

Service	Deliver Supervision Requirement – Version 2	Version	P2.2
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National Offender
Management Service

Service Specification for

Deliver Supervision Requirement – Version 2

Service Specification Document

This document defines the service, including the required outcome(s) and outputs. As part of a contract, the national minimum outputs in this document are mandatory for all providers. The document can also contain optional outputs that are available for Commissioners to commission.

1. Service Specification Document	2. Operating Model	3. Direct Service Costs & Assumptions Document	4. Cost Spreadsheet
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Version Control Table		
Version No.	Reason for Issue / Changes	Date Issued
P1.0	Preview publication	04/06/2010
P2.0	Go-live publication: no change from preview publication P1.0	01/10/2010
P1.1	<p>Preview publication - Version 2. Changes to previous version include:</p> <ul style="list-style-type: none"> • Definition of service: bullet points re-ordered, and references to “likelihood of re-offending” amended to “re-offending” • Deleted references to the 2007 National Standards • Replaced terms DOMs with Commissioners • Strategic context: Minor revisions, including data sources updated (page 4), and clarification of use of terms ‘offender manager’ and ‘responsible officer’ • Mandatory instructions: various references (which more properly sit with the specification Manage the Sentence for a Community Order or Suspended Sentence Order) deleted • Previous commissioned option (“Women offenders are offered the option of being interviewed in a women-only environment”) moved to national minimum, as new output row 4. Remaining rows renumbered • Old output 8 (access to community-based helping resources) deleted, as ‘refer and engage’ has now been moved to the specification Manage the Sentence for a Community Order or Suspended Sentence Order 	28/10/2011
P2.1	<p>Go-live publication – Version 2.</p> <p>Reference to Probation Instruction, issued to support implementation of Version 1 of this specification, added to Section 11 ‘<i>References for Detailed Mandatory Instructions</i>’.</p>	30/03/2012

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	Due to an oversight, this reference was not previously quoted.	
P2.2	Supporting documents: reference to operating model, cost spreadsheet and direct service costs and assumptions removed, as these are now outdated.	15/01/2014

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Introduction to Deliver Supervision Requirement Specification

1.	Service Name	Deliver Supervision Requirement
2.	Key Outcome(s) for Service	<ul style="list-style-type: none"> • The supervision requirement is completed • The risk of harm is reduced • Reoffending is reduced • Needs related to reoffending, as defined by the sentence plan, have been met or their severity has been reduced • Positive changes in the offender’s attitudes, thinking and behaviour are achieved
3.	Definition of Service	<p>The Community Order (CO) and Suspended Sentence Order (SSO) were created by sections 177 and 189 of the Criminal Justice Act 2003 to replace a range of different community-based sentences which had developed since the 1991 Act. Each is formed by combining one or more requirements from a “menu” of 12 made available under the Act (sections 177 and 190). The purposes to which the court must have regard in making either of these orders are defined in section 142 (1). Courts are expected (but not required) to specify the purposes when making the order. An order must contain at least one requirement (section 177 and 189) and a requirement cannot be made without an order. One such requirement is the supervision requirement.</p> <p>The SSO (section 189) differs from the CO in that it is technically a custodial sentence and carries with it a presumption of immediate imprisonment for further offending during its currency. The suspension has its own timeline (“the operational period”), separate to the timeline governing any requirement (the “supervision period”). The operational period may extend beyond completion of the requirement(s).</p> <p>Section 213 of the Criminal Justice Act defines the supervision requirement. This is the most frequently used of all requirements. A ‘Supervision Requirement’ means that, during the relevant period, the offender must attend appointments with the responsible officer (whose duties are defined by Section 198 of the Act) or another person determined by the responsible officer, at such time and place as determined by the officer. Throughout this specification the term offender manager is used as it better describes the role and encompasses the duties of the responsible officer.</p> <p>The purpose for which the supervision requirement may be imposed is that of ‘promoting the offender’s rehabilitation’. This is a generic requirement with the flexibility to address a range of needs and factors that precipitate offending behaviour.</p>

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		<p>In the case of a CO, a supervision requirement lasts for the length of the order, which may be up to 3 years. In the case of a SSO, a supervision requirement lasts for the supervision period of the Order, which may be made for a period between 6 months and 2 years.</p> <p>National Standards for the Management of Offenders 2011 published by the Secretary of State under the Offender Management Act 2007 set minimum outcomes which apply to the implementation of a supervision requirement.</p>
4.	Service Elements In Scope	<ul style="list-style-type: none"> • Contact with the offender to promote rehabilitation • The offender manager is supported in the discharge of his/her functions
5.	Out of Scope Service Elements	<ul style="list-style-type: none"> • Staff recruitment and training related to the implementation of the supervision requirement
6.	Dependent Service Elements	<ul style="list-style-type: none"> • Other requirements: this specification should be capable of being delivered alongside other requirements
7.	Strategic Context	<p>Purpose and Criminal Justice Act context</p> <p>The law defines a supervision requirement as being for the purpose of rehabilitation. It is the only one of the 12 requirements with such an explicitly defined purpose.</p> <p>Scale</p> <p>The supervision requirement is the most frequently used of the 12 requirements available under the Criminal Justice Act 2003. Of the 181,945 new community orders/suspended sentence orders made in 2009-10, approximately 21,000 contained a 'stand-alone' supervision requirement but approximately 106,000 CO/SSO cases contained a supervision requirement combined with other requirements.</p> <p>[Reference: OMSAS data May 2010]</p> <p>Targeting</p> <p>The supervision requirement is generally used in the following ways:</p> <ul style="list-style-type: none"> • It is proposed by report writers for offenders whose offending requires greater input and support than could be offered by, say, a stand-alone specified activity requirement

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- The supervision requirement can however stand alone, or be used in conjunction with other order requirements (that respond to offence seriousness to reduce the risk of serious harm and further offending) to create intensive orders
- In cases which require accredited programmes (such as domestic violence and sex offender treatment, where the risks of harmful reoffending are highest), a supervision requirement could strengthen the learning effect requirements can have on each other. The supervision requirement does not however add a ‘wrap around’ complement to other requirements: support for and reinforcement of interventions can be undertaken as part of the offender manager’s duties as responsible officer in managing the order
- A supervision requirement will provide a bespoke approach to addressing the needs underlying an individual’s offending. The offender will be amenable to change through targeted one-to-one supervision; and have a medium to high risk of reoffending as indicated by an OGRS3 two year score of over 50, or equivalent scores on OGRS Violence Predictor OGRS or General Predictor where relevant.
- It is not mandatory for courts to obtain advice from NOMS before imposing a supervision requirement

The Content of Supervision

A supervision requirement enables a highly individualised approach to rehabilitation for eligible offenders and plays a significant part in NOMS’ objective of rehabilitating offenders.

Following the preparation of an assessment and sentence plan by the offender manager (see the service specification Manage the Sentence for a Community Order or Suspended Sentence Order), risks are monitored and the process of rehabilitation is addressed within the supervision requirement. Interventions may be either constructive or restrictive. The most prevalent approach is an individualised delivery of one-to-one interviews, which may be available either within NOMS or in the local community.

The scale, complexity and costs of the delivery of a supervision requirement vary with the risk of harm and risk of re-offending, the social and personal needs and circumstances of the case and with the length of the requirement. This “scaling” is reflected in a tiering framework which assigns different offenders to different service levels. This approach, coupled with systematic assessment, is designed to ensure the level of investment applied to individuals is commensurate with the assessed levels of risk.

The focus and objectives of work to be undertaken as part of the supervision requirement are defined by the sentence plan prepared by the offender manager, to whom the provider of the requirement (if a different member of staff) must supply regular feedback on compliance and progress. There is some evidence about how supervision should best be delivered to optimise its impact. This is summarised in the NOMS Offender Management Model. Structured programmes

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		<p>of work are available for tackling individual issues on a one-to-one basis but none of these are mandatory. Maximum use is expected to be made of resources available in local communities, since this both tackles issues and increases offenders' social inclusion.</p> <p>The provider of supervision is expected to be alert to changes in risk factors, which must be communicated promptly to the offender manager (if different a different member of staff), who may, from time to time, require a contribution from the provider to inter-agency risk management processes.</p> <p>Providers are expected to regularly monitor the successful delivery of interventions designed to address offending-related factors.</p>
8.	Flexibility	The outputs in rows 1-17 in this specification are mandatory; referred to as the National Minimum . The outputs from rows 18-23 are options available to be commissioned.
9.	Reference to Supporting Documents	None.
10.	Example Measurement / Assurance Method for Commissioners	<p>The specification identifies examples of methods for Commissioners to measure/obtain assurance on the delivery of the outputs/output features. Where an output or output feature does not have Performance Indicator(s) or Management Information associated with it, then it is proposed that it should be covered by Contract Management and/or more specific audits of the Service.</p> <p>Contract Management refers to the Commissioner, under the terms of the Contract, exercising appropriate oversight and monitoring of Contract compliance against the service as a whole, including site visits, file inspections and review meetings. Audit may refer to individual reviews of compliance commissioned by Commissioners or to service wide reviews, by Internal Audit and Assurance, of a key process contributing to the delivery of an outcome in a Service Specification.</p>
11.	References for Detailed Mandatory Instructions	<p>Probation Instruction (PI) 14/2010 Implementation of the Deliver Supervision Requirement Specification was issued to introduce and support Version 1 of this specification.</p> <p>There is no single or consolidated policy source which defines what is required in the delivery of a supervision requirement. The process of delivering a supervision requirement, when one forms part of the order, has been viewed as delivering and effecting change in the offender.</p> <p>The specific sections of the main statutory or mandatory provisions which apply are:</p>

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		<ul style="list-style-type: none"> The sharing of information must comply with several legislative provisions. It has a particular bearing on the Deliver Supervision Requirement because most of the contact with offenders to promote rehabilitation takes place within this requirement. The Crime and Disorder Act (1998) provides a legal basis for data sharing, whilst the Data Protection Act (1998) set out the statutory duties which apply when handling personal information. These acts should facilitate responsible information sharing between agencies in pursuit of a reduction in crime and disorder. They should be seen as regulating rather than prohibiting. The combined effect of the legislation is to promote the secure sharing of information, to protect the public and prevent crime, but to ensure that there is a proper basis for the disclosure of personal data. The provider of the supervision requirement is expected to support the Offender Manager in discharging this role National Standards for the Management of Offenders (2011) are issued by the Secretary of State under a statutory duty to do so in section 7 of the Offender Management Act 2007. They define the mandatory outcomes of (amongst other requirements) a supervision requirement. Each standard sets a mandatory minimum requirement and encapsulates what the outcome is intended to be, with, quality indicators and a rationale, an evidence base and supporting material
12.	References for Non-Mandatory Guidance	<ul style="list-style-type: none"> PC 54/2005 introduces the National Probation Service (NPS) Integrated Domestic Abuse Policy and Strategy, subsequently supported by specific guidance for working with perpetrators in “Guidance to Support NPS Domestic Abuse Policy and Strategy: Assessing and Managing Risk of Harm and the Use of Interventions” (August 2008). These documents establish best practice expectations for assessing and working with the perpetrators of domestic abuse Department of Health Policy and Positive Practice Guidelines “Refocusing the Care Programme Approach” – March 2008 sets out expectations for multi-agency working with those who are the subject of a ‘Care Programme’ PC 38/2005 “HM Court Service Effective Practice Guide on Enforcing Community Penalties” is a framework document to assist constituent members of Local Criminal Justice Boards (LCJBs) to work together to improve end-to-end enforcement processes PC 05/2008 “Determining Unacceptable Absences” provides further guidance on the use of discretion in deciding upon the acceptability or otherwise of excuses for non compliance provided by offenders The Offender Management Guide to Working with Women Offenders (May 2008) provides guidance on the supervision of female offenders who are the subject (inter alia) of COs and SSOs The Best Practice Guide: Compliance (Probation Improvement Unit - July 2008) provides guidance on best practice for securing offender compliance with a CO/SSO

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		<ul style="list-style-type: none"> HMI Probation Offender Management Inspection, Thematic and Incident Reports exert significant influence on policy and practice. Some of the recommendations from these reports are incorporated into mandatory policy instruments above
13.	Review	Review cycle to be determined

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Specification

National Minimum

<i>Row</i>	<i>Service Element</i>	<i>Outputs/Output Features</i>	<i>Applicable Offender Types</i>	<i>Policy Theme</i>	<i>Example Measurement / Assurance Method for Commissioners</i>	<i>References for Detailed Mandatory Instructions</i>	<i>References for Non-Mandatory Guidance</i>
1.	Contact with the offender to promote rehabilitation	Appointments are given in line with National Standards at times, dates and locations which maximise the likelihood of compliance. Appointments are re-arranged as required.	All	Compliance	Probation Trust Rating System (PTRS) 01, 02, 03 Community Guidance & Technical Notes (GTNs) OM 31		Compliance Best Practice Guide – Performance Improvement Unit (2008)
2.	Contact with the offender to promote rehabilitation	The timing and location of appointments and the conduct of interviews take account of the diverse needs and circumstances of offenders.	All	Diversity	Contract Management and/or Audit		
3.	Contact with the offender to promote rehabilitation	Women offenders are given the option of being interviewed by a female interviewer.	Women Offenders	National Service Framework – Improving Services for Women Offenders (2008)	Contract Management and/or Audit	Equality Act 2006 Single Equality Scheme	Offender Management (OM) Guide to Working with Women Offenders (2008)

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Row	Service Element	Outputs/Output Features	Applicable Offender Types	Policy Theme	Example Measurement / Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
4.	Contact with the offender to promote rehabilitation	Women offenders are offered the option of being interviewed in a women-only environment.	Women offenders	National Service Framework – Improving Services to Women Offenders (2008)	Community GTNs OM 34		OM Guide to Working with Women Offenders (2008)
5.	Contact with the offender to promote rehabilitation	The offender provides an account of her/his behaviour and movements to inform the exercise of addressing needs and changing behaviour.	All	Public Protection	Contract Management and/or Audit		National Standards 2011
6.	Contact with the offender to promote rehabilitation	The offender's motivation to comply and achieve positive change is sustained or increased.	All	Effective Practice	Community GTNs OM 06, 20	NOMS OM Model (2006) section 8.3	PC 25/2005 Criminal Justice Act Implementation Guide NOMS OM Model 2006
7.	Contact with the offender to promote rehabilitation	Positive changes in the offender's attitudes, thinking and behaviour are achieved.	All	Effective Practice Reducing Re-offending Action Plan (Pathways)	Community GTNs OM 30		
8.	Contact with the offender to promote rehabilitation	The offender's problem solving skills are improved.	All	Effective Practice Reducing Re-offending Action Plan (Pathways)	Community GTNs OM 30		

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Row	Service Element	Outputs/Output Features	Applicable Offender Types	Policy Theme	Example Measurement / Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
9.	Contact with the offender to promote rehabilitation	The offender's awareness of the impact of his/her behaviour and offending upon his/her victim(s) is increased.	All		HMI Probation OMI Reports	Offender Management Act 2007 Part 1 para 2.4	HMI Probation OMI Criteria – 2.3
10.	Contact with the offender to promote rehabilitation	The offender's risk of harm is managed and reduced.	All	Effective Practice Reducing Re-Offending Action Plan	Community GTNs OM 21	NOMS OM Model (2006) section 8.3	Reducing Re-Offending Action Plan
11.	Contact with the offender to promote rehabilitation	Needs as defined by the sentence plan related to re-offending are reduced.	All	Effective Practice Reducing Re-Offending Action Plan	Community GTNs OM 17, 30 INT(Interventions) 09	NOMS OM Model (2006) section 8.3	Reducing Re-Offending Action Plan
12.	Contact with the offender to promote rehabilitation	An enhanced level of contact is provided to address higher levels of risk and need.	Prolific and other Priority Offenders (PPO)	PPO Premium Service	Ad hoc Offender Assessment Management Group PPO Scheme Audit	PC41/2004 PC51/2004 PC56/2005 PC79/2005	Office for Criminal Justice Reform PPO Strategy – National Premium Service Specification (2005) PC 79/2005 PPOs: Summary of Actions and Monitoring Arrangements

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13.	The offender manager is supported in the discharge of his/her functions	A record of all activity related to delivery of the requirement objectives is kept in an approved format.	All		Contract Management and/or Audit	National Standards 2011	
14.	The offender manager is supported in the discharge of his/her functions	Timely contributions are made as required to assessment, sentence planning and review.	All		Contract Management and/or Audit	National Standards 2011	
15.	The offender manager is supported in the discharge of his/her functions	The Offender Manager is provided with timely information regarding the offender's attendance, behaviour, response and risk indicators.	All	Risk Management	Contract Management and/or Audit	National Standards 2011	
16.	The offender manager is supported in the discharge of his/her functions	Data is provided as required for performance and statistical returns.	All	Performance Monitoring	Contract Management and/or Audit	PC 27/2006 National Probation Service Skills for Life Performance Monitoring 2006/7, updated 2009	
17.	The offender manager is supported in the discharge of his/her functions	Contributions are made, as required by the Offender Manager, to the inter-agency management of the offender, his/her actual or potential victim(s) or any child(ren) whose wellbeing may be affected by or associated with him/her.	All	Risk Management	Contract Management and/or Audit		

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Options available for Commissioners to commission

Row	Service Element	Outputs/Output Features	Applicable Offender Types	Policy Theme	Example Measurement / Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
18.	Contact with the offender to promote rehabilitation	Compliance is enhanced by the implementation of a structured programme of compliance-related activity.	Offenders at risk of enforcement proceedings	Compliance Minimising the use of custody	Community GTNs OM 6, 28, 29, 31		Compliance Best Practice Guide – Performance Improvement Unit (2008)
19.	Contact with the offender to promote rehabilitation	Supervision interviews contain a structured approach to victim awareness.	All	Victims	HMI Probation OMI Reports		NOMS OM Model (2006) – para 5.2 HMIP OMI Reports HMI Probation OMI Criteria – 2.3
20.	Contact with the offender to promote rehabilitation	Supervision interviews contain a structured approach to racially motivated offending.	All	Racially Motivated Offenders	Contract Management and/or Audit		HMIP Report “I’m Not a Racist but...” (2005)
21.	Contact with the offender to promote rehabilitation	Supervision interviews are underpinned by a structured programme.	All	Effective Practice	Contract Management and/or Audit		Durham/ Teesside Probation Implementation Guidance on “Citizenship”
22.	Contact with the offender to promote rehabilitation	An enhanced level of contact is provided to address higher levels of need.	Women Offenders	National Service Framework – Improving Services to Women Offenders (2008)	Contract Management and/or Audit		OM Guide to Working with Women Offenders

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23.	Contact with the offender to promote rehabilitation.	An enhanced level of support is provided through a mentoring scheme.	Vulnerable Groups	National Service Framework - Improving Services to Women Offenders (2008) Diversity/ Equality of Outcome	Contract Management and/or Audit		