

An inspection of

Thames Valley

Community Rehabilitation Company

HM Inspectorate of Probation

NOVEMBER 2018

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This inspection was led by HM Inspector Simi Badachha, supported by a team of inspectors and operations and corporate staff. The manager responsible for this inspection programme is Helen Rinaldi. We would like to thank all those who participated in any way in this inspection. Without their help and cooperation, the inspection would not have been possible.

Please note that throughout the report the names in the practice examples have been changed to protect the individual's identity.

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Foreword

This is our first inspection of Thames Valley Community Rehabilitation Company (CRC) since the contract to deliver probation services was awarded to the parent company MTCnovo.

We have given Thames Valley CRC a 'Requires improvement' rating. I am encouraged by the strength in the leadership arrangements and the motivated workforce we found. The organisation is committed to continuous improvement, promoting a learning and development culture to work towards its ambition to be a trusted provider of justice and social care services. Addressing the areas for improvement we found in this inspection are critical to improving the quality of the services delivered and keeping people safe.

In previous inspections, we have reported on significant delays in developing case management systems owing to setbacks in the Ministry of Justice (MoJ) secure partner gateway links. We were pleased to find that MTCnovo was currently live testing these links. We look forward to reviewing the impact when we return.

We found that there are insufficient interventions available in the volume and frequency needed to respond to demand and that this hindered the implementation of the new operating model. The CRC is recruiting to fill this gap, but it needs to deliver appropriate services to address offending and risk of harm even if full staffing has not been achieved.

As we have been finding in other inspections across CRCs, the quality of risk of harm work is not thorough. Child safeguarding is not a new concept, nor is effective communication with partners when managing perpetrators of domestic abuse. We found too often that the basic checks with other organisations were just not being done. We urge the CRC to consider the recommendations of the recently published domestic abuse thematic inspection¹ in this regard.

The assessment and management of risk of harm in unpaid work is a concern. Individuals allocated to work in the community were sometimes not safely placed. The CRC took immediate remedial action to address this when it was pointed out; nevertheless, arrangements for assessing and managing risk of harm and keeping people safe must be improved.

We acknowledge the CRC is keen to improve the quality of its work and we hope the findings and recommendations will assist the organisation to do this.



Dame Glenys Stacey
Chief Inspector of Probation

¹ *Domestic abuse: the work undertaken by Community Rehabilitation Companies (CRCs). A thematic inspection report by HMI Probation.* HMI Probation (2018).

<https://www.justiceinspectorates.gov.uk/hmiprobation/inspections/domestic-abuse-the-work-undertaken-by-community-rehabilitation-companies/>

Overall findings

Overall Thames Valley CRC is rated as: **Requires improvement**. This rating has been determined by inspecting this provider in three areas of its work, referred to as 'domains'. The findings and subsequent ratings in those three domains are described here:

	Organisational delivery
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Our key findings about the organisation are as follows:

- **Experienced and knowledgeable senior leaders are working hard to support the delivery of services**

The CRC is working towards ambitious objectives set by MTCnovo as part of the MTCnovo-wide change plan. Its goals – becoming a trusted provider of justice and social care services and a leader in developing and delivering successful interventions, improving lives, building safer communities and reducing reoffending – are embedded in strategic and local delivery plans. Its change plan is partially implemented, having recently been developed. In Thames Valley, the cohort model was simplified, allowing more localised service delivery. This was supported by 'The Grid' outlining the levels of contact and the range of interventions to address risk of harm and the needs of individuals. The CRC has more work to do to engage sufficiently with local sentencers. Senior leaders recognised they had not yet reached the desired end state. They continue to implement plans to develop a stable workforce, provide the right training, make the full suite of interventions available and ensure information and communications technology (ICT) better enables staff to be effective.

- **Staff are motivated and committed, but some lacked the skills and knowledge to undertake the tasks they were given**

Staff retention is a significant obstacle for the CRC. With support and backing from the MTCnovo Human Resources Director and the Finance Director, the CRC has established a proactive approach to recruitment, talent management and succession planning. The Professional Qualification in Probation (PQiP) has been re-instated, providing existing and future staff with the opportunity to gain this professional qualification. Staff understand the MTCnovo-wide change plan and its relevance to Thames Valley CRC, and many welcome it. Responsible officers report unmanageable workloads, although they recognised that caseloads are decreasing and that management oversight was increasingly effective. Staff were taking opportunities for learning and development. Morale is positive and staff feel supported. Risk of harm training and the quality of practice is not good enough, which means actual and potential victims are not kept safe.

- Services to support rehabilitation and address the risk of harm posed by individuals are not fully established**

The CRC has a dedicated rehabilitation services team overseeing supply chain arrangements, Through the Gate services and in-house interventions.

Through its analysis of the risk of harm and needs profile, the CRC identifies the range of services needed. Services are not fully accessible however, which means individuals in employment are often unable to attend identified activities, and waiting times for some accredited programmes lead to delays in people starting interventions. Interventions designed to address factors related to risk of harm are not being delivered in sufficient quantity. The CRC is recruiting and training new facilitators to address this.

- Facilities and ICT support the effective delivery of services and policies and guidance are clearly communicated**

Relevant and necessary polices and guidance documents are available and communicated clearly in the organisation. Facilities and ICT are stable and reliable, allowing effective service delivery and flexible working. The CRC is developing its Omnia ICT system, a single platform that brings together individual risk and needs assessment, action planning, and case management. At the time of inspection, live testing was taking place and staff were looking forward to its implementation.

	Case supervision
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Our key findings about case supervision are as follows:

- Assessments focused on offending, desistance and in most cases on keeping other people safe, but did not contain information from others**

Responsible officers engaged well with individuals in completing assessments, which focused on levels of motivation and protective factors. Efforts to obtain information from other agencies were not sufficient. Assessments in some cases where there were domestic abuse and/or safeguarding concerns were not investigated.

- Plans were not sufficiently focused on managing the risk of harm posed**

The lack of relevant information considered for the assessment meant plans were not focused sufficiently on keeping actual and potential victims safe. Contingency planning and restrictive measures were not considered fully.

- Services and interventions did not always focus on the right things and factors related to offending and risk of harm were not always addressed**

There were gaps in the availability of in-house interventions to address risk of harm and offending-related needs. Some responsible officers were not sure

about the arrangements for one-to-one appointments. Structured, relevant and meaningful interventions were not being delivered.

- **Reviewing was not effective, progress was not always measured and adjustments were not made when necessary**

Reviewing practice lacked consistency and failed to focus sufficiently on keeping other people safe. Individuals were not always engaged in the review process and information from other agencies was not collated. Plans in many cases remained unaltered, despite evidence of a change in circumstances.

 CRC	Unpaid work and Through the Gate
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Our key findings about other core activities specific to CRCs are as follows:

- **Unpaid work: Arrangements for assessing and safely allocating individuals to an unpaid work placement were ineffective**

Diversity and the personal circumstances of individuals were taken into account when unpaid work placements were allocated. Obstacles to compliance, for example, for those in rural areas and in locations with poor transport links, were addressed positively.

A full analysis of risk of serious harm was not completed in relevant cases. The factors likely to increase an individual's risk of harm were not considered before the person was allocated to a placement. The process for flagging risk of harm issues to supervisors was insufficient, and not enough detail of the actual or potential risks or actions required to manage the risk was considered.

- **Through the Gate: The CRC was working positively with Milton Keynes College to enhance Through the Gate services**

Resettlement planning and activity was sufficiently focused on factors related to offending and desistance. Effective work was done to support the resettlement of individuals, but communication with local community services prior to release was inadequate.

Service:

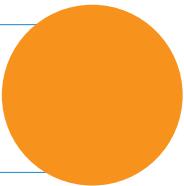
Thames Valley Community Rehabilitation Company

Fieldwork started:

August 2018

Overall rating

Requires improvement



1. Organisational delivery



2. Case supervision



4. CRC specific



² CRC aspects of domain three work are listed in HMI Probation's standards as 4.1 and 4.2. Those for the NPS are listed as 3.1 and 3.2.

Recommendations

We have made six recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in Thames Valley CRC.

Thames Valley CRC should:

1. ensure the full range of services and interventions are delivered at the frequency and volume necessary to meet local demand
2. increase communication with sentencers to improve information exchange and build effective relationships
3. improve the quality of planning, service delivery and reviewing to help keep actual and potential victims safe
4. equip staff with the skills and knowledge to work with domestic abuse perpetrators and to deal with child safeguarding concerns
5. ensure unpaid work allocation decisions are based on effective risk assessment and supervisory staff understand plans to manage the risk of harm individuals pose
6. ensure Through the Gate staff communicate with local community services in preparation for individuals' release from custody.

Background

An explanation of probation services

Over 260,000 adults are supervised by probation services annually.³ Probation services supervise individuals serving community orders, provide offenders with resettlement services while they are in prison (in anticipation of their release) and supervise for a minimum of 12 months all individuals released from prison.⁴

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

These services are currently provided by a publicly owned National Probation Service (NPS) and 21 privately owned CRCs that provide services under contract.

Government intends to change the arrangements for delivering probation services, and is consulting on future arrangements, at the time of writing.

The NPS advises courts on sentencing all offenders, and manages those who present a high or very high risk of serious harm or who are managed under Multi-Agency Public Protection Arrangements (MAPPA). CRCs supervise most other offenders who present a low or medium risk of harm.

Thames Valley CRC

MTCnovo is the parent organisation awarded the contract to provide probation services through Thames Valley CRC. The company also owns the London CRC. The two MTCnovo CRCs and secure training centre⁵ work collaboratively with one another, sharing learning.

The Probation Director of Thames Valley CRC is the senior leader of both Thames Valley and the neighbouring London CRC.

MTCnovo is a joint venture of third and private sector partners. Management and Training Corporation (MTC) is an American organisation that supports more than 31,000 service users across 25 facilities in the USA to learn new academic, technical and social skills. Novo is a UK-based company founded by public service specialists (Amey) and industry experts to improve public service delivery in the justice and health markets. The public and third sector partners comprise: RISE (a public service mutual delivering probation services); Band of Brothers (a charity aimed at reducing

³ Offender Management Caseload Statistics as at 31 March 2018, Ministry of Justice.

⁴ All those sentenced, for offences committed after the implementation of the *Offender Rehabilitation Act 2014*, to more than one day and less than 24 months in custody, are supervised in the community for 12 months post-release. Others serving longer custodial sentences may have longer total periods of supervision on licence.

⁵ The two CRCs owned by MTCnovo comprise London and Thames Valley. The secure training centre is Rainsbrook STC.

self-destructive and anti-social behaviour among young men); and Novus (a not-for-profit social enterprise dedicated to delivering education, training and employability programmes within prisons, approved premises and the community).

The CRC's mission is for staff to develop, provide and assure effective rehabilitation and public protection services that reduce reoffending and minimise harm. The CRC uses a person-centred approach, building on individual strengths to reduce reoffending. The Skills for Effective Engagement Development and Supervision (SEEDS)⁶ approach provides the framework and principles for defining and delivering practice in the CRC.

For more information about this CRC, including details of its operating model, see Annex 3.

The role of HM Inspectorate of Probation

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

HM Inspectorate of Probation standards

Organisations that are well led and well managed are more likely to achieve their aims. We inspect organisational delivery against four standards. These standards are based on established models and frameworks, which are grounded in evidence, learning and experience. They are designed to drive improvements in the quality of work with people who have offended.⁷

⁶ The model involves ongoing training for probation professionals, including: professional development covering relationship-building; pro-social modelling; motivational interviewing; the risk need and responsivity principles, and cognitive behavioural techniques.

⁷ HMI Probation's standards can be found here:

<https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

Key facts

155,939

The total number of individuals supervised by CRCs across England and Wales⁸

4,750

The number of individuals supervised by Thames Valley CRC⁸

2

The number of CRCs owned by MTCnovo

48.8%

The adjusted proportion of the Thames Valley CRC's service users with a proven reoffence⁹

80%

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders for Thames Valley CRC. The performance figure for all England and Wales was 78%, against a target of 75%¹⁰

88%

The proportion of positive completions of unpaid work requirements for Thames Valley CRC. The performance figure for all England and Wales is 88%, against a target of 90%¹¹

99%

The proportion of resettlement plans completed by the CRC. The performance figure for all England and Wales was 96%, against a target of 95%¹²

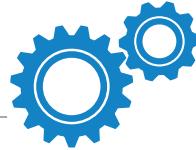
⁸ Offender Management Caseload Statistics as at 31 March 2018, Ministry of Justice.

⁹ Proven reoffending, payment by results, July-September 2016 cohort, Ministry of Justice, April 2018.

¹⁰ CRC Service Level 8, Community Performance Quarterly Statistics, January 2017 - March 2018, Q4, Ministry of Justice.

¹¹ CRC Service Level 10, Community Performance Quarterly Statistics, January 2017 - March 2018, Q4, Ministry of Justice.

¹² CRC Service Level 13, Community Performance Quarterly Statistics, October–December 2017, Q4, Ministry of Justice.



1. Organisational delivery

Thames Valley CRC has knowledgeable and motivated leaders driving the vision and strategy of the organisation. Its operating model provides a clear framework aligned to the priorities of the organisation. The full range, volume and frequency of services are not in place for the model to be implemented fully. Services and facilities for female offenders are limited across the CRC. Staff are involved in organisational change; they are upbeat and contribute to a culture that supports learning and that is supportive of individuals. There is a vibrancy within the CRC, promoted by the Probation Director and modelled by leaders from the MTCnovo executive board, which creates an engaged and enthusiastic workforce.

Strengths:

- Thames Valley CRC is led by committed and forward-thinking senior managers.
- The vision and strategy to deliver high quality services is embedded within the operating model.
- The CRC leaders are focused on staff engagement and have involved staff in making key decisions.
- New recruitment and development processes focus on developing a resilient workforce, retaining staff and providing progression pathways.
- Reliable ICT and clear guidance on record keeping enables agile working.
- The CRC has a strong approach to dealing with rural access issues, access to buildings and unpaid work sites. Supplying travel warrants, covering expenses and providing pick-up points contributes to high levels of compliance.

Areas for improvement:

- Local sentencers are not clear about the work of the CRC or what it can deliver. Effective relationships are not in place.
- Staff's experience and knowledge of public protection, safeguarding and delivering services that address and manage harm are underdeveloped.
- The full range, volume and frequency of services are not yet in place. Staff are unsure about how they should manage cases when services are not available.
- The unpaid work teams do not universally implement arrangements for assessing and managing public protection and safeguarding.

1.1. Leadership	Good
<p>The leadership of the organisation supports and promotes the delivery of a high-quality, personalised and responsive service for all service users.</p>	

The organisation's vision and strategy sets out clear priorities for improving the quality of interaction between frontline staff and individuals. The annual service plan, continuous improvement plans, and local business plans set the organisation's priorities on reducing reoffending, assessing and managing harm; and delivering the order of the courts.

The operating model clearly outlines the strategy for delivering high-quality services. The CRC's practice standards are driven by guidance, measures and principles such as: Her Majesty's Prison and Probation Service good industry practice; key lines of enquiry; contract requirements; HMI Probation standards and service level measures; and assurance metrics. The delivery of services is underpinned by the SEEDS framework.

The majority of staff understand the vision and strategy, although they are less clear about the operating model. Leaders from the CRC and the MTCovo executive board use a range of mechanisms for communicating with frontline staff. Time is spent checking their understanding of the strategy.

The CRC has objectives to improve and strengthen its relationships with partners and stakeholders. The CRC is represented at a range of external partner meetings, including community safety partnerships and joint operational groups with the NPS and safeguarding boards. The CRC senior leaders provide sentencers with information through the national sentencers bulletin and attend the Probation Liaison Forum. The director also attends roundtable discussions with the senior presiding judge. Not all sentencers, have a clear understanding of the vision, strategy or work of the CRC.

Routine and regular reviews of the CRC's risk registers are in place. Continuity planning allows for appropriate business risks and contingency plans. Strategic plans are localised to take into account relevant circumstances and local staff understand what action is required in the event of a major incident.

The CRC began to implement the operating model in May 2018. The model includes 'The Grid', developed in collaboration with frontline workers and designed to structure contact levels and enable staff to access interventions. At the time of the inspection it had not been fully implemented.

At the time of the inspection, new responsible officers and intervention facilitators were still being recruited and trained, which meant the number and frequency of interventions available was limited. There are clear expectations for meaningful contact and the focus is to target appropriate interventions and respond to individual need. Alongside this, the operating model supports the minimisation of one-to-one Rehabilitation Activity Requirements (RARs) in favour of structured and evidenced-based one-to-one programmes and access to group interventions. Each case is assessed according to risk of harm and need, which allows a personalised approach to consider diversity and other complexities.

Responsible officers are gaining an understanding of the model through its gradual implementation, changes are clearly communicated with the involvement of frontline staff. Local teams are implementing the model alongside an objective to create a stable organisation. Some responsible officers were not clear about the model for one-to-one work and delivering services when those provided by the rehabilitation services are not available. While the organisation is embedding the operating model and providing training for new and existing staff on risk of serious harm, practice in managing the risk of harm posed by individuals under supervision was not sufficient. We address this further in domains two and three.

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

Caseloads are organised by male and female cohorts. Specific responsible officers are allocated Integrated Offender Management (IOM) cases and a pilot was in place to manage custodial cases. Only 44 per cent of responsible officers we interviewed reported manageable caseloads, 71 per cent said their managers were reviewing caseload numbers.

Responsible officers were eager to deliver high-quality services, keen to have available all proposed interventions and were enthusiastic about proposed changes to the case management system. During the gradual implementation of the operating model and recruitment of new staff, responsible officers were not delivering high quality services that addressed individuals' risk of harm and offending-related needs.

A key challenge for the CRC is staff retention, particularly among qualified probation officers. The CRC has enhanced its workforce strategy to improve recruitment and training. Recruitment phases are planned, taking account of the time required to train staff so that the right staff are in the right place. A detailed and comprehensive training phase of 12 weeks is in place for probation service officers.

The CRC has re-introduced the PQiP to provide existing and future staff with the opportunity to gain the professional qualification. Some staff are working as enhanced probation service officers (E-PSOs), which recognises their level and range of experience. They are allocated cases with greater complexities, however, not all E-PSOs who were interviewed were confident they were sufficiently trained to deliver high-quality services to those individuals.

Managers have a clear responsibility to manage and support their teams. The CRC has procedures in place for line management, case discussions and talent management. Of the responsible officers interviewed, 90 per cent reported they had supervision arrangements in place to enhance and sustain good-quality work with individuals. Induction arrangements for new staff are comprehensive for those in cohort teams. Responsible officers holding stand-alone unpaid work cases do not have the same level of induction, resulting in gaps in knowledge and experience.

The performance and development review (PDR) cycle was implemented in December 2017. Managers review expectations and development plans during line management sessions. The CRC's aim is to ensure staff are equipped with the right

skills to do their job. The PDR cycle is the mechanism for managing poor performance. Senior managers reported very few staff were subject to poor performance procedures.

The CRC is in the process of implementing a new talent management programme, along with quality assurance arrangements and external audits and is responsive to the learning needs of staff. Of the staff interviewed, 96 per cent reported having sufficient skills and training to manage cases allocated and 85 per cent received the required level of in-house training. There is a strong commitment at all levels to improve the quality of services being delivered, and staff learning and development was a key focus for the CRC. Most responsible officers reported a learning and development culture was in place. Responsible officers are not sufficiently trained to manage the risk of harm posed by domestic abuse perpetrators or to take child safeguarding action, where necessary.

In the 2016 staff survey, supportive management was rated highly, but only 37 per cent of respondents felt they had a voice in the organisation. The response from senior leaders was impressive. There is now considerable evidence that executive board members, directors and CRC senior leaders are listening to staff. The forums, events and mechanisms for staff engagement and inclusion are inspiring, enabling staff to provide thoughts and feedback on change proposals within the organisation.

Staff employed in administration roles and unpaid work supervisors felt less well connected to the CRC. Limited flexibility to provide cover for their roles meant they did not attend engagement events and did not sign up to workshops. The CRC has plans to address the gap.

Managers use the reward and recognition scheme and 72 per cent of responsible officers interviewed had received an award and vouchers for good work. Of the staff we interviewed, 31 per cent required reasonable adjustments; and for 88 per cent of them, the adjustments were made.

1.3. Services	Requires Improvement
A comprehensive range of high-quality services is in place, supporting a tailored and responsive service for all service users.	

The CRC obtains data and information from a range of sources: Offender Assessment System (OASys) reports, nDelius (the case management system) and the police national computer (PNC). The information enables the CRC to monitor reoffending trends at the CRC level and across individual teams.

The CRC captures the risk of harm profile, and data analysis enables it to identify the demand and plan services required. The management information allows the CRC to identify specific categories of harmful offending behaviour and offending-related needs to inform the interventions it offers.

The CRC's annual equality and diversity report details the diversity characteristics of its cases. Outcomes for community and custodial cases are monitored and the protected characteristics of individuals being recalled or failing to complete orders are

analysed. Female offenders make up 13.2 per cent of the caseload. They are managed by specific responsible officers, but there is no provision for female-only reporting locations or times. The CRC is delivering female-only interventions, which the NPS can access through the rate card (a directory of services). Between August 2017 and August 2018, 26 females completed the HEAL programme.¹³

The annual service delivery plan for 2018 includes the CRC's priority of continuing to improve rehabilitation services. The CRC has identified a range of interventions designed to address offending behaviour and risk of harm and to build on strengths and protective factors.

The demand for accredited programmes, such as Building Better Relationships has increased while referrals for the Thinking Skills Programme have declined. The CRC's bespoke programme Stepping Stones to Change (SS2C) is available, although not enough places are available frequently enough to meet the demand.

There are insufficient staff to deliver interventions at the rate necessary, leading to lengthy waiting times and appropriate work not being delivered in all cases. Staff retention and changing patterns in sentencing meant the CRC was in the process of implementing a renewed offer of services. It is anticipated that fully trained staff facilitators will be in place by October 2018.

We found, although responsible officers are aware of the unavailability of some services, they did not consider identifying or taking up other relevant services or interventions. This means in too many cases, services designed to manage reoffending and risk of harm are not being delivered to those who need them.

The IOM scheme monitors both CRC and NPS cases, 313 in total and 188 CRC cases, which include violent individuals and domestic abuse perpetrators. Effective relationships with the British Transport Police enable intelligence to be shared with the IOM team on county lines drug networks and sexual exploitation, managing potential and actual risk of harm presented by known nominals.

Effective relationships are in place with the Police and Crime Commissioner (PCC). The PCC commissions the CRC to deliver the Positive Relationships Programme to men, following police callouts. Senior managers represent the CRC at local reducing reoffending boards and partnership meetings with the NPS.

Sentencers are not sufficiently informed about the work of the CRC. Many sentencers reported a significant decline in the level of communication with the CRC on unpaid work projects, fewer opportunities to attend sentence training events through the CRC and a lack of information about individuals' positive outcomes.

We saw some evidence of ineffective partnership arrangements in relation to responsible officers communicating with children's social care teams. This meant some responsible officers were not managing the actual or potential risks presented by an individual.

¹³ An evidence-based, gender-responsive, strength-based intervention for women. HEAL uses psycho-educational and cognitive-behavioural therapy (CBT) techniques, expressive arts, body-focused exercises, mindfulness, and relational therapy to support women to understand and begin to recover from the effects of the trauma they have experienced.

1.4. Information and facilities	Good
<p>Timely and relevant information is available and appropriate facilities are in place to support a high-quality, personalised and responsive approach for all service users.</p>	

There are appropriate and comprehensive policies and guidance in place to enable staff to deliver a quality service and meet the needs of individuals. Many policies and guidance documents were reviewed and updated in the previous few months, in accordance with the CRC's revised annual service plan and operating model. Of the responsible officers interviewed, 94 per cent reported that policies were effectively communicated. Responsible officers interviewed understood the case recording policy.

The CRC has produced an interventions booklet and 'The Grid', a tool for identifying individual suitability against each intervention, was used by responsible officers to identify services.

The premises used by the CRC include a number of buildings jointly occupied with the NPS. Its buildings provide an appropriate space and environment for individual and group contact.

The CRC addresses issues for those in rural areas and where transport links are limited by providing travel warrants and unpaid work pick-up points and covering the cost of travel expenses to remove the barriers experienced by individuals.

Staff receive Solo protection devices for security purposes when conducting home visits and carrying out unpaid work supervision. In some locations, insufficient telephony coverage means the devices do not always work, compromising the safety and security of some members of staff.

OASys and nDelius are the main ICT packages used in the CRC to assess individuals, plan work and record information. Connectivity issues are minimal and IT supports remote working. In line with its IT strategy, the CRC is developing Omnia, its new ICT case management system, which incorporates risk and needs assessments, a case recording system and the functionality to select and make referrals to interventions. The CRC is live testing the system and phasing in its implementation, mitigating the impact of the change on frontline staff.

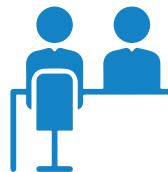
Management information supports the monitoring of performance measures and levels of contact. Regular line management meetings mean performance-related issues are identified and addressed. Senior leaders report pressure to achieve performance measures and targets which means that the delivery of high quality services was not prioritised.

The MTCnovo Director and CRC Probation Director are key drivers in redirecting the focus on increasing the quality of contact with individuals and investing in the stability, retention and development of the workforce.

The CRC promotes a cohesive learning culture. The performance and quality team works with staff to identify areas for development, offer learning opportunities using appropriate tools and share evidence of good practice. The team's supportive and developmental approach means there is little evidence of a blame culture, and staff appear to welcome auditing and learning opportunities.

Effective relationships are in place with the contract management team. The CRC responds to audit recommendations and works collaboratively with the contract management team to produce appropriate action plans and review progress.

The CRC responded promptly and appropriately to concerns raised by the inspection team during the fieldwork on the assessment and management of risk of harm in stand-alone unpaid work cases. We found organisational practice that meant full risk of serious harm assessments were not being completed, including in cases where there were clear indicators of serious harm. In some cases, staff did not carry out sufficient analyses or assessments when there were domestic abuse and child safeguarding concerns. We were pleased to see the CRC address the problem swiftly, issuing new guidance to staff.



2. Case supervision

At all levels, staff appear committed to providing a quality service to individuals. Staff reported caseloads were not manageable, but wanted to do a good job. Responsible officers undertake assessments of offending, desistance and risk of harm. They engage with individuals and take their views into account. Assessments include information about previous offending and behaviour, but not enough is done to communicate with social care teams or police domestic violence units.

Planning work to address offending and build on the strengths of individuals is appropriate. Plans to keep people safe are not consistently good across the CRC. Some responsible officers are managing cases when they have not received sufficient training; risk management planning is not sufficiently considered.

Services delivered have a good focus on protective factors and developing strengths. The services available for education, training and employment are widely available and accessed. Those most likely to reduce reoffending and keep people safe are not delivered frequently enough or in sufficient capacity to meet the demand.

The timing of the inspection meant that some services and practice standards were not applied in full in the cases being inspected as the new model only started in May 2018. Not enough attention is paid to protecting actual or potential victims; contact levels are insufficient for keeping people safe.

Strengths:

- Individuals are actively involved in assessments.
- Good attention is paid to strengths, diversity and the impact on compliance.
- A range of services is available to build on strengths and support desistance.
- The continuity of allocated responsible officers is good, with few changes being reported.
- Appropriate motivational work is taking place to re-engage individuals following enforcement action.

Areas for improvement:

- Plans to keep people safe are not sufficient to address all harmful behaviour.
- Home visits are not carried out when they are required.
- The number and frequency of interventions do not meet the demand.
- There is limited evidence of meaningful interventions being delivered.

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

Assessments are focused sufficiently on engaging the service user. In the majority of cases inspected, the analysis of the individual's motivation and readiness to engage and comply with the sentence was good. Responsible officers identify diversity and individuals' personal circumstances and pay good attention to the potential impact on engagement and compliance. We found good examples of engagement through self-assessment questionnaires, video conference sessions prior to release from custody and informative induction material.

The assessments are sufficiently focused on the factors linked to offending and desistance. In the cases inspected, we found the main factors linked to offending were thinking and behaviour and substance misuse. Strengths and protective factors were included in the assessments in most of the cases, including motivation to change, family and relationships and employment.

In one-third of cases, information from other sources was not used to support assessments. We found examples where assessments were not updated to include information about the current offence; others did not include information from custodial assessments and there were some examples in which previous assessments were not altered to reflect the current circumstances or sentence. In most of these cases there was a lack of evidence of appropriate and timely contact with children's social care and police domestic violence units. Where assessments were completed to meet performance measures but lacked necessary information, we did not find sufficient evidence of follow up.

One inspector noted:

"The service user is assessed as posing a medium risk of serious harm to members of the public, but low in other areas, there are issues relating to domestic concerns with family members, however these were not investigated prior to completing the assessment. This would have revealed a number of callouts linked to family members, drug use and aggressive behaviour."

In two-thirds of the cases inspected, assessments focused sufficiently on keeping people safe. There was a clear and accurate assessment of the risk of harm posed and the nature of harm in these cases. Responsible officers took account of individuals' previous convictions and past behaviour, which led to assessments that identified potential and actual victims.

Assessments of risk of harm did not pay sufficient attention to safeguarding and domestic abuse when they are not a feature of the index offence. Responsible officers did not routinely follow safeguarding and risk of harm practice guidance, which means there are gaps in assessments, and risk of harm was not fully assessed in all cases.

Responsible officers did well to engage individuals in their assessments. Offending behaviour and desistance factors were considered appropriately. Factors related to

the risk of harm and keeping people safe were identified and analysed well in most cases. Further work is needed to ensure responsible officers communicate with partners to assess safeguarding and domestic abuse concerns fully.

2.2 Planning	Requires Improvement
Planning is well-informed, holistic and personalised, actively involving the service user.	

Planning focuses sufficiently on the reasons why individuals offend and on desistance, but does not sufficiently address keeping people safe.

We found good evidence of individuals being meaningfully involved in planning, and sufficient focus on reducing reoffending and supporting desistance. Good engagement with individuals during assessments continued during the planning stages. Responsible officers discuss the plans with individuals when they attend. They refer to self-assessment questionnaires and induction sessions to identify goals for the individual and set appropriate objectives, leading to a personalised plan.

Responsible officers include their understanding of motivation levels and diversity and personal circumstances in their plans. Flexibility was incorporated into plans so that individual responsibilities in relation to child care, employment and medical conditions could be considered, addressing obstacles to engagement and compliance.

In most cases inspected, plans clearly set out the requirements of the order/licence. We found records were clear about the pattern and level of contact required to support the delivery of necessary services. In most cases, there were clear arrangements for home visits to take place and contact with partners and other agencies, such as education, training and employment (ETE) providers and substance misuse services.

Planning sufficiently reflected offending-related factors and critical priorities in the majority of cases inspected. Planning to address accommodation was not in place, which reflected the limited provision available in the local area. Plans included strengths, protective factors and sources of support. Most plans emphasised that other professionals were working with individuals to address factors related to offending or supporting their desistance, which meant responsibilities were clear.

In over two-thirds of cases, planning set out the services most likely to reduce reoffending and support desistance. We found examples where the focus was solely to support desistance, which meant services to address offending-related triggers were not in place. We found, where insufficient assessments were completed, planning did not focus on the areas of work where it was required, and was therefore ineffective.

Planning to keep other people safe was inconsistent. It focused sufficiently on keeping other people safe in just over half the inspected cases.

In two-thirds of cases, planning sufficiently addressed risk of harm factors and prioritised those most critical; in one-third of cases, potential and actual victims were

not appropriately protected. The necessary restrictive interventions designed to manage the risk of harm were set out in two-thirds of cases. The gaps in information during the assessment of risk of harm, meant planning was not effective in all cases to manage the risk of harm.

Appropriate links to the work of other agencies involved with the individual and contingency arrangements for managing the risks identified were sufficient in just over half the cases. We found good examples of referrals to the Multi-Agency Risk Assessment Committee (MARAC), the women's safety worker and substance misuse services. We found many examples where children's services and police domestic violence units were not mentioned.

Planning to address the risk of harm in relation to domestic abuse and safeguarding children did not sufficiently ensure actual and potential victims were kept safe. In over one-third of cases where domestic abuse and safeguarding concerns were present, there was insufficient evidence of planning, communication with partners or active monitoring to manage the risk of harm adequately.

2.3. Implementation and delivery	Inadequate
High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user.	

The sentence/post custody period was implemented effectively and focused on engaging the service user in most cases. We found the requirements of the sentence were implemented promptly in two-thirds of cases. Responsible officers were effective in maintaining working relationships in the majority of cases. Initial contact sessions informed individuals about rules and responsibilities, and responsible officers were committed to developing effective relationships from these early stages.

In over three-quarters of the cases inspected, sufficient efforts were made to enable individuals to complete the sentence. Responsible officers provided appropriate flexibility to take account of personal circumstances.

For individuals in custody, proportionate contact was made prior to their release in just over half the cases. When contact prior to release took place, the quality of planning for release focused on the relevant factors, such as accommodation and referrals to other agencies. In other cases, the absence of contact prior to release meant some responsible officers were not prepared for some releases.

Risk of non-compliance was identified and addressed in a timely fashion in just over half the cases, reducing the need for enforcement action. We found good examples of responsible officers addressing limited transport links and issues for those in rural areas to help overcome obstacles to attendance. Appropriate professional judgement decisions were found in the majority of cases following non-compliance.

Enforcement action was taken in just over half the cases following non-compliance. We found examples of enforcement letters not being issued promptly, requests to amend breach reports not completed and breaches being withdrawn. This meant

some individuals were not being sufficiently monitored and returned to court when necessary.

Responsible officers made efforts to re-engage individuals after enforcement or recall in the majority of relevant cases. Responsible officers understood the importance of re-engaging individuals and did it well. One inspector found:

"The offender has been breached a couple of times so far following wilful non-compliance and each time the responsible officer has maintained positive contact and re-engaged the individual."

The implementation and delivery of services supported individuals' desistance effectively in half the cases inspected. In most cases, sufficient services likely to address factors related to offending, such as thinking and behaviour, substance misuse, accommodation and family and relationships, were not delivered. The delivery of services built on the individual's strengths and protective factors, in particular, employment and their non-criminal identity.

The annual service plan for 2018-2019 sets out the priorities for the CRC in relation to the new operating model, application of 'The Grid' and development of services.

The programme of interventions is being enhanced pending the recruitment and training of new facilitators. Responsible officers' understanding of the operating model varied, and services were not being delivered as intended. Responsible officers were unsure about the use of one-to-one sessions, which meant where there were lengthy waiting times for accredited programmes, sufficient delivery of other services was not seen.

Where other agencies were involved with individuals the delivery of services was sufficiently well coordinated in most cases. The responsible officer engaged key people to support service user desistance, in over half of the cases we reviewed.

The level and nature of contact was sufficient to reduce reoffending and support desistance in less than half of the cases we inspected. We found reporting arrangements inconsistent with guidance set by the CRC and what had been set out in responsible officers' plans. One inspector found the following:

"The case manager had written one of the most detailed sentence plans I have seen. Unfortunately, she has been told not to deliver it as one-to-one. The case was subject to management consultation."

The following is a quote from the case:

"The one-to-one work is no longer suitable, as RAR days and as such requires the SS2C programme, which was not running when the sentence plan was written. Due to his employment, he requires an evening or weekend group which is currently unavailable and therefore is unable to make progress with RAR days until there is a suitable intervention or his employment status changes. In the interim, to be seen monthly and risk managed by one-to-one appointments."

The implementation and delivery of services supported the safety of other people effectively in only one-third of the cases we reviewed. The level and nature of the contact offered to manage and minimise the risk of harm was sufficient in less than half the cases. The CRC's operating model sets out the purpose and arrangements for accountability, including one-to-one sessions with individuals to manage the risk of harm, which we did not see applied in the cases inspected. The risk of harm factors of too many individuals were under-assessed and there was a lack of planning, which meant the appropriate services were not being delivered.

In most cases, sufficient attention was not paid to protecting actual or potential victims. Responsible officers did not communicate with children's services and/or domestic violence units.

In most cases, home visits were not undertaken where necessary. Home visits allow the responsible officer to gather useful information from household members about home environment conditions and the welfare of children to allow them to manage risk of harm effectively. Responsible officers do not make the necessary arrangements, in cases where there are known safeguarding and domestic abuse concerns. We heard from responsible officers that workload pressures meant some important tasks were not prioritised.

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

Reviewing practice was weak. In just over half of the cases inspected, individuals were not meaningfully involved and changes in risk of harm were not sufficiently addressed.

Reviewing considered compliance and engagement levels in almost two-thirds of cases inspected. In a similar number, necessary adjustments were made to the work plan. Individuals were not sufficiently involved in the review process, and, where changes were made to planning, we found individuals were not appropriately engaged so they understood the changes. Written reviews were completed as a formal record of action in almost two-thirds of cases.

Changes in factors linked to offending behaviour were identified in more than half of cases; in half of these cases, responsible officers adjusted the plans appropriately. The lack of analysis to identify the impact of changes meant assessments and plans were not accurate or up to date.

One inspector found:

"The review did not have any specific impact on what was being planned and did not reflect fully the changes in circumstances. The review was completed following a recommendation after an internal audit, however the responsible officer and senior probation officer did not agree with the suggestions that were being made for the review but did the review anyway which is why little has been changed apart from the level of motivation."

Responsible officers focused sufficiently on building on strengths and enhancing protective factors. In most cases, they monitored and reviewed protective factors. We found examples where employment, family and relationships and motivation were strengthened. Information from other agencies was documented in formal records demonstrating the progress towards desistance.

The quality of reviewing to keep other people safe was sufficient in less than half of the cases inspected. In too many cases, changes in factors linked to risk of harm were not identified and plans were not adjusted sufficiently. Responsible officers did not sufficiently monitor or address the risk of harm. One inspector found:

"No formal review of how to manage risks to partner of recurring breaches of restraining order, no update of information in relation to children. Plan still indicates 'Don't know' in relation to child protection conferences. No updated information from children's services. No information from domestic violence police."

Reviews were informed by the necessary input from other agencies, in only half of the cases. We found too many examples in which communication did not take place with children's services or the police in domestic abuse cases. Some responsible officers' reviews lacked an analysis of the information available, as shown in the following case example:

Alan is a 52-year-old sentenced to a 12-month suspended sentence order with 20 RAR days for an offence of driving while disqualified.

The assessment highlights relevant areas linked to offending. With regard to risk, however, there are significant deficits. The case includes a number of historical violent offences, including assault occasioning actual bodily harm, wounding, robbery and common assault. There are also domestic violence police callouts from a year ago and information in a previous pre-sentence report of possible social care involvement with his children and/or grandchildren. No checks have been completed, however. Whilst a full analysis document is produced, sections are blank other than to say, "risk not linked to current index offence", and so no reference to previous offending or behaviour is contained within the risk analysis. Ultimately, he is assessed as low risk, without explanation or analysis as to the reasons behind this.

Reviewing activity does not address the deficits in the initial assessment around lack of analysis of previous offending behaviour and domestic abuse. Social care check is not completed throughout the order. At one point the service user reports having been attacked by another service user; however, there is no evidence of discussion with the other service user's responsible officer or of how this will be managed in future (other than to encourage him to report this to the police).

Despite there being some examples of responsible officers involving individuals in the review of their progress and risk, and evidence of information gathering and communication with other agencies, practice is not embedded consistently. The risk of harm in too many cases is not sufficiently reviewed, leading to the application of inconsistent risk management procedures.

4. Unpaid work and Through the Gate

The arrangements for delivering unpaid work and case supervision of stand-alone requirement orders are based on outdated practice guidelines. The procedures for assessing individual risk of harm are insufficient and allocation decisions are made without all relevant information being known. A sufficient assessment of diversity and disability means relevant factors are considered to ensure placements are appropriate for individual needs. The engagement of individuals and compliance with the order are considered regularly and work is undertaken to ensure compliance is done well. Record keeping relating to unpaid work is minimal and it is not clear how engagement supports desistance, for example, by providing opportunities for reparation and rehabilitation.

The CRC in collaboration with Milton Keynes College, a supply chain partner, provides Through the Gate services in three male prisons: HMP Bullingdon, HMP Woodhill and HMP Springhill. Mentoring services are provided by New Leaf, whose staff meet individuals at the gate on their day of release. Resettlement plans focus on addressing offending-related needs and supporting desistance. Ineffective handovers to local services in the community undermine the coordination of resettlement activity.

Strengths:

- The diversity and disability circumstances of individuals are routinely assessed and appropriate placements identified.
- Work placements are visible in the local community and provide opportunities for enhanced engagement and compliance.
- Arrangements for Through the Gate services are embedded well and all partners understand their responsibilities.
- Resettlement planning focuses on offending-related behaviour and supporting desistance.
- A range of services is available in all prisons to address priority factors related to offending and resettlement needs.

Areas for improvement:

- Individuals' allocation to an unpaid work placement is not based on a sufficient or full analysis of risk of harm where necessary.
- Arrangements for managing and communicating action to address the risk of harm is not sufficient for individuals on unpaid work.
- The progress of individuals attending unpaid work is not recorded.
- Communication between providers of Through the Gate services and local community services does not take place effectively prior to individuals' release from custody.

4.1. Unpaid work	Inadequate
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court.	

The arrangements for unpaid work were not reviewed by the CRC as part of its new operating model. Some of the processes in place and staff shortages have led to excessive caseloads.

Assessments of individuals for unpaid work considered diversity and the individual's personal circumstances in the majority of cases. The impact of these factors on their ability to comply and engage with unpaid work was considered. The CRC recognised that limited access to public transport and issues of rurality were barriers to attendance and compliance. Arrangements to collect individuals from pick-up points, offer travel warrants and cover expenses provided individuals with better access and maximised engagement opportunities. An assessment of individual motivation and willingness to comply was found in only 9 of 32 cases reviewed. Available sources of information contributed to assessments in half the cases, but in too many, information about safeguarding, domestic abuse and other restrictions was not sought.

The risk of harm was sufficiently considered in less than half of cases. Assessments of risk of harm for those with a stand-alone requirement were often not completed despite there being clear indicators of serious harm. We found examples in which individuals were sentenced for violence, domestic abuse, possession of weapons or with safeguarding concerns and where responsible officers overrode full risk of serious harm analyses.

Factors likely to increase or reduce the risk were not fully understood, which meant when allocating an individual to a placement, responsible officers did not consider safety. Supervisors and members of the public, are put in potentially risky situations. The CRC operates a coding system for recording risk information so that the supervisor can be alerted, but without a full analysis the codes are ineffective.

The examples we found included:

- the management of restraining orders – a code was recorded to alert the supervisor of domestic abuse concerns, but there was no information about the restraining order or the restrictions that applied, which meant the individual could have worked in an area not permitted or in close proximity to a victim
- the management of an individual convicted of sexual offending – the assessment failed to take into account the sex offender registration flag and no codes were applied to alert the supervisor. The risk presented was not sufficiently managed while the individual undertook unpaid work, placing others at risk.

CRC managers acknowledged the deficits in risk assessment and management identified during the inspection. Immediate arrangements have been put in place to

reassess individuals, including steps to enhance the quality of information provided to supervisors.

Record keeping for work carried out by individuals was not detailed enough to ensure its impact on personal development was understood. We found in over three-quarters of cases unpaid work did not build on individuals' strengths or enhance protective factors. In most cases the actual work undertaken was not clear and we found few examples of unpaid work supporting desistance by providing opportunities for reparation and rehabilitation.

The sentence was implemented appropriately in most cases, with first appointments offered promptly.

4.2. Through the Gate	Requires improvement
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs.	

Resettlement services in local prisons are delivered by staff employed by Milton Keynes College. Links are in place with accommodation providers, such as Oxfordshire County Council and the CRC's Trailblazer project to increase housing options in the area. While some prisoners are being released with no fixed accommodation, we were encouraged to hear all prisoners released from HMP Springhill had suitable accommodation on their release. Arrangements with Barclays and Halifax banks are in place so individuals can set up bank accounts in preparation for release.

A clear and timely plan to address resettlement needs was completed in all cases inspected, using available sources of information. Prisoners were involved and their strengths and protective factors were considered. Factors related to risk of harm were considered in most plans.

Finance, benefits and debt, accommodation, ETE and drug misuse were identified along with priority resettlement needs. Resettlement activity focused sufficiently on priority needs in most cases. We found examples of resettlement activity that sufficiently considered factors related to risk of harm, including safeguarding and the assessment, care in custody and teamwork process.

Resettlement services were effectively coordinated and delivered in the prison most of the time. Prior to release, communication was made with responsible officers in over half the cases inspected, as found in the case example below:

Henry is a 38-year-old male subject to a six-month custodial sentence for having a bladed article in a public place. Through the Gate staff have seen him a number of times and completed several review resettlement plans. Several areas were identified and reasonable action taken in response by contacting other agencies, signposting and advising on next steps. There was evidence of communication

between the TTG worker, the New Leaf worker and the responsible officer, as well as of careful planning regarding release arrangements.

Contact with local community services was made in some cases, which meant plans for release were understood and arrangements were in place for release. However, in some cases, effective arrangements were not in place with substance misuse providers or to address accommodation needs.

Some prisoners required intervention to address their substance misuse problems, but appropriate referrals were not made with local community substance misuse providers. The absence of this support meant the risk of returning to illicit drug use was heightened and potentially increased the risk of reoffending.

Some individuals were released without the right resettlement support in place. The handover to local community services by Through The Gate staff was the main area that contributed towards the rating of requires improvement. Strengthening the links with community services will enhance the resettlement services for prisoners due to be released.

Annex 1: Methodology

The inspection methodology is summarised below, linked to the three domains in our standards framework. We focused on obtaining evidence against the standards, key questions and prompts in our inspection framework.

Domain one: organisational delivery

The provider submitted evidence in advance and the CRC's Probation Director delivered a presentation covering the following areas:

- How does the leadership of the organisation support and promote the delivery of a high-quality, personalised and responsive service for all service users?
- How are staff in the organisation empowered to deliver a high-quality, personalised and responsive service for all service users?
- Is there a comprehensive range of high-quality services in place, supporting a tailored and responsive service for all service users?
- Is timely and relevant information available, and are there appropriate facilities to support a high-quality, personalised and responsive approach for all service users?
- What are your priorities for further improvement, and why?

During the main fieldwork phase, we interviewed 53 individual responsible officers, asking them about their experiences of training, development, management supervision and leadership. We held various meetings and focus groups, which allowed us to triangulate evidence and information. In total, we conducted 41 meetings and focus groups, meeting with a total of 123 people including: CRC staff, MTCnovo employees, operational partners and key stakeholders. We visited two unpaid work sites, meeting two supervisors and speaking to six service users on site. The evidence explored under this domain was judged against our published ratings characteristics.¹⁴

Domain two: case supervision

We completed case assessments over a two-week period, examining service users' files and interviewing responsible officers. The cases selected were those of individuals who had been under community supervision for approximately six to seven months (either through a community sentence or following release from custody). This enabled us to examine work in relation to assessing, planning, implementing and reviewing. Where necessary, interviews with other people significantly involved in the case also took place.

We examined 110 cases from across 8 local delivery sites. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we

¹⁴ HM Inspectorate's domain one ratings characteristics can be found here:
<https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf>

ensured that the ratios in relation to gender, type of disposal and risk of serious harm level matched those in the eligible population.

Domain three: CRC-specific work

We completed case assessments for two further samples: (i) unpaid work and (ii) Through the Gate. As in domain two, sample sizes were set to achieve a confidence level of 80 per cent (with a margin of error of 5).

Unpaid work

We examined 32 cases with unpaid work requirements that had begun at least three months previously. The sample included cases managed by the NPS as well as cases managed by the CRC. We ensured that the ratios in relation to gender and risk of serious harm level matched those in the eligible population. We used the case management and assessment systems to inspect these cases.

We also held meetings with the following individuals/groups, which allowed us to triangulate evidence and information:

- middle managers with responsibilities for unpaid work
- a group of responsible officers responsible for managing cases with a stand-alone unpaid work requirement
- a group of unpaid work placement coordinators
- a group of supervisors of unpaid work from a range of geographical locations.

Through the Gate

We examined 22 custodial cases in which the individual was released six weeks earlier on licence or post-sentence supervision from the CRC's resettlement prisons over a two-week period. The sample included those entitled to pre-release Through the Gate services from the CRC who were then supervised post-release by the CRC or by the NPS. We used the case management and assessment systems to inspect these cases.

We also held meetings with the following individuals/groups:

- the senior manager in the CRC responsible for Through the Gate services
- a group of middle managers responsible for Through the Gate services in specific prisons
- a group of CRC resettlement workers directly responsible for preparing resettlement plans and/or meeting identified resettlement needs.

Annex 2: Inspection results: domains two and three

2. Case supervision

Standard/Key question	Rating/% yes
2.1. Assessment Assessment is well-informed, analytical and personalised, actively involving the service user	Good
2.1.1. Does assessment focus sufficiently on engaging the service user?	74%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	79%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	68%
2.2. Planning Planning is well-informed, holistic and personalised, actively involving the service user.	Requires Improvement
2.2.1. Does planning focus sufficiently on engaging the service user?	69%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	69%
2.2.3. Does planning focus sufficiently on keeping other people safe? ¹⁵	57%
2.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user	Inadequate
2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	65%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	51%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	34%

¹⁵ Please note: percentages relating to questions 2.2.3, 2.3.3 and 2.4.3 are calculated for the *relevant* sub-sample – that is, those cases where risk of serious harm issues apply, rather than for the *total* inspected sample.

2.4. Reviewing

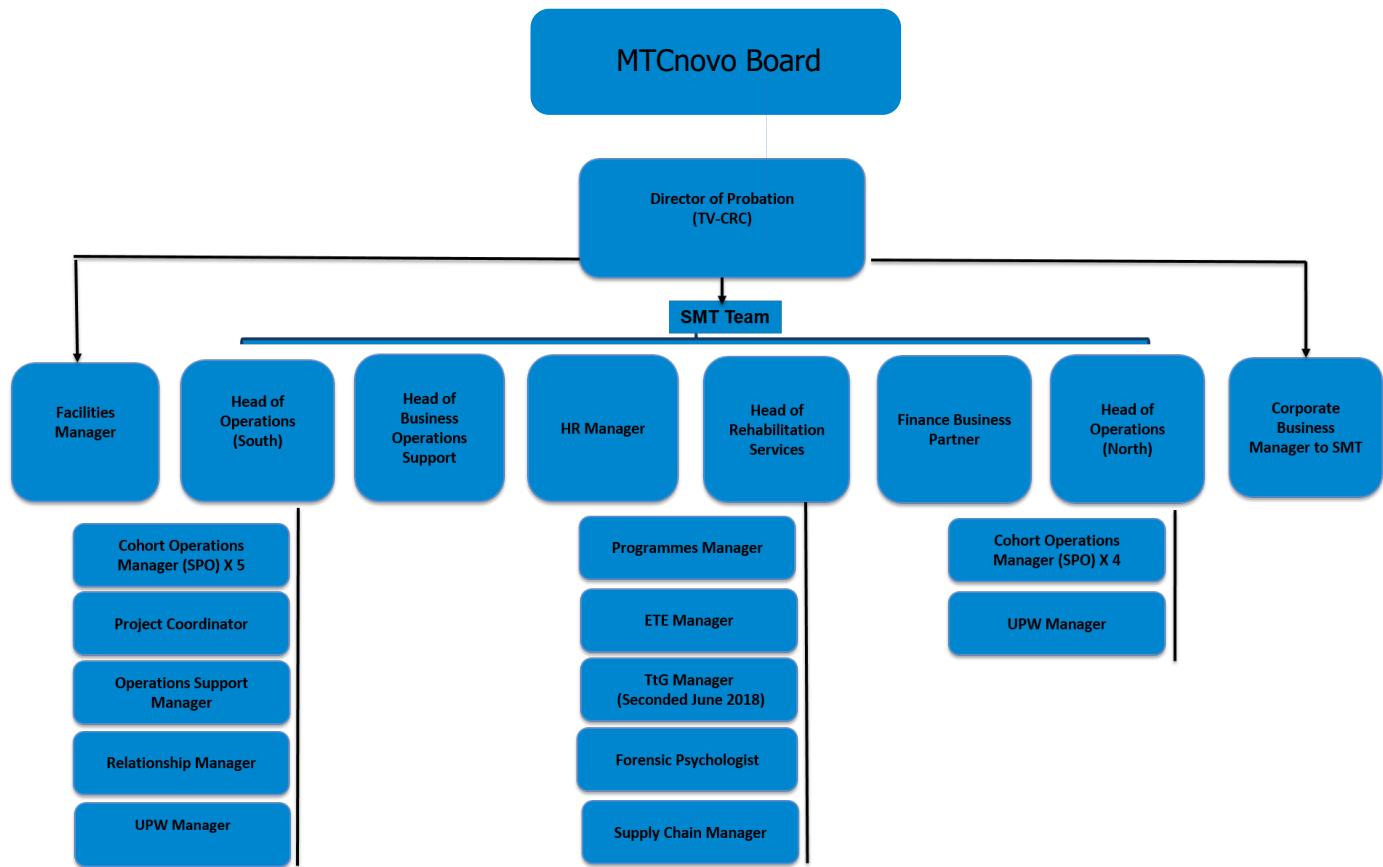
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user

- | | |
|--|-----|
| 2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement? | 62% |
| 2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance? | 62% |
| 2.4.3. Does reviewing focus sufficiently on keeping other people safe? | 44% |

4. CRC-specific work

Standard/Key question	Rating/% yes
4.1 Unpaid work	
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court	Inadequate
4.1.1 Does assessment focus on the key issues relevant to unpaid work?	47%
4.1.2 Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?	56%
4.1.3 Do arrangements for unpaid work maximise the opportunity for the service user's personal development?	28%
4.1.4 Is the sentence of the court implemented appropriately?	66%
4.2 Through the Gate	
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs	Requires improvement
4.2.1 Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	77%
4.2.2 Does resettlement activity focus sufficiently on supporting the service user's resettlement?	68%
4.2.3 Is there effective coordination of resettlement activity?	55%

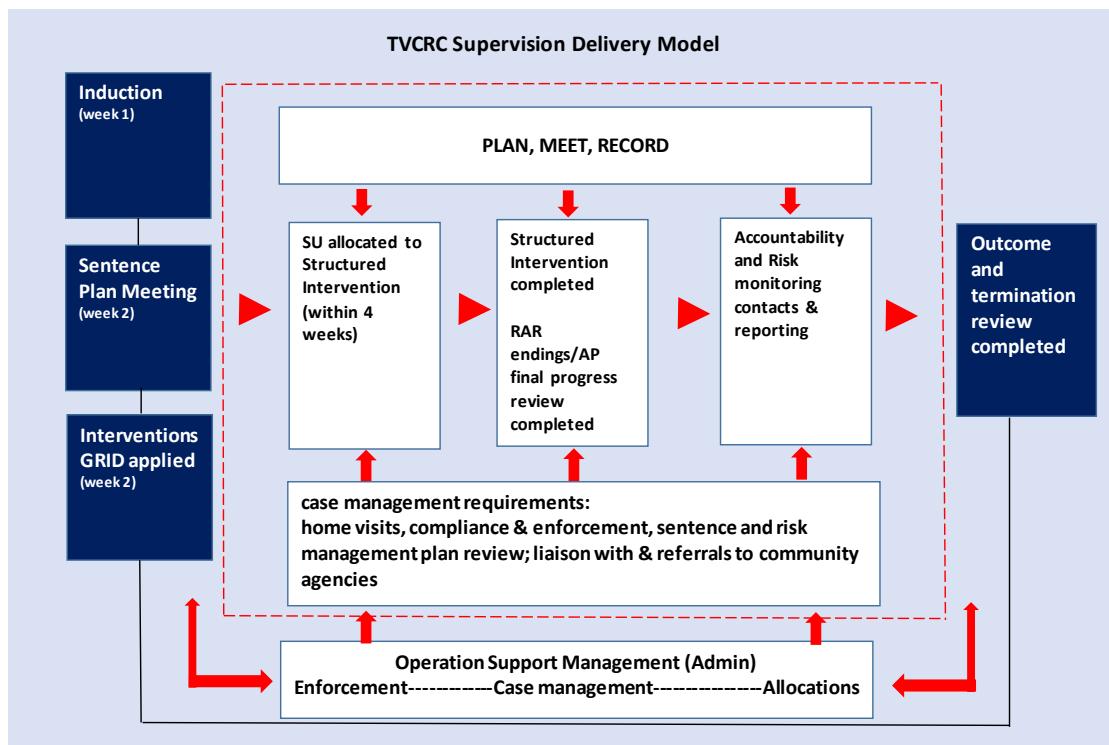
Annex 3: Operating model



Source: Thames Valley CRC

The operating model in practice

The PNC reoffending data that we have been accessing in MTCnovo shows service users with high offender group reconviction scores (OGRSs) in Thames Valley reoffending within the first 60 days of the start of their order/release on licence. The diagram of our supervision delivery model summarises how we would deliver interventions using the new intervention grid to maximise the group intervention and rehabilitation offer to service users with current resources, particularly to meet the most frequently occurring needs in the service user population in Thames Valley. This means a targeting approach, prioritising CRC's resources to the higher risk, likelihood of reoffending and more complex cases.



Source: Thames Valley CRC

The supervision delivery model is underpinned by the following principles:

Reducing 1:1 RARs – so that responsible officers have access to group intervention and rehabilitation offers that are structured and evidence-based.

Developing an admin hub services model that supports the business plan objectives around data integrity, service level compliance and standardised processes and practice for example, with scope to move enforcement/breach and other case management processes into the admin support service.

Implementing a likelihood of reoffending and intervention targeting GRID that requires service users' automatic referral to a suitable RAR programme from the outset of their supervision.

Placing the rehab services team at the centre of delivery of structured interventions for service users

Alongside this, embedding the concept of 'Plan, Meet & Record' will support good recording practice, provide evidence that we are delivering the order of the court and show the impact our intervention or involvement is having on the service user.

The GRID groups service users according to likelihood of reoffending (drawn from OGRSSs), risk of serious harm and complexity. Complexity and risk are currently drawn from nDelius risk flags. Service users are described as either low risk of harm, low complex, medium or medium complex. The complexity refers to current domestic abuse, current safeguarding processes or involvement with guns and gangs and requires one or more to have been registered on nDelius. There may be other issues that, on a case-by-case basis, increase the complexity of a case and responsible officers can exercise professional judgement. Increased complexity and risk of harm requires

a response, such as an increased number of interventions, or more frequent reporting. When exercising judgements of complexity, responsible officers must consider the impact of this decision on the service

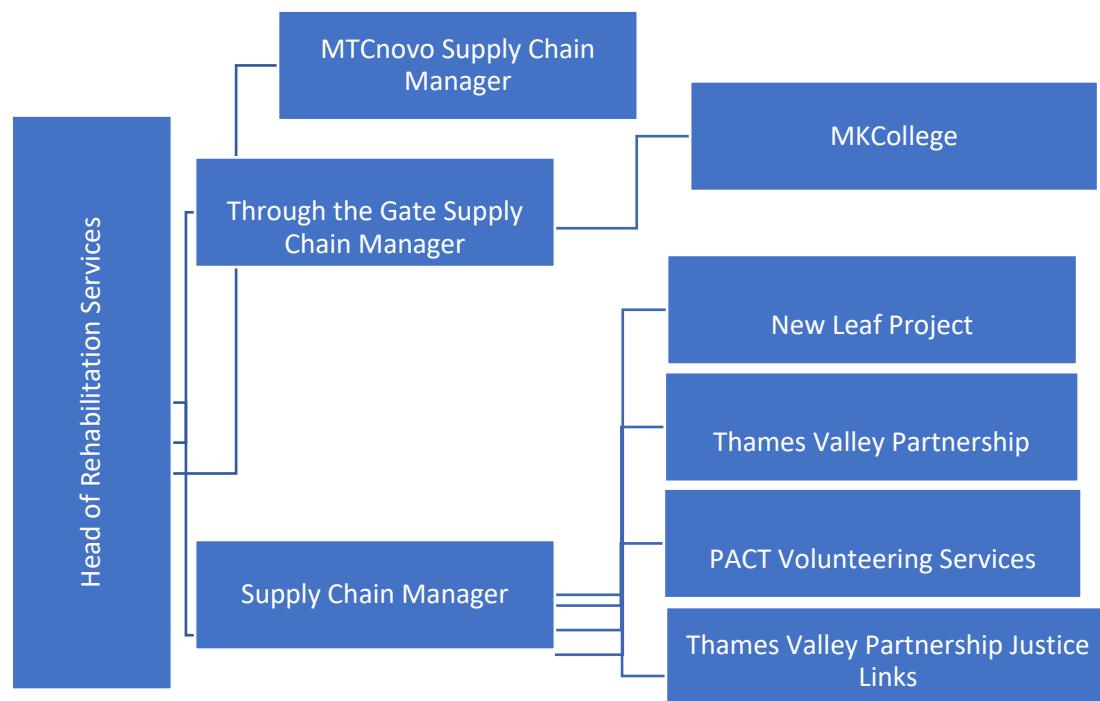
user for example, their mental health. If all service users with a mental health problem were assessed as "complex" this would require increased levels of intervention or more frequent reporting. An unmanaged mental health problem where the service user refuses to engage with treatment services and their mental health problems increase their risk of harm, would require additional resource and should be considered complex. A service user who is engaged with mental health services, managing their condition and their mental health issues are not linked to their risk of serious harm, would not benefit from additional appointments, which may have a negative impact on them. There is a GRID workbook published in Tableau, which senior probation officers have access to, enabling them to identify the risk and needs of service users managed by their team. This should enable a more targeted allocation of resources locally and provide more transparent decision-making. Responsible officers will be able to manually "place" a service user into the GRID once they have done their assessment and use this to inform their sentence planning.

Available services and involvement of the third sector

Accredited Programmes: Building Better Relationships, Thinking Skills Programme, Resolve

Other Interventions: Stepping Stones 2 Change, Making Amends, Restorative Justice, Mentoring, ETE, Positive Relationships

Women-specific Services: HEAL, Thinking Ahead for Women, Women's Workshop



Source: Thames Valley CRC

Map of the area



Total population for Thames Valley = 2,282,558

Populations taken from 2011 Census and 2012 mid-year estimates, with latest data used, where released

Source: Thames Valley CRC

Annex 4: Glossary

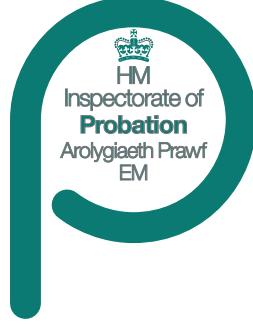
Accountability	A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or part of a custodial sentence or a condition in a prison licence. Accredited programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending
Accredited programme	A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or part of a custodial sentence or a condition in a prison licence. Accredited programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending
Allocation	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
Assessment	The process by which a decision is made about the things an individual needs to do to reduce the likelihood of them reoffending and/or causing further harm
Breach (of an order or licence)	Where an offender fails to comply with the conditions of a court order or licence. Enforcement action may be taken to return the offender to court for additional action or recall them to prison
Building Better Relationships	A nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
Business plan	A plan that sets out an organisation's objectives. It may also be known as an organisational plan or corporate plan
Child protection	Work to make sure that all reasonable action has been taken to keep to a minimum the risk of a child coming to harm
Child safeguarding	The ability to demonstrate that a child or young person's well-being has been 'safeguarded'. This includes – but can be broader than – child protection. The term 'safeguarding' is also used in relation to vulnerable adults
CRC	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present low or medium risk of serious harm
Desistance	The cessation of offending or other antisocial behaviour
Diversity	The extent to which people within an organisation recognise, appreciate and utilise the characteristics that make an organisation and its service users unique.

	Diversity can relate to age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
Enforcement	Action taken by a responsible officer in response to an individual's non-compliance with a community sentence or licence. Enforcement can be punitive or motivational
Equality	Ensuring that everyone is treated with dignity and respect, regardless of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex. It also means recognising that diverse groups have different needs, and ensuring that they have equal and fair access to appropriate opportunities
HMP	Her Majesty's Prison
HMPPS	Her Majesty's Prison and Probation Service: from 01 April 2017, HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the Ministry of Justice took on responsibility for overall policy direction, setting standards, scrutinising prison performance and commissioning services. These used to fall under the remit of the National Offender Management Service (the agency that has been replaced by HMPPS)
IOM	Integrated Offender Management: a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
Intervention	Work with an individual that is designed to change their offending behaviour and/or to support public protection. A constructive intervention is where the primary purpose is to reduce the likelihood of reoffending. A restrictive intervention is where the primary purpose is to keep to a minimum the individual's risk of harm to others. With a sexual offender, for example, a constructive intervention might be to put them through an accredited sex offender programme; a restrictive intervention (to minimise their risk of harm to others) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. Both types of intervention are important
Licence	This is a period of supervision immediately following release from custody, and is typically implemented after an offender has served half of their sentence. Any

	breaches to the conditions of the licence can lead to a recall to prison where the offender could remain in custody for the duration of their original sentence
MARAC	Multi-agency Risk Assessment Conference: part of a coordinated community response to domestic abuse, incorporating representatives from statutory, community and voluntary agencies working with victims/survivors, children and the alleged perpetrator
Mentoring	The advice and guidance offered by a more experienced person to develop an individual's potential
MoJ	Ministry of Justice: the government department with responsibility for the criminal justice system in the United Kingdom
nDelius	National Delius: the approved case management system used by the CRCs and the NPS in England and Wales
NPS	National Probation Service: a single national service that came into being in June 2014. Its role is to deliver services to courts and to manage specific groups of offenders, including those presenting a high or very high risk of serious harm and those subject to MAPPA in England and Wales
OASys/eOASys/ OASys R	Offender Assessment System: currently used in England and Wales by the CRCs and the NPS to measure the risks and needs of offenders under supervision
Offender management	A core principle of offender management is that a single practitioner takes responsibility for managing an offender through the period they are serving their sentence, whether in custody or the community
ORA 2014	<i>Offender Rehabilitation Act 2014:</i> implemented in February 2015, applying to offences committed on or after that date, the <i>Offender Rehabilitation Act (ORA) 2014</i> is the Act of Parliament that accompanies the <i>Transforming Rehabilitation</i> programme
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
Post-sentence supervision	Post-sentence supervision: brought in via the <i>Offender Rehabilitation Act 2014</i> , the PSS is a period of supervision following the end of a licence. Breaches are enforced by the magistrates' court
Pre-sentence report	This refers to any report prepared for a court, whether delivered orally or in a written format
PO	Probation officer: this is the term for a responsible officer who has completed a higher-education-based professional qualification. The name of the qualification and content of

	the training varies depending on when it was undertaken. They manage more complex cases
PSO	Probation services officer: this is the term for a responsible officer who was originally recruited with no professional qualification. They may access locally determined training to qualify as a probation services officer or to build on this to qualify as a probation officer. They may manage all but the most complex cases depending on their level of training and experience. Some PSOs work within the court setting, where their duties include writing pre-sentence reports
Providers	Providers deliver a service or input commissioned by and provided under contract to a CRC or the NPS. This includes the staff and services provided under the contract, even when they are integrated or located within a CRC or the NPS
Rate card	A directory of services offered by the CRC for use with the NPS with their offenders, detailing the price
RAR	Rehabilitation activity requirement: from February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts can specify a number of RAR days within an order; it is for probation services to decide on the precise work to be done during the RAR days awarded
Responsible officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
Restorative Justice	This practice enables victims to meet or communicate with their offender to explain the real impact of the crime. In an RJ conference, victims have a chance to tell the service user how they have been affected. Service users gain empathy and understanding for those they have harmed and the opportunity to make amends
RoSH	Risk of Serious Harm: a term used in OASys. All cases are classified as presenting a low/medium/high/very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term risk of harm when referring to the analysis which must take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term Risk of Serious Harm only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be paid to those offenders for whom lower impact/severity harmful behaviour is probable
SPO	Senior probation officer: first line manager within the NPS

SEEDS	Skills for Effective Engagement Development and Supervision: A skills-based practice framework for enhancing offender engagement
Stakeholder	A person, group or organisation that has a direct or indirect stake or interest in the organisation because it can either affect the organisation, or be affected by it. Examples of external stakeholders are owners (shareholders), customers, suppliers, partners, government agencies and representatives of the community. Examples of internal stakeholders are people or groups of people within the organisation
Supply chain	Providers of services commissioned by the CRC
SSO	Suspended sentence order: a custodial sentence that is suspended and carried out in the community
Thinking Skills Programme	An accredited group programme designed to develop an offender's thinking skills to help them stay out of trouble
Through the Gate	Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around
Transforming Rehabilitation	The government's programme for how offenders are managed in England and Wales from June 2014
Unpaid work	A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision. Since February 2015, unpaid work has been delivered by CRCs



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