



Ministry
of Justice

Strengthening probation, building confidence

July 2018

Cm 9613



Ministry
of Justice

Strengthening probation, building confidence

Presented to Parliament
by the Lord Chancellor and Secretary of State for Justice
by Command of Her Majesty

July 2018



© Crown copyright 2018

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at <https://www.gov.uk/government/publications>

Any enquiries regarding this publication should be sent to us at probationconsultation@justice.gov.uk

ISBN 978-1-5286-0729-2

CCS0718121624 07/18

Printed on paper containing 75% recycled fibre content minimum

Printed in the UK by the APS Group on behalf of the Controller of Her Majesty's Stationery Office

About this consultation

To: This consultation is aimed at all those who have an interest in the probation system, including probation practitioners, providers, service users, the judiciary, victims of crime and interest groups, including the voluntary sector.

Duration: From 27 July 2018 to 21 September 2018

Enquiries (including requests for the paper in an alternative format) to: probationconsultation@justice.gov.uk

How to respond: Please send your response by 21 September 2018 via: <https://consult.justice.gov.uk/hm-prisons-and-probation/strengthening-probation-building-confidence>

Additional ways to feed in your views: A range of engagement activity is taking place: information about these is available on the consultation hub.

If you cannot access the consultation hub, please email responses to probationconsultation@justice.gov.uk

Responses can also be sent by post to:

Probation Programme
Ministry of Justice
Post point 7.55
102 Petty France
London
SW1H 9AJ

Contents

Justice Secretary Foreword	3
Executive summary	5
Context	10
Supervising offenders and delivering the sentence of the court	14
More effective rehabilitation of offenders	19
Preparing prisoners for life in the community	23
A workforce with the right training and skills	27
Improving system integration	29
Working more closely with partners	32
A probation system that works for Wales	36
Driving performance improvements	38
Questionnaire	40
About you	42
Contact details/How to respond	43

Justice Secretary Foreword

The Government has a responsibility to deliver a criminal justice system that protects the public, punishes those who have broken the law in a meaningful, proportionate way, and supports offenders to turn away from crime.

Well-functioning probation services are integral to this. Not only do they monitor offenders, but they also provide advice to courts so that sentences can better reflect the often-complex factors at play in an offender's circumstances; manage the ever-changing risk profile of offenders in their care; and make sure that those they supervise fulfil the conditions of community sentences, suspended sentences, and licence conditions.

We know that community sentences are often more effective than prison in reducing reoffending. We want to see them used more often, particularly instead of short custodial sentences which can cause disruption to people's lives without offering prisoners the dedicated time and support available during longer sentences to address the root causes of their offending.

To make this shift away from custody towards managing and supporting offenders in the community, we need a probation system that the public is reassured by, that judges and magistrates have confidence in, and that delivers the right balance of proportionate punishment and rehabilitative support to offenders.

Transforming Rehabilitation opened up the delivery of probation services to a broader range of providers and created the structure that we see today, with one public-sector National Probation Service (NPS) supervising higher-risk offenders, and 21 Community Rehabilitation Companies (CRCs) managing medium and lower-risk cases. I believe that there is strength in this mixed market approach, with scope for a range of providers, including in the voluntary sector, to continue to bring fresh, innovative ideas to probation services.

We have already seen a reduction of two percentage points in the reoffending rates of individuals supervised by CRCs, and some positive examples of good joint-working between the NPS, CRCs, and their local partners. However, as the Justice Select Committee's recent report makes clear, the first set of CRC contracts have faced a number of challenges. While difficulties were to be expected in such a significant and complex programme of reform, I want to address these issues sooner rather than later.

This consultation outlines how we plan to stabilise probation services and improve offender supervision and through-the-gate services. It also sets out how we will use the lessons we have learnt so far to put in place more effective services and a robust commercial framework.

We intend to align NPS and CRC areas in England, facilitating the development of closer local partnerships, and aim to recognise the distinct delivery environment seen in Wales by bringing the NPS and CRC into one combined probation service, while creating space for a range of providers to compete to deliver rehabilitative services. As well as the structural and contractual elements, we want to make improvements to the services

Strengthening probation, building confidence

offenders receive in a number of areas, and to better recognise the skills, experience, and professionalism of our dedicated workforce.

I look forward to hearing the views of the many people and organisations with an interest in the delivery of these services, and your input will be used to introduce changes that strengthen our probation system and, in turn, help to break the cycle of reoffending.

A handwritten signature in black ink, appearing to read 'David Gauke', with a stylized flourish at the end.

The Rt Hon David Gauke MP

Lord Chancellor and Secretary of State for Justice

Executive summary

Probation services are at the heart of an effective criminal justice system. They deliver the orders of the court, protect the public from harm and rehabilitate offenders. Whether an offender receives a community sentence or is sent to prison, probation will be central to ensuring that justice is done and that those who have committed crimes return to being law-abiding members of society. Evidence suggests that community sentences are more effective in reducing reoffending than short custodial sentences, but if they are to fulfil their potential it is vital they are properly delivered and enforced, that offenders are effectively supervised, and that the courts, victims and the public have confidence in the ability of probation to do this.

In this paper we set out the immediate steps we are taking to stabilise the delivery of probation services in the next two years, as well as our longer-term strategy for improving the quality of supervision, rehabilitation and resettlement beyond 2020 and creating a more integrated system which works effectively with local partners. This longer-term vision seeks to build on the changes introduced by the Transforming Rehabilitation reforms so we more fully realise our ambition to reduce reoffending and protect the public.

Transforming Rehabilitation

The significant reforms that were made to probation as part of the Transforming Rehabilitation programme were based on sound principles:

- the extension of post-release supervision to short-sentenced prisoners who too often are simply recycled through the criminal justice system;
- opening up the market to a wider range of providers to encourage innovation and more modern ways of working;
- creating new incentives for providers to focus on achieving reductions in reoffending; and
- ensuring a stronger focus on managing higher-risk offenders.

These were, and remain, sensible objectives. In the three years since they took full effect, these reforms have delivered some successes, and throughout this period staff have continued to demonstrate their commitment and professionalism. There are areas of good and promising practice across a range of providers, and we have seen a reduction of two percentage points in the reoffending rates of individuals supervised by CRCs. The NPS has established more consistent ways of working and is generally assessed as performing well in managing higher-risk offenders.

We know, however, that it has been challenging to fully realise the vision of these reforms. It is clear from our own assessments, and those of Her Majesty's Inspectorate of Probation (HMI Probation) and the House of Commons Justice Select Committee, that in a number of areas the quality of probation services being delivered is falling short of our expectations. The reasons for this are numerous and complex, and have been compounded by the financial challenges facing CRCs following unforeseen changes in the volume and types of cases coming to court, and changes in the frequency of reoffending which took place prior to CRCs taking responsibility for services.

Immediate steps to stabilise probation delivery

We took action last year to adjust CRC contracts to reflect more accurately the costs incurred by providers in delivering services, but we now believe we need to take more decisive steps to tackle some of the challenges with these first-generation contracts and put probation on a more stable footing. Long-term trends in reoffending are substantially affecting providers' payment-by-results income, threatening to undermine the delivery of core services and prevent probation responding more effectively to the challenge of prolific offending.

We have therefore agreed with our current providers that we will seek to end CRC contracts earlier than anticipated. We will then explore with stakeholders and the market how we could put in place more effective delivery arrangements and wider system improvements beyond 2020. There is much we can learn from the current CRC contracts, including good practice we can build on as well as things we will want to do differently in future to ensure that the capability of the market to deliver probation services is fully realised. We also intend to make a number of improvements to CRC services now and adjust the baseline year against which we compare performance on frequency of reoffending so this better reflects the performance of providers since contracts began.

Our strategy for improving probation services beyond 2020

If the state is to fulfil its fundamental obligation to protect the public, probation services have a critical role to play. Through the proper supervision and rehabilitation of offenders, probation services can prevent future victims of crime and make communities safer.

In this paper we set out our proposals to promote a clearer focus on probation meeting these core functions and delivering the standard of services we and the courts require. We also describe steps we will take to create a more integrated and collaborative probation system, and set out proposals to improve how probation works with wider partners. Our aim is to improve the operation of the probation system and create the conditions for current structures to deliver improved outcomes, while minimising the disruption that more significant reform could entail.

Through this consultation we want to engage with potential providers, stakeholders, judges and magistrates, local partners, staff, users of probation services and the public to help shape our proposals to improve the quality of probation work and put the right structures in place to support effective delivery. The feedback we receive, and further work to assess the impacts of reform proposals, will inform the decisions we take later this year on our future strategy.

Supervising offenders and delivering the sentence of the court

Effective supervision of offenders and protection of the public is the foundation of an effective probation system. Offenders must be properly assessed and seen regularly by their probation officer. The sentences of the court must be delivered, and when an offender is not complying with requirements there must be swift and firm action taken.

To improve the supervision and management of offenders we will:

- improve the **assessment** of offenders by reviewing processes and ensuring, as far as is practicable, a thorough and good quality assessment is built upon and follows an offender throughout their sentence;

- introduce **minimum standards** specifying the form and frequency of contact between offenders and their responsible officer; (We intend to amend current CRC contracts so that all providers offer face-to-face meetings with offenders at least monthly.)
- improve the delivery of **unpaid work** to ensure there are sufficient placements available for offenders and that these promote employment-related skills; and
- explore options to make **post-sentence supervision** more proportionate to an individual's sentence and their rehabilitative needs.

More effective rehabilitation of offenders

The causes of offending, and the action needed to prevent reoffending, will be different for every offender. Probation providers need to ensure that they identify these needs, deliver the range and quality of services needed to rehabilitate offenders, and work with other services to help offenders receive the support they are entitled to.

To improve the rehabilitation of offenders we will:

- enhance the quality of **advice to court** provided by the NPS so that it more effectively informs sentencing decisions, and promote engagement between courts and CRCs to improve **judicial confidence**;
- define the range and quality of services to be delivered as part of a **rehabilitation activity requirement**, and embed these in future contracts and service levels;
- increase the use of community sentences that include **drug, alcohol or mental health treatment requirements** by testing a protocol in five areas across England;
- invest in tailored provision for **female offenders**; and
- improve the **data we collect and publish** on offenders' protected characteristics.

Preparing prisoners for life in the community

Successful resettlement of offenders as they leave prison is vital to preventing them slipping back into a life of crime. This requires probation to work effectively with prisons to identify and address resettlement needs, and with wider partners who have responsibilities to help prisoners secure accommodation on release, find employment or access to benefits, and continued access to health treatment and social care services.

To improve the resettlement of individuals leaving prison we will:

- explore options for a **future model of resettlement** which puts offender managers in prison and the community at the heart of the process, and consider the resettlement services that may be required to support offenders; (We also plan to invest an additional £22m per annum now to improve current through-the-gate provision) and
- bring key departments together to tackle the barriers to rehabilitation through a **cross-government Reducing Reoffending Board**.

A workforce with the right training and skills

The effectiveness of probation work depends on staff with the professional and vocational commitment to make a difference with offenders. Recent reforms have created disruption and challenges for staff. We want to make sure that we do all we can to develop the skills and capability of the workforce so all staff are equipped to do their jobs.

To enhance the skills and capability of the probation workforce we will:

- **develop a workforce strategy** which ensures providers can recruit and develop the staff they need to deliver quality probation services; and
- **support staff to build careers in probation** by defining more clearly the transferable skills and competencies of responsible officers, and introduce a professional register.

Improving system integration

We need to ensure that the NPS and CRCs work together more closely as part of a single, integrated system. In doing so we can improve the efficiency and effectiveness of local services, while creating the conditions for stronger partnership working.

To improve system integration we will:

- **create 10 probation regions in England** and configure service delivery within each area, with a senior HMPPS leader responsible for joining up services and working with stakeholders;
- **invest in HMPPS digital services** to simplify data access and exchange and deliver improvements to IT systems; and
- explore options for the **commissioning of rehabilitation and resettlement services** which promote engagement and collaboration with local partners, and facilitate greater voluntary sector involvement in the delivery of probation services.

Working more closely with partners

Rehabilitation and reintegration must be a collective enterprise, with a range of statutory and voluntary services having a role to play alongside probation in tackling the problems leading to offenders committing crime. By working more effectively with these partners, and by all public services meeting their obligations in respect of offenders, we can improve individual outcomes and protect victims and communities.

To improve how probation works with partners we will:

- work with **voluntary sector organisations**, philanthropic trust funders and social finance organisations to explore how different approaches to commissioning could promote their increased involvement in the delivery of services to offenders;
- engage with **Police and Crime Commissioners** to consider how they can play a greater role in shaping rehabilitation and resettlement services and improving local collaboration with statutory agencies; and
- work with **London and Greater Manchester** as part of existing devolution deals to co-design future probation services.

A probation system that works for Wales

The devolved responsibilities of the Welsh Government and existing partnership arrangements in Wales make the delivery of probation services quite different to that in England. The legislative framework provides us with scope to develop alternative delivery arrangements which better reflect the criminal justice context in Wales and the role of HMPPS Wales. We will then consider whether the learning from these new arrangements is applicable to the system in England.

To develop a probation system that works for Wales we will:

- **integrate the offender management functions** of the Wales CRC into NPS Wales so that a single organisation is responsible for managing all offenders, providing opportunities to improve services across prisons and probation; and
- **explore options for the commissioning of rehabilitation services in Wales** which reflect the delivery landscape and the skills and capabilities of providers.

Driving performance improvement

It is important that probation is focused on the right outcomes, and that providers have meaningful incentives to achieve these. We also need to ensure that there is transparency and accountability of performance, and that the way we oversee services drives improvement.

To drive performance improvement in the probation system we will:

- explore options for **future contracts that would pay providers to deliver core services** while retaining incentives for innovation and performance improvement;
- explore options for the **key performance outcomes and measures** that probation providers should be judged against in future contracts and service level agreements; and
- support **HMI Probation** to implement its new inspection framework which will see providers inspected and rated annually.

Next steps

We want to see offenders successfully rehabilitated so they turn away from crime and make a positive contribution to society. Wherever possible we want this to happen in the community, reducing the need for short custodial sentences which evidence suggests have worse reoffending outcomes. To achieve this we need a probation system which commands the confidence of the courts and the public, supervises offenders effectively and protects the public, and works with others to give offenders the support they need to lead law-abiding lives.

This consultation sets out our proposals for how we achieve this. We now want to engage with a wide range of stakeholders to seek views on these proposals, listen to the experiences and suggestions of others, and refine our plans for improving probation services.

Context

The role of probation

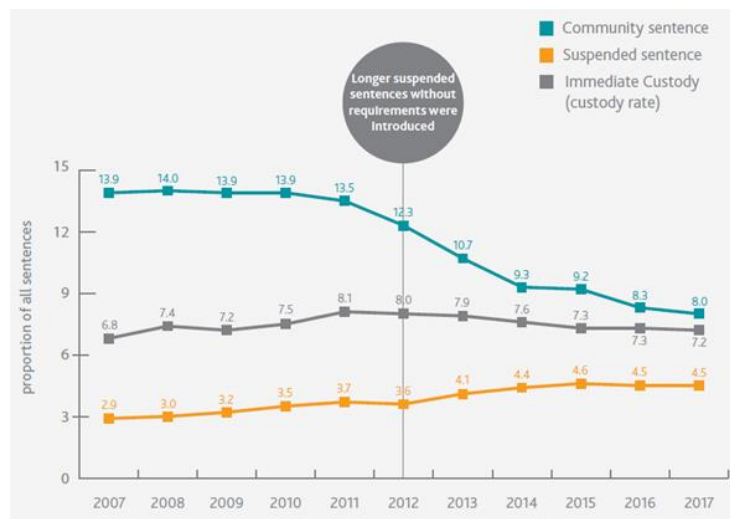
1. Probation services perform a vital role in the criminal justice system, working with offenders from their conviction at court until the end of their sentences – in some cases many years later.
2. Probation staff are the core of the offender management system, delivering the essentials that underpin how offenders are punished and reformed. They provide advice to courts on sentencing decisions and liaise with victims; they supervise offenders in the community, monitor risk and ensure the public is protected; they work with offenders in custody and prepare them for a life after release; they plan and deliver rehabilitative support and motivate offenders to change; and they bring offenders back to court or recall them to prison if they are not complying with their sentence.

Recent reforms to probation

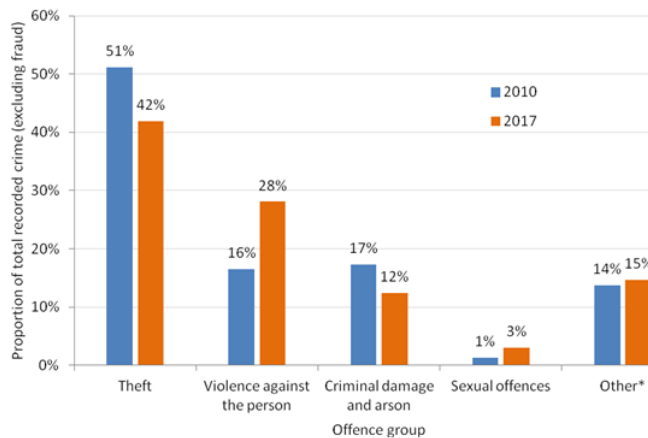
3. In recent years we have taken significant steps to improve how individuals are managed by probation in the community. In 2015 we introduced a minimum of 12 months supervision for all offenders released from prison, meaning that each year around 40,000 additional people released from custodial sentences of less than a year receive probation support in the community. We developed new resettlement prisons in which most prisoners would spend the three months prior to their release. We also introduced through-the-gate services to help people in prison prepare for release by identifying and overcoming resettlement needs, such as finding somewhere to live or employment or training.
4. To enable these reforms the probation system underwent a major reorganisation. The existing 35 independent Probation Trusts were replaced by:
 - the **National Probation Service (NPS)**, a part of Her Majesty's Prison and Probation Service (HMPPS) responsible for managing higher-risk offenders, advising courts, supporting victims and managing approved premises; and
 - 21 privately-owned **Community Rehabilitation Companies (CRCs)** responsible for supervising low and medium-risk offenders, as well as delivering unpaid work schemes, accredited programmes and providing through-the-gate resettlement services to released prisoners.
5. Bidders for CRC contracts were deliberately given significant freedom to propose new ways of working and introduce innovative new services for offenders. Contracts encouraged a focus on improving rehabilitation by including a payment-by-results mechanism which made a proportion of providers' income contingent on achieving reductions in reoffending. The reforms which created the NPS and CRCs and led to the introduction of first-generation contracts resulted in a period of significant upheaval for staff who deserve enormous credit for their commitment and resilience in maintaining services during this time.

Current performance

6. The competition for CRCs brought a diverse range of new providers into the delivery of probation, and we have seen new and innovative services and operating models develop. Some CRCs have made use of technology to monitor offenders' engagement with services and allow for targeted intervention when the risk of reoffending increases, and increased investment in mobile technology is enabling more probation officers to work remotely and engage with offenders more effectively. At the same time a number of CRCs have achieved efficiencies by sharing and streamlining back-office functions, and many offenders have welcomed modernised office spaces for meetings with their responsible officer. The Cumbria and Lancashire CRC was praised by Her Majesty's Inspectorate of Probation (HMI Probation) for its positive relationships with statutory partners, the skilled delivery of effective interventions and the quality of its engagement with the NPS. Overall, early figures show that there has been, on average, a reduction of two percentage points in the reoffending rates of offenders managed by the CRCs.
7. The creation of the NPS has established a dedicated focus on protecting the public from higher-risk offenders. HMI Probation has praised a number of NPS divisions for the quality of their work, and it found Approved Premises to be doing an excellent job in providing support and monitoring to some of the most challenging offenders. The creation of the NPS has also promoted greater consistency and efficiency across the probation system.
8. Nevertheless, despite some of these positive developments, we accept that there are problems with probation services. Inspections by HMI Probation have identified a range of performance concerns, particularly in respect of CRCs. The new delivery arrangements are not yet achieving the standard of services or improvement in outcomes that we want, and it is increasingly clear that our first-generation contracts with CRCs are facing significant challenges.
9. CRC income depends on the number of offenders they supervise and the types of sentences passed by the courts. In recent years there has been a continuing significant reduction in the proportion of community sentences given, as well as a reduction in the number of requirements attached to both community and suspended sentence orders – down 22% and 15% respectively since contracts were let in 2014.



10. At the same time, violence against the person offences now make up an increased proportion of recorded crime (up from 16% in 2010 to 28% in 2017), and the proportion of recorded sexual offences has also increased (up from 1% in 2010 to 3% in 2017). This has likely contributed to fewer offenders being allocated to CRCs than was envisaged when contracts were let, and to increases in the NPS caseload.



11. Due to assumptions in contracts about the proportion of providers' costs which were fixed, the effect of these changes was a substantial reduction in CRC income at a time when overall caseloads were increasing due to the extension of post-release supervision to offenders sentenced to less than 12 months in custody. This has made it extremely difficult for providers to invest in developing the range and quality of services they had originally intended to, including the supply chains that would deliver these services. As a result, several aspects of CRC performance, including the rehabilitation services provided to offenders and the delivery of through-the-gate services, are falling short of our expectations and have been criticised by HMI Probation. To address the shift in demand for probation services and to enable CRCs to focus on delivering effective core services, we amended contracts in 2017 to ensure that payments to CRCs better reflected the fixed costs they incurred in the delivery of services to offenders.
12. These shifts in demand for probation services have also placed additional pressures on the NPS, and staff have been carrying high caseloads. This has been most notable in Wales and the North East where between 2014 and 2017 their caseloads rose by 27% and 26% respectively. In response to this, the NPS recruited more than 800 new probation officers and probation service officers in 2017/18, and is on track to recruit a further 1,300 in 2018/19.
13. While we have taken steps to amend how CRCs are paid for the services they deliver, a substantial proportion of CRC income remains contingent on achieving reductions in reoffending. This requires providers to reduce both the number of people who reoffend and the number of reoffences committed by those who reoffend. Since contracts were let CRCs have made positive progress by reducing the number of people who reoffend by two percentage points, but we have seen material increases in the frequency of reoffending. This is a long-term trend and is in part the result of fewer people overall entering the criminal justice system, meaning that those with long criminal histories – who are more likely to reoffend, and some prolifically – account for an increasing proportion of the offending population.

14. The need to tackle prolific offending presents a strategic and operational challenge to probation, the police and other local partners. But for CRCs it also presents a funding challenge, with continuing increases in the frequency of reoffending affecting their payment-by-results income. This problem becomes particularly acute in the later years of the contracts when payment-by-results accounts for an increasing proportion of their total income. It is now clear that instead of receiving payments, most providers will need to pay the department a substantial amount of money over the remaining years of the contracts. To provide a better reflection of CRC performance on frequency of reoffending, and to support providers in maintaining effective probation services, we intend to amend contracts to measure CRCs against a 2015/16 baseline, rather than a baseline set in 2011. This will ensure that providers are held to account for their performance since they took control of services, and not for trends prior to this.

Stabilising probation services

15. While we have made changes to improve the operation of CRC contracts, overall performance is not good enough and we recognise the concerns raised by the Justice Select Committee in its recent report. Significant commercial challenges remain which will undermine the efforts of CRCs to improve the services they provide and the outcomes they achieve. We have concluded that we now need to take more decisive action to tackle the problems with CRC contracts and stabilise probation delivery. This will ensure that probation staff can focus on delivering the sentences imposed by the courts, improving the quality of frontline services and contributing fully to reducing crime and reoffending.
16. Rather than letting current CRC contracts run until 2022, we intend to end them early. We also intend to take steps now to invest £22m per annum to enhance the quality of through-the-gate services, and to introduce minimum standards for face-to-face contact with offenders. We will explore with the market how in future we could establish a more effective commercial framework which better takes account of changes in demand for probation and ensures that providers are adequately paid to deliver the core services which are essential to a successful probation system. We will also consider how we can provide opportunities for a diverse range of provider organisations to bring their expertise and experience to the delivery of probation services. As part of our consultation we will explore with stakeholders how we can provide the right incentives for probation to deliver quality services and contribute to improved outcomes for offenders and communities.
17. In developing future delivery arrangements we will seek to:
 - build on the positive, local examples of both the NPS and CRCs innovating in how best to deliver services;
 - improve the quality of the services we require from providers and promote judicial confidence in probation and community sentences;
 - improve system integration by increasing alignment and partnership working between providers, and
 - enhance the involvement of key local partners to ensure that probation services are joined-up with other services and support local priorities.

Supervising offenders and delivering the sentence of the court

18. The first function of probation is to deliver the sentence of the court. A court imposing a community sentence is asking for that offender to be properly supervised, to undertake activity as reparation for their crime, and to receive the help they need to stop offending. And should an offender not comply with their sentence, swift enforcement action must be taken. Reliable and consistent discharge of this function is essential to judicial and public confidence in the criminal justice system and shows individuals they will face consequences for breaking the law.
19. While others must contribute to rehabilitating offenders and tackling the range of problems which are causing reoffending, it is for probation to perform this core function of delivering the order of the court and working with offenders to manage their risk, protect the public and change their behaviour and outlook. These are the basics of probation, and it is vital that providers get them right.

Effective assessment and sentence planning

20. The starting point of all effective probation work is a thorough assessment of the risks and needs of an offender. What has led them to offend and what steps need to be taken to prevent them reoffending? Answering these questions is the foundation for developing a sentence plan which will protect victims and the public and promote rehabilitation.
21. At various stages in the process an offender will undergo different forms of assessment:
 - where the court asks for a pre-sentence report, the offender is assessed by the NPS court staff;
 - once convicted, NPS staff will determine whether an offender should be retained by the NPS or allocated to a CRC based on their risk of causing serious harm (RoSH). Where this assessment was not undertaken at court as part of preparing a pre-sentence report, the NPS will undertake it post-sentence;
 - an offender given a community sentence will be assessed by their responsible officer in the community at, or following, an initial appointment; and
 - an offender sentenced to custody will undergo two basic screening procedures after arrival in prison. They will then be assessed by their offender manager in the community at the point of release.
22. Probation staff must properly understand an offender's circumstances, risks and needs and regularly review them during the period of supervision to identify progress and changes. We also need to make sure that these assessments are proportionate, that we avoid duplication, and that they are always providing valuable insights which inform work with offenders. We want to explore whether we can rationalise assessment processes so that an accurate and comprehensive assessment is produced at the earliest point in the process, which then follows an offender through their sentence and is built upon to inform activity by prisons and probation. In particular, we want to consider how we can make more effective use of the pre-sentence assessments probation staff carry out at court, and how we can streamline

the screening of resettlement needs when offenders enter custody. We will also consider whether there are circumstances in which home visits may be an appropriate way to assess and manage an offender's risk.

Offender supervision and contact

23. There is a significant amount of research¹ which identifies the importance of positive relationships between the offender and the responsible officer in supporting desistance from offending. Probation staff must foster a relationship of trust, establish clear boundaries, and then kindle in the offender a sense of optimism for the future, a commitment to change and the resilience to overcome setbacks. This is what makes probation a vocational profession.
24. To enable these positive relationships to develop, wherever possible the same responsible officer should supervise an offender throughout their sentence. As HMI Probation noted in their annual report published in December 2017, at present this happens in only around half of cases. While in part this is a natural consequence of a range of factors – e.g. the throughput of offenders being managed, the capacity of individual probation officers and staff turnover – in some cases providers' operating models build in the transfer of cases during the life of a sentence. We will work with providers to consider how future arrangements can promote greater continuity in relationships between offenders and responsible officers.

Question 1: What steps could we take to improve the continuity of supervision throughout an offender's sentence?

25. Critical to effective supervision is regular engagement with offenders. It is vital that probation staff are seeing offenders regularly, and that the form and quality of this contact supports the challenging and candid conversations that will often be required to assess risk and promote change.
26. There is little evidence on the optimal form or frequency of contact with offenders. HMI Probation is intending to conduct research in this area, and we are keen to consider ways to develop a stronger evidence base. Neither national standards nor the service level agreements and contracts we have with the NPS and CRCs specify the form and frequency of contact with offenders. As a result, probation providers have developed their own models for enabling engagement with offenders. A number of providers have sought to make greater use of technology to facilitate remote supervision, and some have established less formal environments in which to interact with offenders in person. Feedback from offenders suggests that they welcome attempts to modernise how the probation system interacts with them.

¹ **Shapland, J. Bottoms, A. Farrall, S. McNeill, F. Priede, C. & Robinson, G. (2012b)** "The quality of probation supervision – a literature review: summary of key messages". Research Summary 2/12, London, Ministry of Justice; **Bonta, J. & Andrews, D.A. (2007)** *ibid.* "Strong, meaningful officer-offender relationships"; **Burnett, R. & McNeill, F. (2005)** "The place of the officer-offender relationship in assisting offenders to desist from crime", *Probation Journal*, 52.3, 221–242

27. Nevertheless, we know that inspections by HMI Probation have found some offenders are not being seen frequently enough, and missed appointments are not always being properly challenged. To make sure courts can have confidence that sentences are being delivered and enforced, we have established an enforcement hub to share good practice and drive performance, and we are regularly sharing data with the judiciary. We also recognise the concerns, noted by the Justice Select Committee, that remote supervision should not be used as the only means by which an offender is supervised, and that the physical environment in which offenders are seen must be conducive to fostering open and honest engagement and maintaining confidentiality.
28. There is a balance to be struck between protecting the professional discretion of staff, promoting innovation and ensuring minimum standards are achieved. However, we recognise the concerns about some current practice and are taking steps to change CRC contracts to introduce a minimum requirement for providers to offer monthly face-to-face contact with the responsible officer for the first 12 months of an offender's order or licence. This will ensure that offenders are more closely supervised and provide a stronger basis to identify and enforce any breach of sentence.
29. Courts need to be confident that community sentences are being delivered and offenders are being properly supervised. In future we intend to specify more clearly the minimum frequency and form of offender contact, including the potential for home visits in some circumstances. In doing so we want to consider the circumstances in which remote contact may be suitable, and the locations in which offenders are seen face-to-face and the safeguards which should be in place. We also propose to introduce stronger incentives and measures to promote a focus on the quality of offender management, the effective enforcement of sentences and accurate recording of contact with offenders.

Question 2: What frequency of contact between offenders and offender managers is most effective to promote purposeful engagement? How should this vary during a period of supervision, and in which circumstances are alternatives to face-to-face meetings appropriate? Do you have evidence to support your views?

Delivery of unpaid work requirements

30. Unpaid work requirements serve as an effective punishment of offenders, and are one of the most commonly imposed requirements as part of community sentences. In 2017 there were 60,000 unpaid work requirements imposed as part of community and suspended sentence orders. They require offenders to make direct reparation to the community for their crime by undertaking work which provides benefits to local residents, and Community Payback schemes provide opportunities for members of the public to nominate projects for offenders in local communities. Unpaid work instils discipline and routine in offenders, and it can also equip them with skills and experience which can help them to find paid employment.
31. Prompt delivery of unpaid work orders is crucial to inspiring confidence in the effectiveness of community sentences. We know that in some cases it is taking too long for probation providers to start offenders on unpaid work placements, and on occasion places are oversubscribed and offenders have to be turned away. We are also aware that finding meaningful work placements in female-only environments has

been a challenge in some areas. We have been working with CRCs to reduce backlogs of unpaid work orders and to ensure all offenders complete the hours set by the court within 12 months, but we recognise there is more to do to improve providers' performance. We will take steps to reduce the number of occasions on which offenders are turned away from placements either on the day or immediately prior to it, and, as recommended by the Justice Select Committee, we will review guidance so that if this does happen it is more fairly reflected in the number of hours an offender still has to complete.

32. We also know that providers could do more to ensure that unpaid work placements, as well as making reparation to communities, give offenders opportunities to develop workplace skills. Current CRC contracts allow up to 20% of an offender's unpaid work hours to constitute employment-related training, but we know this provision is under-utilised. We want to consider how we can promote meaningful unpaid work schemes which benefit communities and improves offenders' prospects of finding employment. We will also encourage future providers to develop relationships with local employers and design unpaid work schemes which promote the skills required by the local labour market.

Question 3: How can we promote unpaid work schemes which both make reparation to communities and equip offenders with employment-related skills and experience?

Post-sentence supervision

33. The Offender Rehabilitation Act 2014 extended supervision on licence to approximately 40,000 offenders each year who are released from custodial sentences of less than 12 months. Previously this cohort of offenders – which has a proven one-year reoffending rate of 64% that is consistently higher compared to those serving longer custodial sentences – did not receive statutory support from probation after release. Providing supervision and support to this group of offenders – which includes some of the most prolific individuals, who are often leading chaotic lives – is the right thing to do if we are to reduce reoffending.
34. The Act also introduced a period of post-sentence supervision that, for offenders sentenced to up to two years in custody, would follow the expiry of their licence period. The effect of this change was to ensure that all offenders would receive at least 12 months supervision and support from probation after their release from prison. The Act makes clear that the purpose of this post-sentence supervision period is rehabilitation; nevertheless, if an offender fails to comply with supervision requirements they can be committed to custody for up to 14 days, given a fine, or have a curfew or unpaid work requirement imposed as part of a supervision default order.
35. Post-sentence supervision provides probation with a sustained period in which to work with an offender and tackle the causes of their offending. While it is too soon to have clear evidence about its impact, we are concerned that often there is little difference between the supervision and support provided under licence and during the post-sentence supervision period. We understand that offenders are not always told that their licence period has ended, or about the different implications of failing to comply with requirements. We also recognise the concern that efforts to rehabilitate offenders can, where they are not complied with, be undermined by further punishments that risk creating a spiral of further non-compliance and increased

punishment which is out of proportion to the rehabilitative intent of post-sentence supervision.

36. We want to consider how post-sentence supervision can better fulfil its statutory aim of rehabilitating offenders. In doing so, we are keen to explore alternatives to a blanket 12-month supervision period (some of which are set out in the Justice Select Committee's recent report) that would make the length of post-sentence supervision more proportionate to an offender's sentence or to their rehabilitative need. We will also consider the types of incentives and punishments that should apply.

Question 4: What changes should we make to post-sentence supervision arrangements to make them more proportionate and improve rehabilitative outcomes? (You may wish to refer to your answer to question 2.)

More effective rehabilitation of offenders

37. Proper supervision of offenders is the bedrock of an effective probation system. Through regular contact with offenders, and by developing a relationship based on openness, challenge and support, probation staff can assess risks and needs, plan rehabilitative interventions and monitor progress towards desistance. The steps we have set out in the previous chapter will set the foundations for reducing reoffending, but it is important that the right services are available to respond to the rehabilitative needs of offenders, and that these are visible to courts.
38. The key to preventing reoffending will be different for each offender. For some it will be addressing a debt or a drug problem which is driving acquisitive crime; for others anger or an inability to manage emotions might be the cause of violence; for a minority psychological problems or personality disorders may be leading to harmful or dangerous behaviour. In each case probation staff will need to use their professional judgement to assess the causes of the offending and identify the action required to manage risk and reduce the likelihood of further offending. Rehabilitative activity must be targeted, evidence-based and proportionate to the causes of offending and the risk of further offences being committed.

Advice to court

39. The process of rehabilitation should start at court before an offender is even sentenced. The NPS is responsible for providing advice to magistrates and judges to help them decide on the most appropriate sentence. NPS staff do this by conducting an initial assessment of the offender covering their circumstances and the reasons for their offending. They will then advise the court on the sentencing options which are likely to be most effective in managing risk and tackling the problems which are leading to offending.
40. In recent years we have made significant improvements to the court process to ensure that cases are dealt with as efficiently as possible. This will often mean probation staff delivering short-form or oral pre-sentence reports to courts on the same day the case is listed. For both victims and offenders the result is speedier justice. Nevertheless, we need to make sure that when an offender's circumstances or needs are complex and require further exploration, probation staff have the time to investigate fully and provide the court with detailed advice which will enable it to impose the most appropriate and effective sentence.
41. The NPS is improving the quality of pre-sentence advice to courts by rolling out the Effective Proposal Tool. This helps probation staff to identify the interventions that match the assessed risks and rehabilitative needs in each case, and aims to be supported by detailed information on the range of locally available interventions and services. The Effective Proposal Tool will encourage probation staff to propose an accredited programme where that is suitable, and it will contain details on interventions and activities which could be delivered as part of a rehabilitation activity requirement.
42. In the recent Female Offender Strategy, we set out our ambition to see fewer women serving short custodial sentences, and committed to make better use of effective community orders to tackle the causes of female offending. As we take this work

forward we will consider how assessments at court and pre-sentence reports, both oral and written, can more consistently include all relevant details of an offenders' circumstances, including any dependent children, mental health problems or history of domestic abuse.

Question 5: What further steps could we take to improve the effectiveness of pre-sentence advice and ensure it contains information on probation providers' services?

43. It is vital that judges and magistrates have full confidence in the ability of the probation system to properly supervise and rehabilitate offenders. Evidence demonstrates that short custodial sentences have worse reoffending outcomes than community sentences, and courts should feel confident that community sentences will improve rehabilitation outcomes. Legislation prevents CRC staff from providing advice to court, and we recognise that a lack of direct contact between magistrates and CRCs is making it harder to foster the confidence of courts in the services probation provides.
44. We have reinstated the National Sentencer and Probation Forum to enable magistrates, NPS and CRCs, court staff, prosecutors and others to come together and discuss the challenges and opportunities for improvement. This has led to a new Local Liaison Probation Instruction to ensure that CRCs play a part in local discussions with courts about probation services, and to work to improve the relevance and reach of the NPS Sentencer Survey and Sentencer Bulletin. We have also seen one CRC owner – Achieving Real Change in Communities (ARCC) in Durham Tees Valley – co-locate a dedicated worker with the NPS court team so that pre-sentence reports can be informed by current and bespoke information on the interventions and services available from the CRC.
45. We recognise that many magistrates want to know more about the types of services local probation providers deliver and how effective these are, as well as performance on the delivery and enforcement of sentences. To promote judicial confidence in probation services we want to explore with magistrates and probation providers how we can strengthen engagement between courts and CRCs. We are also keen to consider what more we could do to increase confidence in community sentences.

Question 6: What steps could we take to improve engagement between courts and CRCs?

Question 7: How else might we strengthen confidence in community sentences?

Rehabilitation activity requirements

46. Positive outcomes in rehabilitating offenders are often challenging to secure, and the work required will be different for each offender. Nevertheless, evidence suggests that rehabilitative work is most effective when it is structured and tailored to the offender's learning style, when the intensity of support and intervention is matched to the offender's risk of reoffending, and when the causes of their offending are addressed in a coordinated way alongside practical and social needs. It is the responsibility of the offender manager to develop and implement a sentence plan which identifies and sequences the activity required to rehabilitate an offender.

47. Rehabilitation activity requirements (RARs) were introduced in 2015 and gave probation providers much greater freedom to determine the rehabilitative work they do with offenders. There were over 74,000 RARs imposed as part of community and suspended sentence orders in 2017. In each case the court will set the maximum number of days of rehabilitative activity an offender should undertake. It is then for the probation provider to determine how best to use that time. While it is right that probation staff exercise professional discretion in how they rehabilitate individual offenders, it is also important that courts have sufficient visibility of and confidence in the range and quality of rehabilitation services provided by probation. Contracts currently give providers substantial freedoms to define their rehabilitative offer, yet we know the quality of RAR delivery is patchy and judges and magistrates often lack confidence. We also know that the NPS cannot always secure the rehabilitation services it wants from CRCs for the offenders it supervises.
48. We want to make sure that we strike the right balance between ensuring consistent availability of interventions to address the key needs linked to reoffending and giving providers the flexibility to decide how they will secure improved outcomes. In future we will define more clearly the services that can be delivered as part of a RAR to ensure a consistent rehabilitative offer across England and Wales. In doing so we propose to ask providers to develop low, medium and high-intensity RAR services to be available depending on the severity and range of needs demonstrated by offenders. To support the introduction of this approach we will explore output and outcome measures which can help us and courts monitor the effectiveness of rehabilitative work. We will also clarify which of these services are for probation providers to deliver, and which should be accessed (with support from probation) via mainstream or other locally available services.

Treatment for health and substance misuse problems

49. A considerable proportion of offenders have health needs requiring some form of treatment. A study of adult offenders starting community orders in 2009 and 2010 showed that 35% reported having a formal diagnosis of a mental health problem, while of those who received a formal assessment 32% were identified as having a drug misuse need and 38% an alcohol problem. Community and suspended sentence orders can help to tackle these problems by including a mental health treatment requirement (MHTR), a drug rehabilitation requirement (DRR) or an alcohol treatment requirement (ATR), but we know that these are currently underused. In 2017 less than 1% of all community orders had a mental health treatment requirement attached, 5% had a drug rehabilitation requirement and 3% an alcohol treatment requirement.
50. To promote greater use of these requirements we have worked with the Department for Health and Social Care, NHS England and Public Health England to develop a protocol for community sentence treatment requirements. This sets out the action required by health and justice practitioners to ensure pathways into timely and appropriate treatment are in place. We are now testing the protocol in five areas across England – Birmingham, Sefton, Milton Keynes, Plymouth and Northampton – to make sure that it works and offers those offenders who need it support to stay out of prison and break the cycle of offending.

Meeting the needs of all offenders

51. We cannot have an effective probation system without ensuring that all groups of offenders are managed in a way that strives to give them an equivalent outcome. While the circumstances and needs of each individual offender will differ, we know that the characteristics or vulnerabilities of certain groups of offenders mean they will require a tailored or specialist response from probation and other services. These include female offenders – many of whom will often present a range of complex needs – black and minority ethnic (BAME) offenders, and those with learning disabilities, autistic spectrum disorders, and mental health and substance misuse problems.
52. Although probation providers should seek to address the rehabilitative needs of all offenders, we know there are gaps in the extent to which they and wider partners are currently meeting the needs of particular groups of offenders and those with vulnerabilities. For example, while CRC contracts include specific commitments in relation to female offenders – including that they should be offered a female offender manager and appointments in women-only environments – we know that partners in some areas have struggled to maintain investment in distinct provision such as women’s centres.
53. In our Female Offender Strategy, we have set out a range of steps to improve services for women in the justice system, including measures to reduce the female custodial population, the implementation of regional whole system approaches, and rolling out gender-specific and trauma-informed training for probation staff working with female offenders. We have also committed £5 million to community provision for women over the next two years.
54. As well as ensuring that the findings of the *Lammy Review* are incorporated into our future services, we will also consider where it is beneficial to include specific guidance or service provision for ethnicity or any other protected characteristic, as well as for those who have served in the armed forces. The exhortation of the *Lammy Review* to “explain or reform” means that we will expect new structures and delivery mechanisms to monitor ethnicity data closely, be alive to disparities and open to constructive challenge. We are already working with CRCs to understand the current data collected and highlight existing good practice.
55. In exploring options for commissioning rehabilitation services, we will consider the extent to which they can support the involvement of specialist and small third-sector providers and better meet the needs of all offenders.

Question 8: How can we ensure that the particular needs and vulnerabilities of different cohorts of offenders are better met by probation? Do you have evidence to support your proposals?

Preparing prisoners for life in the community

56. When courts sentence an offender to prison, they are imposing a single sentence which has two parts: the first part is the time spent in prison, which is overseen by a prison governor; the second part is supervision in the community, which is overseen by probation. It is vital that prisons and probation work together to ensure that activity is coordinated across the entirety of the sentence, that progress in prison is built upon in the community, and that at the point of release the offender is prepared and supported to make a smooth transition back into society.

Improving through-the-gate services

57. To help and motivate prisoners to manage the transition from prison into the community and not to reoffend, it is vital that plans are in place before release to meet offenders' basic needs. This includes offenders having somewhere safe to live; securing a job or access to benefits, as well as a bank account; having continued access to substance misuse, health or social care services, including being registered with a doctor's surgery; having established links to family; and having productive ways to occupy their time. These are the building blocks required for successful reintegration in society and a law-abiding future.
58. We know, however, that too often offenders leave prison without these things in place. In 2016/17, 30% of adults leaving custody under CRC supervision were discharged to unsettled or unknown accommodation on their first night of release, while only 30% of offenders who were assessed as needing ongoing treatment for drugs or alcohol were successfully engaged in community-based treatment within 21 days of release from custody. We also know that only 17% of ex-offenders are in P45 employment a year after release. For women offenders these outcomes are often even worse and can be compounded by wider issues such as experience of domestic or sexual violence.
59. In 2015 we introduced a universal through-the-gate service delivered by CRCs to provide support to everyone released from prison, including those on remand. Following screening after arrival in prison, the CRC develops a resettlement plan for each offender which they then implement in the 12 weeks prior to release. We know, however, that in many areas through-the-gate services are not meeting our expectations and too often an offender's resettlement needs are not being addressed. Rather than getting the help they need, offenders are frequently signposted to other services and too little use is made of the services provided in prisons. We also know that offender managers in the community, who begin to supervise offenders before they are released from prison, are not sufficiently involved in the resettlement process.
60. In part the problems with through-the-gate services are a result of the funding pressures CRCs have faced since contracts were let. To improve current provision we will invest an additional £22m per annum so that providers deliver an enhanced level of through-the-gate support during 2019 and 2020. This will require CRCs to do more to help offenders overcome the barriers to effective resettlement – e.g. helping with applications for housing and benefits, supporting efforts to find employment and training opportunities and setting up bank accounts.

61. We are also examining evidence on whether the release of prisoners on a Friday affects their resettlement and rehabilitation outcomes. We recognise that there is concern about the ability of released prisoners to access the support services they need at the end of the working week. Initial analysis suggests that there is not a statistically significant difference in reoffending outcomes for prisoners released on a Friday. We will continue to explore whether Friday releases present practical difficulties for offenders, and if they do what reasonable steps we could take to mitigate these.

Future resettlement services

62. Ending current CRC contracts provides an opportunity for us to rethink the support we provide to offenders to help them resettle more successfully in the community. While funding pressures have clearly affected current provision, it is also clear that the introduction of a universal through-the-gate service has led resettlement activity to be viewed and delivered as a stand-alone function, rather than being properly integrated into the offender management system. We need to do more to work with prisons and probation to change this.
63. As part of our prison safety and reform programme we are introducing a new model of offender management in custody (OMiC). This will align offender management roles and tasks across prison and the community, and remove duplication and confusion. Prisoners with more than 10 months left to serve will be allocated to a prison-based offender manager who will provide supervision and support during the prison part of the sentence, while those with less than 10 months to serve will be allocated to an offender manager in the community. This new approach will focus on prison and probation staff creating enduring, professional and supportive relationships with offenders and improving the coordination of the services they need. It will also ensure there is a more effective handover of responsibility between offender managers in prison and the community.
64. We intend for our future approach to resettlement to build on the OMiC model. Resettlement will be integrated with offender management functions so there is always a single accountable person making resettlement decisions as part of their broader responsibility for managing and implementing the sentence plan. This will mean that resettlement issues are considered alongside public protection issues, that support is tailored to identified needs and coordinated with other rehabilitative activity, and that the offender manager leads on securing access to the wider services required by the offender. As we develop our future approach to resettlement, we will seek to define more clearly the responsibilities and performance expectations of offender managers so that we can promote consistent standards across prisons and probation providers in the community.
65. We will also consider how future resettlement services should be tailored to meet the needs of different cohorts of offenders, and in particular those serving short custodial sentences. In 2017, 67% of offenders sentenced to immediate custody were sentenced to serve 12 months or less. We know that the disruption caused by short custodial sentences – to accommodation, employment, benefits, health treatment and relationships – contributes to almost two-thirds of this group going on to reoffend.
66. While we want to ensure that short prison sentences are only used where necessary, we will consider how resettlement services can help to mitigate the negative impacts of short custodial sentences by ensuring action is taken to sustain tenancies or

benefits access and persuading employers to keep jobs open. We will also consider the extent to which existing services in prisons, such as family liaison services, education and DWP work coaches, can support this work, or whether local partners should be encouraged to commission supplementary provision such as mentoring schemes.

Question 9: How could future resettlement services better meet the needs of offenders serving short custodial sentences?

Working across Government to reduce reoffending

67. To ensure offenders can access the wider services they require to support effective resettlement and reduce reoffending, the Government has established a new cross-Whitehall Reducing Reoffending Board, chaired by the Chancellor of the Duchy of Lancaster, David Lidington. This group will work across government to tackle some of the main causes of reoffending, including employment, health and accommodation. The objectives of the group include identifying opportunities to join up existing policy to address key drivers of reoffending and improve support, and to build up the evidence base on activities related to reoffending and the interventions likely to be most effective. This group met for the first time in June and will meet quarterly thereafter to drive forward cross-government work to tackle the causes of reoffending. It is attended by ministers from the Ministry of Justice, Home Office, Cabinet Office, Wales Office, HM Treasury, Department for Work and Pensions, Ministry of Housing, Communities and Local Government, Department for Education and Department of Health and Social Care.
68. We know that in many parts of England and Wales accommodation is in short supply and is a particular problem for offenders. To ensure prisons and probation are doing all they can to overcome this, we are piloting a new joint performance measure to hold prisons and probation to account for the number of prisoners in safe accommodation on release. In addition, the Government has taken steps in England through the Homelessness Reduction Act 2017 to impose a new duty on prisons and probation to refer to the local housing authority someone who they support who is at risk of becoming homeless. The Act also places a duty on local housing authorities to take reasonable steps to prevent someone from becoming homeless and to help those who are homeless to secure accommodation. Both of these duties apply irrespective of priority need or if the individual may be intentionally homeless, and the former does not depend on the individual having a local connection to the area.
69. However, as the Justice Select Committee noted in its recent report, there is evidence that some local authorities have introduced criteria to reduce the priority they attach to housing applications from ex-offenders on the grounds that they have made themselves intentionally homeless. We therefore want to work with local authorities and other local partners, together with the Ministry for Housing, Communities and Local Government and the Welsh Government, to ensure that offenders get a fair deal and are given the same help as other members of society to find somewhere safe to live.
70. We also know that securing and maintaining employment is linked to a lower likelihood of reoffending. We have recently published our education and employment strategy for prisons. This includes a renewed focus on supporting prisoners on release, including launching the 'New Futures Network' to engage and persuade employers to take on ex-prisoners, exploring incentives for prisons and probation

providers to work together more effectively to support offenders towards employment on release, and making use of labour market information, such as the number of jobs available and qualifications required, to target specific sectors.

71. In the Female Offender Strategy, we outlined our intention to develop a National Concordat on female offenders. This will set out how local partners and services should be working together in partnership to identify and respond to the often multiple and complex needs of women as they journey through the criminal justice system. We aim to publish this by the end of the year.

A workforce with the right training and skills

72. Probation is a people business. It is a service built on dedicated and passionate staff who have the skills and experience to connect with offenders, motivate them to change and manage the risk they present to victims and the public. The workforce's enduring commitment to public service has been crucial to maintaining standards and guiding the system through a period of significant change. Staff are the probation system's greatest asset, and we need to do all we can to make sure they are properly equipped to do their jobs and given the opportunities to enhance their professional skills and develop rewarding careers.

Recruitment and workforce planning

73. It is essential we maintain a probation workforce that has the right number of people with the right skills and experience. We know that as the probation system has taken on the supervision of an additional 40,000 offenders released from custody each year, and as new working arrangements and structures have bedded in since the NPS and CRCs were established, staff have faced considerable challenges. Many are carrying high caseloads, making it harder for them to invest the time they need in working face-to-face with offenders.
74. In response to an increasing number of higher-risk offenders, the NPS has been recruiting and training a large number of staff. Over 800 probation officers and probation service officers were recruited in 2017–18, and a further 1,300 will be recruited in 2018–19. We have also agreed changes to CRC contracts to increase investment in through-the-gate services and ensure that staff are able to do more to help offenders overcome the barriers to successful resettlement.
75. Nevertheless, we know that in some areas of the country both the NPS and CRCs have found it difficult to attract new recruits. We have already broadened the entry criteria to join the probation service so that those with the skills and motivation to work with offenders are able to do so. While it is too early to judge the impact of this change, we know that we are beginning to attract more people to probation. More than 4,000 applied to join the service in the most recent recruitment round, compared to around 750 previously.
76. We are developing a workforce strategy which looks across the whole system and ensures that providers can recruit and develop the workforce they need to deliver quality services to courts, victims and offenders. To do this we are taking steps to improve the range and quality of data that we get from providers on the make-up of their workforces, including numbers of staff, their grades and those in the process of undertaking professional qualifications. We will use these data to develop a cross-system workforce planning tool which will help us to make longer-term assessments of system capacity and the numbers of qualified staff. Regional HMPPS leaders of probation (see chapter on improving system integration) will also have a key role to play in making sure that the workforce plans of providers in each region are coherent, promote a joined-up approach to recruitment and development, and respond to local priorities and labour market dynamics. In developing this strategy, we will seek to raise the profile of probation work so that the public recognises the demanding and valuable job that probation staff do day in, day out.

Developing the skills of the workforce

77. It is vital that probation staff have the right skills for the roles they perform. Staff advising magistrates and judges at court will need different skills to those delivering specialist interventions or working with victims. As large numbers of new recruits join the profession, and as we seek to build the capability and resilience of the workforce, equipping staff with the right skills is paramount. We must also ensure that probation continues to be seen as a rewarding profession that offers opportunities for professional development and long-term careers.
78. In recognition of the importance of staff having access to the right training, our workforce strategy will more clearly specify the training, skills and competencies that staff will require for different roles. In defining these requirements, we are keen to talk to staff, providers and unions to explore the role of responsible officers, the skills and training they need, and the differences that apply to the management of different types of cases and offenders. We also intend to develop a framework of recognised training for probation staff so that we maintain standards across the profession and provide staff with ways to evidence transferable skills as they progress in their careers, while still allowing scope for providers to develop their own approaches to training and development.

Question 10: Which skills, training or competencies do you think are essential for responsible officers authorised to deliver probation services, and how do you think these differ depending on the types of offenders staff are working with?

79. Probation work involves making difficult and often finely balanced decisions about the risk an offender presents and the steps that should be taken in response. This takes skill, experience and professionalism. It is vital that probation providers can demonstrate that those taking these decisions are fit to do so. To safeguard both providers and staff, we propose to develop a national professional register as a way of maintaining a single list of those staff who are trained and authorised to deliver probation services. As well as recognising the specialism and value of probation work, this register will ensure that staff who lack the requisite qualifications, are subject to relevant disciplinary processes or have been previously dismissed for poor performance or malpractice, cannot undertake roles for which they are not suitable. We will therefore develop, in consultation with staff, providers and unions, a process by which, subject to appropriate safeguards, staff could be removed from the register and their authorisation to practise revoked in certain circumstances.

Question 11: How would you see a national professional register operating across all providers – both public and private sector, and including agency staff – and what information should it capture?

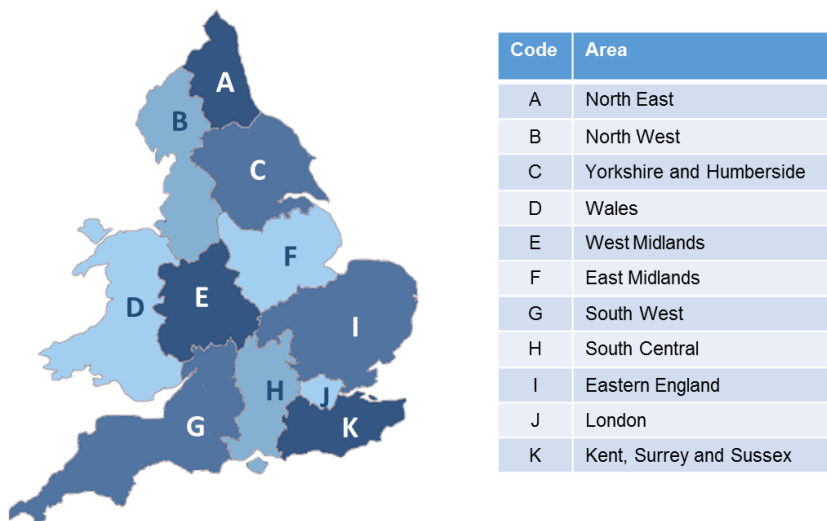
Improving system integration

80. The services provided by probation to courts, victims and offenders must be seamless and integrated. To achieve this, it is vital that probation providers work closely together to ensure that an offender's risk is managed and escalated appropriately, that relevant information is exchanged efficiently, and that effective relationships with local partners are developed.
81. The current probation system is arranged into a single National Probation Service, split into six English divisions and NPS Wales, and 21 CRCs owned by eight parent companies. Though there are areas of good practice, we know that there are some barriers to effective communication and collaboration in the current model, and that the NPS is not commissioning services from CRCs to the extent originally anticipated.

Increasing alignment between the NPS and CRCs

82. Current structures make joint working between the NPS and CRCs difficult. While NPS Wales and the NPS division in London share the same boundaries as a single CRC in those areas, NPS divisions elsewhere operate alongside multiple CRCs. For example, the NPS North East division works in the same area as five CRCs owned by three different parent companies, each with their own distinct operating models. This presents a complex operating environment for probation staff in both the NPS and CRCs.
83. To increase system coherence and efficiency, we intend to organise the delivery of probation in England into 10 regions. This will ensure that probation providers are focused on working together to deliver quality probation services in the same region, and it will encourage greater collaboration in pursuit of operational improvements and efficiencies. There will be clear advantages in providers agreeing a shared strategic response to the needs of offenders in the region, which in turn will make for more coherent and effective relationships with wider strategic partners. In drawing the boundaries for the proposed 10 probation regions (see map below), we continue to recognise the importance of strong strategic links with Police and Crime Commissioners (PCCs) by making sure regions do not cut across police force areas.
84. At a practice level, 10 probation areas in England should help simplify the system and remove the current problem of individual providers operating across different geographical areas. Fewer, larger delivery areas offer the chance to simplify the delivery of resettlement services, as it should be possible to reduce the proportion of resettlement prisons releasing to multiple areas. This also reduces the risks associated with offenders moving around the country – for example, there will be fewer occasions where a change of address requires the formal transfer of the case between providers.

Proposed future structure of probation areas



85. There are some challenges associated with a configuration of fewer probation areas. Rehabilitation and reintegration of offenders requires a local, collective response, so it will be important that delivery structures within each probation region provide a suitably local service and enable providers to engage effectively with local partners and structures, including the police and PCCs, local authorities and Community Safety Partnerships, courts, prisons and local criminal justice boards, and health services and commissioners. We will draw on examples of local practice by current providers and consider carefully the requirements we place on providers in future arrangements.
86. To support a more joined-up system, we will also develop clearer accountability for the delivery of probation services in each region. We propose that one HMPPS senior leader is responsible for representing the department and overseeing the probation services in a region, and that it is their role to drive the delivery of integrated, locally-tailored services which promote efficiency and effective partnership working with the range of other local services and commissioners.

Question 12: Do you agree that changes to the structure and leadership of probation areas are sufficient to achieve integration across all providers of probation services?

Improving IT and data exchange

87. The effective exchange of information is an essential component of an integrated probation system. Recording, storing and sharing data between probation, prisons and their partners is essential to successful offender management. To enable innovation in how we achieved this, CRCs were given the opportunity to develop and implement their own case management and risk assessment tools. However, aligning providers' new systems with the department's core systems has proved more complex than anticipated and at present all CRCs continue to use the same systems as the NPS, although some are due shortly to migrate to their own case-management systems and tools to support risk and needs assessment.

88. To support a simpler, more integrated system we want providers to have access to effective centralised systems, while continuing to have the opportunity to innovate and develop new tools. This will make data sharing easier and ensure that key information is consistent across all providers. To achieve this we are investing in our systems to improve their capability and increase efficiency across prisons and probation. In future we expect all providers will use the department's Offender Assessment System (OASys) for risk assessments. We will modernise our data-sharing capability so that our systems are compatible with newer digital technologies and give providers the option to supplement them by developing their own tools, with the expectation that where these have wider benefits they are shared across the system.

Commissioning of rehabilitation and resettlement services

89. Under the current model, CRCs are intended to take the lead in developing and delivering rehabilitation and resettlement services. They are responsible for creating supply chains of local providers who deliver specialist services to reduce reoffending, which the NPS and other potential commissioners (such as PCCs) can also access through the 'rate card'. The rate card sets out the services each CRC has available and the unit cost to purchase them.
90. However, some CRCs have struggled to invest in the development of their supply chains. Often they have resorted to delivering services themselves, which has had implications for the range of services they have been able to make available through the rate card. As a result, we have seen much lower than expected use of rate card services by the NPS, and instead the NPS has also chosen to deliver services themselves or rely on access to existing local or universal services to support offenders' needs. We have heard, too, from PCCs about the difficulties they have experienced with the rate card, and that the mechanism is not appropriate for making substantial investments in services, where they would run an open competition and require potential providers to bid for the work.
91. We want to explore, in consultation with stakeholders, other local commissioners and providers, the best way for probation to secure access to the range of rehabilitation services it requires. In doing so, we will consider whether the current approach of CRC supply chains providing rehabilitation services can be made to work more effectively, or whether alternative approaches should be developed.
92. Our aim is to promote a more collaborative approach to the design and delivery of the wider services which are key to supporting an offender's rehabilitation and resettlement (as outlined in the next chapter 'Working more closely with partners'). The creation of 10 probation areas provides an opportunity for providers to come together to define the additional services they need and to collaborate in commissioning these so that they complement existing local services and draw on the skills and capability of local providers from the public, private and third sectors. We believe the HMPPS senior leader in each region could play a key role in facilitating this commissioning process by leading engagement with local commissioners and services so that rehabilitation and resettlement services fit into the local delivery landscape.

Question 13: How can probation providers effectively secure access to the range of rehabilitation services they require for offenders, and how can key local partners contribute to achieving this?

Working more closely with partners

93. The type of support or intervention an individual needs to stop offending will vary from case to case. Sometimes probation staff will have all the skills and expertise required to address the causes of offending – for example, through delivery of specialist offending behaviour programmes. However, in many cases the factors leading to offending behaviour will be complex and varied – homelessness or unsuitable housing, unemployment or problems with substance misuse or mental health (or a combination of several of these factors) – and will require additional or specialist support from services beyond the criminal justice system. Rehabilitation must be a collective responsibility, and probation officers are reliant on wider services engaging with offenders to help them to overcome their problems. Partnership working with a range of local organisations, including local authorities, PCCs, Job Centres, Clinical Commissioning Groups and the voluntary sector, is therefore vital to ensuring offenders have access to services that will enable meaningful change to their lives.
94. We recognised the importance of local partnerships under the *Transforming Rehabilitation* reforms. The NPS and CRCs were expected to establish local protocols for partnership working, and it was intended that an increased focus on achieving reductions in reoffending would promote CRC engagement with, and use of, existing local services. However, the reforms perhaps also created a misconception that probation would be able to deliver or fund services far beyond the core statutory role of the probation service – for example, by providing accommodation for offenders. We need to be clear that other partners have existing statutory responsibilities in these areas, and probation services are not funded or equipped to deliver these sorts of additional services, but rather to facilitate access to them.
95. In shaping future arrangements, we want to be much clearer about the services probation providers are required to *deliver*, where they may seek to *commission* services from others (including the voluntary sector) to augment a service offer for offenders, and where they should be seeking to *influence* the delivery of other local services to make sure there is appropriate access for the individuals they are working with. By ensuring there is increased clarity about these roles and responsibilities, we will look to create greater opportunities for collaboration with statutory and voluntary sector partners to co-design and co-commission the wider suite of services necessary to support rehabilitation.

A clearer role for the voluntary sector

96. The *Transforming Rehabilitation* reforms sought to open the delivery of core probation services to a wider range of partners, and we took a number of steps to ensure the voluntary sector could participate. We increased the number of contract package areas to encourage bids from the voluntary sector, and we worked with the Cabinet Office and others to support the sector through the commissioning process. One of the eight successful organisations was ARCC, in the North East, who are a not-for-profit consortium of organisations, including a staff mutual, voluntary sector groups and three local authorities. Most of our other parent organisations have integral voluntary sector delivery partners or utilise voluntary sector organisations through their supply chains.

97. However, we know there have also been challenges for the voluntary sector. In part these challenges are a consequence of the funding pressures CRCs have faced and which have stifled investment in rehabilitative provision and specialist service delivery. We know that it has been particularly difficult for smaller voluntary sector organisations to engage in service delivery, and that many voluntary sector organisations of all sizes have struggled to operate due to the availability of funding. This has led many to make adaptations to service offers or supplement their services with income from other revenue streams. In addition, the introduction of an Industry Standard Partnership Agreement (ISPA), while well-intentioned, has also been overly bureaucratic in practice. As the Justice Select Committee highlighted in their recent report, these factors have had an impact on the quality and range of services available to offenders.
98. In future arrangements we want to do much more to facilitate the participation of the voluntary sector in delivery of rehabilitation and resettlement services, particularly where they can offer specialist service provision. Through engagement with the Reducing Reoffending Third Sector Advisory Group we have listened to proposals for how we might achieve this, and we now want to consult more extensively with the sector, as well as with philanthropic trust funders and social finance organisations.
99. One approach could be to set up separate frameworks or a dynamic purchasing system at a national or regional level for the provision of rehabilitative services, such as accommodation support or provision of specific services for vulnerable groups. This could allow voluntary sector providers who meet specified criteria to make their services available directly to probation providers or other commissioners without having to participate in a separate procurement process each time. The Public Contracts Regulations 2015 have helped to make the process for establishing dynamic purchasing systems less onerous for both contracting authorities and prospective providers, and the Ministry of Justice has recently developed such a system to enable prison governors to locally commission education services. While we recognise this mechanism may not be appropriate for all services, we want to explore with potential providers and voluntary sector organisations the merits of such a model.

Question 14: How can we better engage voluntary sector providers in the design and delivery of rehabilitation and resettlement services for offenders in the community?

Role of Police and Crime Commissioners

100. When we implemented the *Transforming Rehabilitation* reforms, it was anticipated that PCCs would commission services directly from CRCs, promoting increased integration with existing structures. There have been pockets of encouraging practice, and we have seen a handful of examples where PCCs have commissioned services from CRCs, but the extent of our original ambition has not been realised. Some of this has been a consequence of funding pressures on CRCs, and the inevitable impact that has had on the development of their supply chains and investment in additional rehabilitative services. However, we have also seen a hesitancy on the part of other commissioners to buy services from CRCs, which we assume to be a consequence of both concerns about operational performance and confusion about what it is possible to engage CRCs to deliver.

101. As we move to a system with fewer probation areas, PCCs will become increasingly important in ensuring rehabilitative and resettlement services remain locally integrated, and we are keen that PCCs should play a stronger co-commissioning role where possible. PCCs are already an important local stakeholder for probation services – they are responsible for commissioning and setting the strategic direction for the police, and have a statutory convening power to bring local partners together. In most areas, the PCC will chair the Local Criminal Justice Board, or Reducing Reoffending Board, and can play an important function in identifying local issues and bringing agencies together to respond to them. We want to explore how PCCs can play a more active role in supporting probation services in their areas.
102. In future we want to see probation providers engaging more proactively with PCCs to identify shared priorities and explore opportunities to jointly invest in services, particularly where this maximises the use of limited resources. We know that the availability of data at a police force level has sometimes been a barrier to this engagement and we will be exploring options for greater access to data to help support collaborative working and to inform local commissioning decisions.
103. We also think there are certain cohorts of offenders in whom probation and the police will have shared interests. For example, we know that there is a core of increasingly prolific offenders who will place a significant resource burden on both probation and the police. We have previously seen significant drives for ‘integrated offender management’ schemes to ensure this group is closely managed across agencies, with some positive results. This is clearly an area where there is scope to do more, and we would like to see more routine and strategic collaboration with local partners in response to these significant challenges.
104. Other cohort groups, such as female offenders, also provide opportunities for joint investment and innovative development of collaborative service provision. A number of PCCs are already funding services for female offenders, and we want to see continued collaboration between PCCs and probation services, including co-commissioning of these services where possible to maximise the impact of investment.

Question 15: How can we support greater engagement between PCCs and probation providers, including increased co-commissioning of services?

Co-design with London and Greater Manchester

105. We recognise that the local landscape also continues to evolve, and there is more we can do to ensure probation services align to regions with greater devolved responsibilities. We are keen to explore the opportunities here and want to test the benefits of co-designing new arrangements with London and Greater Manchester as two of the most advanced devolved regions, and where we already have criminal justice devolution agreements in place.
106. Earlier this year we signed a Memorandum of Understanding with the London Mayor’s Office for Policing and Crime (MOPAC) and London Councils. As part of this agreement we committed to work together to co-design future probation arrangements in London. We have already begun work with MOPAC to consider London-specific priorities and opportunities to tailor future arrangements so that probation services better integrate with existing local provision and the complex delivery landscape in London. Over the summer MOPAC will be defining their

priorities for London and we will be conducting joint stakeholder and market engagement events to explore additional requirements or adaptations that we could make to the delivery of probation services in London, including opportunities for greater co-commissioning of services.

107. We are also in the process of agreeing a refreshed Memorandum of Understanding with Greater Manchester Combined Authority, and will be working with them too to co-design future arrangements. Greater Manchester have already pioneered a whole system approach to female offenders and intensive community orders for 18-25 year old males at risk of a custodial sentence, both of which have demonstrated positive outcomes. We think there is scope to explore with Greater Manchester further opportunities for better integrating or co-commissioning local service provision. We will be working with them to identify their local priorities and the opportunities for tailoring elements of delivery in the North West to reflect these. We will be conducting joint stakeholder and market engagement events to explore the potential opportunities with key stakeholders and potential providers.

A probation system that works for Wales

108. The Wales Act 2017 specifies that there is a single legal jurisdiction of England and Wales and lists justice areas which are reserved to the UK Parliament, including offender management. However, the Welsh Government has legislative competence in respect of devolved matters including health, housing, social welfare and education. In practice, this presents a fundamentally different delivery landscape for probation services in Wales, and the Ministry of Justice and the Welsh Government work closely to ensure there is a seamless provision of services.

Distinct partnership arrangements in Wales

109. To reflect the distinct partnership arrangements arising from devolution, the prison and probation services are configured differently in Wales. HMPPS Wales has an Executive Director with overall responsibility for the five public-sector prisons and the NPS in Wales. In addition, the Executive Director is responsible for the contract management of HMP Parc (a privately-operated prison) and the Wales CRC. On behalf of the Ministry of Justice, HMPPS Wales works closely with the Welsh Government and PCCs to deliver a wide range of services which meet the needs of offenders and victims in Wales.

110. Partners have already come together collaboratively in Wales to join up the delivery of rehabilitation and resettlement services, many of which are co-commissioned with key agencies from the All Wales Criminal Justice Board.² The Board is a key strategic meeting which brings together PCCs, HMPPS Wales, Welsh Government, Public Health Wales, third-sector organisations and other partners. The 'Framework to Support Positive Change for Those at Risk of Offending in Wales' is an example of effective joint working between HMPPS Wales, the Welsh Government and key partners, and it sets out the priorities for reducing reoffending which are being delivered across Wales.

Developing probation arrangements better tailored to Wales

111. We now want to go further to build on this good work. We want to capitalise on the unique opportunity in Wales to better integrate the delivery of both prison and probation services, and to enhance the join-up with the other services offenders need to turn their lives around. We already have scope within the legislative framework to adapt a model to suit the distinct needs of Wales.

112. When the current Wales CRC contract comes to an end in 2020, we will move to an alternative delivery model in Wales. The NPS in Wales will assume responsibility for the management of all offenders – high, medium and low-risk – so that advice to court, risk and need assessments, sentence planning and managing enforcement and recall will all sit within a single organisation. Probation staff currently delivering offender management services for low and medium-risk offenders for the Wales CRC

² Includes representatives from the Police, HM Court Service, Youth Justice Board, Victim Support, NHS Wales, Crown Prosecution Service, National Probation Service, Welsh Government, HM Prison and Probation Service, Ministry of Justice, and the Legal Services Commission.

will transfer to the NPS. The NPS in Wales will redesign and reconfigure a number of its policies and processes to adapt to this change, and we expect this to be able to create some efficiency benefits and streamline processes.

113. We then intend for the provision of additional services and interventions to be put out to tender to enable a range of providers and voluntary sector organisations to compete to deliver them. This will likely include core parts of sentence delivery, such as operating unpaid work schemes and accredited programmes, as well as the other services required to reduce reoffending and keep communities safe. HMPPS Wales is currently considering options to build upon previous successes in commissioning services with key partners and will consult with stakeholders and the market to explore these further, including through a series of Wales-specific engagement events.
114. As we establish these new delivery arrangements in Wales and monitor their impact, we will consider whether there is learning applicable to the probation system in England.

Question 16: How can we ensure that arrangements for commissioning rehabilitation and resettlement services in Wales involve key partners, complement existing arrangements and reflect providers' skills and capabilities?

Driving performance improvements

115. We want our future probation system to continue to be focused on key outcomes, such as the rehabilitation of offenders and reduction of reoffending, as well as on getting the basics right, such as delivering the sentence of the court and protecting the public. We intend providers to be funded and encouraged appropriately to provide good quality services that achieve these objectives.
116. The *Transforming Rehabilitation* reforms aimed to drive improvements to rehabilitation by linking a proportion of CRC's payment to their success in reducing reoffending. This proportion increased over the life of the contracts to further encourage providers to invest and innovate to address longstanding challenges. The aim of this was to focus providers on rehabilitating offenders and driving offending down, and followed payment-by-results pilots in Peterborough and Doncaster.
117. For the reasons already set out, CRCs have faced significant financial pressures which have undermined their ability to invest in improving the quality of services in the expectation that this would yield reductions in reoffending and subsequent payment-by-results income. While published results show that, on average, CRCs have reduced the number of people reoffending by two percentage points since 2015, we know that for most CRCs the frequency of reoffending has risen over the same period. So far the payment-by-results mechanism has not driven the level of quality or innovation in services that were envisaged, and we now know that performance against the frequency of reoffending measure is creating financial liabilities for providers which threaten their ability to deliver the required standard of services.
118. To ensure that providers are better equipped to deliver the standard of services we want, we intend to change the way they are funded so that the reasonable cost of efficiently delivering core probation services is not put at risk. We still want to encourage both innovation and the achievement of key performance outcomes, and will engage with stakeholders and the market to identify the right incentives to achieve this. In particular, we want to consider how we can promote a focus on key areas such as accommodation, employment, health and substance misuse, as well as reoffending, recognising that these issues are not solely within the gift of probation to tackle. We are also considering how our suite of future performance measures and service levels can more effectively drive providers to focus on the quality of the services they deliver, and how these fit with the performance measures we are developing for prisons.

Question 17: What should our key measures of success be for probation providers, and how can we effectively encourage the right focus on those outcomes and on the quality of services?

Oversight and monitoring

119. Transparency of performance is crucial in promoting public confidence and driving up the quality of probation services. We want to make sure that we hold providers to account for the quality of their work, how they manage risk and protect the public, and recognise and promote good practice.
120. To help achieve this we have already strengthened the role of HMI Probation to ensure more effective inspection of providers. In March HMI Probation published new inspection standards and revised their framework so that all probation providers are inspected and rated annually, better aligning probation services to the transparency already provided over prisons through Annual Prison Performance Ratings. As with current inspection reports, these will be published and providers will be expected to put in place action plans to address any areas identified for improvement. We have established a team in HMPPS to support and challenge providers to implement these action plans and ensure that inspection findings are acted upon. This significant shift in our approach to oversight and inspection will drive up quality, improve accountability and give providers a clearer idea of how their performance compares to others in the system.
121. In March we reached a Memorandum of Understanding with HMI Probation which clarified roles and responsibilities between the department and the inspectorate and set out our joint aspirations for the future oversight of probation, including moving to a more risk-based approach. This is intended to avoid duplication in oversight arrangements, reduce the burden on providers where that is appropriate and provide clarity on our longer-term approach to oversight. We also intend to review and publish updated National Standards for probation so that our expectations of probation providers reflect our focus on improving delivery of basic offender management functions and align more closely to HMI Probation's new standards. We intend to consult on revised National Standards later in the year so that they can provide the foundation for our future expectations of probation providers.

Questionnaire

We would welcome responses to the following questions set out in this consultation paper.

Question 1: What steps could we take to improve the continuity of supervision throughout an offender's sentence?

Question 2: What frequency of contact between offenders and offender managers is most effective to promote purposeful engagement? How should this vary during a period of supervision, and in which circumstances are alternatives to face-to-face meetings appropriate? Do you have evidence to support your views?

Question 3: How can we promote unpaid work schemes which both make reparation to communities and equip offenders with employment-related skills and experience?

Question 4: What changes should we make to post-sentence supervision arrangements to make them more proportionate and improve rehabilitative outcomes? (You may wish to refer to your answer to question 2.)

Question 5: What further steps could we take to improve the effectiveness of pre-sentence advice and ensure it contains information on probation providers' services?

Question 6: What steps could we take to improve engagement between courts and CRCs?

Question 7: How else might we strengthen confidence in community sentences?

Question 8: How can we ensure that the particular needs and vulnerabilities of different cohorts of offenders are better met by probation? Do you have evidence to support your proposals?

Question 9: How could future resettlement services better meet the needs of offenders serving short custodial sentences?

Question 10: Which skills, training or competencies do you think are essential for responsible officers authorised to deliver probation services, and how do you think these differ depending on the types of offenders staff are working with?

Question 11: How would you see a national professional register operating across all providers – both public and private sector, and including agency staff – and what information should it capture?

Question 12: Do you agree that changes to the structure and leadership of probation areas are sufficient to achieve integration across all providers of probation services?

Question 13: How can probation providers effectively secure access to the range of rehabilitation services they require for offenders, and how can key local partners contribute to achieving this?

Question 14: How can we better engage voluntary sector providers in the design and delivery of rehabilitation and resettlement services for offenders in the community?

Question 15: How can we support greater engagement between PCCs and probation providers, including increased co-commissioning of services?

Question 16: How can we ensure that arrangements for commissioning rehabilitation and resettlement services in Wales involve key partners, complement existing arrangements and reflect providers' skills and capabilities?

Question 17: What should our key measures of success be for probation providers, and how can we effectively encourage the right focus on those outcomes and on the quality of services?

Please respond online via the Ministry of Justice consultation hub where possible:
<https://consult.justice.gov.uk/hm-prisons-and-probation/strengthening-probation-building-confidence>

Thank you for participating in this consultation exercise.

About you

Please use this section to tell us about yourself

Full name	
Job title or capacity in which you are responding to this consultation exercise (e.g. member of the public etc.)	
Date	
Company name/organisation (if applicable):	
Address	
Postcode	
If you would like us to acknowledge receipt of your response, please tick this box	<input type="checkbox"/> (please tick box)
Address to which the acknowledgement should be sent, if different from above	

If you are a representative of a group, please tell us the name of the group and give a summary of the people or organisations that you represent.

Contact details/How to respond

Please send your response by 21 September 2018 via the consultation hub <https://consult.justice.gov.uk/hm-prisons-and-probation/strengthening-probation-building-confidence>

If you cannot access the consultation hub, please email responses to probationconsultation@justice.gov.uk

Responses can also be sent by post to:

Probation Programme
Ministry of Justice
Post point 7.55, Tower
102 Petty France
London SW1H 9A

Complaints or comments

If you have any complaints or comments about the consultation process you should contact the Ministry of Justice at the above address.

Extra copies

Further paper copies of this consultation can be obtained from this address and it is also available on-line at <https://consult.justice.gov.uk/>.

Alternative format versions of this publication can be requested from probationconsultation@justice.gov.uk

Representative groups

Representative groups are asked to give a summary of the people and organisations they represent when they respond.

Confidentiality

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the General Data Protection Regulation (Regulation (EU) 2016/679), the Data Protection Act 2018 and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality

Strengthening probation, building confidence

disclaimer generated by your IT system will not, of itself, be regarded as binding on the Ministry.

The Ministry will process your personal data in accordance with data protection legislation and in the majority of circumstances, this will mean that your personal data will not be disclosed to third parties.

CCS0718121624

978-1-5286-0729-2