

SAFER STRONGER SELECT COMMITTEE	
Report Title	National Probation Service (NPS) and Community Rehabilitation Company (CRC) update
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Date of meeting	19th Dec 18
Item Number	7

1.0 Introduction

The Safer Stronger Select Committee last received a report from the National Probation Service and the CRC at its meeting in Jan 18. At that time there was an update on the London wide inspection of NPS and CRC and the changes in service delivery planned for the year ahead.

The purpose of this report is to provide an update to the Lewisham Safer Stronger Committee.

2.0 Recommendations:

- To note the report
- Request an further update in a years' time

3.0 National Probation Service (NPS)

3.1 Introduction

This report seeks to answer specific questions raised by the committee. The committee has requested the following:

- Data relating to the Lewisham Caseload
- Re-offending Data and some analysis in relation to desistance.
- A progress update in relation to the last HMI Probation inspection in September 2017.

In addition I will provide some information on some future developments.

3.2 Data

At the time of writing the data requested by the committee is not available to me. I expect a report to be completed by 7th December.

3.3 Update from last inspection

NPS London was last inspected in September 2017 and the report was published in January 2018. On a positive note the inspectors concluded that London NPS has achieved high standards in public protection activities across all London Boroughs. Lewisham was one of the boroughs selected for inspection so this is a very good result. However the inspectors made five recommendations for the London Division:

- Improve how it shares and uses information to better assess and manage child and adult safeguarding.
- Improve the services for women so that their needs are met across London.
- Collate a directory of local services and structured one-to-one interventions available in London.
- Promote a better understanding of rehabilitation activity requirement days and how to access the CRC services.
- Provide post-qualification support in accordance with national guidance for newly qualified officers.

3.4 Improve how it shares and uses information to better assess and manage child and adult safeguarding.

Following publication of the report the Director for London wrote to all Directors of adult and Children's Social Care and to the relevant Safeguarding Board Chairs. In Lewisham we held a Multi-agency conference in May of this year where the Adult Safeguarding Board Chair presented to partners about how to manage risk in a safeguarding context. This was very well received by partners. In addition we have regular attendance at MAPPA from Children's and Adult Social Care.

In relation to information sharing there are some challenges locally and NPS is meeting with the new Director for Children's Services to resolve these issues. The meeting is scheduled for 10th December so I hope to have an update for this committee at the next meeting. NPS has dedicated MASH resource and we are involved in the local review.

3.5 Improve the services for women so that their needs are met across London.

Lewisham now has access to the Women's Hub, which is funded by MOPAC and delivered by Women in Prison. Contact has been made with the service and I expect that staff will refer female services users as appropriate. This is a new service and I am confident that it will enable us to meet the particular needs of women.

NPS London has recently appointed a strategic lead for female offenders with the aim of reducing custody by 20% and improving services for women across London.

With regard to Court work NPS has introduced the Effective Proposal Framework (EPF). This is a tool that Probation staff can use to assist in formulating proportionate sentencing proposals. The expectation is that this tool is used for all female service users where a pre-sentence report has been requested.

3.6 Collate a directory of local services and structured one-to-one interventions available in London.

Locally staff the Lewisham Probation Office have collated a directory of services for offenders and this forms part of a staff induction pack. London wide a web based 'toolkit' has been developed which brings together all the different one to one interventions available to probation staff to address the range of needs presented by service users.

3.7 Promote a better understanding of rehabilitation activity requirement days and how to access the CRC services.

Over the past 12 months NPS and CRC have worked hard to ensure that the services available to NPS offenders meet their specific needs. The offer from the CRC has been completely redesigned to include Floating Support, Restorative Justice and help with Education Training and Employment. The new rate card was launched to the Lewisham Management Team in November and I am confident that staff will purchase these services for their offenders.

3.8 Provide post-qualification support in accordance with national guidance for newly qualified officers.

The inspectors expressed concern about the level of support offered to Newly Qualified Officers. A structured programme of support has been established which includes:

- Protected caseload including a reduction of 20% and an expectation that they will only hold complex high risk cases with support and this is to be recorded by line managers.
- Action Learning Sets/Peer Support facilitated by a Practice Tutor
- A programme of post qualification Training.

I have discussed these arrangements with the Newly Qualified Officers in Lewisham and they have reported that this package of measures has been implemented locally and has been very helpful.

HMI Probation has recently announced a new inspection regime which will mean that all NPS divisions and CRCs can expect to be inspected annually. NPS London will next be inspected in January/February next year.

3.9 Future Developments

In the summer of this year the Ministry of Justice announced a change to the way in which Probation services are delivered. From 2020 there will be ten NPS Probation regions with 10 coterminous CRCs. The expectation is that CRCs and NPS will be much more closely aligned with NPS Directors taking responsibility for the work of Probation as a whole. The details are yet to be finalised but the expectation is that there will be a much more 'joined up' service than the current system.

3.10 Transition Programme

Lewisham and Southwark Probation, alongside Lewisham and Southwark YOS have developed a structured programme for service users transferring from the Youth Offending Team to the Probation Service. The aim is to improve compliance and reduce re-offending amongst this particular group of service users. The programme is in its infancy and I am hopeful that we can report some positive results over the next year.

3.11 Tackling Disproportionality in the Criminal Justice System

NPS is committed to implementing the recommendations in the Lammy Review and to Lewisham's stated priority to address disproportionality in the criminal justice system. In Lewisham we have taken the following action:

- Senior Managers have attended the 'Unconscious Bias' arranged by Lewisham
- NPS Staff conference 'what does Diversity mean to you Professionally and personally?'

- All NPS staff to complete 'Unconscious Bias' e-learning
- Implementation of the Effective Proposal Framework
- Team Case Discussions to have a focus on diversity and discrimination
- Improved recording of service user data and staff Protected Characteristics.

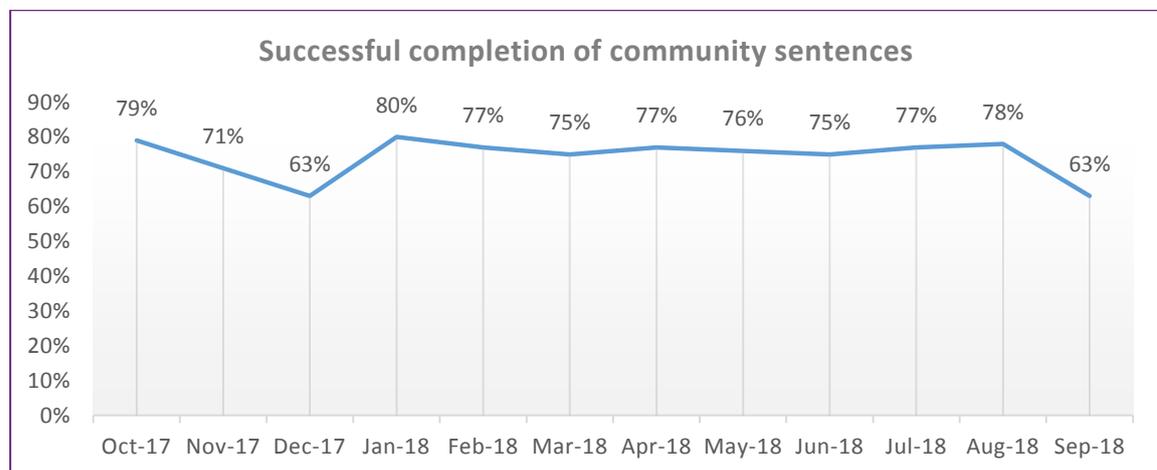
4.0 London Community Rehabilitation Company ('LCRC')

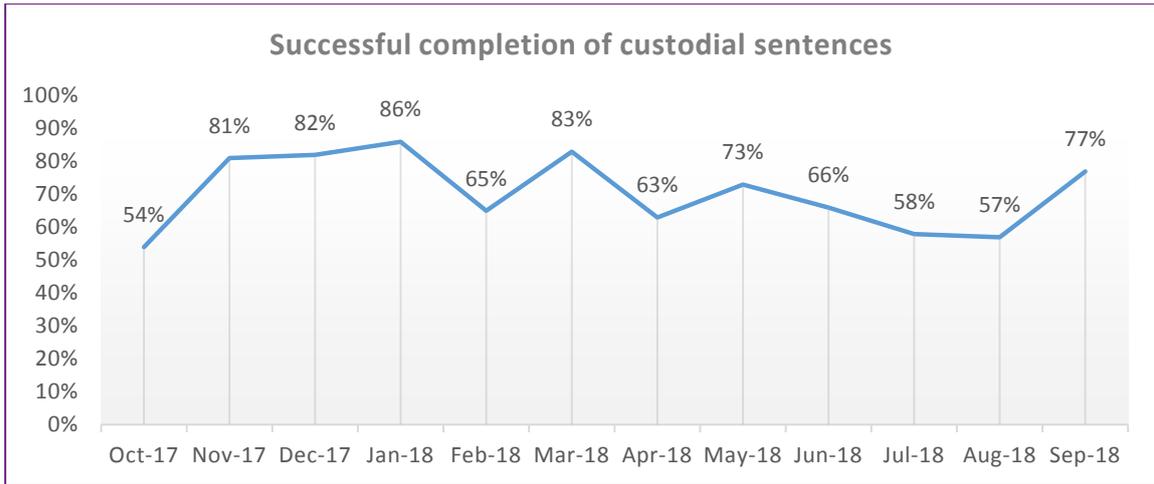
LCRC is the largest Community Rehabilitation Company of the 21 existing CRC's in terms of contract value and offender population. To provide a wider context, we cover an overall population of eight million people with around 30,000 offenders managed by us at any one time. Operationally, we employ 850 staff across 26 offices.

Over the past year LCRC has:

- managed on average **30,000** Service Users, **94%** of which were in the community whilst the remaining **6%** were custodial sentences
- **79.8%** of Community and Suspended Sentence Orders were completed against a target of 75%
- **90.56%** of Service Users' breaches were accepted against a target of 90%
- **77.5 %** of Licences were completed against a HMPPS target of 65%
- **850,000** hours of Unpaid Work were completed equating to £6.7million worth of work completed
- **254** Accredited Programmes were successfully delivered which reduces re-offending especially in respect to Domestic Abuse.

The picture for successful completions against both community and custodial orders in Lewisham is:





4.1 LCRC: Lewisham Offending Picture

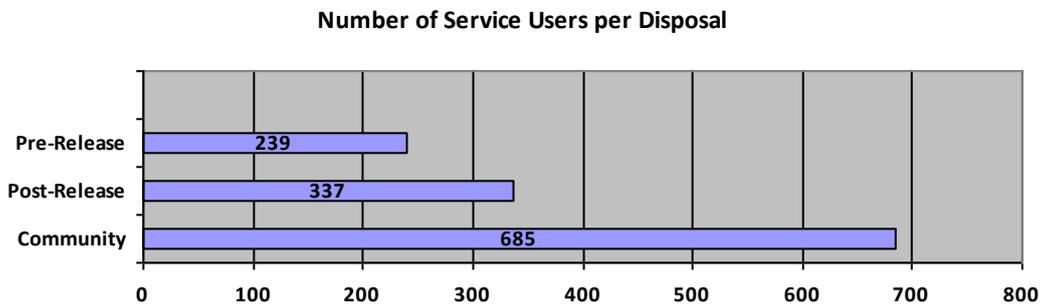
Currently the Lewisham office of LCRC manage 1222 Service Users on a total of 1341 orders or release licences (as of 29 November 2018).

The management of these cases is undertaken by teams across our Communities and Community Payback directorate. This includes two teams consisting of a total 15 Offender Managers with two line managers providing operational oversight to all cases in the community. Our Community Payback team manage Service Users subject to single requirement Unpaid Work orders and our Custody team manage the Through The Gate provision for Service Users sentenced to 20 weeks or more imprisonment.

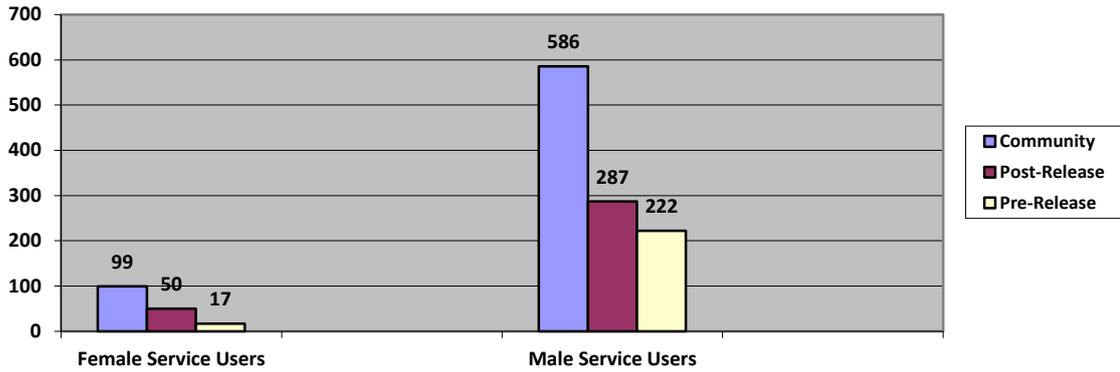
There are three managerial support roles who are tasked with assisting the work of the Lewisham communities team covering the areas of Interventions, Contracts & Partnerships and Quality & Performance.

The overall oversight of the Lewisham and wider South East teams, including Bromley, Bexley, Greenwich and Croydon, is undertaken by Area Manager Lucien Spencer.

This Offending Picture was representative of the LCRC Service Users managed in Lewisham as of 29 November 2018.



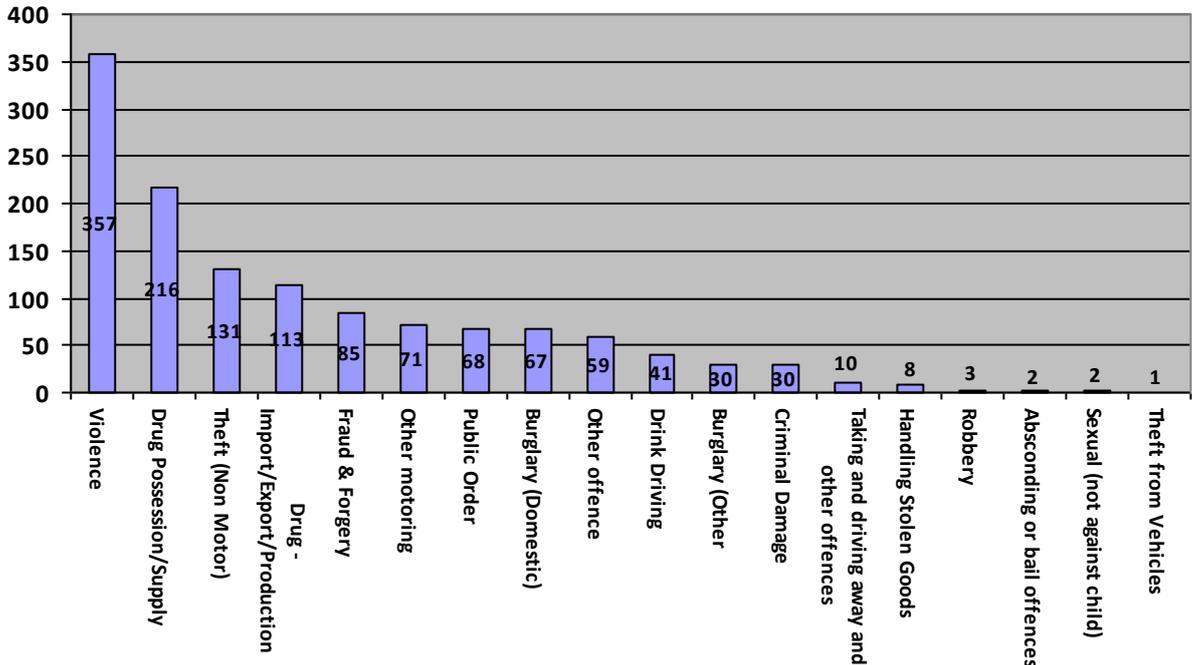
Number of Service Users per Gender and Disposal



‘Community’ relates to any orders of the Court which a Service User may be subject to including both Community and Suspended Sentence Orders. ‘Post and pre release’ relates to Service Users who were sentenced to a custodial term and either currently in custody or released on Licence or Post Sentence Supervision.

87% of Lewisham Service Users are men with more than half of the caseload for both men and women being subject to a custodial sentence, supervised on Licence once released.

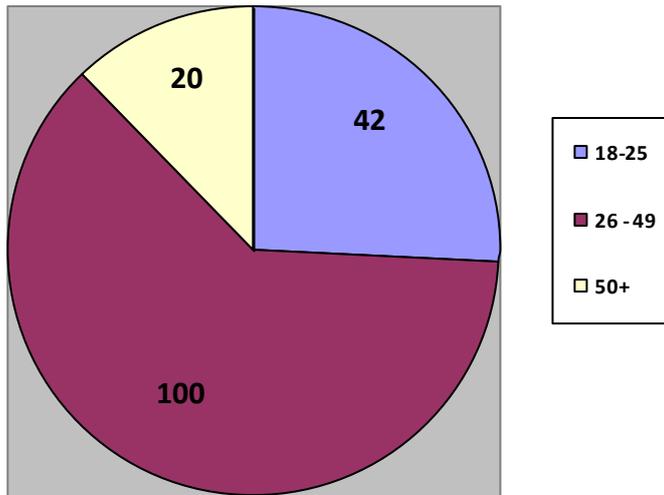
Offence Categories of LCRC Lewisham Service Users



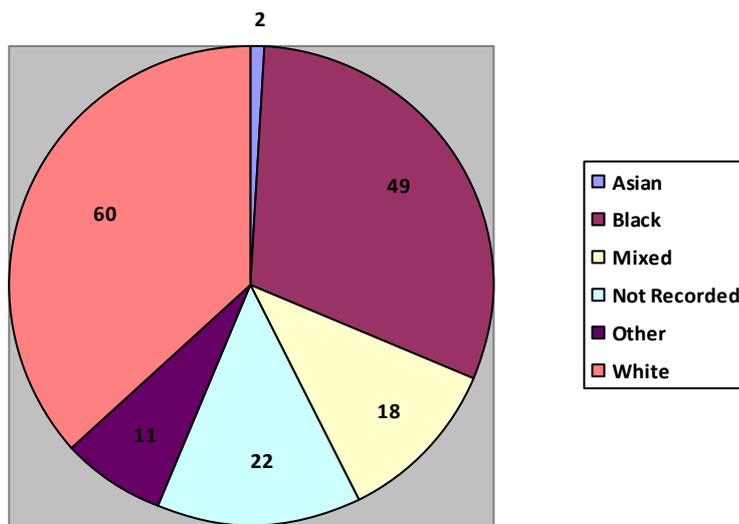
The most prevalent offences being committed in Lewisham are violence against people, including Domestic Abuse. The types of crimes being committed in Lewisham are consistent with those in other London boroughs.

Female Service Users: Data Breakdown

Age

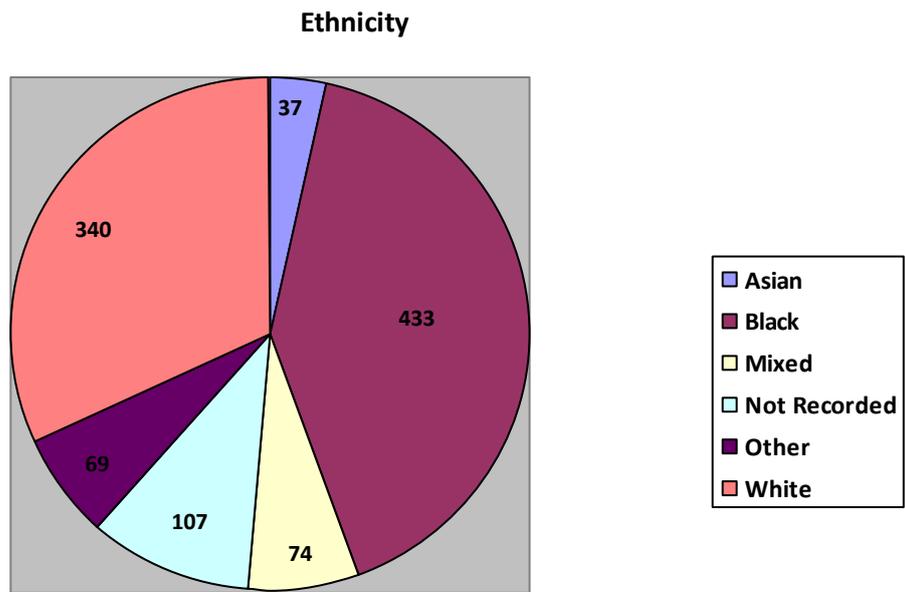
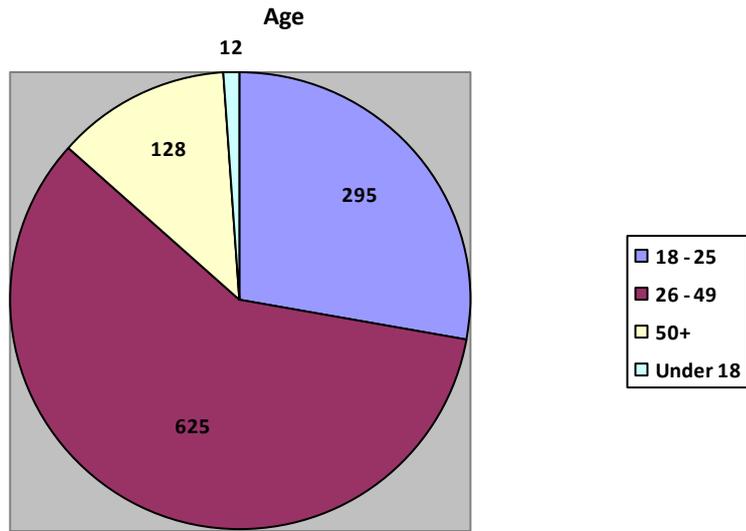


Ethnicity



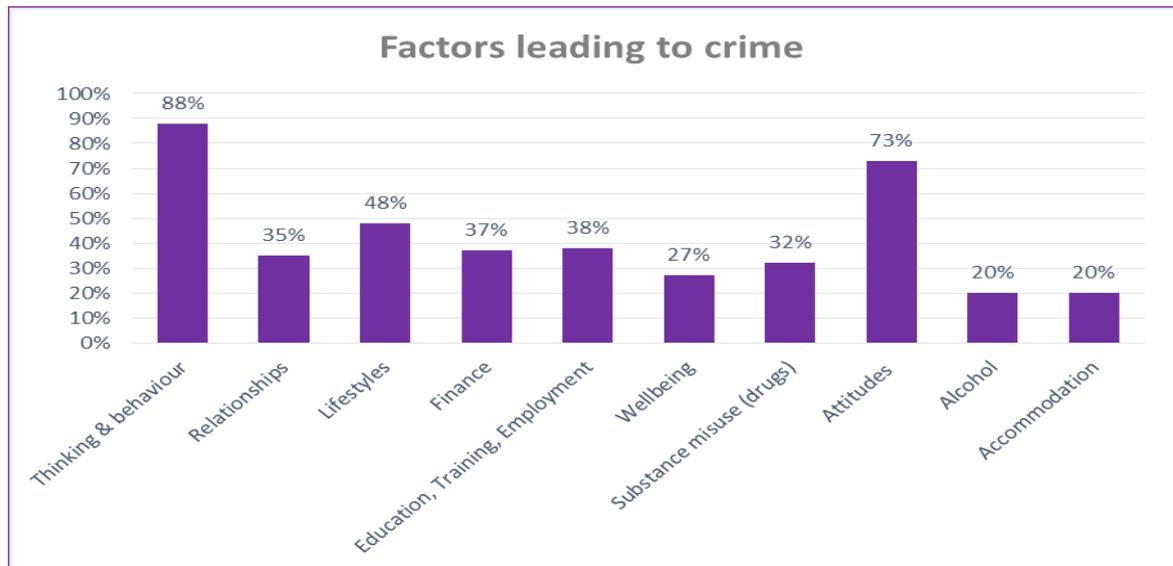
43% of the total Lewisham caseload of Female Service Users identifies as Black, Asian or Mixed race which is the highest proportion in that cohort. 62% are aged between 26 to 49 years old with the predominate offences for Females being those of Violence, Theft (Non Motor. Other and Fraud offences.

Male Service Users: Data Breakdown



51% of the total Male Service User population in Lewisham identifies as Black, Asian or Mixed race. 59% are aged between 26 and 49 years old with the predominate offences for Males being those of Violence, Drugs (Supply/Possession), Drugs (Import, Export or Production) and Theft.

Criminogenic Needs



A person's attitude, thinking and behaviour are the most recurring factors which lead to offending. There is a correlation between poor relationship experiences and skills, and perpetrators of domestic abuse. Negative lifestyles are linked to antisocial peer relationships. LCRC are clear that tackling those factors will lead to a reduction in reoffending and are therefore continuing to champion and develop a suite of bespoke interventions to address the specific criminogenic factors of our Service User population.

The current suite of interventions and activities offered in Lewisham includes:

Factors linked to crime	Activities and interventions	Provider (internal or commissioned services)
Thinking, Behaviour & Attitude	<ul style="list-style-type: none"> › Thinking Skills Programme › Making Amends - victim focused programme › Restorative Justice › Drink Impaired Drivers Programme 	London CRC
Relationships & Domestic Abuse	<ul style="list-style-type: none"> › Building Better Relationship Programme 	London CRC
ETE	<ul style="list-style-type: none"> › Job Readiness Services › Employment & skills services 	London CRC
Lifestyle & Associates	<ul style="list-style-type: none"> › Safer Street Rehabilitation Activity Requirement (for knife crime) › RESOLVE (programme for instrumental or reactive violence) 	London CRC
Emotional Wellbeing & Health	<ul style="list-style-type: none"> › Up to 12 appointments of Psychological therapy 	St Andrews' Healthcare specialist

Types of offenders	Activities and intervention	Provider (Internal or commissioned services)
Women offenders	› Women keywork services	Advance Minerva Women Project
	› Trauma based - HEAL programme	London CRC
	› Thinking Ahead For Women Programme	London CRC
Integrated Offender Management (IOM) for persistent offenders	› Air Sports Network mentoring through sports in Lewisham	Air Sport Network, commissioned by Lewisham Council and London CRC
	› Multi agency IOM joint case management oversight	
	› Use of in-house/external interventions relating to needs	
Young Adult Males (YAM)	› Senior Attendance Centre (structured setting to learn new skills, improve life choices and offence focused work)	London CRC
	› YAM 1:1 intervention toolkit (due to be implemented)	London CRC

4.2 Community Payback

We manage 300 men and 40 women with an Unpaid Work (UPW) requirement in Lewisham. This is delivered via 10 group projects throughout the week which includes work with Lewisham Housing, a community centre, a care home for the elderly and parks. Tasks that our Service Users complete include painting, gardening, litter collection and removing graffiti.

2,700 UPW hours are delivered each month with over 24,000 hours to date. The estimated value of reparation work equates to £180K for local communities (calculated using minimum wage). We are committed to strengthen our offer around UPW both for our Service Users and for the community to ensure that all projects can remain both reparative and purposeful.

4.3 HMIP Inspection 2018

Since the 2016 HMIP inspection, which was completed at a time where LCRC were operating under the now defunct cohort model, we have made significant progress in the overall quality of the service that we provide. This includes fixing the legacy issues that were inherited, reducing the caseloads of our employees, ensuring prompt enforcement and improving the quality of our case supervision.

Further to this, LCRC leaders have re-energised relationships with strategic partners, including the NPS to help support the work we do in the community.

There were six recommendations made by HMIP following our most recent inspection, they are as follows:

1. Ensure, in all cases, that responsible officers identify the risk of harm posed by individuals and deliver plans of work that protect the public sufficiently
2. Improve the range, volume, quality and take up of interventions to better address individual rehabilitative needs
3. Deliver Unpaid Work effectively

4. Improve local strategic relationships with partners to support delivery of services and the safeguarding of children
5. Ensure all practitioners have the training, skills and knowledge needed to carry out their duties
6. Use Management Information to better understand and manage staff workloads, engagement and tensions inherent in delivering a large scale performance improvement project.

A robust action plan is now in place to address these areas and continue our commitment to reducing re-offending and ensuring the safety of the public.

4.4 'Strengthening Probation, Building Confidence'

This year the Ministry of Justice announced that the contracts for all of the 21 CRC's operating across England and Wales would be ending in 2020, two years earlier than their initial contractual period.

What the Ministry of Justice has set out in terms of further contracted provisions for Probation Services, would see the 21 CRC's being reduced to 10 across England to allow for greater alignment of services between CRC's and the NPS and therefore greater opportunity to work in partnership.

As a result of this announcement, the 'Strengthening Probation, Building Confidence' consultation was launched from 27 July until 21 September 2018. LCRC sought feedback from our staff on the wider consultation and provided a centralised response. Whilst this consultation period has now closed, LCRC remains committed to delivering a quality service to our Service Users and welcomes the chance to be included in the consultation of what Probation services may look like in the future.

5.0 Legal Implications

- 5.1 Section 19 of the Police and Justice Act 2006 places an obligation upon Local Authorities to have a committee which scrutinises crime and disorder within its area.
- 5.2 Within the context of the powers of this committee, the section provides that it should have the power to " (a) review or scrutinise decisions made, or other action taken, in connection with the discharge by the responsible authorities for example, police and other relevant partner agencies of their crime and disorder functions; (b) to make reports or recommendations to the local authority with respect to the discharge of those functions."
- 5.3 Further, where this committee makes a report or recommendations it shall provide a copy— (a) to each of the responsible authorities, and (b) to each of the persons with whom, and bodies with which, the responsible authorities have a duty to co-operate under section 5(2) of the Crime and Disorder Act 1998 ("the co-operating persons and bodies").
- 5.4 The Local Government Act 1999 places a duty on the local authorities to secure continuous improvement in the way its functions are exercised having regard to the combination of economy, efficiency and effectiveness.

5.5 These statutory duties amongst others are relevant to the production of the Council's Safer Lewisham Strategy.

6.0 Financial Implications

6.1 There are no direct financial implications arising from this report for the Council

7.0 Environmental Implications

7.1 Specific environmental implications of crime and disorder are reviewed annually through the strategic assessment process and appropriate action taken as required.

8.0 Equalities Implications

8.1 Equalities implications are considered throughout the delivery of this model.

9.0 Crime and Disorder Implications

9.1 Section 17 of the Crime and Disorder Act 1988, as amended, places a duty upon Local Authorities to consider crime and disorder implications and in particular, "to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area." This statutory obligation is the same for the Authorities "responsible partners" too. The level of crime and its impact is influenced by the decisions and activities taken through the day-to-day functions of local bodies and organisations.

9.2 Responsible authorities are required to provide a range of services in their community from policing, fire protection, planning, consumer and environmental protection, transport and highways. They each have a key statutory role in providing these services and, in carrying out their core activities, can significantly contribute to reducing crime and improving the quality of life in their area.

Background Documents

None

For further information on this report please contact Geeta Subramaniam-Mooney, Head of Public Protection and Safety and Directorate for Community Services on Tel: 020 8314 9569.