivery. There is a comprehensive national strategy for engaging with stakeholders at a national, divisional and local level. The division is represented at relevant strategic groups, including those involving trade unions, prisons, CRCs, community safety partnerships, and Police and Crime Commissioners (PCCs). The division also works with the Welsh government on the provision of devolved services.

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

There is a clear understanding of the potential risks to the delivery of a high-quality service in the risk register. Each risk is described and graded in relation to the likelihood and impact, and allocated to a responsible senior manager. Mitigating actions are delivered within agreed timescales, and the register is actively reviewed and updated as required.

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

The NPS operating model describes how services will be delivered through: the courts; community supervision; custody; services to victims; youth offending services; interventions with people who have committed sexual offences; administrative services; and the management structure. Centrally-provided Probation Instructions (PIs) define how the operational process should be followed. Business plans and PIs are accessible to all staff on EQuIP, the NPS's web-based system.

The operating model supports a personalised approach and meaningful consistent contact with individuals who are supervised. Each person has an identified practitioner responsible for individualised casework. The team manager considers a range of risk factors before allocation.

The national staffing structure includes quality development teams. Quality development officers (QDOs) focus on promoting effective practice, undertaking observations and other quality assurance activity. Although QDOs have a probation officer grade role, they do not carry a caseload.

NPS in Wales has delayed the recruitment of its full complement of QDOs of one per LDU until workloads are more manageable. In the meantime, quality and scrutiny managers, based in the public protection business unit, undertake some work promoting effective practice. This decision deviates from the current operating model, but we thought it was a pragmatic interim solution to the current staffing situation, and prioritised support to frontline staff.

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

We judged that the workload of some members of staff was unmanageable. As with other NPS divisions, Wales has a shortage of qualified probation officers. At the time of the inspection, there were 235 probation officers in post against a target of 298. Vacancies for other grades of staff in Wales are not as acute.

Unfilled vacancies affect the workload of existing staff. Over one-quarter of the responsible officers interviewed stated that their workload was unmanageable. Senior and team managers (who line-manage an average of 12 staff), administration staff, and court staff (whose work is calculated differently) said that their workload levels fluctuated, but were on the whole manageable.

Some victim liaison officers told us their workload was unmanageable. Their average caseload is 150, but some have more than 240 active cases and that is plainly unmanageable. In the Civil Service staff survey, NPS staff across Wales were asked if they had an acceptable workload; just over half (52 per cent) said that they did, five per cent more than for the NPS as a whole.

We looked at the division's workload management tool used to track team and LDU caseloads. Almost half (44 per cent)¹⁰ of probation officers – particularly in the LDUs

¹⁰ Data viewed on-site at NPS in Wales.

in the north and south of Wales – have workloads that take them over 100 (as measured by the tool), with some exceeding 170 per cent. In our case inspection we found several Active Risk Management System (ARMs) assessments were not completed within the required six-week timescale. Probation officers stated this was due to workload pressures. A few staff told us that they had worked at home to catch up on outstanding tasks.

A workforce planning committee is chaired by the Divisional Director. The committee regularly produces planning forecasts for every grade of staff, prioritising recruitment for those areas where there is a pressing need. We found leaders carefully managing the deployment of staff to maximise productivity and to support frontline staff.

The division applies the NPS demand management strategy, which includes employing agency staff, paying staff overtime, running external recruitment campaigns and organising open evenings to encourage applications for trainee probation officers. Where necessary they also redeploy qualified probation officers who do not hold cases – for example QDOs. Some LDUs hold an administration afternoon every month, which allows staff to complete training, or to get assessments up to date. NPS Wales has also delivered resilience training, designed by the Forensic Psychology Service, to enable staff to identify individual warning signs of work-related stress and develop effective coping skills.

Weekly tasking meetings provide probation officers with caseload support. The meetings enable work to be deployed to probation service officers (PSOs) and administration staff, to deal with the dynamic and reactive nature of an NPS caseload. We found, however, that caseload support has not led consistently to more manageable workloads for probation officers and that insufficient use was made of PSO time. In addition to the tasking meetings, a more effective formal process is required for the distribution of specific tasks to PSOs.

The Offender Management in Custody (OMiC) model will require some probation officers to move into prisons to work as custody offender managers. Wales is an early adopter for the case management part of the model. Team managers have been allocated to each prison in preparation. A decision has been made to delay full deployment of probation officers to the prisons, however, because professional staff are already under pressure managing probation office workloads. Given the staffing situation this is understandable, albeit it may put the OMiC roll out timetable at risk – especially if other divisions are doing the same.

In this division, responsibility for offenders will remain with the community responsible officers until the full OMiC case management model has been tested. Testing will then help inform the roll out of case management across England and Wales.

To address probation officer recruitment in the longer term, the division has recruited 70 staff to undertake the Professional Qualification in Probation (PQiP) training. In March 2019, 20 are expected to qualify, with another 20 in September 2019 and a further 30 by March 2020. It is expected that staffing levels will reach the projected level – allowing for natural wastage – once all trainee probation officers are qualified.

Under these arrangements, it will take at least 18 months before probation officers have more manageable workloads and newly qualified probation officers have sufficient experience to deal confidently with the range of issues across the NPS case spectrum. Despite staff shortages, staff are performing well, morale is high and absence rates low.

Residential workers for approved premises work day, night and weekend shifts. Two staff are required on duty during the night. The national facilities management contract provides the second member of staff, who undertakes security and monitoring work. Two agencies offer this service in Wales, one in North Wales and the other in South Wales.

Approved premises managers told us that they were frequently informed at very short notice that agency staff were not available for the shift, requiring them to find alternative cover immediately. In one approved premises, only eight shifts were successfully covered over a two-and-a-half-month period. The division have held many meetings with the contract suppliers in order to improve cover but it has not improved to the extent required. To avoid potential safety risks for staff, the division has, since April 2018, provided a member of staff to be on duty each night, as part of the contingency plan.

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

Managers are aware that the staff profile in some parts of the division does not reflect those that are supervised. NPS divisions are required to monitor the diversity of staff and to achieve 60 per cent staff declaration rates across four protected characteristics. This is the minimum level considered necessary by the Ministry of Justice (MOJ) for validity reasons. This target has not been met. The division is not sure why staff do not disclose this information. The senior team continue to encourage staff to complete the diversity monitoring forms.

All grades of staff have defined roles set out in the operating model. Team managers assign individuals to a practitioner using the nationally defined case allocation criteria. This process is monitored and adjusted when necessary. Most responsible officers stated they were assigned cases for which they had skills and training.

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

The majority of responsible officers stated that team managers were visible and supportive. They said they received supervision that improved the standard of their work and helped them to sustain it. A small proportion of team managers, senior managers and administrators told us that although they had regular, sometimes daily conversations with line managers, not all had formal supervision. The appraisal system is effective and is linked to performance objectives. Capability issues were identified and there is an established process for addressing poor performance.

Are arrangements for learning and development comprehensive and responsive?

The Human Resources Directorate in HMPPS is responsible for learning and development. The national training team deliver professional skills training across the NPS and national trainers are based within each division. A national training plan is produced to meet NPS demand. Staff informed us that they often had to travel long distances to undertake the training as it was rarely available locally.

Divisional training teams, managed centrally, are based in each division and work in partnership with the Divisional Director and LDU heads. The main priorities are appropriate in our view: the PQiP, PSO vocational training and continuing professional development. The learning and development forum, chaired by the divisional training manager, meets every two months. The aims and objectives are to

coordinate training activity, provide a schedule of training to meet the needs of the division and ensure all staff complete mandatory training.

The MoJ launched 'myLearning', a learning management system, in November 2018. It aims to improve the learning experience. It is seen by HMPPS as a significant step forward – training can be planned, overseen and recorded. We were informed that a Wales training needs analysis will be undertaken after 'myLearning' is embedded.

NPS Wales has produced bespoke operational guidance. *The Practice Companion* provides all staff with a collection of tools prompting staff to be more reflective in their work. It focuses on engagement, risk assessments, sentence planning and reviewing. The NPS has also developed risk of serious harm (ROSH) guidance, which aims to influence thinking and decision-making on the assessment and management of risk of harm posed to others. Each LDU has a best practice learning group and action plan. There is also a learning manual, a collection of all the lessons learned and development processes used across NPS Wales. All staff we interviewed said that professional development was encouraged.

Responsible officers stated that workload pressures mean they do not always attend the training sessions available to them. Some staff access training through local partners, which they find useful. Probation officers being trained are content with the level of training they receive. In Wales, PQiPs complete extra training to work in court and with those who have committed sexual offences. New national training for victim liaison officers was launched in November 2018; it includes a workbook and classroom training is to follow in early 2019.

The learning and development needs of court staff were not adequately met. It was a challenge for them to be released consistently to attend training. They told us that their induction did not follow a set programme and that they had to learn on the job.

Shadowing opportunities are available to improve staff's understanding of the roles and functions of different HMPPS departments in Wales. This initiative was piloted in South Wales, and has been well received by participants. Peer support and collaborative learning was evident across the organisation.

Do managers pay sufficient attention to staff engagement?

Throughout the organisation we found enthusiastic staff who enjoyed their work and were committed to delivering high-quality work. Staff feel that they can express their views at several staff forums and are able to engage and provide feedback. The division has a reward and recognition committee. We saw that there were regular nominations for exceptional practice. NPS Wales had a winner in the 2018 National Probation Service Awards.

Most staff stated that there was a sufficient focus on their well-being. Peer led well-being groups are held in each LDU. Staff are also encouraged to use the free and confidential employee assistance programme available 24 hours a day. Court staff were in a minority: some told us there was insufficient focus on their well-being. Their work in courts exposes them to explicit material, which at times they find quite distressing. Not all staff were aware of the employee assistance service, and others did not feel they have enough time to benefit from it. The organisation responded appropriately to making reasonable adjustments, when required. The low absence levels in the division are commendable.

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?

The offender needs analysis for the division was current and included a profile of offending-related and desistance factors. The analysis indicates areas that are most linked to re-offending and where services needed to be targeted. Data on previous spending, information on the availability of other services and feedback from staff inform the commissioning process.

Data on offenders’ protected characteristics was incomplete. Individuals’ preferred language for service delivery was not consistently recorded. Data on disability was recorded for 90 per cent of those supervised across Wales; however, in one LDU no data was collected on 27 per cent of the caseload. Race was recorded in 94 per cent of cases overall, but in the same LDU data was not collected for 16 per cent of the caseload. Religion was recorded in 84 per cent of cases overall, but the poorest performing LDU did not collect this data on 37 per cent of the caseload. Sexual orientation was recorded in 88 per cent overall, but again one LDU did not collect this data on 26 per cent of the caseload.¹¹

Does the organisation provide the volume, range and quality of services to meet the needs of the service user?

Significant demands are placed on service delivery because of NPS Wales’s geography and rural areas. The number and range of services vary across the division, with less provision in some rural areas. Some services are commissioned from the CRC via the rate card, but are not always available to individuals who pose a high risk of harm to others.

The division is committed to providing equally for English and Welsh speakers and all services can be provided in Welsh in all locations.

Wales and the Police and Crime Commissioners (PCCs) have co-commissioned a substance misuse service across Wales, including the Dyfodol scheme which operates in the South Wales police area. A worker is appointed to an individual at the point of arrest, retains contact throughout the court experience, and oversees services during the period of supervision. We were informed that this service has an engagement rate of 91 per cent;¹² under the previous provision it was less than 50 per cent. This is a positive example of a service provided in response to an identified need.

Quarterly review meetings are held with contract providers to gain an understanding of new and emerging drugs and determine how best to support individuals who use them. As part of these efforts, a guide for staff was published on the use of psychoactive substances.

Finding accommodation for service users is an ongoing challenge; in some areas of Wales there is none available. Those who commit offences are rarely considered a priority for housing and consequently, it can be difficult to move people on from

¹¹ Data has been rounded to the nearest whole number.

¹² Data viewed on-site at NPS in Wales.

approved premises. NPS in Wales recently recruited a divisional lead for accommodation; they are responsible for brokering arrangements between accommodation providers and LDUs to gain better access to appropriate housing. A single point of contact for housing is based in each LDU. They have quarterly meetings with the new accommodation lead.

Offenders with a severe personality disorder generally have highly complex needs that create challenges for both criminal justice and NHS staff, when it comes to managing and treating them. Approximately two-thirds of prisoners meet the criteria for at least one type of personality disorder. The Offender Personality Disorder Pathway (OPDP), is co-commissioned and managed by Public Health Wales and the HMPPS in Wales. Responsible officers identify and assess factors linked to offending, and manage male and female offenders. The pathway aims to reduce levels of offending, improve the individual's psychological health and well-being, and improve the skills, confidence and attitudes of staff working with offenders who have a personality disorder.

The Forensic Mental Health Team works with responsible officers to produce psychologically informed sentence and risk management plans and provide training and consultancy. Two-thirds of the division's caseload has been screened. An evaluation has revealed that staff are far more psychologically informed and confident than previously in how they assess and engage with individuals. Staff spoke enthusiastically about the service, describing it as a positive development. They feel better equipped to work with those with complex needs, and believe the service has filled a significant gap.

The Forensic Psychological Service (FPS) also provide responsible officers with consultancy through the High-Risk Community Pathway and the Wales Integrated Serious and Dangerous Offender Management (WISDOM) project. This project extends the principles of integrated offender management to those assessed as high-risk of harm to others. The WISDOM model operates from co-located units and involves representatives from police, probation, prison, mental health, and Personality Disorder Pathfinder, among other partners. Collaboration allows for an enhanced and more intensive risk management process.

There is a shortage of mental health provision across Wales. The NPS has attempted to engage with mental health services, but they are frequently unable to provide a service. Responsible officers often find that the threshold is so high that those supervised do not meet the criteria for mental health support. Over 51 per cent of the caseload have a mental health condition. Most people are referred to their general practitioner for assistance.

An innovations grant from HMPPS has funded the brain injury link worker's services in one prison and one approved premises. Nearly 200 staff in HMPPS in Wales have been trained in brain injury awareness since the link worker has been in post. Since July 2018, 56 approved premises residents have been screened. Positive outcomes have included supporting residents into housing and linking prisoners with a doctor on release. The link worker provides the service in Welsh when required. HMPPS in Wales has funded an extension to maintain the service until October 2018 in advance of the full evaluation report being made available to support longer term funding options.

PSOs are trained to deliver a national programme of targeted supervision in a group setting. The programme can be delivered individually, but can also be adapted for delivery within a group. Ten sessions focus on practical issues, which may include:

an induction and briefing about the individual's responsibility while subject to supervision; life skills coaching; and work to improve community integration. Individuals may also be referred to other services that can provide ongoing support. Failure to attend a session could lead to warning or breach proceedings. Group supervision may relieve probation officers of some of their workload, while the case remains allocated to the PO. The division will be conducting an evaluation of the effectiveness of the programme.

Women represent five per cent of the division's caseload. There is a senior lead for the division and a women's single point of contact for each LDU. All women are asked if they want to be allocated to a female member of staff. Provision of women-only reporting is not always viable, but in some areas access to bespoke services delivered at women's centres is available. This valuable provision, in a gender-specific safe environment, offers women access to a range of specialist services through a 'one-stop-shop' approach. Interventions aim to address the women's needs holistically, rather than offending behaviour in isolation. The centres provide some women with the opportunity to attend in a voluntary capacity after their court orders have finished.

The Welsh government has a strategy known as the Female Offending Blueprint which aims to ensure early intervention to keep women out of the criminal justice system and, in particular, custody. The strategy is awaiting ministerial sign off. A dedicated women's senior probation officer has been recently appointed. They will be responsible for implementing the work as a result of the blueprint. There are no approved premises for women in Wales, although women are accommodated in approved premises in England. Responsible officers liaise closely with approved premises staff and individuals being supervised to maintain contact, monitor the achievement of sentence plan objectives and support move on plans. When possible, they visit the approved premises or keep in touch by phone.

Options for female residential units in Wales are being explored, as part of the implementation of the MoJ's female offender strategy. The purpose of the residential units is to help women who are assessed as low risk of harm to others, with issues such as finding employment and substance misuse rehabilitation. NPS in Wales is working closely with partners on this agenda. The women's Integrated Offender Management Pathfinder programme is a specific integrated, multi-agency approach to managing women who come into contact with the criminal justice system in Wales. It includes a pre-court diversion scheme and a psychologically informed approach to working with women.

More than one-quarter of those supervised by the division have committed sexual offences and five per cent of the caseload have a polygraph condition on their licence. The Divisional Sexual Offenders Unit (DSOU) is responsible for delivering sexual offending programmes across the division. The primary accredited programme delivered is Horizon, a nationally accredited group programme designed for medium risk male sexual offenders. It is delivered across multiple sites.

Staff absence levels in the team and the lack of available national training to deliver Horizon have resulted in long waiting lists. Some individuals have waited over 12 months, which is plainly unacceptable. Three senior probation officers are now trained to deliver the training to programme facilitators, making it possible to speed up delivery. It is anticipated that by April 2019 there will no longer be a backlog of service users waiting to start the programme.

Maps for Change is delivered on a one-to-one basis. This is a toolkit for working with men who have committed sexual offences and who are assessed as posing a low risk of reoffending, for whom an accredited programme is unsuitable. As there is no group programme for women who have committed sexual offences, this programme is delivered to women on a one-to-one basis. Given the rurality of parts of Wales, the use of Maps for Change offered a flexible way of delivering focused work to address sexual offending. However, as we noted in our thematic inspection,¹³ some probation officers did not feel equipped to deliver it.

Circles of Support, funded by HMPPS in Wales, helps to address the isolation and vulnerability of service users who have committed a sexual offence. Organised by charity Circles UK, it provides volunteers with professional supervision to support sexual offenders to reintegrate into society after their release from prison. A full-time volunteer co-ordinator is in place to oversee the service. There are currently nine Circles of Support projects running across Wales, with another five being planned. This scheme is being decommissioned by the NPS due to cost; we were, however, pleased to note that Wales has chosen to continue this provision.

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

The division works with one CRC. The rate card service directory is accessible to staff via EQuIP, which can track its use. HMI Probation's thematic report *Probation Supply Chains*¹⁴ found that staff in many NPS divisions were not making full use of the services commissioned via the rate card. We found this to be the case in Wales. We were given various explanations for this, including inconsistent provision and lack of coverage in some areas, with the result that some staff lacked confidence in the services provided by the CRC.

Some staff told us that some provision was inflexible and could not be tailored to individual needs; others were concerned about the quality and cost of services. The lack of data on outcome effectiveness may also have contributed to the low use of the provision.

The NPS holds regular service integration meetings with the CRC to review rate card submissions, the number of services to be purchased and issues concerning service provision. We saw minutes of regular meetings with the CRC to ensure that services are delivered in a way that meets the NPS's needs. NPS staff are also encouraged to make better use of the services commissioned via the rate card, rather than relying on services from providers operating before *Transforming Rehabilitation*, especially where there is limited assurance of the quality of provision.

The division has developed and maintained effective working relationships with other key mainstream providers. Partnerships in Wales include the Welsh government, the Justice in Wales Strategy Group, All Wales Criminal Justice Board, and Integrated Offender Management Cymru.

Operational delivery of services to address the Adverse Childhood Experience (ACE) agenda has been the central to the Welsh government's strategy in relation to children and the criminal justice system. A successful bid between Public Health Wales, four PCCs and four police forces across Wales, as well as key partners,

¹³ HMI Probation. (2019). *Management and Supervision of Men Convicted of Sexual Offences*.

¹⁴ HMI Probation. (2018). *Probation Supply Chains*.

including HMPPS in Wales, has secured project funding for this work from the Home Office until March 2020.

A key objective of the project is to have a competent and confident workforce which can respond more effectively to vulnerability using an ACE-informed approach. Training in how historic factors may have contributed to offending will be delivered to NPS staff and an ACE co-ordinator will be trained in each LDU. This will support the development of a multi-agency approach for early intervention. We thought this was a good example of organisations working together to identify and commission evidence based training to criminal justice staff.

NPS in Wales has nine staff who have been trained in specialist assessments and interventions related to counter-terrorism. The team provides advice on counter-terrorism training for all NPS and CRC staff in Wales to improve practice and compliance with the Prevent Duty contained in the *Counter-Terrorism and Security Act 2015*. There is a single point of contact for each LDU. The team attends meetings with the police across Wales.

There are four MAPPA strategic management boards and engagement in MAPPAs and with the MOSOVO police is appropriate. Representatives also attend Multi-Agency Risk Assessment Conferences (MARACs). We found, however, that information exchange between children's services and domestic abuse units was not as effective as it should be. Some requests for information did not receive a response within a reasonable timescale and some requests received no response at all. We expect NPS to work with police forces and local authorities to facilitate clear, detailed and speedy response to enquiries. Senior leaders acknowledge there is more work to do in this area.

Services to court

We conducted a survey and received responses from a small group of sentencers across Wales. The majority were pleased with the service the NPS provided to the court. They all stated that pre-sentence advice provided them with enough information to assist with sentencing. Areas of strength highlighted were: good communication, realistic proposals and well-trained enthusiastic, dedicated staff who took the trouble to understand what the magistrates are looking for. Areas for improvement suggested were: an increase in staff availability in court and greater clarity about the interventions proposed.

Despite this, they noted that court staff were helpful, with one commenting that they were "*a delight to work with*".

Services to victims

The division provides an excellent service to victims. An anonymous feedback survey is sent by the probation service to victims after an initial visit by a victim liaison officer. Information is extracted and analysed by the central HMPPS victims' unit and a report on the level of satisfaction with the service is provided to the division. The response rate was low, but of those who returned the survey, 100 per cent were satisfied with the service. The division is considering ways to increase the response rate.

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?

Policies to support the delivery of high-quality services are available on EQuIP, which includes the facility to alert staff to new processes. Policies are typically in the form of PIs and are reviewed nationally. The Effective Practice Division in the NPS has recently introduced '7-minute briefings', which provide practitioners with useful information and guidance.

NPS in Wales has an effective communications strategy: information is disseminated through an intranet, team meetings, teleconferences, middle manager conferences and newsletters. The Probation Divisional Director and Executive Director also visit LDUs. Since the ICT upgrade in July 2018, the division's communications team has collected data on the use of the intranet to see which topics have sparked the most interest.

HMPPS's communications department surveyed HMPPS staff in Wales in August 2018 to find out what their preferred source and communication channel was. The responses were analysed and used to inform future effective communication channels. Staff told us they had access to all the information they needed but on occasions felt overwhelmed and did not always have sufficient time to read it.

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

The division operates from 20 offices, 19 courts, 4 approved premises, and additional premises where probation staff are co-located with other agencies. Regular audits of premises have made the division aware that not all offices are accessible for people with disabilities, including staff and service users. When required, reasonable adjustments are put in place to facilitate access to relevant services. Staff told us that the offices they work in provide a safe and confidential environment in which to complete sensitive offending behaviour work with individuals. A policy to ensure that home visits are conducted safely is overseen by the team manager.

New NPS national contracts for facilities management have been in place since January 2018. There is one provider for North Wales and another for South Wales. Repairs can take a long time to complete, and the work is not always carried out to the required standard. The contractor and the NPS appear to have differing views about what should be considered a business-critical job.

Following an MOJ pilot initiative on approved premises, an MOJ Estates Directorate representative informed us that there is now a better escalation policy and that business-critical work should not be outstanding. During the inspection, however, we were informed that approved premises had over 120 outstanding work orders. Local offices hold the relevant information to manage property issues, but the division did not know the overall number of outstanding work orders across all the LDUs. Between September and November 2018, 21 business-critical outstanding work orders in Wales were escalated to the senior account manager for assistance. When this process was used the repairs were dealt with promptly.

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

All staff received the ICT upgrade in July 2018. The provision of laptops has given them greater flexibility to complete written work especially in remote areas of Wales. The ICT supports the production of required management information to monitor performance.

ViSOR is the confidential database that supports MAPPA. It allows the three MAPPA responsible authorities (police, probation and prisons) to exchange information and intelligence on violent and sexual offenders. We expect the NPS to have arrangements to ensure that key risk management information is routinely uploaded to the database. Nationally, enabling probation staff to have access to ViSOR has been a difficult process due to delays in vetting and, in particular, limited access to ViSOR training. NPS in Wales is addressing these issues and a clear plan to have all relevant staff vetted by April 2019 is in place. ViSOR training will start in early 2019.

In the interim, the division should have arrangements to ensure that NPS risk information, ARMS assessments and Offender Assessment System (OASys) risk management plans are loaded onto ViSOR. We were informed that the process involves the responsible officer emailing the ViSOR administrator. The evidence we found indicated that this is not being done routinely.

We reviewed 10 NPS cases which should have had ViSOR records. In all cases, a ViSOR record was created and the NPS was identified as the lead agency. In only one case, however, was there evidence of NPS risk management information having been uploaded onto ViSOR. In none of the cases had the most recent OASys risk management plan been uploaded. Of the nine cases where an ARMS assessment should have been uploaded, this had only been done in three cases. The absence of the latest risk management plans is of particular concern. We found when interviewing staff in groups and individually that their understanding of their responsibilities and the ViSOR process was inconsistent.

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

Performance measures are produced nationally. The quality of practice is monitored through Practice Improvement Tools (PIT) and Assessment Quality Assurance, as well as through management oversight.

NPS in Wales has processes in place for monitoring, analysing and improving performance. The best practice learning model provides a framework for promoting local approaches. The model is based on local LDU best practice learning groups that meet quarterly. Good practice is shared, areas for improvement are noted and addressed. The all-Wales best practice learning group is chaired by the Divisional Director and meets twice a year. Participants share information about initiatives that have been discussed at LDU learning groups, review LDU actions plans, and provide detailed feedback.

The quality development team drives the quality agenda. In Wales, the team sits within the HMPPS in Wales Operational Assurance and Performance Team. It delivers the core elements of the NPS's quality and effectiveness work programme. Activities include quality assurance work, promoting new practice guidance and embedding performance improvement tools. The team works closely with the LDU heads to compile performance action plans.

NPS in Wales has a bespoke learning manual, which includes information to facilitate Dysgu Cymru events, a local quality assurance process that involves auditing a

specific number of cases every month. Weaknesses in performance are identified and addressed.

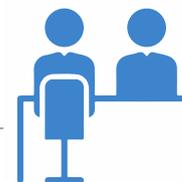
When the full team of QDOs are recruited, they will work with staff on a one-to-one basis. The current priority is to improve the quality of OASys risk management plans and assessments, and ensure that recording accurately reflects the work that has taken place.

Staff told us that they were aware of the performance of NPS in Wales. Management information enables individuals to access their own performance information. The NPS has a performance newsletter and a *Quality Matters* newsletter, a bite-sized effective practice summary for practitioners. We read the October 2018 edition on personality disorder and the importance of a psychologically informed approach. A weekly performance bulletin is sent to all staff.

The division has a team of quality and scrutiny managers (QSM) who complete SFO reviews and provide feedback. The QSMs are linked to each LDU and provide expertise on critical reviews and recent lessons learned. All LDUs received a briefing in response to the recently published HMI Probation independent SFO review.¹⁵ Responsible officers provided us with some examples of how their practice had changed. Approved premises staff are not routinely involved in learning lessons from SFOs. Given their role in the management of high-risk of harm individuals we think that this should be reconsidered.

¹⁵ HMI Probation. (2018). *Independent review of the case of Leroy Campbell*.

2. Case supervision



Responsible officers use information from a variety of sources to produce good quality assessments. Productive relationships were established and maintained with those subject to supervision. Individuals were involved in the planning and implementation of their sentence. The assessments considered what aspects in the person's life may have contributed to offending, including past offending and behaviour. The plans addressed offending-relating factors and focussed on keeping others safe. Services delivered with other organisations were well coordinated. Individuals who were supervised were seen regularly but sometimes plans did not sufficiently show how implementation of offence-related needs identified in the plan would be addressed. Progress was kept under review.

Strengths:

- Staff formed and maintained productive relationships with individuals subject to supervision.
- Offending-related factors were accurately identified and analysed.
- Those who were supervised were seen often enough to support desistance.
- Joint working with other agencies to keep people safe was good.
- Initial contact with those subject to supervision was prompt.
- Assessments and plans were kept under review.

Areas for improvement:

- Implementation did not always focus sufficiently on addressing desistance factors.
- Information was not requested from safeguarding agencies in all relevant cases.
- ARMs assessments were not completed within the required timescales.
- There were delays in starting accredited programmes.

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

Does the assessment sufficiently focus on engaging the service user?

In over three-quarters of the cases inspected, individuals were involved sufficiently in the completion of assessments. Most were completed within the required timescale following the start of the sentence or release on licence. Practitioners sought the individuals' views to inform the assessment in two-thirds of cases. Diversity needs and personal circumstances were assessed sufficiently in three-quarters of cases,

and in most instances, practitioners considered how barriers to engagement would affect an individual’s ability to benefit from interventions. We did, however, see a few examples of cases where a potential barrier was identified but there was insufficient analysis of the individual’s ability to comply and engage with the sentence. In the great majority of cases the individual’s readiness to change was assessed.

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

More than three-quarters of assessments focused on and analysed factors linked to offending and desistance. Practitioners used a variety of sources to inform their assessments. These included police and Crown Prosecution Service documents, pre-sentence and psychological reports. The information assisted practitioners to identify areas requiring specific attention to support change.

The offence analysis was sufficient for a similar number of cases. Staff assessed how previous behaviour was linked to present behaviour. This was demonstrated well in one case where during the sentence and prior to release from prison, the responsible officer maintained contact with an individual. A good rapport was established which uncovered a history of adverse childhood experiences in the form of abuse suffered as a child. The responsible officer gained a fuller understanding of the factors that influenced the offence and was used this to inform the supervision of the person.

Practitioners recognised strengths and protective factors in service users’ lives, such as motivation to change, accommodation, employment and supportive relationships.

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

We inspected 55 cases assessed as very high or high risk of harm to others and 41 assessed as medium risk of harm. Inspectors agreed with the risk of harm classification in all except five cases. These cases were assessed a high risk of harm; we felt they should have been classified as medium risk of harm. Concerns about domestic abuse or child safeguarding were present in 51 cases in our sample.

Assessments were focused sufficiently on the risk of harm to others in over three-quarters of cases. Practitioners described in detail specific concerns about the risk of harm to current and potential victims. Most assessments included details about past behaviour and previous convictions. Information from partner agencies, such as the police, victim liaison officers and children’s services were used and these agencies were involved appropriately. There were exceptions, however – more should have been done to contact domestic abuse units and children’s services in relevant cases. Many ARMs assessments were not completed within the deadline of six weeks.

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?

The service user engagement survey from November 2017 highlighted that those subject to supervision would like to be more involved in their sentence planning. We found two-thirds of people were meaningfully engaged in planning their supervision.

When done well, practitioners used and discussed information from the self-assessment questionnaire. We noted a case where a practitioner actively involved a vulnerable individual who suffered from ADHD and Asperger syndrome in agreeing the delivery of interventions in order of risk and need. Shorter sessions were used to maximise concentration.

In one-quarter of cases, planning did not sufficiently take into account the diversity or personal circumstances of people, including, for example, mental health or learning needs or the need for an interpreter. We were pleased to see that in most cases, planning took sufficient account of the individual’s readiness and motivation to change. Over one-third of plans did not set out how all the requirements of the sentence would be delivered, however, or in what timescales.

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

Most aspects of planning to support desistance were consistently good. In almost three-quarters of cases, planning focused sufficiently on reducing reoffending and supporting desistance. Plans addressed and prioritised key factors that contributed to the offending, such as: substance misuse; emotional well-being; relationships; and thinking and behaviour. Plans also identified which services were most likely to reduce reoffending, such as an offending behaviour programme. There were shortfalls, however. Some plans did not state how victim issues would be addressed. In some cases, there was no clear schedule of interventions for rehabilitation activity requirements (RAR).

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

Of the cases we inspected, 51 were MAPPA eligible, of which 2 had been accepted locally under category 3. Of the MAPPA cases in our sample, 82 per cent were managed at Level 1 and 18 per cent at Level 2.

Planning focused on keeping others safe in three-quarters of cases. We found sufficient evidence that plans included the right balance of both restrictive and constructive interventions, such as monitoring by police and offender behaviour programmes for men who have been abusive within an intimate partner relationship. There were effective links to other agencies in three-quarters of cases. We did find, however, that planning to manage risk of harm posed to children was insufficient in more than a quarter of relevant cases and a similar number did not sufficiently address domestic abuse offending. There was insufficient detail about contingency arrangements to address increasing risk of harm in more than a third of cases.

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 sentence user?

It was good to see that in most cases the requirements of the order were implemented promptly. This maximised the involvement of individuals, who are usually more motivated to engage at the beginning of their sentence. In almost all cases a professional, trusting working relationship was established with the individual

and maintained throughout the sentence. Where relevant, appropriate levels of contact established a working relationship, prior to the individual's release from prison.

When there was a risk of failure to comply with the requirements of the sentence prompt action was taken. Personal circumstances such as hours of employment, mental health, disability and mobility issues were considered. We noted an appropriate focus on those who were making the transition from youth to adult services.

Responsible officers used a reasonable amount of flexibility to enable completion of the sentence. Professional judgements in these circumstances were recorded. Enforcement action was taken promptly in almost all cases. In most instances, when the individual was recalled to prison or returned to court following a breach, the practitioner attempted to re-engage the individual, for example, by conducting a prison visit to explain why the decision to recall back to prison was made. In some cases, when an individual was re-released, we saw a 'fresh start' contract being used. We commend such efforts that improve the possibility of successful completion of the sentence.

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

Overall, the delivery of services to support desistance was sufficient in less than two thirds of cases. Although most individuals were seen often enough to have an impact on reducing reoffending and to tackle aspects of their lives that contributed to their behaviour, in some instances, there was too little emphasis on offence-focused work. Some offending-related areas identified in the assessment and plan had not been addressed.

In just over half of the sample inspected, sufficient interventions were delivered to address factors related to family and relationships, thinking and behaviour, and drug misuse. We found late referrals to accredited programmes, some several weeks into the order. Once the referral was made, it was unacceptable that many months passed before the individual started the programme. There were long waiting lists for programmes such as Building Better Relationships and Horizon. Services to help individuals with accommodation and education, training and employment were delivered sufficiently in three-quarters of cases.

We were pleased to find that collaboration with other agencies to support individuals was done well in over three-quarters of cases. Key individuals who are in a position to support the offender to desist from offending were engaged most of time when appropriate.

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

The delivery of services to support the safety of others was sufficient in almost three-quarters of cases. Probation officers actively involved other agencies and co-ordinated joint work to manage and minimise the risk of harm to others. We found excellent multi-agency working with those managed at MAPPA level 2, including joint home visits with MOSOVO police and well-coordinated services with those subject to the WISDOM project. Despite good multi-agency working, too often probation information was not shared on VISOR.

Sufficient attention was paid to protecting actual and potential victims in almost three-quarters of cases. Appropriate use was made of the information supplied

through the reportable incidents arrangements with the police. This semi-automated process enables probation caseload data and information on police incidents to be exchanged daily between the police and the NPS in South Wales. Responsible officers told us that this process is working well. Receiving daily information from the police assisted the effective management of the risk of harm posed to others.

Where necessary, information received enabled the responsible officer to act quickly to protect people from harm. In some instances, where appropriate, intelligence received had led to enforcement action being taken. It is expected that following a pilot this process will be implemented across Wales.

In the majority of cases, individuals were seen often enough to manage and monitor the risk of harm posed. Home visits were carried out in more than three-quarters of the cases when we would have expected them to have been.

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

Does reviewing focus sufficiently on supporting the service users’ compliance and engagement?

We expect that in each case, responsible officers monitor and review individuals under their supervision, and that their plans and actions are amended in response to the changes in risky behaviour.

We were pleased to see that written reviews focused on supporting compliance and engagement in almost all cases. Where required, changes were made to the ongoing plan of work. We noted that responsible officers increased the level of contact following a period of non-compliance. In a quarter of cases, we felt more could have been done to involve the individual in a meaningful way in reviewing their progress and in exploring barriers to effective engagement.

Does reviewing effectively support progress towards desistance?

We found that reviews effectively supported progress towards desistance in almost all cases. Practitioners were responsive to the possibility of risk changing in the event of a change of circumstances. When necessary, adjustments were made to ongoing work to take account of progress, such as a positive change in attitude following the completion of an accredited programme, or a negative change in behaviour following disengagement with substance misuse services.

Responsible officers used information from other agencies working with the individual, such as substance misuse services and employment, education and training, to inform the review. In all but one case there was a formal written record of progress.

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

It was commendable to find that overall reviews focussed sufficiently on keeping others safe. Responsible officers responded appropriately to changes that may indicate a risk of harm, such as when a new relationship is formed, where a partner could be at risk, or where information from children’s services indicated children were potentially at risk. Where necessary they adjusted the plan of work to take into account changes to the risk of harm. Information from other agencies involved with

the individual was used effectively to review the risk of harm posed. The risk of harm was reviewed at MAPPA Level 2 meetings. There were formal reviews every four months for those managed at MAPPA Level 1.

3. NPS-specific work

The division provided reports to the court that were of a good standard. Proposals made were appropriate. Cases were allocated promptly, but information provided to probation providers following sentencing was not comprehensive. Safeguarding information was not requested in all relevant cases.

An excellent service was delivered to those who opted into the victims contact scheme. We found that victims received up-to-date information about those individuals sentenced. Victim liaison officers worked well with responsible officers and were appropriately involved in MAPPA.

Strengths:

- Good quality pre-sentence reports were provided to the court.
- An excellent service was provided to victims who opted into the victim contact scheme.

Areas for improvement:

- Prior to sentencing, contact with children's services and domestic abuse units was not made in all relevant cases.
- Risk of serious harm assessments were not completed in all relevant cases before they are allocated to the appropriate probation provider.
- Reports did not always inform the sentencer of the impact of the offence on the victim.

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?

Pre-sentence information provided to the court was sufficiently analytical and personalised, and supported the court's decision-making in three out of four cases. Nearly two-thirds of reports sampled were written on the same day as the defendant entered a plea or was found guilty; in a few other cases it was not clear from the record when the report was prepared.

Records of previous convictions and prosecution papers were available in most cases, but in one in three reports they were not always used. Advice to the court considered offending-related factors in enough detail, and factors related to risk of harm to others were taken into account in most cases. In more than two-thirds of reports, diversity and personal factors were considered. In three-quarters of the reports, the author considered sufficiently the individual's motivation and readiness

to change. Just over two-thirds of reports, where relevant, advised the court of the impact that the offence had on identifiable victims.

The main proposal made to the court was for a community sentence with a rehabilitation activity requirement. In line with findings from HMI Probation’s thematic report, *The work of probation services in courts*,¹⁶ we found a very low proposal rate for accredited programmes. There were 95 court reports in our sample; of the 11 proposals made to the court for an accredited programme, 9 were sentenced to a programme requirement. We found evidence in the whole inspected sample of reports to suggest that accredited programmes should have been proposed on at least three more occasions.

There is a NPS strategic lead for court services across Wales. Relationships with sentencers are good; a sentencer forum is attended by the NPS and the judiciary, and there are other regular court performance meetings.

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

Almost all cases were allocated promptly to the correct agency. The CRC relies on obtaining information contained in the report in order to begin supervising the case. In nearly a third of cases the assessment and advice to court, and information provided to the agency responsible for supervision was insufficient.

We were concerned that enquiries to the police domestic abuse unit were not made in 65 cases where this was required. Responsible officers did not make enquiries to children’s services when necessary in 26 cases. In more than half the cases, a full risk of harm analysis was not completed before the case was allocated. This meant that essential information was not always available when the case was allocated.

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?

Liaison with victims of serious offences is one of the division’s strengths. At the time of the inspection NPS in Wales was managing 2,466 active cases. There is a victim liaison team in each LDU. Initial contact with victims encouraged engagement with the scheme in a great majority of cases. More than three-quarters of initial letters to victims were personalised, contained contact details of the victim liaison officer and sufficient information to enable the victims to make an informed decision about whether to participate in the scheme. Letters were recently made available in Welsh. Almost all contact was made within an appropriate timescale after sentencing.

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

Personal contact with the victim provided appropriate information about the victim contact scheme, as well as information and explanation of the criminal justice process. Victims were also provided with timescales and details of the information

¹⁶ HMI Probation. (2017). *The work of probation services in courts*.

they would expect to receive and what input they could have. The written record of the discussion held during the meeting with the victim was shared with the victims in one in four cases.

The majority of victims were referred to other agencies and given information about sources of help and support available. In South Wales, a victims' hub is resourced externally and offers additional support, such as counselling. The hub was commissioned by the PCC in response to an identified need to prioritise support for victims of crime. NPS in Wales keeps a clear written record of their work with victims. In one in four cases, written notes from discussions with victims are shared with them.

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

If the victims are to make an appropriate contribution to the conditions of release, contact needs to be made in good time prior to an offender's release from custody. This was undertaken sufficiently on all occasions. Victims were given the opportunity to express anxieties and concerns about the individual's release. In each case these concerns were considered and addressed, and attention was paid to their safety when planning for release.

Responsible officers and victim liaison staff work well together. This may be partly because they are co-located. Some responsible officers had taken the opportunity to shadow victim liaison officers (VLOs) on home visits to victims (where there is no conflict of interest) giving them greater insight into the victim's perspective. Practitioners provided the VLOs with up-to-date information about the management of the offender in all but one case. We found that in all relevant cases victim liaison staff were appropriately involved in MAPPA.

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 in Wales 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 62 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 conducted 30 meetings. The evidence explored under this domain was judged against our published ratings characteristics.¹⁷

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 96 cases from across 5 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.

¹⁷ HMI Probation. (2018). *Probation inspection - Domain one ratings characteristics*. <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 95 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 33 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 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 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 liaison team managers
- 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?	78%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	79%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	79%
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?	76%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	70%
2.2.3. Does planning focus sufficiently on keeping other people safe? ¹⁸	75%
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?	92%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	65%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	71%

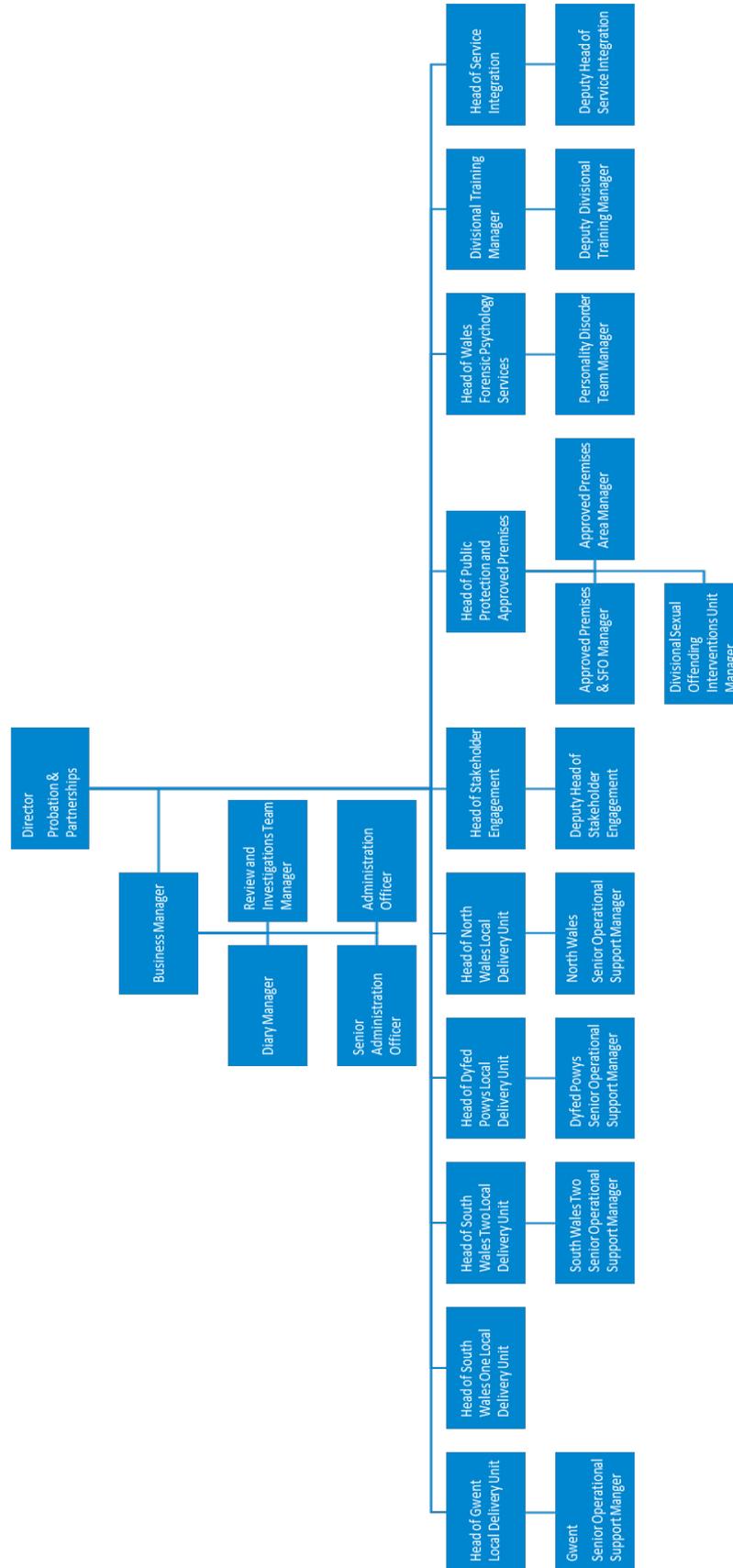
¹⁸ Please note: percentages relating to questions 2.2.3, 2.3.3 and 2.4.3 are calculated for the *relevant* sub-sample – that is, those cases where risk of serious harm issues apply, rather than for the *total* inspected sample.

2.4. Reviewing	
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user	Outstanding
2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?	96%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	94%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	89%

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?	72%
3.1.2. Is the allocation of the case prompt, accurate, and based on sufficient information?	70%
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?	80%
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



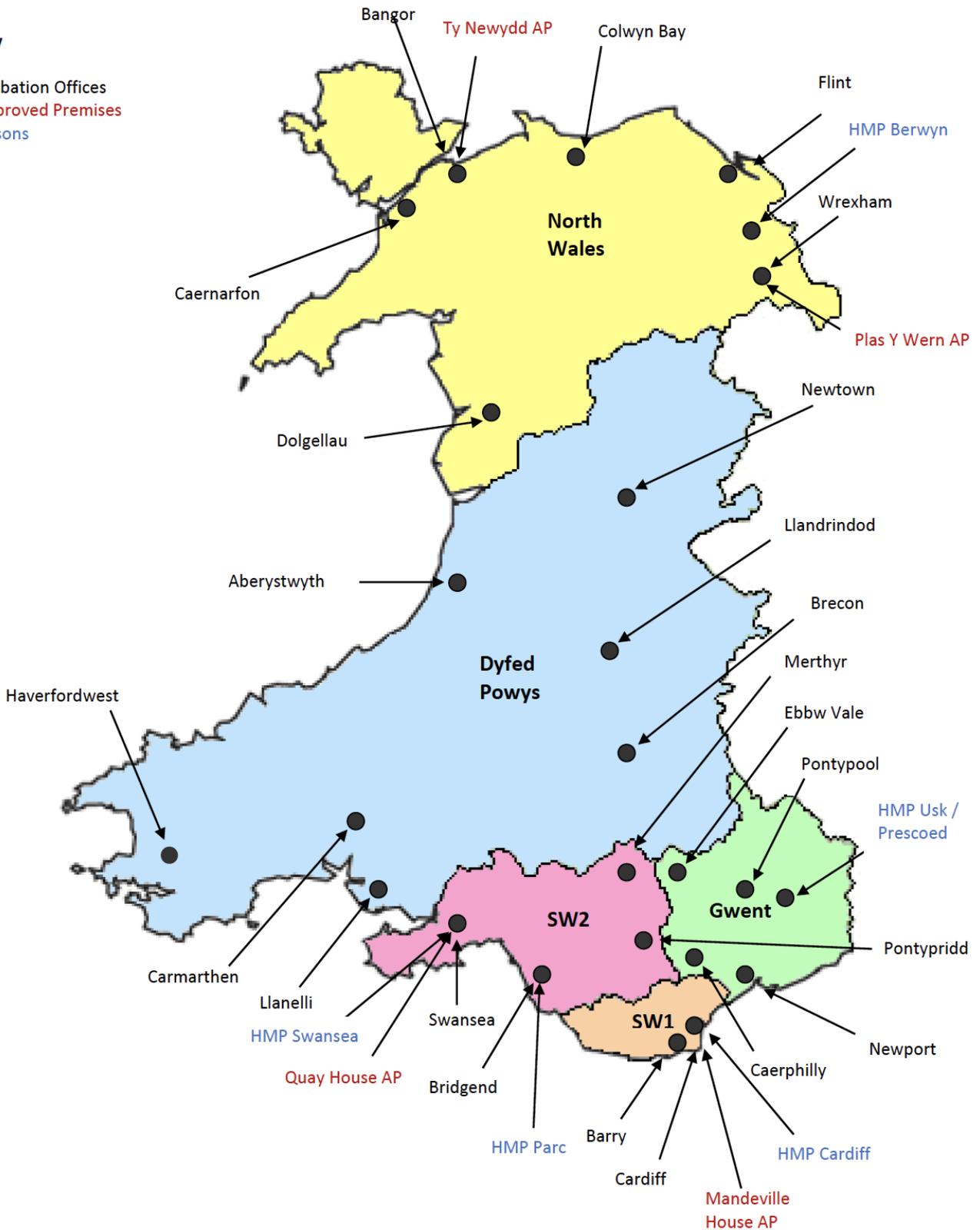
Supplied by NPS in Wales



WALES Division – 5 LDU's Map

Key

- Probation Offices
- Approved Premises
- Prisons



Supplied by NPS in Wales

The operating model in practice

NPS in Wales has five local delivery units (LDUs), each overseen by a Head of LDU. Four out of the five LDUs have been categorised as complex, based on the number of courts, local authorities, caseloads and external partnership arrangements. The NPS in Wales works to the national NPS operating model. Dedicated court teams are based in each of the LDUs, where staff complete all court reports and provide advice to sentencers. The court teams undertake the completion of the Risk of Serious Recidivism tool, the case allocation system tool and the newly introduced effective proposal framework tool to ensure proposals reflect best practice and most efficient use of resources.

The division use a seven-category tiering framework for allocating cases. Probation officers manage all high and very high serious risk of harm cases, while appropriately trained probation service officers (PSOs) manage low and medium risk cases. PSOs also undertake case management support to assist offender managers with specific tasks.

Community supervision teams manage both custody and community cases. A number of probation officers are based in prisons in Wales are currently working as offender supervisors and working towards the implementation of the OMiC model. Staff are deployed within all youth offending teams in Wales and work closely with Youth Justice Board Cymru.

The risk escalation and recall advice team (RERAT) is responsible for risk escalation liaison with the Wales CRC and engagement in relation to recalls that provides consistency in decision making in this crucial touchpoint.

Specialist victim liaison officers undertake the national victim contact service based on the specification for victim services.

Four approved premises in Wales (two in North Wales and two in South Wales) provide oversight for offenders in the community as well as a rehabilitative regime.

A dedicated accredited programme delivery team delivers offending behaviour programmes for men convicted of sexual offences and works closely with the Forensic Psychology Service in Wales to offer guidance and assistance to offender managers supervising these cases.

The NPS has four MAPPAs co-ordinators (one for each MAPPA area in Wales) and an in-house Circles of Support project where a volunteer coordinator who oversees its delivery.

The stakeholder engagement team oversees strategic links with key partners, including the Welsh government, as well as dedicated services, such as the Women's Pathfinder scheme and Personality Disorder Pathway.

Each head of service also undertakes a strategic lead role as outlined in the document above.

Available services and involvement of the third sector

NPS in Wales works closely with Community Rehabilitation Company and engages a number of services from it through its rate card. These include accredited programmes, Rehabilitation Activity Requirement interventions, Through the Gate services, mentoring and specialist advice in areas such as accommodation and employment.

As part of the rate card system, supply chain providers offer a range of services, for example, St Giles Trust Through the Gate services, Safer Wales undertakes dedicated work with women offenders, PACT Futures provides a mentoring service and Justice Cymru accommodation advice.

NPS in Wales also works with a range of third sector partners across LDUs (outside rate card arrangements) who cover areas such as accommodation, employment and substance misuse. These include organisations such as The Wallich and Llamau.

As part of HMPPS in Wales a number of substance misuse services are co-commissioned in partnership with Police and Crime Commissioners. These commissioned arrangements include delivery partners such as G4S, Kaleidoscope, Gwent Drug and Alcohol Services and Cyngor Alcohol Information Service.

Annex 4: Glossary

Accredited programme	A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or 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
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
Approved premises	Premises approved under Section 13 of the Offender Management Act 2007, 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
ARMS	Active Risk Management System: provides an approved framework for working with sexual offenders who are subject to statutory supervision
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
Barriers	The things that make it difficult for an individual to change
Building Better Relationships	A nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
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
Child safeguarding	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
Circles of Support and Accountability	A registered charity working across England and Wales to provide groups of volunteers with professional supervision to support sexual offenders to reintegrate into society after their release from prison

CRC	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present low or medium risk of serious harm
Court report	This refers to any report prepared for a court to inform sentencing, whether delivered orally or in a written format
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
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
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
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: 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
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)
Horizon	A nationally accredited group work programme designed for medium-risk male sexual offenders
Integrated Offender Management	A cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
Intervention	Work with an individual that is designed to change their offending behaviour and/or to support public protection. 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
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
LDU	Local delivery unit: 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
Maps for change	A toolkit for working with male sex offenders at low risk of reoffending, and those for whom an accredited programme is deemed inappropriate
MARAC	Multi-Agency Risk Assessment Conference: part of a coordinated community response to domestic abuse, incorporating representatives from statutory, community and voluntary agencies working with victims/survivors, children and the alleged perpetrator
Mentoring	The advice and guidance offered by a more experienced person to develop an individual's potential
MoJ	Ministry of Justice: the government department with responsibility for the criminal justice system in the United Kingdom
MOSOVO	Management of Sexual Offenders and Violent Offenders: the accredited training course provides police Public Protection Unit practitioners with the skills and knowledge to enable them to identify and manage sex offenders, violent offenders and other dangerous offenders falling within the Multi-Agency Public Protection Arrangements (MAPPA)
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
Personality Disorder Pathway	Provides a pathway of psychologically-informed services for an offender group who are likely to have a severe personality disorder and who pose a high risk of harm to others or a high risk of reoffending in a harmful way
Probation divisional director	The NPS senior leader who leads one of the seven NPS divisions
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
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
QDO	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
RAR	Rehabilitation Activity Requirement: from February 2015, when the Offender Rehabilitation Act 2014 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
Rate card	A directory of services offered by the CRC for the NPS to use with its offenders, detailing the price
Responsible officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
RoSH	Risk of Serious Harm: a term used in OASys. All cases are classified as presenting a low/medium/high/very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term risk of harm when referring to the analysis which must take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term Risk of

	Serious Harm only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to those offenders for whom lower impact/severity harmful behaviour is probable
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
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>
SPO	Senior probation officer: first line manager within the NPS
Suspended sentence order	A custodial sentence that is suspended and carried out in the community
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
Supply chain	Providers of services commissioned by the CRC
Through the Gate	Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around
<i>Transforming Rehabilitation</i>	The government's programme for how offenders are managed in England and Wales from June 2014
Unpaid work	A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision. Since February 2015, unpaid work has been delivered by CRCs
VLO	Victim liaison officer: responsible for delivering services to victims in line with the NPS' s statutory responsibilities
ViSOR	ViSOR is a national confidential database that supports MAPPAs. It facilitates the effective exchange of information and intelligence on violent and sexual offenders between the three MAPPAs Responsible Authority agencies (police, probation and prisons). ViSOR is no longer an acronym but is the formal name of the database
Workload management tool	A tool to calculate the overall workload of an individual responsible officer. It takes into account numbers and types of cases
Youth offending service/team	A local authority funded service working with children and young people up to aged 18 who get into trouble with the law. They look into the background of a young person and try to help them stay away from crime. They run crime prevention programmes, help young people if they are arrested, help young

	people and their families at court, supervise young people serving community sentences and work with young people in custody
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ISBN: 978-1-84099-856-6