

An inspection of probation services in

Staffordshire & West Midlands

Community Rehabilitation Company

DECEMBER 2018

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Foreword

This is our sixth inspection of a community rehabilitation company (CRC) in our current programme of annual rated inspections, and our first of the Staffordshire & West Midlands CRC since visiting Birmingham in July 2017 for our *Enforcement and Recall* thematic inspection.¹

We have given the CRC a 'Requires improvement' rating. There are some good elements of delivery across the organisation, and leadership is strong and provided by a dedicated and motivated management team. The individual workloads of probation professionals are, however, the highest we have seen so far in the current inspection programme and this is clearly affecting the quality of work.

I have already made clear to the Ministry of Justice the importance of having an adequately resourced probation system. With a severely stretched workforce, staff morale and sickness levels deteriorate; day-to-day practice becomes overburdened by firefighting; effective engagement with training, policies and guidance reduces. Consequently, individuals subject to probation supervision are let down. It is also extremely difficult to keep the public safe. We have found that here in Staffordshire and West Midlands. I am particularly concerned that risk of harm is not being prioritised in the assessment, planning and delivery of services.

That said, the organisation should be commended for what it is achieving in difficult circumstances. I am impressed by the CRC's approach to engagement at a strategic level, using feedback from those under probation supervision to improve services when it can. And this CRC is employing some people who have previously been subject to probation supervision, demonstrating a commitment to changing lives and showing what individuals can do when we all try.

Unpaid work delivery is good, with individuals engaged in meaningful projects. This is important to victims, the courts and local communities. Good quality, well-delivered unpaid work is potentially significant for those involved as well, given that it can build self-esteem and a will to change, as well as basic skills.

Lastly, I am impressed by the quality of management information available to leaders here, and the way they have used it to improve the CRC's contract performance over the last 12 months. Leaders across Staffordshire and West Midlands are focused now on improving the quality of work, and no doubt the right management information will prove valuable.

As always, I hope the findings and recommendations in this report are helpful.



Dame Glenys Stacey
Chief Inspector of Probation

¹ HMI Probation. (February 2018). *Enforcement and Recall*.
<https://www.justiceinspectorates.gov.uk/hmiprobation/inspections/er/>

Overall findings

Overall, the Staffordshire & West Midlands (SWM) 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' - organisational delivery, case supervision and CRC-specific work. The findings and subsequent ratings in those three domains are described here.

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

- **There is strong leadership at both senior and middle manager levels but the focus on delivering quality is only at a relatively early stage**

Communication with staff by managers is good and various strategies have been employed to embed a new vision, mission and culture over the last 12 months. Managers at all levels are committed to ensuring that those subject to supervision receive a high-quality service but they acknowledge that more work is needed. Activity to improve the quality of case management had not, until recently, received sufficient attention. The organisation is now in a stronger position to address this, and has established improvement plans and effective management information tools to support its ambition.

Some elements of the RRP² operating model still require implementation in SWM CRC. This was delayed because considerable time and investment had been put into the development of a single information and communication technology (ICT) platform (Partnership Works), now abandoned, that was central to the organisation realising the final phase of transformation. As a consequence, the organisation's full range of interventions are still to be rolled-out across the CRC.

- **Staff workload is excessive and preventing delivery of a high-quality, personalised and responsive service for all**

Staffing levels are not adequate to enable quality delivery, with high levels of sickness absence exacerbating the issue further. The majority of responsible officers have an unmanageable workload. Although we saw evidence that management information is used to monitor caseloads, solutions are difficult, if not impossible, to implement under the current resourcing model. While there are good induction arrangements and a learning and development pathway for new staff and managers, in-house training is not always available for longer-serving staff. Even when training is provided, excessive workload makes it difficult for responsible officers to engage with it.

² Reducing Reoffending Partnership: owner of SWM and Derbyshire, Leicestershire, Nottinghamshire & Rutland (DLNR) CRCs.

- **A comprehensive range of services is in place in most locations, and there is a commitment to delivering only interventions proven to reduce reoffending**

The organisation is committed to evidence-based practice, and this is reflected in SWM CRC's delivery of a broad suite of accredited programmes. In addition, a number of non-accredited interventions have been developed and are available in most delivery units. The Reoffending Analysis Tool (RAT) has been developed to assist the organisation to understand the impact of its interventions. Although use of the tool is in its infancy, the hope is that it will in time guide the CRC to provide only those interventions proven to reduce reoffending. Senior leaders in the National Probation Service (NPS) hold the CRC in high regard and are satisfied with the provision of services in its three priority areas: education, training and employment (ETE); accommodation; and women's services provision.

- **Policies and guidance are clearly communicated, and although there are positive elements to the estates and ICT arrangements, there are some concerns**

The overarching aim of the estates strategy is to enhance engagement by creating modern, bright and welcoming spaces and to remove barriers between service users and responsible officers. Feedback from staff is mixed and they described to us some risky situations that have resulted from this new way of working. There are still frustrations for staff using the nDelius case management system and OASys (offender assessment system) – connectivity to these can be unreliable at times, but out of the organisation's control. Apart from this, the CRC's ICT infrastructure is generally good, and it supports effective communication and storage of policies and guidance. While RRP have been unable to implement their original ICT solution, some new and innovative systems have been introduced that should support improvements in practice.

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

- **Assessment focuses sufficiently on engaging the service user but does not do enough to identify and analyse the factors related to offending or keeping other people safe**

Work completed by responsible officers to engage individuals in the assessment process is good, and diversity and personal circumstances are analysed well in understanding service users' ability to comply with their sentence. However, factors linked to offending and desistance are not assessed to a sufficient standard. The assessment of issues relating to risk of harm is hindered by the lack of multi-agency liaison. In cases where there were domestic abuse and child safeguarding concerns, we found that relevant checks were not made often enough to aid the accuracy of assessment.

- **Planning does not adequately address service user engagement, reducing reoffending or protecting the public**

Planning practice is generally poor. Although there are some examples from responsible officers of plans that focused sufficiently on engaging the service user, this is not consistent. Similarly, there is a lack of focus on reducing reoffending and desistance. Of most concern is practice relating to keeping other people safe, with risk of harm not prioritised effectively in the plans we saw.

- **Engaging the service user is prioritised in the implementation and delivery of interventions, but responsible officers do not address offending behaviour or risk of harm effectively**

We saw some encouraging practice for engaging the service user. Requirements often start promptly and responsible officers use appropriate flexibility to take account of the individual's personal circumstances. However, the implementation and delivery of interventions do not focus sufficiently on desistance. Similarly, we saw an inadequate standard of practice in the activity to address the risk of harm and keeping other people safe.

- **Reviewing is not effective and adjustments to delivery are not made when necessary**

The quality of work to review the progress of individuals in the cases we inspected was inconsistent. Reviewing is often regarded as an administrative process, and we did not see responsible officers involving the service user meaningfully. This is especially problematic in relation to the risk of harm where quality is compromised further by the lack of multi-agency liaison, particularly with the police and children's social care departments, to help understand changes in risk.

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

Unpaid work

- **Unpaid work delivery is good and the CRC is effective in maximising opportunities for service users' personal development and delivering the sentence of the court**

Assessment is good and there is sufficient focus on key issues relevant to unpaid work, as well as keeping others safe. We saw adequate attention paid to service user engagement and supporting individuals to complete their sentence/ requirement. The organisation is clearly committed to the personal development of the individuals who receive this sentencing option, and this is evident in the range of placements on offer. There is also commitment to intensive delivery of unpaid work, with requirements being completed in a timely fashion as a result.

Through the Gate

- **The coordination of resettlement activity and communication with responsible officers is not effective**

Through the Gate practice is disappointing and, although there is some encouraging work on resettlement planning, the delivery and coordination of activity are poor. There is also a lack of communication between staff working in the prison and responsible officers.

Service:

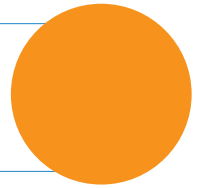
Staffordshire & West Midlands Community Rehabilitation Company

Fieldwork started:

September 2018

Overall rating

Requires improvement



1. Organisational delivery

1.1	Leadership	Good	
1.2	Staff	Requires improvement	
1.3	Services	Good	
1.4	Information and facilities	Requires improvement	

2. Case supervision

2.1	Assessment	Requires improvement	
2.2	Planning	Inadequate	
2.3	Implementation and delivery	Inadequate	
2.4	Reviewing	Inadequate	

4. CRC specific

4.1 ²	Unpaid work	Good	
4.2	Through the Gate	Inadequate	

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

As a result of our inspection findings we have made seven recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in Staffordshire & West Midlands CRC.

Staffordshire & West Midlands CRC should:

1. improve the quality of assessment, planning, service delivery and reviewing to help keep actual and potential victims safe
2. equip all staff with the skills and knowledge necessary to carry out effective work to keep other people safe
3. improve the coordination and delivery of resettlement services to increase the likelihood of successful community reintegration for released prisoners
4. complete the full implementation of the operating model to ensure that all interventions are available to individuals in every delivery unit
5. improve the support provided by the customer service centre (CSC) to better enable responsible officers to provide a high-quality service
6. address high levels of sickness absence and staff concerns about health and safety
7. address (with its owners, RRP) professional staffing levels, to bring individual caseloads down to manageable levels overall.

Background

Probation services

Over 260,000 adults are supervised by probation services annually.⁴ 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.⁵

To protect the public, probation staff assess and manage the risks that offenders pose to the community. They help to rehabilitate these individuals 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 the public sector National Probation Service (NPS) and 21 privately owned Community Rehabilitation Companies (CRCs), which provide services under contract. The government intends to change the arrangements for delivering probation services, and is consulting on some aspects of the future arrangements.

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.

Staffordshire & West Midlands CRC

The CRC is wholly owned by the Reducing Reoffending Partnership (RRP), itself made up of three organisations: Ingeus (a private company); and two charities, St Giles Trust and Change, Grow, Live (CGL). RRP also owns the neighbouring Derbyshire, Leicestershire, Nottinghamshire & Rutland (DLNR) CRC.

RRP runs the two CRCs with one executive committee and one chief executive officer. The operating model is common to both CRCs, and policies and practices are in the process of being harmonised, where appropriate, across the two. The operating model supports an extensive suite of interventions from a wide range of providers, with specific arrangements and interventions for women.

There are four regional managers who are accountable for the performance and quality of delivery in four clusters within SWM CRC: Birmingham; the Black Country (made up of Walsall, Wolverhampton, Sandwell and Dudley); Staffordshire; and Coventry/Solihull. The regional manager for Staffordshire is responsible for accredited programme delivery across SWM CRC, and the Coventry/Solihull regional manager is responsible for unpaid work.

⁴ Ministry of Justice. *Offender Management Caseload Statistics* as at 31 March 2018.

⁵ 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.

In January 2018, leadership of the resettlement (Through the Gate) service moved to a dedicated regional manager who is accountable for all resettlement services in the RRP area. As well as accountability for local delivery, regional managers have responsibility for local partnership interfaces (notably with the NPS and prisons), as well as other statutory partners.

The role of HM Inspectorate of Probation

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

HM Inspectorate of Probation standards

Organisations that are well led and well managed are more likely to achieve their aims. We inspect against 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.⁶

⁶ *Standards for inspecting probation services*, HMI Probation (March 2018)
<https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

Contextual facts

155,939

The total number of individuals subject to probation supervision by CRCs across England and Wales⁷

13,531

The number of individuals supervised by SWM CRC⁷

2

The number of CRCs owned by RRP

44%

The adjusted proportion of SWM CRC's service users with a proven reoffence⁸

77%

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders for SWM CRC; the performance figure for all England and Wales was 78%, against a target of 75%⁹

72%

The proportion of positive compliance outcomes with licences and, where applicable, post-sentence supervision periods for SWM CRC; the performance figure for all England and Wales was 69% against a target of 65%¹⁰

91%

The proportion of positive completions of unpaid work requirements for SWM CRC; the performance figure for all England and Wales was 88%, against a target of 90%¹¹

⁷ Offender Management Caseload Statistics as at 31 March 2018, Ministry of Justice.

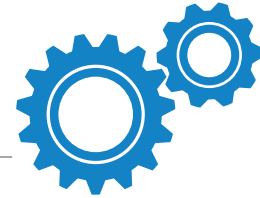
⁸ Proven reoffending, payment by results, July-September 2016 cohort, Ministry of Justice (July 2018).

⁹ CRC Service Level 8, Community Performance Quarterly Statistics, January 2017 - March 2018, Q4., Ministry of Justice.

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

¹¹ CRC Service Level 13, Community Performance Quarterly Statistics, October-December 2017, Q4, Ministry of Justice.

1. Organisational delivery



SWM CRC has strong leaders who are focused on reducing reoffending and protecting the public. They use a range of strategies to communicate with staff regularly. The CRC is in the early stages of embedding quality standards into its management information tools. Its ambition to improve delivery is hindered by the significant pressure on its workforce as a result of high caseloads.

There are examples of good interventions in place, and the organisation's commitment to service user engagement and using feedback to improve delivery is well embedded. Although the CRC now operates in modern and welcoming facilities, the sharing of some office space between responsible officers and service users has resulted in staff feeling vulnerable at times.

Some elements of the RRP operating model still require implementation in SWM CRC. For example, there is ongoing work to complete the full roll-out of groupwork interventions in every location. Completion of this task is linked to RRP's ambition to deliver a high-quality service.

Strengths:

- A clear mission, vision and culture prioritises behaviour change and reducing reoffending.
- A committed and motivated management team at both senior and middle manager levels accept the need to improve quality.
- Good and accessible management information is used effectively to improve contractual performance.
- There is a strategic commitment to evidence-based practice and delivering interventions that have an impact.
- A dedicated workforce strives to do their best and deliver a high-quality service in difficult circumstances.

Areas for improvement:

- High staff workload is hindering the delivery of high-quality services and needs to be addressed.
- Although there is now a focus on improving quality across the organisation, this is at an early stage and has not been embedded in operational practices. In particular, further work is required to deliver processes in the customer service centre (CSC) that properly support the work of responsible officers.
- Staff supervision is delivered regularly but there has been insufficient emphasis on case discussion and using feedback to improve quality.
- Corporate services systems and processes are cumbersome and long-winded, and a drain on middle manager time.

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

There is a clear vision and strategy in the RRP business plan, which sets out the organisation's priorities of reducing reoffending and protecting the public. In the last 12 months, various initiatives have been implemented to ensure the vision is communicated to all. These include a quarterly conference call by the Chief Executive to all managers and a fortnightly team briefing (*Take Action*) issued to all staff. In addition, there is a well-defined meeting structure for senior and middle managers which enables leaders to deliver consistent messages across the workforce.

Service user feedback is an integral aspect of the RRP operating model and reflects the vision to create a "safer society where people who have committed crimes are empowered to change, rebuild their lives and thrive". We also found examples of individuals once subject to supervision now employed by the CRC, which is impressive and an excellent example of the CRC taking affirmative action in line with its vision.

We heard from some senior leaders in mainstream/universal services (public health, the police, Police and Crime Commissioner (PCC) offices) that their contact with the CRC was limited. They attributed this to middle and senior manager workload in SWM CRC, which they understood to be excessive, and agreed that, when the CRC was involved in partnership discussions, it brought considerable knowledge and expertise.

A detailed risk register is regularly reviewed; leaders are alert to the current risks to service delivery and employ strategies to manage them. Financial constraints and a potential budget shortfall in 2018 pose a significant risk to RRP delivery and has resulted in a high staff workload in SWM CRC.

A number of organisational changes have been implemented to mitigate financial risks and safeguard frontline delivery. These changes have included the merging of delivery locations, the reduction of corporate services staff, and the proposed closure of the customer service centre in Nottingham.

The majority of responsible officers interviewed felt the organisation did not pay appropriate attention to staff safety and wellbeing; this was a particular problem in Birmingham. Although leaders reassured us that appropriate actions had been taken in response to incidents, more needs to be done to demonstrate to staff that management is serious about addressing their concerns.


The current delivery model, including the case prioritisation guidance and pathway interventions strategy, enables the organisation to be responsive to the needs of service users and deliver appropriate supervision. Although a positive initiative, case prioritisation has proved challenging to implement. This is due to the volume of cases and the complex needs of many service users, which has negatively affected the capacity of the responsible officer to engage with and follow the guidance.

The organisation is in the process of fully implementing its pathway interventions strategy, which consists of a set of non-accredited groupwork interventions covering a range of needs. These can be delivered to those on a Rehabilitation Activity Requirement (RAR) or on licence. Some delivery units have implemented these more

effectively than others. Leaders are transparent about the reason for the delay in full deployment, which they attribute to the operating model having to be completely reconfigured when it became apparent that the RRP ICT system, Partnership Works, was not capable of supporting future delivery.

We heard from leaders and supply chain providers that education, training and employment (ETE), accommodation and Foundations of Rehabilitation interventions are producing some good outcomes, and we were given examples where individuals had been supported into both stable accommodation and secure employment. We did not, however, see enough of this in the cases we inspected.

The RRP CSC in Birmingham provides a centralised administrative function across SWM CRC. While we saw evidence of improvement in the quality of its work since it was first implemented, there remains a disconnect between the centre's processes and the needs of responsible officers in the field. For example, there is confusion about who conducts safeguarding and domestic abuse enquiries, and where responsibility lies for follow-up activity. This affects quality and keeping people safe.

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

The organisation has good management information (the caseload profile tool) to help its workforce planning. However, current resourcing arrangements limit what it can do to reduce high caseloads. Two-thirds of staff interviewed told us that their workload was unmanageable and this is not surprising; a high proportion of them had more than 70 cases, and the majority, particularly those managed by probation officers (POs), were complex.

Staff sickness absence in some locations exacerbates the workload problem; the most recent data, for July 2018, showed an average of 15.5 sick days a year per staff member across SWM CRC. This is excessive and clearly needs to be addressed.

Case prioritisation and the allocation of cases to one of four levels of delivery (priority, enhanced, standard, and monitor and respond) is used to allocate responsible officer time and resource to individuals, depending on risk and need. A fifth level (critical) is used to describe an urgent on-the-day risk that requires immediate attention. However, the sheer number of cases and the demands of day-to-day case management preclude staff from applying the different levels of delivery consistently.

Middle managers told us that their spans of control were generally manageable, and we found these individuals to be committed, knowledgeable and professional. However, the reduction in corporate services staff has made their role considerably broader as responsibilities for buildings, finance, and health and safety have been transferred to them. Moreover, we were made aware of overly-bureaucratic administration processes linked to finance and human resources, which are causing significant frustration across the management group and hindering its ability to focus on improving quality. It is a positive step that an additional role (senior site host) has

been established in the Black Country cluster to support the management team with some of these corporate tasks and, if successful, wider roll-out will be considered.

Just over half of responsible officers interviewed said that they had a positive experience of supervision, although many felt that it was more focused on the achievement of Ministry of Justice (MoJ) contractual targets than case discussion. The approach to supervision of staff has recently changed. Managers are now required to conduct monthly performance management framework (PMF) meetings with responsible officers, and a quality-focused session every two months that is more reflective and allows for case discussion and examination of practice.

Middle managers carry out monthly 'quality days' in order to complete a case audit for every member of staff each quarter. These audits are aligned with HMI Probation published standards, and senior leaders monitor compliance with the initiative. This initiative is in its early stages, however, and had not been embedded during the period from which the inspection case sample was drawn.

We saw satisfactory arrangements for learning and development (L&D). Work is under way to enhance this by introducing a more sophisticated L&D management system (i-Learn) that will assist the organisation in planning, providing and evidencing staff engagement with training. Current systems are cumbersome, and it is difficult for the L&D department to track and monitor the training needs of the workforce day-to-day.


All new probation practitioners (probation service officer equivalents) attend a two-day standard induction programme and are required to complete a 'Gateway to Practice' and a 10-module development programme. Following this, they are put forward for a level three vocational qualification. While this is positive, some responsible officers reported significant delays in receiving the necessary training from the point of entering the organisation. New responsible officers were positive about the content of what they received. There is commitment to the professional qualification in probation (PQiP), with a number of learners due to qualify soon and planning under way for a new intake.

RRP has established an enhanced probation practitioner role (PP2+). These staff are probation service officers (PSOs) who receive additional pay and training (provided in conjunction with De Montfort University), to enable them to deal with more complex cases. The approach has created a professional development pathway both for individuals who want to develop their practice and those who want to use it as a stepping stone to PQiP.

Despite some good evidence of RRP's provision of learning and development, 60 per cent of responsible officers interviewed felt the organisation did not value a culture of learning and continuous improvement, and only 54 per cent said the organisation provided sufficient access to in-service training. There was a link here to high workload: some experienced staff explained that they had little time to engage with the training provided due to the demands of case management.

Staff engagement is high on RRP's agenda. The most recent staff engagement survey, launched in February 2018, achieved a response rate of 59 per cent (298 out of 501 staff). One of RRP's strategic priorities for 2018-2019 is to improve staff engagement and morale. Just over one-third of responsible officers interviewed felt that the organisation recognises and rewards exceptional work.

The majority of responsible officers interviewed who had protected characteristics that required reasonable adjustments said that the organisation had made these in line with their requirements.

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

An accredited programme strategic plan across RRP makes explicit the organisation's commitment to quality service provision and evidence-based practice. SWM CRC delivers five accredited programmes: the Thinking Skills Programme; Resolve (addressing anger management); Building Better Relationships (addressing domestic abuse); Drink Impaired Drivers; and Building Skills for Recovery (addressing substance misuse). These are available for both CRC and NPS service users and are delivered by fully trained staff.

In addition, the CRC is contracted to provide the Building Better Relationships programme to the Children and Family Court Advisory and Support Service (CAFCASS) in a number of locations.

The Reoffending Analysis Tool (RAT) has been developed to assist the organisation to better understand the impact of its locally-designed non-accredited interventions. This uses caseload and service user needs data to help RRP assess the services that are having the desired impact on reoffending. The use of the tool is in its infancy; it is not yet able to provide meaningful data to enable a reliable evidence base. In time, RRP hopes it will lead to better targeted provision of interventions to improve the likelihood of successful outcomes.

RRP regularly analyses data on the protected characteristics of both service users and staff. A regional manager is responsible for equality and diversity and chairs the RRP diversity action group; although positive, this has only recently been established. The primary aim of this group is to challenge and support the organisation to fulfil its equality commitments.

A broad range of unpaid work placements enable the organisation to achieve the objectives of this sentencing option. We saw the majority of unpaid work requirements completed in good time. There is a low incidence of service users presenting for unpaid work and being sent home due to lack of places, enabling individuals to complete their hours quickly. We also saw examples of positive feedback from members of the public who had benefited from work completed by those on placement.

An education, training and employment (ETE) intervention is provided by one of the owning partners, Ingeus. This is available to both CRC and NPS service users. For the CRC, ETE workers are co-located within delivery units, which enables close working with responsible officers. The intervention provides a comprehensive range of support, depending on the needs of the service user. Ingeus has useful links with local employers, and we saw evidence of positive outcomes achieved as a result.

SWM CRC's approach to service user involvement is fully embedded within the delivery model at both strategic and operational levels. Regular service user feedback is coordinated by User Voice, the ex-offenders' charity supporting offenders to rehabilitate, and presented to the service user council, chaired by the Director of Operations.

Peer mentors are available to service users in both community and custodial settings, and some mentors have moved on to paid employment with the CRC as community support workers. Foundations of Rehabilitation and Transition and Hope (non-accredited interventions) are two examples where service user involvement and co-production are being used to harness and inspire motivation from those in attendance.

Although the organisation provides a good range of services and RAR interventions across the various rehabilitation pathways, we were unable to see sufficient evidence that they were used across the planning, implementation and delivery aspects of the cases we inspected.

We found the quality of Through the Gate delivery to be inadequate in the cases inspected, contrary to what we heard about the outcomes achieved. There was positive feedback from heads of resettlement about activity provided by the CRC in several prisons. However, the work planned and then completed was not sufficiently clear within case records. Through the Gate workers told us about the challenges, such as staff shortages and high caseloads, that affected their ability to deliver resettlement work of a sufficient standard.

Several contracted providers deliver a range of services, from peer mentoring to women's interventions. All of those we interviewed reported positive relationships with the CRC, with effective communication and clear expectations set by senior leaders. There is a robust contract management process, and supply chain provider performance is managed appropriately. SWM CRC is responsive to the needs of providers and open to feedback, helping to maintain positive working relationships.


There are good arrangements for formal communication with the NPS at both senior and middle manager level. There is a strong relationship and mutual respect between the two organisations, and close working has resulted in the CRC responding to the needs of the NPS and providing some good interventions through the rate card, particularly for ETE, accommodation and women's services.

Women's services are provided by a range of partners, and the CRC has a strategic commitment to ensuring that women have access to the interventions they need. However, despite some good provision, not all services for women are consistently available across the area. RRP is starting to retender services, which will address this.

SWM CRC is committed to stakeholder engagement. Managers sit on safeguarding boards and contribute positively, where workload permits, to other multi-agency forums, such as community safety partnerships and their subgroups. Members of the West Midlands Reducing Reoffending Steering Group hold the CRC in high regard, largely because the SWM CRC Director of Operations, who has chaired this group for some time, has been fundamental in driving the reducing reoffending agenda across the area.

The implementation of *Transforming Rehabilitation* brought significant challenges for CRCs in establishing and maintaining effective communication with sentencers. Although probation liaison arrangements are inconsistent across SWM CRC, where

forums do exist for communication with sentencers, the CRC is well integrated and has provided detailed information about its services and interventions, which have been well received. This was particularly evident in the Coventry area where a magistrate spoke positively about the quality of information provided, and which is now available in each courtroom to assist with individual sentencing decisions.

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

All standard policies are in place and communicated in a variety of ways, including at team meetings, via *Take Action* (an RRP in-house publication) and on occasion by email. The RRP intranet holds all policies and procedures in the knowledge base application. Almost two-thirds of responsible officers stated that policies and guidance are communicated effectively.

Guidance has been implemented to help improve the quality of service delivery. The RRP's 'every case essentials' guidance is thorough and provides detailed instructions on how cases should be managed to meet quality standards. However, this guidance was not in place during the period from which our case sample was taken.

There is one remaining site where the CRC is co-located with the NPS (Coventry). Most of the other sites are located in modern and welcoming buildings, which aim to put service users at ease and enhance engagement. All are largely accessible to staff and service users, although condensing several smaller sites into one in the centre of Birmingham has resulted in a large footfall at this location. Staff report various problems arising as a result, including crowded and pressurised reception areas, and conflict between service users from different locations who would have traditionally been kept separate.

The building and office environments remain a contentious issue for many staff. Those in Birmingham, in particular, reported feeling vulnerable in the spaces shared with service users, particularly when an abusive or aggressive incident occurs. Leaders provided us with evidence and reassurance that these issues have been taken seriously, and appropriate action taken in response.

RRP continues to use the nDelius case management system and the offender assessment system (OASys), and will do so for the foreseeable future. Continued use of these systems has disadvantages for CRCs due to problems with the interface between MoJ and the CRC's ICT systems. Many responsible officers cited frustration with these systems, and just over half felt the ICT available was not conducive to timely completion of work. We acknowledge that this is out of the CRC's control.

The vast majority of probation practitioners have been issued with laptops, which enable a more flexible way of working, with support provided by an in-house ICT department. There are appropriate service level measures to ensure a prompt response when systems or equipment require repair. There are examples of new and innovative ICT systems in use to help improve the CRC's quality of delivery. For example, Zing Tree – an easy-to-use process-mapping application to assist the

completion of key tasks to the required standard – which is used predominantly in the CSC but will eventually be rolled out to the rest of the CRC.

The CRC has a quality improvement plan that is realistic yet ambitious, and reflects the priorities of embedding good-quality practice and improving service provision. Management information is used by leaders to drive improvements, and this has been successful in improving contract performance over the last 12 months. It is now starting to be used to address deficiencies in quality.

RRP has responded to feedback from staff and managers about the unwieldy amount of management information used across the organisation. It has developed the RRP 'management information dashboard', which houses, in one place, all relevant performance and quality-related management tools.

The service user council ensures that regular and timely feedback is obtained by those receiving services from the CRC. Plans are devised to resolve deficiencies, and the council tracks work to ensure completion. This approach reflects the organisation's commitment to continuous improvement.

2. Case supervision



Case supervision is not delivered to a sufficient standard. While staff are generally hard working and dedicated to helping people change and stop offending, their excessive caseloads are preventing sufficient focus on quality. Although most responsible officers report having the skills, knowledge and ability to supervise their caseloads, this was not always apparent in the cases inspected. Most concerning is the lack of understanding in the assessment of risk of harm, and response to public protection and safeguarding concerns.

There is a lack of liaison with police and children's social care services to manage domestic abuse and risks to children, and an overemphasis on individuals' most recent offending rather than considering their previous convictions and intelligence to keep actual and potential victims safe. There is promising practice in service user engagement and involving individuals in assessment.


The timing of this inspection meant that the more recent emphasis by managers on quality was not yet visible in the cases we inspected.

Strengths:

- Individuals are meaningfully involved in the assessment process and their views are taken into account.
- Plans are completed within an appropriate timescale from the start of sentence.
- There are efforts to enable service users to complete their sentence with the appropriate use of flexibility when needed.
- Risks of non-compliance are identified and addressed early to avoid the use of enforcement.

Areas for improvement:

- Checks with police domestic abuse units and children's social care services do not happen consistently at the start of or during an individual's sentence.
- Plans do not prioritise or sequence appropriately activity to address risk of harm and keeping people safe.
- Home visits are rarely used.
- There is insufficient attention to protecting actual and potential victims in the delivery of interventions.
- Reviews are completed without sufficient involvement of service users.

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

In almost two-thirds of cases, responsible officer assessments had considered an individual's level of motivation and readiness to change. There was, however, a lack of analysis of diversity considerations and personal circumstances in just over half of the cases we inspected. When diversity issues had been analysed by responsible officers, 73 per cent considered the impact these would have on the person's ability to comply with the supervision process.

Service users were meaningfully involved in the assessment process in almost two-thirds of cases, with good induction and self-assessment questionnaires used with most people to enhance engagement and take their views into account.

The majority of assessments were completed within an appropriate timescale from the start of sentence. Most assessments identified offending-related factors, however, less than half included a sufficient level of analysis. Almost half of the cases inspected failed to identify strengths or protective factors.

We found an overuse of basic layer OASys,¹² which helps to explain this lack of analysis. Most concerning was the extent to which basic assessments had been used to assess complex and more dangerous individuals. It is encouraging that senior leaders have issued recent guidance to rectify this issue with criteria now prescribed for the use of basic layer assessments.

It is positive that the majority of assessments had an Offender Group Reconviction Scale (OGRS) score calculated at the start of sentence by the CSC. However, there was a low rate of checks with police domestic abuse units and children's social care services before case allocation to help ascertain and assess the level of safeguarding concerns. This failure to liaise with other agencies to manage risk was maintained throughout the supervision, with only one-third of assessments taking into account information from partners.


We deemed almost one-fifth of assessments to have been assessed incorrectly by the responsible officer and given the wrong risk level.

Of concern was the extent to which assessments overemphasised current offending and convictions and had not considered past behaviour or intelligence when deciding the level of risk individuals posed. This may in part explain the lack of multi-agency liaison to keep people safe. We saw examples where an individual serving a sentence for a relatively minor offence had more serious convictions or domestic abuse call-outs in the past, which had not been considered in the assessment. As a consequence, these risks went unaddressed during supervision.

Assessment of the risk of harm was on the whole poor; less than half of inspected cases clearly identified and analysed all the risks relating to keeping people safe. This

¹² A much shorter version of the offender assessment system (OASys) tool designed for use with less complex and lower risk cases.

is not sufficient when such a high proportion of the caseload have safeguarding and domestic abuse factors linked to the risk they pose.

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


Only just over half of the service users in the case sample had been meaningfully involved in the planning process; individual's views were not taken into account consistently when agreeing plans of activity to reduce offending. Diversity and personal circumstances were explored in over half of inspected cases, and these factors were used to ascertain a person's ability to engage and comply with the plan.

Too few cases contained clarity about how the requirements of the sentence would be delivered, and less than half were specific about the individual's level of motivation, and the pattern and type of contact required to support the delivery of interventions. This aspect of planning has been hindered by the overuse of basic layer OASys, restricting the information that can be contained in the sentence plan.

It is positive that in three-quarters of cases, planning occurred within an appropriate timescale following the start of sentence, and the same proportion of inspected cases had a written record in place.

In 6 out of 10 cases, planning sufficiently reflected offending-related factors and prioritised those that were critical. Attitudes to offending and thinking and behaviour were the most common factors requiring attention across the inspected case sample. Less than half of cases considered strengths and protective factors in the planning process.

Planning to keep people safe was not adequate across the cases inspected, and activity to manage risk of harm not prioritised appropriately. Plans were not clear about the constructive or restrictive actions to be taken to prevent harm being caused, and in the majority of cases links to multi-agency working were absent. Similarly, contingency planning was only considered in just over one-quarter of inspected cases. Worryingly, domestic abuse and safeguarding issues were not adequately addressed in the planning process.

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, with a focus on engaging the service user in the majority of cases. We found the requirements of the sentence started promptly in most cases, with a good focus given to maintaining an effective working relationship between the responsible officer and individual being supervised.

In the vast majority of inspected cases, responsible officers had made sufficient efforts to enable the service user to complete the sentence successfully, including being flexible in responding to their personal circumstances. We found positive examples of responsible officers adjusting attendance requirements for service users in employment and offering late night appointments, which enabled them to continue complying with their order.

Less than half of individuals serving custodial sentences received contact with their responsible officer before release, although work to re-engage with individuals following recall or enforcement action was positive and occurred in the majority of cases.

In just under three-quarters of cases, risks of non-compliance were identified and responded to promptly to reduce the need for enforcement action. In a similar proportion of cases, professional judgement decisions were recorded in relation to missed appointments. One inspector found that:

“The responsible officer exercised a good balance between facilitating compliance and using enforcement. There had been some significant changes in the service user’s circumstances (for example, change of address, breakdown in relationship etc.) and discretion was pragmatically exercised when required. Amendments were also made where necessary, for example the individual had completed four out of six Foundations of Rehabilitation groupwork sessions, but the last two were delivered one-to-one (which were completed) to avoid a return to court.”


The implementation and delivery of services to support desistance were effective in less than half the cases inspected. In most, services to address factors related to offending, such as substance misuse, thinking and behaviour, and ETE, were inadequate. More positive, though, were the services delivered to maximise strengths and protective factors where they existed, particularly those relating to individuals’ motivation to change and non-criminal identity.

The involvement of other agencies in the delivery of services was not coordinated well enough in the majority of cases and, similarly, responsible officers did not engage with key individuals in service users’ lives, such as partners and family members, to support desistance where appropriate.

It is positive, however, that the level and nature of contact were sufficient to reduce reoffending and support desistance in the majority of cases.

The implementation and delivery of services supported the safety of other people in just under one-third of inspected cases, and the level and nature of contact offered was sufficient to manage the risk of harm in just over half of them.

The majority of responsible officers had not paid sufficient attention to actual and potential victims, and there was a lack of coordination with the work of other agencies in managing the risk of harm. In particular, there was too little contact with police domestic abuse units and children’s social care departments. Home visits were underused to support effective management of risk of harm in the vast majority of cases. It is positive that the organisation now has guidance that makes home visiting mandatory when there are domestic abuse or safeguarding concerns.

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

Reviewing progress was rarely conducted to a sufficient standard across the case sample, and was underused in identifying barriers to compliance. This was done well in only just over half of the inspected cases. Necessary adjustments in response to obstacles to compliance were made in less than half of the cases we examined.

When we did see evidence of review, individuals had not been meaningfully involved in the process, and we found examples where reviews were treated as an administrative exercise, rather than an opportunity to make adjustments to the supervision process and enable the individual to reflect on their own progress. One inspector found:

“There is evidence of an OASys review following a case discussion with a manager in August 2018. The service user was not involved in the formal review. The responsible officer admits that this was a 'pull-through' exercise following management oversight and that some of the information is out of date and therefore meaningless and unhelpful. The sentence plan is not specifically reviewed and certain objectives relate back to when the service user was in custody.”

In 6 out of 10 cases, responsible officers had focused sufficiently on supporting the service user’s desistance, although reviewing identified and addressed changes in factors linked to desistance and offending in only just over half of these.

Reviewing had sufficient focus on building on the individual’s strengths and enhancing protective factors in less than half of inspected cases, and a similar proportion did not consider the views of other agencies.

The quality of reviewing to keep other people safe was sufficient in less than half of the cases inspected, and responsible officers identified and addressed changes in factors relating to risk of harm in less than one-quarter of them. There was a failure to respond adequately to changes in risk of harm by making adjustments to plans of work in over half of cases inspected.

Reviews were informed by the necessary input from other agencies in less than half of the cases, and it was concerning that responsible officers had failed to involve the service user themselves and other key individuals (such as partner or other family member) when reviewing the risk of harm. Again, there was a lack of relevant contact with the police and children’s social care services in reviewing to keep other people safe.

4. Unpaid work and Through the Gate

The organisation's delivery of unpaid work is good. Assessments take into account diversity and personal circumstances to determine an individual's ability to comply. Arrangements for unpaid work support service user engagement and compliance with the sentence. Most encouraging is the organisation's commitment to maximising opportunities for an individual's personal development - a reflection of SWM CRC's approach to offer a broad range of placements that enable service users to learn new skills.


Through the Gate delivery across the cases we inspected was less good. Although resettlement plans are completed within appropriate timescales and individuals are meaningfully involved in the planning process, there is a lack of focus on strengths and protective factors. Similarly, resettlement activity does not sufficiently consider factors relating to risk of harm.

Strengths:

- Unpaid work requirements start promptly and service user personal development is a key feature of delivery.
- Diversity and personal circumstances are assessed well and taken into account when considering a person's ability to comply with unpaid work.
- Assessments for unpaid work draw sufficiently on available sources of information.
- Risk of harm and the safety of others are considered effectively in the delivery of unpaid work.
- Resettlement plans are completed within an appropriate timescale.
- The individual's views are taken into account when resettlement plans are prepared.

Areas for improvement:

- Enforcement of unpaid work is not consistent.
- Resettlement plans do not draw sufficiently on available sources of information.
- There is a lack of coordination with other services delivered in the prison.
- Through the Gate staff's communication with responsible officers is not frequent enough to ensure effective handover into the community.
- Case recording of resettlement activity does not fully reflect the outcomes achieved.

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

We found that just over half of assessments considered the individual's motivation and willingness to comply with the unpaid work requirement. Assessment of diversity issues and personal circumstances was much more positive and was achieved in four out of five cases, with the information used to understand the service user's ability to comply and engage with unpaid work.

We also found that assessments focused sufficiently on issues relating to the health and safety and vulnerability of service users in three-quarters of inspected cases.

Assessments regarding risk of harm and keeping people safe were good. We found risk of harm levels to be correct in the majority of cases, with sufficient consideration of the safety of others when assessing key issues relevant to unpaid work.

In over three-quarters of cases, individuals were allocated to suitable placements that took their diversity and personal circumstances into account. Arrangements for unpaid work also encouraged the service user's compliance and engagement with the order in four out of five cases. When individuals posed a risk of harm to others, in the majority of cases, these factors were managed well during the unpaid work.

The personal development of individuals subject to unpaid work was maximised in the cases inspected, with opportunities in two-thirds of them for reparation and rehabilitation that supported desistance.

There was good feedback from unpaid work staff to responsible officers about service user's progress, occurring in over three-quarters of cases where it was required.

In over three-quarters of cases, the sentence of the court was implemented appropriately, with unpaid work requirements starting on time. Case recording of reasons for missed appointments was good, and in most cases responsible officers used and recorded their professional judgement appropriately when explaining their response to poor attendance.

There was no need for enforcement action in over half of the cases inspected, as attendance from the service user was consistent. However, when it was required, responsible officers were reluctant to complete enforcement actions in just over a third of cases. We saw some good examples of review used to understand barriers to compliance with unpaid work, and adjustments to work arrangements made when necessary.

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

We found Through the Gate planning focused sufficiently on resettlement needs and factors linked to offending and desistance in just over half of inspected cases. Although plans were completed on time when they were done, just over one-quarter of service users had no plan at all. We also found in over half of the cases that plans were developed without drawing sufficiently on available sources of information. More encouraging, however, was the extent to which individuals were meaningfully involved in the development of their plan, which happened most of the time.

The majority of plans had not included strengths and protective factors, although consideration of diversity and personal circumstances was much more positive and took place in just under two-thirds of the cases we inspected. Only just over one-quarter of plans had taken account of factors relating to risk of harm.

The delivery of resettlement activity was generally not evidenced in case records, with this happening sufficiently in less than half of inspected cases. Just under half of the cases reviewed received resettlement services that prioritised the needs that were most critical. The most common factor that required support across the case sample was accommodation. CRC and prison leaders gave us some good examples of the work by Through the Gate staff to support service users into accommodation. However, this was not evidenced well enough in the cases we inspected.

The coordination of resettlement activities with other services available in the prison was achieved in just over one-third of cases. Disappointingly, communication between prison-based staff and responsible officers in the community, before and at the point of release, was inconsistent and failed to occur in 6 out of 10 cases.

In almost two-thirds of inspected cases, there was either no evidence of resettlement services supporting an effective handover to local service providers in the community, or it was not clear from case records that this had been done.

Our findings on Through the Gate delivery will be disappointing for leaders, and they were surprising to us, given what we were told by managers in both the CRC and prisons about the delivery model and outcomes being achieved. However, we heard from staff that there were many logistical barriers and significant workload issues in some establishments, which have clearly impacted on quality. Senior leaders have recently introduced changes to align Through the Gate delivery with that in place in Derbyshire, Leicestershire, Nottinghamshire & Rutland CRC. This is a promising move that should improve the quality of work delivered.

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 Chief Executive 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 77 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 37 meetings with a range of staff internal and external to the CRC. The evidence explored under this domain was judged against our published ratings characteristics.¹³

Domain two: case supervision

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

We examined 150 cases from across four clusters. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we ensured that the ratios in relation to gender, type of disposal and risk of serious harm level matched those in the eligible population.

¹³ *Probation inspection Domain one characteristics*, HMI Probation (March 2018)
<https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf>

Domain three: unpaid work and Through the Gate

We completed case assessments for two further samples: unpaid work, and 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 65 cases with unpaid work requirements that had begun at least three months previously. The sample included cases managed by the NPS as well as those 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:

- the senior manager with overall responsibility for the delivery of unpaid work
- middle managers with responsibilities for unpaid work
- a group of supervisors and other unpaid work specific staff, from a range of geographical locations.

Through the Gate

We examined 55 custodial cases in which the individual had been released on licence or post-sentence supervision six weeks earlier 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 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
- 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	Requires improvement
2.1.1. Does assessment focus sufficiently on engaging the service user?	69%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	52%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	51%
2.2. Planning	
Planning is well-informed, holistic and personalised, actively involving the service user.	Inadequate
2.2.1. Does planning focus sufficiently on engaging the service user?	59%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	56%
2.2.3. Does planning focus sufficiently on keeping other people safe? ¹⁴	42%
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?	66%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	48%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	32%

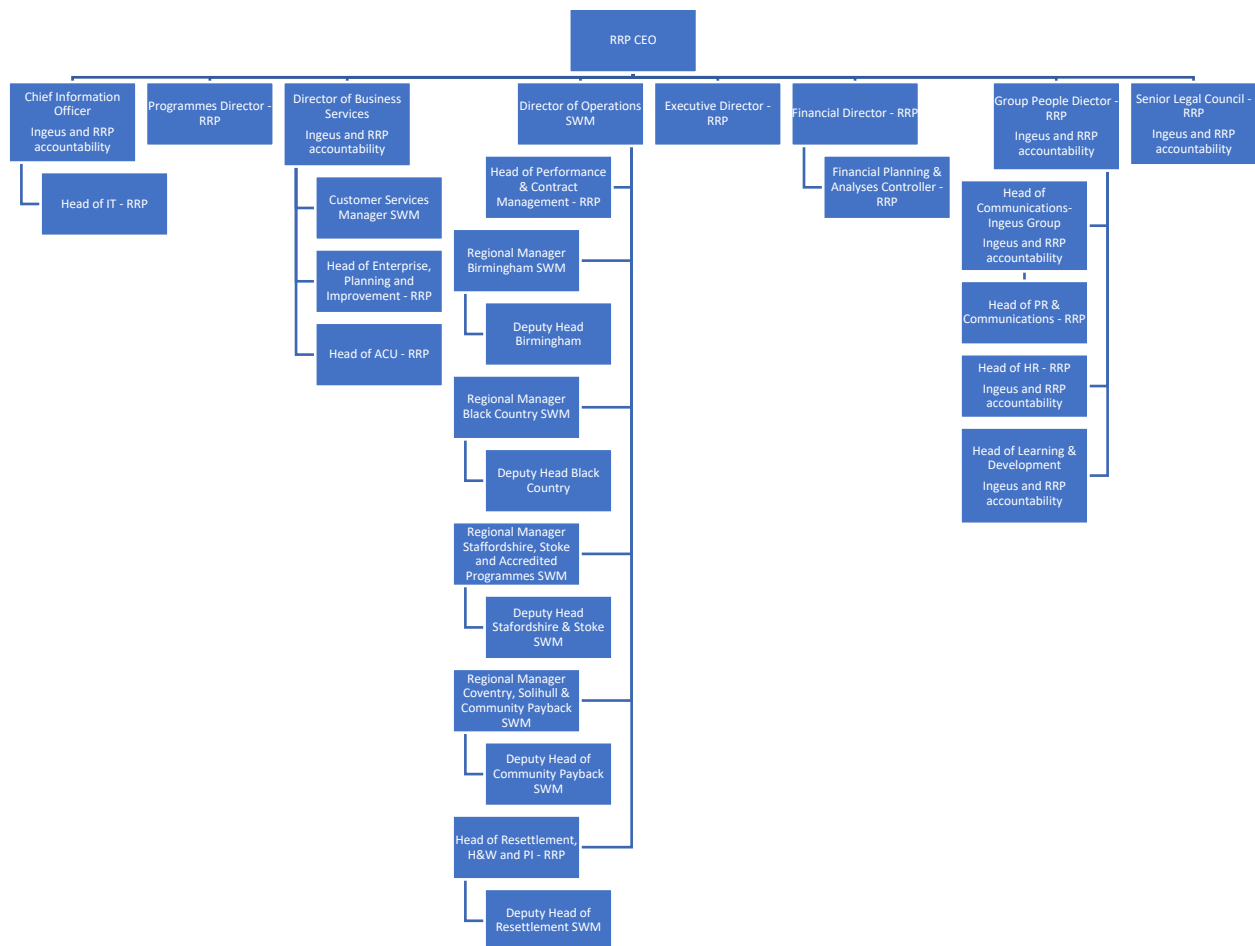
¹⁴ Please note: percentages relating to questions 2.2.3, 2.3.3 and 2.4.3 are calculated for the *relevant* sub-sample – that is, those cases where risk of serious harm issues apply, rather than for the *total* inspected sample.

2.4. Reviewing	
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user	Inadequate
2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?	59%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	60%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	39%

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	Good
4.1.1. Does assessment focus on the key issues relevant to unpaid work?	78%
4.1.2. Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?	75%
4.1.3. Do arrangements for unpaid work maximise the opportunity for the service user's personal development?	78%
4.1.4. Is the sentence of the court implemented appropriately?	78%
4.2. Through the Gate	
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs	Inadequate
4.2.1. Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	58%
4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?	49%
4.2.3. Is there effective coordination of resettlement activity?	36%

Annex 3: Operating model and map



The operating model in practice - as described by Staffordshire & West Midlands CRC

Following sentence cases are allocated via our Customer Services Centre (see below), taking into account both the nature of the case from available Court information but also the capacity of practitioner colleagues in the operation (utilising a Caseload Profile Tool which monitors individual caseloads). Allocation is in line with an allocation grid. Probation Practitioner (PP) 2s are broadly equivalent to probation service officer grade and PP3 to probation officer grade. We have introduced a PP2+ grade. These are probation service officers who have completed some additional (4 months) training in collaboration with De Montfort University which enables that cohort to manage more complex cases (NB! PP1s are new recruits subject to progression via management oversight).

The majority of the SWM CRC case management operation is conducted from new buildings in Staffordshire, Birmingham and the Black Country. Our only NPS co-located site is in Coventry. These new professional, modern facilities operate zonal working where practitioners can utilise a shared area to conduct supervision or have access to private interview rooms when absolute confidentiality is required. We

continue to co-locate in some areas with police colleagues as part of an Integrated Offender Management (IOM) approach.

Other key aspects of delivery

- Women's services are provided by supply chain partners and allow us to offer a woman only environment to female service-users and a safe rehabilitative space. This provision is supported by specialist practitioners in our community teams.
- Resettlement services. Operating across 7 resettlement prisons with dedicated and specialist staff. Peer advisers support our staff to run an accessible service to our prisoners
- Unpaid work. Operating from some shared sites with community teams or in their own facility (e.g. Birmingham Great Lister Street).
- Key to our delivery is the recruitment of dedicated peer mentors to support delivery in all our teams. We are proud to say that some of our peer mentors have gone on to secure permanent employment with us as community support workers attached to community teams.
- IT support. While still on authority systems we have new hard-ware which allows a much more flexible approach to service delivery.

Operational delivery is supported by the following functions:

- Customer Service Centre. Working from two locations in Nottingham and Birmingham. The CSCs deliver:
 - A centralised administrative service to support case managers with completion of complete administrative tasks and letters.
 - A call handling service to help resolve service user enquiries and rebook meetings and appointments. This team also conducts targeted calling as directed by operational need
 - Centralised complaints and feedback for the organisation to resolve escalations in a timely way and provide operational insight for service improvement.

The Customer Service Centres aim to take pressure off the front teams by completing this range of transactional tasks and enquiries to free up case manager time to spend effectively with our Service Users.

- Centralised Corporate and Professional Services. A centralised and streamlined corporate services was established in March 2018 to improve the services across both CRCs.

Available services and involvement of the third sector

SWM CRC, as part of the Reducing Reoffending Partnership (RRP), has developed a variety of interventions, the majority of which are provided in-house but also through contracted provision by private and third sector organisations.

Annually we invest £1.6M to work with 15 subcontractors across the region to deliver a wide range of services addressing specific needs of our service-users. Services include workshops to address specific needs experienced by females, peer

mentoring, peer advice and qualifications, debt advice, employment, training and education, family advice, service user council, tutor support service and local unpaid work supervision.

We continue to provide a range of accredited programmes including the Thinking Skills Programme (TSP), Drink Impaired Drivers Programme (DID), Resolve (for anger management), Building Better Relationships (BBR - to address domestic abuse) and Building Skills for Recovery (BSR- to deal with substance misuse). All programmes are available across all our clusters by an experienced and dedicated accredited programmes team led by our regional manager for Staffordshire.

RRP has developed a range of interventions appropriate for delivery within a rehabilitation activity requirement (RAR) as well as on licence or post sentence supervision, some provided by a third party where indicated. These include:

Intervention	Description	Method of delivery
Foundations of Rehabilitation (FOR)	Building citizenship and health to stop offending	Group-based: 6 to 18 sessions. Delivered in collaboration with Change Grow Live(CGL)
Substance Misuse Brief Intervention (SMBI)	Educational programme to raise awareness of harm	Group or individual: 6 to 9 sessions
Anger Management	Temper control	Group-based: 6 sessions
Engagement Toolkit	Breaking down barriers to involvement with supervision	One-to-one: flexible number of sessions
Transition and Hope	Inspiring positive engagement with supervision	Group-based: 1 session to be delivered by a peer mentor
Pathway to Independence	Supporting transition from adolescence to young adulthood	Group-based: 6 sessions
Getting a Home – Keeping a Home	Improve ability to secure stable housing	Group-based: 4 sessions
Victim Awareness	Developing understanding of the impact of behaviour on others	One-to-one or group-based: 8 to 16 sessions
Addressing Benefit Fraud	Develop understanding of the cost and impact to the public	One-to-one: flexible number of sessions
Structured Intervention to Address Domestic Abuse	Identifying the changes needed to stop abusive behaviour	One-to-one or group-based: up to 21 sessions
Making Amends	A restorative justice group programme	5 group sessions

Senior Attendance Centre	Following the revised "Fast Forward" programme which focusses on citizenship.	A 12 session group/activity programmes with young Service Users
Employment, Training and Education	This programme is delivered by the CRC ETE team in conjunction with Ingeus UK. The ETE team will work with a service user for up to 6 months via dedicated ETE Advisor Support. During this time service users will be assessed and offered appropriate access to a number of group workshops and one-to-one interventions.	The ETE team will work with a service user for up to 6 months via dedicated ETE Advisor Support.
Women's Services	A range of interventions delivered by local women's Specialist services designed to improve outcomes.	Programmes: <ul style="list-style-type: none"> • Change (10 sessions) • Healthy Emotions (5 sessions) • Healthy Relationships (5 sessions) • Positive Parenting (5 Sessions)
Volunteers	Provided by SOVA to support case work and 'meet at the gate' services.	Bespoke service to meet individual need.

In addition, the following services are provided as part of the CRC's delivery model;

- **Unpaid work** – this operation is managed across the CRC by a regional manager lead and provides unpaid work to both CRC and NPS cases across a number of settings to include workgroups, individual project placements and including some embedded ETE opportunities in collaboration with training providers.
- **Resettlement Services** - The 'Through the Gate' provision enables trained staff members to manage a prisoner's induction as they begin their custodial sentence and provide a resettlement service as they near their release date. The resettlement team comprises of case workers, housing specialists, peer advisor trainers and administration staff. The service to prisoners includes advice on accommodation and financial matters, employment opportunities and specialist support services available for former sex workers and victims of domestic and sexual violence. In our resettlement prisons St Giles trained (IAG L3) peer advisors are supporting activities such as induction, finance and debt, housing/welfare, employability, and pre-release groups. The scope of work is different in each custodial environment. Some resettlement prisons already had an established peer advisor service before SWM CRC resettlement teams were introduced. Some of this established experience is being utilised to mirror and introduce successful services such as HMP Oakwood's RALF helpline, to prisons who are less established.

- **Housing and Welfare** – This Service is well established in SWM CRC. The housing fund is being used in a number of ways to support housing of vulnerable Service Users including a Reserved Bed Fund, a Rent Deposit Scheme and an in-house floating support scheme that provides confidence to a growing number of housing providers to offer accommodation to our Service Users with support needs. Our Housing strategy will be further developed in 2018, commissioning of supported housing where there is a high level of unmet need.
- **Peer Mentoring** - In SWM CRC the peer mentoring service continues to grow and diversify in the ways it supports our work. The feedback from both staff and service-users is very positive, with mentors putting their experiences to good use answering questions and reassuring service users who may not understand how the CRC works. The active pool of peer mentors engage in activities such as Transition and Hope, New Start Ceremony, pathway interventions support, support for ETE groups, SOVA 'Drop In' at local offices, women's services interventions.

A fuller description of our interventions are made available to both Sentencers and National Probation Service colleagues via our Rate Card brochure and Service Guide.

Map of SWM CRC Region office locations

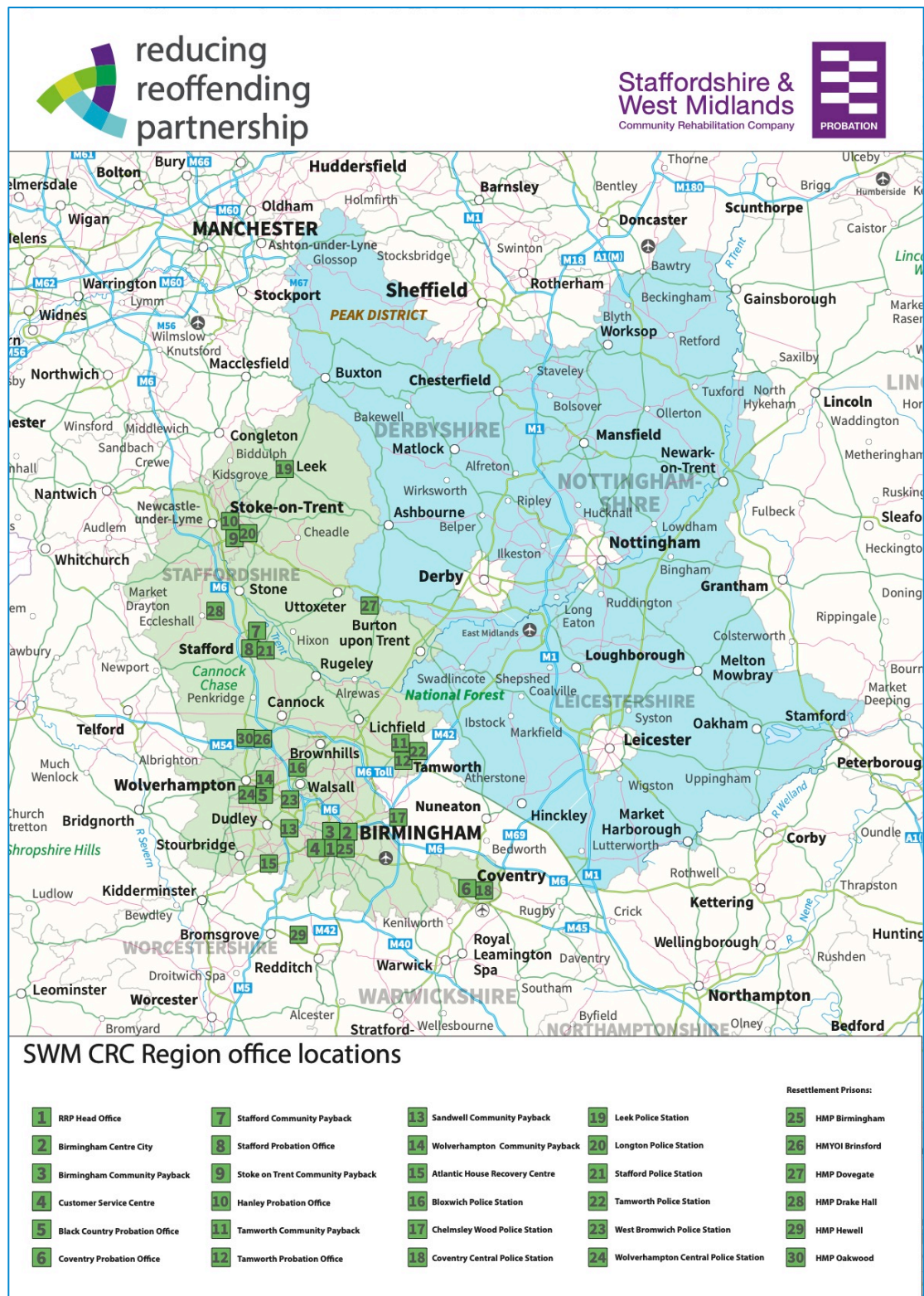


Image source: SWM CRC

Annex 4: Glossary

Accountability	When people are responsible for making decisions and taking actions in areas of work within their remit
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
Approach	The overall way in which something is made to happen; an approach comprises processes and structured actions within a framework of principles and policies
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
Barriers	The things that make it difficult for an individual to change
Basic layer OASys	A less-detailed version of the OASys assessment (see OASys entry below) developed for use in less complex and lower risk cases
BBR	Building Better Relationships: a nationally accredited groupwork programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
BSR	Building Skills for Recovery: a nationally accredited programme designed to address substance misuse, drugs and alcohol linked to offending
Business plan	A plan that sets out an organisation's objectives. It may also be known as an organisational plan or corporate plan
CAFCASS	The Children and Family Court Advisory and Support Service: a non-departmental public body in England set up to promote the welfare of children and families involved in family court. It was formed in April 2001 under the provisions of the <i>Criminal Justice and Court Services Act 2000</i> and is accountable to Parliament through the Ministry of Justice. The service is independent of the courts, social services, education, health authorities and all similar agencies
Case manager	The term used by some CRCs for the probation services officer grade who holds lead responsibility for managing a case
Case prioritisation	A framework/guidance used by RRP to allocate a level of service delivery to cases based on risk of harm, likelihood of reoffending and rehabilitation needs. There are four levels of priority - standard, enhanced, priority, and monitor and respond. Each level has a specified amount of time and key tasks associated with it for responsible officers to follow

Caseload profile tool	RRP's version of a workload management tool, used to calculate the overall workload of individual responsible officers, teams, clusters and the organisation. It takes into account numbers, types of cases and the point individuals are at in their sentence; for example, service users towards the end of their sentence may require less resource than those at the start
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 wellbeing has been 'safeguarded'. This includes – but can be broader than – child protection. 'Safeguarding' is also used in relation to vulnerable adults.
Cluster	A grouping of adjacent local delivery units to assist in administration and monitoring. SWM CRC has four clusters: Birmingham; the Black Country (made up of Walsall, Wolverhampton, Sandwell and Dudley); Staffordshire; Coventry/Solihull
CRC	Community Rehabilitation Company
Criminal justice system	Includes any or all the agencies involved in upholding and implementing the law – police, courts, youth offending teams, probation and prisons
CSC	Customer service centre: a centralised administrative hub that administers correspondence, makes referrals, completes enforcement documentation and takes all telephone calls at first point of contact
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
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
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
HMP	Her Majesty's Prison

Intervention	Work with an individual designed to change their offending behaviour and/or to support public protection
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
Local delivery unit	An operational unit comprising an office or offices, generally coterminous with police basic command units and local authority structures
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	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 Group Reconviction Scale (OGRS)	<p>A static, actuarial predictor used by the probation and prison services of England and Wales. Static actuarial predictors such as OGRS are based on a limited range of risk factors, such as age, gender and criminal history.</p> <p>Many providers of probation services use the OGRS score in their own case allocation framework to determine the allocation of resources, and in some cases the grade of staff that will be responsible for managing a case. The higher the OGRS score, the higher the likelihood of reoffending and arguably the greater the complexity of the case</p>
Offender management	A core principle of offender management is that a single practitioner takes responsibility for managing an offender throughout their sentence, whether in custody or the community
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
Pathway interventions	RRP's menu of non-accredited interventions that have been developed to form part of both RAR and licence/post-sentence

supervision sentence delivery. These interventions are available to either CRC or NPS (via the rate card)

PCC	Police and Crime Commissioner: an elected official in England and Wales charged with securing efficient and effective policing of a police area. Commissioners replaced the now-abolished police authorities
PO	Probation officer: 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
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
Probation practitioners	<p>The term used by RRP to describe the responsible officer role. The different levels of probation practitioner are as follows:</p> <ul style="list-style-type: none"> • probation practitioner 1 (PP1)- Entry level probation service officer (PSO)*. A PSO new to the organisation prior to receiving the relevant training provided by RRP • probation practitioner 2 (PP2)- A PSO who has received the required RRP specified training • probation practitioner 2+ (PP2+)- an experienced PSO who has received an additional four months of training to enable them to take on more complex cases. Training is delivered in partnership with De Montfort University • probation practitioner 3 (PP3)- Probation officer (PO) equivalent who holds the most complex cases as defined by the case allocation grid. <p>*Probation service officer: a responsible officer who was originally recruited with no professional qualification</p>
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
RAR	Rehabilitation activity requirement: since 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
RAT	Reoffending Analysis Tool: part of RRP's suite of management information and which includes caseload and needs data. This is used to track and understand how successful interventions are in reducing reoffending
Rate card	A directory of services offered by the CRC for use with the NPS with their offenders, detailing the price
Resolve	An accredited programme for male perpetrators of interpersonal violence, designed to help them gain a better

	understanding of their emotions and behaviour, and learn new ways of thinking to help them avoid violence
Responsible officer	The term used for the officer (previously 'offender manager') who holds lead responsibility for managing a case
Risk of serious harm	A term used in OASys. All cases are classified as presenting a low/medium/high/very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term risk of harm when referring to the analysis which must take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term Risk of Serious Harm only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to offenders for whom lower impact/severity harmful behaviour is probable
RRP	Reducing Reoffending Partnership: owner of SWM CRC and Derbyshire, Leicestershire, Nottinghamshire & Rutland (DLNR) CRCs
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
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 settle back into the community on release and receive rehabilitation support so they can turn their lives around
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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