

An inspection of

Dorset, Devon and Cornwall

Community Rehabilitation Company

HM Inspectorate of Probation

FEBRUARY 2019

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

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

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Foreword

This report presents a truly dispiriting but predictable picture. The Dorset, Devon and Cornwall Community Rehabilitation Company (CRC) is not delivering probation services to anywhere near the standards we and the public expect.

We found good Through the Gate services, where Working Links delivers in partnership with two charitable organisations. This is a well-contracted and properly resourced scheme, which is working well and showing positive signs of impact with a complex group of offenders. But most other work is of poor quality, and simply not enough meaningful work is being done.

Instead, effort is focused disproportionately on reducing the risk of any further contractual (financial) penalty. For some professional staff, workloads are unconscionable. Most seriously, we have found professional ethics compromised and immutable lines crossed because of business imperatives.

This is one of three CRCs owned by Working Links. We previously expressed concerns about work in the Gloucestershire area (part of the Bristol, Gloucestershire, Somerset and Wiltshire CRC) in our Quality and Impact Report (2017).¹ There, we found that work to protect the public and reduce reoffending work was poor. We are now inspecting in Wales, the third CRC owned by Working Links, and will report as soon as we can.

Urgent remedial action is required in this CRC. Without it, public confidence in the delivery of probation services in Dorset, Devon and Cornwall will be yet further diminished and professional staff further compromised, and thousands of individuals who deserve decent probation services will continue to be let down. We have recommended that Her Majesty's Prison and Probation Service intervenes in this CRC. In my view, this organisation will not deliver the urgent improvements needed without intervention.

All in all, the Dorset, Devon and Cornwall CRC has a lot to do to improve the quality of service it provides. The parent company responded quickly when notified of our inadequate rating, and produced a set of immediate remedial actions; however, we doubt its ability to deliver them on the ground, where we want to see significant, measurable and sustainable improvements in the quality of services delivered.



Dame Glenys Stacey
Chief Inspector of Probation

¹ <https://www.justiceinspectorates.gov.uk/hmiprobation/inspections/gloucestershireqi/>

Overall findings

Overall, Dorset, Devon and Cornwall Community Rehabilitation Company (CRC) is rated as: **Inadequate**. This rating has been determined by inspecting this provider in three areas of its work, referred to as 'domains'. The findings and subsequent ratings in those three domains are described here.



Organisational delivery

Our key findings about the organisation were as follows:

- Leadership is inadequate, as the primary purposes of probation services – to protect the public and reduce reoffending – are lost in the effort to avoid financial penalty caused by contractual targets.
- The staff group is insufficient, in terms of capacity and skill, to deliver high-quality services.
- There is a good range of services but access to these is disrupted by stretched operational resources.
- Facilities, such as information and communications technology (ICT) and estates, do not support sufficiently the delivery of high-quality services.



Case supervision

Our key findings about case supervision were as follows:

- The level of engagement with individuals is often too poor to provide high-quality assessment work, and the work is done inconsistently throughout the CRC.
- The production of plans is driven by time targets and the drive to avoid contractual penalties, not the assessed needs of the individual.
- In the implementation and delivery of the sentence of the court, professional discretion is not well justified, with insufficient work to secure compliance and to enforce appropriately.
- The evidence from ongoing case reviews shows the loss of focus on public protection in too many cases.

	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

- There is a well-established unpaid work scheme; however, the operation of the scheme is insufficiently resourced and enforcement is not sufficiently effective.

Through the Gate

- There is good Through the Gate provision. Improvement in the coordination of pre and post-release work is needed.

Service:

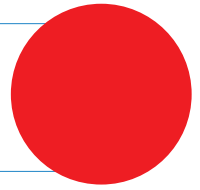
Dorset, Devon and Cornwall
Community Rehabilitation Company

Fieldwork started:

November 2018

Overall rating

Inadequate



1. Organisational delivery

1.1	Leadership	Inadequate	
1.2	Staff	Inadequate	
1.3	Services	Inadequate	
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	

4.² CRC specific work

4.1	Unpaid work	Requires improvement	
4.2	Through the Gate	Good	

² CRC aspects of domain three work are listed in HM Inspectorate of Probation's standards as 4.1 and 4.2.

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 Dorset, Devon and Cornwall CRC.

Dorset, Devon and Cornwall CRC should:

1. make clear to staff the importance and primacy of public protection work, provide adequate resources for public protection work and train all professional staff in the management of risk of harm
2. develop and deliver urgent remedial action for all aspects of case management
3. make sure that line managers focus on delivering engagement of service users in assessment and planning, and the management of risk of harm
4. increase staff engagement in the development of an effective workforce, including developing a partnership with trades unions
5. implement a recruitment strategy to deliver a full staff complement
6. urgently address the poor case management provided by staff in the Dorset and Devon offices.

HM Prison and Probation Service should:

7. take urgent steps to improve the delivery of services in Dorset, Devon and Cornwall and identify and address any issues that may also affect other CRCs in the Working Links group.

Background

An explanation of probation services

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

To protect the public, probation staff assess and manage the risks that offenders pose to the community. They help to rehabilitate 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 that they abide by their sentence. If offenders fail to comply, probation staff generally report them to court or request recall to prison.

These services are currently provided by a publicly owned National Probation Service (NPS) and 21 privately owned Community Rehabilitation Companies (CRCs) that provide services under contract. The government intends to change the arrangements for delivering probation services, and has given notice to CRCs of its intention to terminate their contracts early, by October 2020. It is currently considering alternative models of delivery of probation services, following a consultation exercise.

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.

Dorset, Devon and Cornwall CRC

Working Links took formal ownership of the Dorset, Devon and Cornwall (DDC) CRC in February 2015. Working Links is a privately owned company and was acquired by Aurelius⁵ in 2016. Working Links delivers employability, consulting and rehabilitation services nationally and internationally. The aim of the employability services is to improve living conditions through employment, training and personal skills development. The rehabilitation services aim to reduce reoffending and thus protect the public.

³ Ministry of Justice. Offender management caseload statistics as at 31 December 2017. <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

⁴ All those sentenced, for offences committed after the implementation of the *Offender Rehabilitation Act 2014*, to more than 1 day and less than 24 months in custody, are supervised in the community for 12 months post-release. Others serving longer custodial sentences may have longer total periods of supervision on licence.

⁵ Aurelius Equity Opportunities is an investment and management company operating in various industries and sectors.

The three CRCs owned by Working Links⁶ work collaboratively to a common operating model. The Director of the DDC CRC holds the same position for Bristol, Gloucestershire, Somerset & Wiltshire CRC. Many senior managers work across the Working Links group.

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 10 standards. These standards are based on established models and frameworks, which are grounded in evidence, learning and experience. They are designed to drive improvements in the quality of work with people who have offended.⁷

⁶ The three CRCs owned by Working Links comprise Bristol, Gloucestershire, Somerset & Wiltshire (BGSW), Dorset, Devon and Cornwall (DDC), and Wales.

⁷ HM Inspectorate of Probation's standards can be found here:
<https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

Contextual facts

154,471

The total number of individuals subject to probation supervision by the CRCs across England and Wales⁸

79%

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders for Dorset, Devon and Cornwall CRC. The performance figure for all England and Wales was 79%, against a target of 75%¹⁰

4,171

The number of individuals supervised by Dorset, Devon and Cornwall CRC⁸

72%

The proportion of positive compliance outcomes with licences and, where applicable, post-sentence supervision periods for Dorset, Devon and Cornwall CRC. The performance figure for all England and Wales was 71%, against a target of 65%¹¹

3

The number of CRCs owned by Working Links

87%

The proportion of positive completions of unpaid work requirements for Dorset, Devon and Cornwall CRC. The performance figure for all England and Wales was 88%, against a target of 90%¹²

47.5%

The adjusted proportion of Dorset, Devon and Cornwall CRC's service users with a proven reoffence⁹

**53%
44%**

The proportion of cases assessed as medium and low risk, respectively. This compares with the figures of 65% and 33%, respectively, for CRC's currently inspected under this programme

⁸ Ministry of Justice. (2018). Offender management caseload statistics as at 30 June 2018.

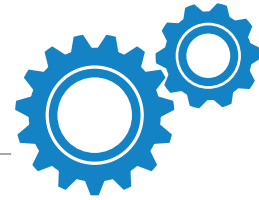
⁹ Ministry of Justice. (2018). Proven reoffending, Payment by results, October to December 2016 cohort.

¹⁰ Ministry of Justice. (2018). CRC Service Level 8, Community Performance Quarterly Statistics, April 2017 - June 2018, Q1.

¹¹ Ministry of Justice. (2018). CRC Assurance Metric J, Community Performance Quarterly Statistics, April 2017 - June 2018 Q1.

¹² Ministry of Justice. (2018). CRC Service Level 10, Community Performance Quarterly Statistics, April 2017 - 2018, Q1.

1. Organisational delivery



Her Majesty's Prison and Probation Service's (HMPPS) notification to terminate this and all other CRC contracts early has led to confusion among the staff in this CRC about the direction of the organisation. Staff at all levels voiced their strong commitment to the probation service, but perceive the way that Working Links is operating this business to be contrary to the core values and purpose of probation. There has been an absence of direction, as managers experience the constraints of working towards an exit plan. There is no strategy or direction to improve the quality of core probation work.

Staff in DDC CRC are trapped in a spiral of decline. The imperative to meet task-related contractual performance targets and so avoid service credits (financial penalties associated with performance levels below contractual targets) dominates working life. There is a high staff turnover, and professional staff numbers are reducing. Several probation officers have taken up employment with the NPS in the last year. Recruitment is proving difficult in this area.

There are examples of positive work in the CRC, exemplified by the development of work with women, the use of community hubs for inter-agency work, the maintenance of integrated offender management (IOM) and the range of structured interventions available. There are serious risks to these services in the current operating environment, however. For example, the number of community hubs is reducing.

Strengths:


- There is an experienced and knowledgeable senior management team.
- Supply chain agencies work within a high-specification procurement and contract management environment, conforming to Merlin standards¹³ of excellence in supply chain management.
- ICT provision is to a good standard but is not perceived by staff to support the delivery of services owing to inconsistent availability.
- Most accommodation occupied by the CRC is of a reasonable standard.

Areas for improvement:

- The management team is disconnected from the owning organisation, Working Links.
- There is a lack of focus on the primary aims of probation work, particularly the responsibility to work to protect the public.
- Leadership plans and communications do not focus on the quality of services.
- Staff engagement is poor, with many perception measures indicating low levels of staff satisfaction with the organisation.

¹³ Department for Work and Pensions. *The Merlin Standard: Guide for Prime Providers*.
<https://merlinstandard.co.uk>

- The current staff group does not have sufficient capacity to deliver high-quality case management or unpaid work; there are difficulties in recruiting, and access to training is poor.
- Despite a range of quality management activity, there is little evidence that the planning or enforcement of sentences is being improved to a level that supports the delivery of a tailored and responsive service.
- The coaching role of the middle manager in developing and supporting practitioners is not well developed.

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

A Working Links vision and strategy set out the aspirations of: *Providing a great service, being a great place to work, delivering ambitious growth, being pioneering – innovative yet responsible*. This vision provides the basis of the DDC CRC annual service plan and continuous improvement plan.

All grades of staff believe that services delivered by the CRC are driven exclusively by financially linked contractual targets, and that little of the Working Links vision has come to fruition; 94 per cent of staff surveyed stated that the CRC does not prioritise the quality of service delivered.

There has been a marked change in the relationship between Working Links and the CRC since early 2018 with the announcement of contract termination by October 2020. This has been characterised by increased financial controls, and reduction of training and human resource advisor capacity. At senior management level, there is a perceived loss of corporate coherence between Working Links and the CRC, limited financial authority, and increased financial constraints to the point of disruption of service delivery, particularly in the areas of unpaid work, ICT and estates.

The business risk register identifies a range of business risks assessed as having up to a likely probability of occurring but no more than a minor impact. We felt that the impact of these risks was underestimated. There is not a single mention in the risk register about the quality of services delivered. Risk mitigation, identified in the DDC annual service plan, has no reference to the role of middle managers in supporting and developing staff through the oversight and supervision of work. The CRC has an array of quality assurance processes that have had little impact on the quality of services delivered.


The operating model is based on group delivery of many of the elements of the sentence. This includes group induction of all cases. On one occasion, we saw 20 people being inducted by one member of staff; the planned ratio is one member of staff for six individuals.

Delays in accessing rehabilitation activity requirements (RARs) and accredited programmes compound the resource difficulties for responsible officers. There is evidence that practitioners understand the operating model – the 'BRAG' case assessment system, in particular – as solely a method to control the allocation of their time and not to support an individualised, high-quality service. Practitioners told us that they refrained from case-appropriate assessments in some instances, to limit

the numbers of 'red cases'¹⁴ that have to be seen every week. This is an immutable line crossed. It seriously compromises the CRC's understanding of the caseload and the resources required to manage the work safely and effectively. What is more, it compromises probation itself in those cases. Two initiatives are about to stretch resources still further, as outlined below.

Firstly, responsible officers located in operational hubs hold up to 162 cases, assessed as requiring contact every 30 days by telephone. We have previously expressed our concerns about this approach: there is no evidence to suggest that it is valid; instead, we believe that it limits the potential to effect change in individuals. Current resource problems will be compounded by the new contractual requirement for minimum levels of face-to-face contact in all bar stand-alone unpaid work cases. This will limit the number of cases supervised in the operational hubs and increase the number of cases held by community-based responsible officers.

Secondly, the CRC has previously used layer 1 Offender Assessment System (OASys) – a limited assessment – in the majority of cases. Efforts to improve the quality of work has led to the re-adoption of the more detailed layer 3 OASys assessment for most cases. This could lead to improvements in the CRC's understanding of the risks and needs of the caseload, and provide a platform for a more individualised service. The resource commitment that this entails has yet to be fully integrated into the organisation's measure of workload, and presents a further challenge to an already stretched operational resource, with no additional resource identified to undertake this work.

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

The CRC's Justice Innovation Unit (which works across all three Working Links CRCs) has developed a workload indicator tool that suggests that there is sufficient capacity to manage the caseload requirements if all posts are occupied. The perception of most responsible officers surveyed (72 per cent) is that the workload is unmanageable.

Caseloads range from 18 to 102 for probation officers and from 14 to 168 for probation service officers. In some offices, the average caseload is between 80 and 100. This is unmanageable, and puts professional staff in an invidious position. At the time of the inspection, the workload indicator did not take into account the additional time required to complete layer 3 OASys work. Similarly, it did not reflect an agreed commitment to incorporate the additional time required to deliver face-to-face work in almost every case.

One manager commented that:

"People are so stretched that we have lost sight of what it takes to rehabilitate and to protect the public. Quality is about building relationships, doing the work, but people don't have the time to do this; we are over-processed and it is mind-blowing."

¹⁴ All cases in Working Links' CRCs are assessed on the basis of risk and need to be blue, red, amber or green. Cases assessed as 'red' require the most frequent contact and more interventions.

Even just to send a letter, there are too many processes and you do not dare step out of that process”.

Middle managers report high workloads, with one manager reporting they had direct responsibility for as many as 27 staff. There is little time for detailed and reflective supervision. Continual reminders about performance targets dominate the work of responsible officers, at the expense of considered work with individuals.

The deficiencies identified in practice indicate a staff group without the opportunity or capacity to develop and apply the necessary skills, knowledge and experience to manage the requirements of the caseload to a high quality. There were, of course, some practitioners who demonstrated good practice, but this was far from the norm.

There has been a reduction in overall staff numbers by one-third since February 2015, in mostly corporate and administrative roles. A management document sent to the inspection team indicates a potential future ‘end state’ which includes further staff reductions. The Dorset offices are almost entirely dependent on agency staff at probation officer grade. Managers have expressed concern about the level of service provided, with some of the agency staff employed being unable to work to required standards; this is exacerbated by insufficient management supervision.

The CRC has retained a commitment to training probation officers through the Professional Qualification in Probation (PQiP), although the numbers involved (currently two new-starts) do not match the organisation’s need for staff trained to this level.

The supervision of responsible officers is almost entirely focused on performance and targets rather than managing risk of serious harm and safeguarding. Only one officer in twelve could identify an example when a supervision session has included discussion about a child safeguarding matter. Just over one-third of staff surveyed indicated that they receive supervision that enhances and sustains high-quality work with service users.


There is an approach to quality management across the three CRCs, led by Working Links’ Justice Innovation Unit. Quality management work is delivered via an observation policy, case auditing process and feedback system (the ‘Learning Loop’). A detailed quality team schedule describes the range of activity to be undertaken. The approach has made no discernible difference to recurring problems in key issues, such as enforcement and sentence planning.

Less than 20 per cent of staff thought that there was sufficient access to training, or that there was a culture of learning and continuous improvement. A detailed ‘learning and development’ offer indicates a wide range of opportunities, but there is evidence that it is not well deployed. This was illustrated by recent spousal assault risk assessment (SARA) training, where only 5 of 31 planned sessions were delivered owing to non-attendance both by participants and facilitators.

There has not been a staff survey since 2015 and, although the CRC plans to conduct such an exercise, there is caution at a senior level about what this would achieve. The absence of an up-to-date staff survey limits the CRC’s understanding of levels of staff satisfaction and the reasons behind them.

There has been poor engagement with the trades unions in the last two years, following disputes over roles and grades for unpaid work staff. This has improved recently as a result of agreed new contractual requirements for additional face-to-face supervision.

There is a keen sense (72 per cent of staff surveyed) that insufficient attention is paid to staff safety and wellbeing, and there were many reports of staff put at risk in a range of operational settings.

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

There is limited data on service user need due to the extensive use of layer 1 OASys until mid-2018, which means that the CRC is reliant on historical data or estimates based on anecdotal information. As a result, there is limited understanding of the profile of service users from which to commission, develop and implement the range of interventions necessary.

There is a good range of services, including two accredited programmes – Building Better Relationships (BBR) and the Thinking Skills Programme – and a menu of RAR groups. Three of the RARs have been scrutinised by the all-Wales HMPPS Effective Interventions Panel to approve fitness for purpose. There are, however, marked delays in accessing structured interventions; one manager reported that:

“In the first 10 months of RAR groups, we had offered 25,000 RAR days, but delivered only 278”.

This is due to the lack of trained staff available to deliver the interventions. Recent figures show a 60 per cent attrition rate, which, although demonstrating an improvement, remains an inefficient use of this resource.

DDC CRC demonstrates a good understanding of the needs of women. There are distinct services for women, with two RAR options delivered in-house and a further one provided through a contractual arrangement with the Women’s Rape and Sexual Abuse Centre charity. The same service provider delivers partner link-work for female victims of domestic abuse in cases where the perpetrator is due to attend the BBR programme.

The CRC has developed a network of reporting facilities away from mainstream offices, 17 in all. Some of these are described as community hubs – defined as places where individuals meet with probation supervisors and can make links with local organisations and charities. A CRC-commissioned independent evaluation of community hubs viewed the approach as a promising development requiring further evaluation. During the inspection, one of these community hubs closed; we visited two of the remainder and found real strengths in this method of working. Nonetheless, at the time of inspection, there was no evidence that the CRC is further developing and extending this promising approach.


The level of confidence of sentencers in the work of the CRC is very low. The CRC and NPS have a shared objective to address this, and there are signs of increased communication opportunities between the courts and CRC staff. Sentencer perceptions, however, can be summarised in the following sentencer view:

“We are not happy with the CRC for a variety of reasons: accredited programmes do not start on time, and the enforcement of orders is poor; there is acceptance without rigour of non-compliance”.

Supply chain organisations, such as Catch 22 and the Prisoner Advice and Care Trust (PACT), describe Working Links as a good partner/commissioner with clear lines of accountability and structured contract review arrangements. We found that the work delivered by supply chain partners is quality checked.

At senior management level, there is a good understanding of wider partnership work and examples of positive access to resources through police investment in IOM across two police force areas.

There is access to substance misuse interventions across the CRC. The current operating environment – with the focus on contract compliance and restrictions on expenditure – is viewed by senior managers as a significant obstacle to the maintenance of positive inter-agency working. This extends to the level of CRC engagement with community safety partnerships, where the complex local authority structures stretch the capacity of a relatively small organisation.

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.	

Staff access policies and procedures through the DDC CRC intranet. The operational support section of the intranet is up to date and covers a wide range of policies, procedures, processes, practice directions and guidance for staff. We reviewed the public protection strategy, dated August 2018; the risk assessment and management practice direction, also dated August 2018; and the domestic violence policy (2018). The documents were accessible and there were summaries under 'key learning points' and 'frequently asked questions'. Less than one-third of staff surveyed, however, considered that policies and guidance were communicated effectively.

The way that Working Links procures and manages much of the estate occupied by DDC CRC is based on well-established methods. The specification of this work is detailed in the relevant Working Links estate strategy, and the same rigour is applied to premises that are shared by CRC staff, such as community hubs.

Working Links does not appear to be prepared to make the necessary investment in properties. In one instance, following damage to property, the service in that area is being delivered through temporary and unsatisfactory interim arrangements.

There were many concerns about the personal safety of staff in operational offices. In one instance, a serious sexual assault on a member of staff in one of the offices had been reported.

Less than half of the staff surveyed thought that the ICT systems support staff to deliver a high-quality service. Staff reported that newer, more mobile working is part of an overall improvement in available technology, but found the systems at times confusing, with inconsistent availability and burdensome access arrangements. The ICT systems are particularly strong on security, operating within a well-defined data protection policy.

For contract measures, there is a comprehensive and up-to-date reporting system that can identify and flag alerts about potential target shortfalls. This is focused on maintaining predominantly contract-compliant performance levels.

There is limited evidence that the approach to incorporating the views of stakeholders (including staff and service users) is effective. Learning from serious further offences and other significant reviews is gathered through quality management systems, but we found no evidence of how learning is incorporated into practice following the cascade of information to middle managers.

2. Case supervision



In July 2018, the CRC adopted the use of a comprehensive assessment tool, layer 3 OASys, for all cases other than stand-alone unpaid work. The results of this policy change could have a marked effect on the quality of assessment work. The additional workload commitment associated with this policy change has not been incorporated into the CRC's workload indicator system, so it is uncertain whether it is affordable or can be resourced sufficiently.

Our inspection sample pre-dated this policy change, so there remains the possibility that the CRC's approach can deliver improved assessment work. Starting a case with a well-grounded assessment is likely to have positive consequences for case management. Engaging service users at all points in case management, particularly at the assessment and planning stages, influences the effectiveness of the work.

Strengths:

- Responsible officers in Cornwall are assessing to a sufficient standard in the majority of cases.
- Planning work is also carried out to a sufficient standard in Cornwall.

Areas for improvement:

- Too many responsible officers, particularly in Dorset, are employed on an agency basis.
- Assessment work in Devon and Dorset is insufficient in too many cases.
- When factors related to harming others are identified, these are not fully analysed and planned for in all cases.
- Service user engagement is poor in all aspects of case management.
- Enforcement practice, particularly the use of professional discretion, is too often at odds with the expectations of the court.
- Case oversight by managers does not sustain sufficient focus on risk of harm.

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

The basis of sufficient assessment is to engage well with the individual being assessed. We expect to see evidence that the service user's motivation to work with the sentence and readiness to change has been considered. In half of the cases inspected, there was insufficient evidence that this had been done, with the same proportion lacking evidence that assessment had considered the views of the service user.

Where the responsible officer had considered the views of the individual, we found that issues likely to affect compliance, such as poor mental health, physical disability or a history of non-compliance, were identified and planned for. In too many cases, the assessment was based on little or no face-to-face contact and aimed at producing a contractually compliant initial sentence plan within the 15-day timescale. In almost half of the cases, we found insufficient evidence of service user views being taken into account.


There are marked differences in the standard of individual engagement in assessment between the three local delivery units within DDC. In Dorset and Devon, the minority of cases were of a sufficient standard, whereas in Cornwall a large majority were.

A process of assessment requires the responsible officer to draw on a range of available information, including current and previous records of supervision, specialist assessments and inputs from other services. Again, we found marked differences between local delivery units. In Dorset 33 per cent, in Devon 53 per cent and in Cornwall 80 per cent of the cases inspected drew sufficiently from available sources of information.

We expect that assessment will identify and analyse the issues in a person's life that could mean that they are at further risk of committing offences. This should include substance misuse, poor educational attainment, unemployment, homelessness and attitudes towards offending. We also expect to see that positive factors which help the individual avoid offending – for example, engaging in treatment, developing family relationships, improving employment prospects or securing settled accommodation – are identified and considered. This was done sufficiently in 33 per cent of cases in Dorset, 50 per cent in Devon and 85 per cent in Cornwall.

Assessments should set out and analyse all identified risks of causing harm to others, considering the circumstances of the case and the context in which harm is likely to occur. This focus on keeping people safe was sufficiently maintained in just over half of the cases inspected; this is unacceptably low, particularly in Dorset. There were too many cases in which the risk-related information available to the responsible officer had not been used to understand the individual's likelihood of harming someone else. In one case involving domestic abuse, the inspector noted that:

“The offence analysis has elements of colluding with the service user to blame the victim without an analysis of this as a pattern of abusive, harmful and coercive behaviour”.

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

We expect responsible officers to involve the individual in planning their sentence. There was sufficient engagement in most Cornwall cases, but insufficient in the majority of those in Devon and Dorset. Too frequently, there was no plan at all.

This is exemplified in one case by the inspector's observation that:

“The plan was completed to meet a target, so was done before the responsible officer met the service user, with the service user having been turned away from his induction appointment because the CRC had not yet allocated the case”.

This is another immutable line crossed, in our view.

Planned levels of contact with service users were sufficient to deliver effective interventions in only half of the cases inspected. There was some evidence of individual needs being considered in planning, for example, as illustrated in this case:

“Gerard is a 56-year-old convicted of a public order offence which involved threatening staff in a shop after his partner shoplifted alcohol. He has a long history of substance misuse and his offending is mainly acquisitive, but there is at least one conviction for domestic abuse, and call-out reports identify other incidents. Assessment is sufficient, and a range of sources of information has clearly been used to inform the assessment. The plans reflect the concerns identified in assessment, and implementation is adequate, with enforcement action being taken appropriately. Informal reviewing is responsive to changes, particularly to non-compliance. Overall, a well-managed case”.


A plan should focus on the issues in a person’s life that will reduce further offending and support efforts to adopt a positive, crime-free lifestyle. This focus was apparent in 43 per cent of cases in Dorset, 63 per cent in Devon and 80 per cent in Cornwall. Overall, the focus is lost in too many cases. For example, the following case shows that the plan failed to address critical issues in the individual’s life:

“There is a plan in place but no involvement of George in the planning, or account taken of his needs. There is evidence of post-traumatic stress disorder, learning disability, limited understanding and basic skills need. The plan focuses on drugs and victim work but there is no evidence of his level of motivation or what support he may require in achieving objectives. Emotional wellbeing and mental health are not recognised in the planning, despite him working with a psychiatrist”.

In another case:

“The initial plan includes two relevant objectives but also refers to unpaid work which is not part of the sentence. Key issues of accommodation and drugs are missing from the plan and there is no consideration about working with other agencies to support the service user”.

All plans should address appropriately any concerns relating to risk of harm to others. In 66 per cent of cases where risk of harm was identified, the planning did not address the issues. This is an unacceptably low level of practice across the CRC.

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

Community sentence and licence supervision should start promptly, maintain the commitment of the service user and be flexible enough to support completion of the sentence in light of personal circumstances. There should also be an appropriate and timely response to issues of non-compliance.

In a reasonable majority of cases, the sentence started appropriately. In most (83 per cent) of the licence supervision cases, however, there was no contact between the responsible officer and the individual before release from prison.


Enforcement action was not taken in almost one-third of the cases when, in our view, it should have been. This is an unacceptably low level. The following case shows the type of issues that were too prevalent:

“Roger’s unpaid work and induction started promptly; however, this was followed by a high level of non-compliance. There was no evidence that anyone had tried to understand the reasons for his poor attendance and do something about it. He attended a number of times and reported concerns that he is smoking cannabis excessively but this was not addressed sufficiently”.

Supervision should focus on reducing reoffending and supporting a crime-free lifestyle. This focus was insufficient in over half of the cases inspected. There were a number of issues that influenced the lack of focus. These included non-compliance, unexplained loss of contact, inappropriate use of telephone contact, lack of opportunity to access interventions (particularly in rural areas) and poor communication with partner agencies delivering services.

There was insufficient focus on risk of harm issues in supervision in 70 per cent of cases where the risk level was recorded as ‘medium’. In the inspected cases, home visits were rarely done, with responsible officers citing travel restrictions, work overload and concerns about safety as reasons. The senior management team disputes that there are any such restrictions, but practice indicates that this option is not a preferred part of the CRC’s approach to supporting the management of risk of harm.

When risk of harm concerns were identified, there were unsatisfactory levels of contact, limited focus on the safety of current and potential victims, and poor coordination with other agencies in too many cases.

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

The review of cases supported compliance and engagement sufficiently in just over half of the cases inspected. Where reviews were undertaken, there was evidence that the majority were done to a sufficient standard. In one case, the inspector reflected that:

“The case records demonstrate ongoing reviewing activity taking place, and the service user being engaged with this process”.

Conversely, too many cases showed little evidence of meaningful review, as this inspector comment shows:

“A review was undertaken in inspection week. This is not a meaningful review and in most parts states, ‘OM to update once interviewed’. This is six months into the order. The person had been supervised by four different responsible officers”.

In terms of reducing reoffending and focusing on a positive, crime-free lifestyle, only half of the cases reviewed showed adjustments to the work plan. This was particularly poor in the Dorset and Cornwall local delivery units.

The focus on risk of harm to others in reviews was insufficient in 76 per cent of the cases inspected. Many of these cases involved escalating or previously unidentified risks to known individuals, predominantly partners or family members. In each case, the service user had an identified history of domestic abuse or was the cause of safeguarding children concerns. The following is an example of the poor practice we saw:

“Frederick is a 27-year-old. He is subject to a 12-month community order with a RAR (20 days) and unpaid work (150 hours). He was initially assessed as low risk of serious harm. During the sentence, information emerged that he is a domestic abuse perpetrator towards his partner, who is pregnant. The unborn child and his partner's other children have recently been made subject to a child protection plan as a result. Assessment and plans were insufficient and did not provide evidence of service user involvement. Implementation is mixed. There was a positive referral to ETE [education, training and employment], and absences have generally been enforced. However, insufficient appointments for the RAR and unpaid work have been offered. Reviewing and acting upon changes in risk of harm to others have been poor in this case. There is a significant failure to respond to the information about domestic abuse and the child protection plan”.

4. Unpaid work and Through the Gate

Unpaid work is a requirement of a community order or suspended sentence order. Individuals undertake between 40 and 300 hours of work within a year of the sentence being passed. Within these hours, there is scope to offer educational and employment-related interventions, for up to 20 per cent of the time, to optimise the development of individuals on the scheme. The range of placements available in DDC CRC includes: cleaning graffiti; clearing fly-tipping and litter; environmental improvement; gardening and grounds maintenance; decorating; recycling; and charity shop work.


DDC CRC is the lead provider of the Through the Gate service at HM Prison Exeter and HM Prison Channings Wood. Through the Gate provision was established in June 2015 as a central part of the *Transforming Rehabilitation* policy. The scheme focuses on the resettlement needs of CRC and NPS prisoners alike and, locally, is delivered in prison by staff employed by the charity, Catch 22. A further charitable organisation, PACT, supports resettlement for the CRC service users and offers services to the NPS via the rate card. These services include the provision of mentors, both paid and voluntary, to work with individuals on release.

Strengths:

- Unpaid work delivery, when it works well, is based on good assessment and a focus on engaging and motivating individuals.
- The range of unpaid work placements provides service users with opportunities for personal development.
- Through the Gate work is good and has elements of outstanding practice in the focus on service user need, reoffending and desistance.
- There are effective communication processes between staff in prison and community-based responsible officers.
- The availability of mentors through PACT is a positive feature of the Through the Gate scheme.
- Prison-based staff show a good appreciation of risk of harm issues.

Areas for improvement:

- DDC CRC does not have sufficient staff to deliver an effective unpaid work scheme.
- The CRC does not have reliable transport arrangements to support the delivery of unpaid work, particularly in rural areas.
- Sentencer confidence in unpaid work is at a low level.
- There are low levels of contact between responsible officers and serving prisoners in the Through the Gate scheme.

4.1. Unpaid work ¹⁵	Requires improvement
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court.	

Almost all of the cases inspected contained sufficient assessment focus on the key issues relevant to unpaid work. This included consideration of individual circumstances and motivation to comply with the sentence of the court. All of the inspected cases sufficiently considered risk of harm to other service users, staff or the public. This was an impressive set of arrangements, with many examples of sufficient and, indeed, good practice. The following case is representative of the standard of work we found in case files:

“Trevor is self-employed and it was noted that he was taking two months off work to complete as many hours as possible. The case was assessed correctly as low risk of causing serious harm. An individual placement was provided but only after discussion with the responsible officer, which is evidence of due consideration to others’ safety”.

In the reasonable majority of cases, there was sufficient focus on engagement and securing the compliance of the individual. We found good evidence of arrangements for the delivery of the service responding to the needs of the individual and balancing these with appropriate enforcement; for example:

“With Arthur, the unpaid work arrangements encouraged compliance. The responsible officer noted that he ‘stepped back’ from taking enforcement action when he did not attend his first unpaid work appointment because of a reported bereavement. It was also identified that Arthur’s employment was becoming an obstacle to attendance, and consideration was given to weekend work. The responsible officer maintained a good level of oversight because there was a history of non-compliance”.


The scheme provided sufficient opportunity for personal development in the large majority of cases inspected owing to the reparative nature of the work undertaken – putting something back into the community – or through the acquisition of employment-related skills.

Despite these promising ingredients in the unpaid work scheme, in too many cases the implementation of the sentence was insufficient. There are several issues that are influencing this. Stretched staff resources and inadequate transport arrangements are culminating in an unacceptably high stand-down rate (11 per cent), where individuals are sent home, or advised not to attend, owing to the unavailability of work. One individual was sent home on four occasions.

Staff, middle and senior managers expressed their concern that unpaid work delivery is stretched beyond capacity. Efforts to recruit new staff have been unsuccessful due to a combination of factors. These include: limited interest in the nature of the work from the job market; currently disgruntled staff; the perceived reputation of Working Links as a local employer; and difficulties in matching the skill set required to

¹⁵ CRC aspects of domain three work are listed in HM Inspectorate of Probation’s standards as 4.1 and 4.2.

prospective candidates. Feedback from the key stakeholder group of sentencers shows a loss of confidence in unpaid work as part of a community sentence.

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

We found that the Through the Gate scheme is good overall, with some characteristics of outstanding performance. Clear and timely plans draw on all available sources of information in almost all cases. The large majority of resettlement planning has sufficient focus on individual need, and factors linked to offending and leading a positive, crime-free life.

The focus on supporting resettlement was sufficient in three-quarters of the cases we inspected. We found that the work in prison demonstrated an understanding of risk of harm issues, with active liaison between prison staff and community responsible officers, both in the CRC and NPS.

Resettlement work was coordinated effectively in the reasonable majority of cases. Catch 22 staff have worked on Through the Gate since its beginning, and report that communication is probably better now than at any time. There are problems for in-custody workers – for example, when cases are held in the CRC hub, it proves difficult to contact the responsible officer to approve release addresses.

Through the Gate work deals with complex problems in a complex prison environment, and it has taken three years for Catch 22 staff to understand their role fully. They now attend community team meetings in the CRC to get messages across, and understand that responsible officers 'hold the risk' [of reoffending and of harm], so their input is needed. Specific mailboxes have been set up to aid communication. One inspector noted the following good example:

"Derek is a 32-year-old who received a 12-month custodial sentence for theft offences. Derek's resettlement needs were identified appropriately and a plan to address them was actioned. This was regularly reviewed, with actions updated and clear comments on what actions were left outstanding. There was evidence of communication between the resettlement officer and the responsible officer, and Derek took up services in the community in relation to his drug misuse".

The challenge of Through the Gate work, even when done well, is illustrated in the following case:

"Graeme is a 48-year-old with an extensive history of offending associated with his drug misuse. He received a four-year custodial sentence for an offence of burglary. He had been recalled to prison but was then found not guilty of the alleged offence that prompted that recall. He was then entitled to immediate release. Catch 22 and the responsible officer worked jointly to source accommodation on release and were successful, despite the immediacy of the release. However, the resettlement plan failed to address his propensity to misuse drugs and he was released without a prescription and quickly reverted to heroin use".

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 Director delivered a presentation covering the following areas:

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

During the main fieldwork phase, we interviewed 37 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 29 meetings and site visits. The evidence explored under this domain was judged against our published ratings characteristics.¹⁶

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 100 cases from across three local delivery units. 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.

¹⁶ HM Inspectorate of Probation's domain one ratings characteristics can be found here: <https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf>

Domain three: sector-specific work

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

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

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

Through the Gate

We examined 16 custodial cases over a two-week period in which the individual had been released on licence or post-sentence supervision six weeks earlier from the CRC's resettlement prisons. 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
- a small 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?	52%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	50%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	53%
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?	53%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	58%
2.2.3. Does planning focus sufficiently on keeping other people safe? ¹⁷	34%
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?	44%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	30%

¹⁷ 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?	55%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	50%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	24%

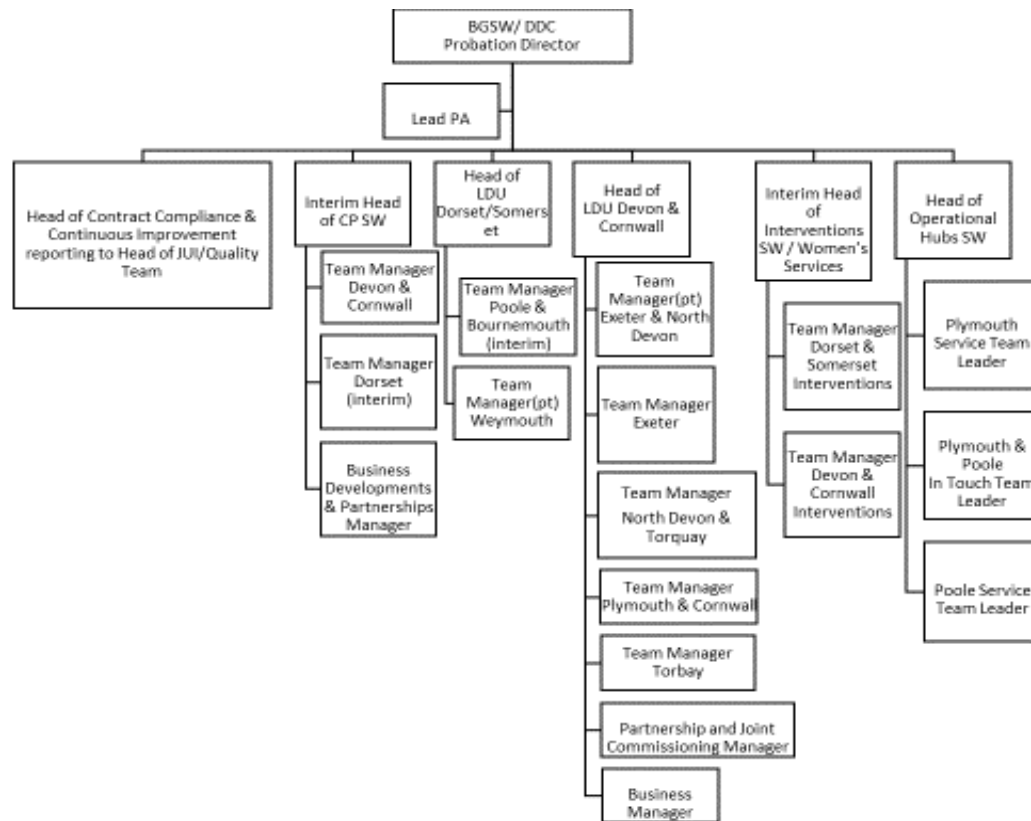
4. CRC-specific work¹⁸

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	Requires improvement
4.1.1. Does assessment focus on the key issues relevant to unpaid work?	93%
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?	86%
4.1.4. Is the sentence of the court implemented appropriately?	61%
4.2. Through the Gate	
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs	Good
4.2.1. Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	81%
4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?	75%
4.2.3. Is there effective coordination of resettlement activity?	69%

¹⁸ CRC aspects of domain three work are listed in HM Inspectorate of Probation's standards as 4.1 and 4.2.

Annex 3: Operating model and map¹⁹

Dorset, Devon and Cornwall CRC: Organisational Structure



The operating model in practice

The Working Links' CRCs have developed a high/low intensity case management model. It takes account of both contractual requirements and research findings. It recognises that risk is dynamic and also that re-offending often occurs early in the sentence, hence it is important to achieve effective engagement with the service user right from the start.

Probation Officers and Probation Service Officers deliver Case Management in local offices (the front office). Probation Service Officers in the operational hubs have also delivered Case Management through telephone contact to some service users in custody and also to those assessed as a low risk in the community, a large proportion of which are on single unpaid work requirements. There are two operational hubs one in Plymouth and one in Poole. We deliver most administrative functions from these hubs, to ensure that processes are streamlined, other agencies have single points of contact and resources are maximised on the front line. We are in the process of changing the model so that we deliver all case management from the front office from point of sentence and will meet the minimum contact specification requirements. Front office delivery includes community hubs.

¹⁹ Information in Annex 3 was supplied by the CRC.

Case Allocation

We use a tool (in the evidence pack) to ensure that we allocate cases either to Probation Officers or Probation Service Officers based upon their risk profile. Initial allocation is made by the operational hubs, with Team Manager oversight, but then confirmed after the initial face-to-face assessment.

Induction

We have developed a case management induction model for all service users, generally delivered in groups. This ensures that they get a consistent understanding of the requirements of the sentence and have access to good information about available services and support. The session aims to identify diverse needs and prepare the service user for the one-to-one meeting with their Case Manager to complete the sentence plan. This is separate from any induction process for Interventions and Unpaid Work. We have recently introduced a new sentence plan format "My Action Plan" in response to feedback from service users that they did not feel well engaged with the process.

Case Management Model

A key element of this model is the use of a BRAG rating system. This is an assessment that builds upon the initial OASys and determines the intensity of case management for each case. This is applied regardless of the type of sentence and requirements as risk is the overriding factor. All cases are assigned either a Blue (custody) Red, Red/Amber, Amber or Green rating. Those cases (Red) which are assessed as posing the highest risk of serious harm and/or reoffending, often with associated complex needs, will attract the most intensive intervention and the highest resources (regular 1:1 Contact, close supervision and interventions / services). At the other end of the scale, those cases (Green) assessed as posing the lowest risk of harm and/or reoffending and have the least complex needs, will attract the least intensive intervention and the lowest resources in line with the principle of resources following risk. Responsivity and risk of disengagement are further factors considered in the BRAG assessment. Contact frequencies are set to match the BRAG status. These are currently subject to a schedule 8 change notice.

As risk status is dynamic and in line with good risk management practice, cases will immediately be re-assessed for risk if there is any cause for concern or a significant change in the service user's circumstances. In any event, cases should be reviewed every 6 weeks to ensure that the risk and offending related factors of all service users are continuously re-assessed. This reassessment may lead to a change in BRAG status and thus a change in resource allocation, reflected in the sentence plan. This could involve a change of Case Manager e.g. from PSO to PO, oversight by a PO or in the case of reducing risk, the involvement of a PSO as a designated Case Manager. Continuity of case management is a key principle unless a change of Responsible Officer is the best way to manage the risks.

Women

Female service users are offered a female Case Manager and they have opportunities to be seen in an all-female environment where possible.

Integrated Offender Management (IOM)

Where there are IOM schemes, CRC Case Managers will be part of a multi-agency approach to reducing re-offending in applicable cases. The BRAG model applies a Red or Red/Amber weighting to such cases.

Community hubs

Where appropriate and especially for Amber and Green cases, service users will see their Case Manager or designated Case Manager at a Community hub, where they can also access wrap around services from other agencies - a "one stop shop" approach. This approach is supported by the research on desistance as enabling self-efficacy and community engagement. We have a plan to develop community hubs where they are still needed and develop the range of services in those that already exist.

Interventions Teams: Our operating model has Interventions teams that deliver Accredited Programmes and groups RARs. The portfolio of RARs reflects the service user need profile and the effective practice evidence base. We are in the process of refreshing the RARs, as part of which we have been submitting them for evaluation by the Wales HMPPS effectiveness panel. Each RAR has selection criteria, which the Case Manager will consider when determining the allocation and sequencing of RAR days. There are women specific RARs. The Senior Attendance Centre delivers specific modules to meet the needs of the 18-25 age group.

Unpaid Work

Following a case management induction, service users with an unpaid work requirement will have a face-to-face assessment of their risks and their suitability for an unpaid work placement. Some will undertake individual (community) placements, whereas others will be on groups. The groups will cater for a range of service user profiles including those who are high risk and/or managed by the NPS.

Resettlement

Resettlement Services are provided through the supply chain. We allocate a Case Manager at point of sentence. Their engagement with the service user increases from 12 weeks prior to release so that they can reflect and build on work done in custody in the sentence plan.

Community hubs

Dorset Devon and Cornwall Community Rehabilitation Company (DDCCRC) have during the past 2 years adopted a policy of moving probation out into the community more through the advent of Engage Community Hubs. These hubs are sited within projects that are already in local communities, run by organisations with strong links to, and acceptance by, those communities. They are actual not virtual hubs and are made up of a number of different agencies, services and facilities. They are not restricted to service users from a criminal justice background and enable probation service users to become part of a community that can help to reduce isolation, improve integration and provide positive opportunities.

To date there are 17 hubs within the DDCCRC, ranging from small operations, open half a day a week in rural market and coastal towns, to those in large towns and cities where they can be open up to five days per week.

Hubs provide an informal setting, primarily in the voluntary/community sector, where a range of opportunity is on offer. Central to the hub experience are many of the known pathways probation have adopted over many years. These include access to housing and debt support, addiction services, employment and training opportunities, together with probation input, mentoring, and practical services, such as Foodbanks, clothes stores, refreshments, and social activities.

Available services and involvement of the third sector

Drug and Alcohol providers across the southwest are predominantly Voluntary Community Sector (VCS) organisations. Community Hubs provide them with an opportunity to engagement with Case Managers as well as delivering services and support to service users. In addition to specific rehabilitation services many of the organisations also deliver a peer support programme which is based on mentoring principles utilising the individuals with lived experience. DDCCRC also engages with the Southwest Mentoring Consortium which consists of members of a number of mentoring organisations delivery services across the 3 counties. These include organisations which specialise in providing mentoring support to women, older people and young people.

In addition to community mentoring provision PACT provide a TTG mentoring service from local resettlement prisons as part of our supply chain. Mentors provide intensive individualised advice, guidance, signposting and brokerage of mainstream service support.

The supply chain partner for our TTG offer from local resettlement prisons is Catch 22. They deliver a programme consisting of accommodation and employability support, assistance with finances, benefit and debt, health and family and relationships.

The last of our supply chain partners formerly Women's Rape and Sexual Assault Centre (WRSAC), is The Women's Centre. They are specialists in delivering services to women throughout the CRC. They provide access to specialist interventions to overcome personal barriers and to encourage positive progression and access to ongoing support. They enable women to identify problems and apply practical solutions and to develop skills through experiential learning.

Map of the area



Annex 4: Glossary

Accountability	When people are responsible for making decisions and taking actions on 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 as part of a custodial sentence or a condition in a prison licence. Such 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 that an individual may need 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
BBR	Building Better Relationships: a nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
BRAG	Assessment process that identifies a case as blue, red, amber or green and thus determines the method of supervision
Breach (of an order or licence)	Where an offender fails to comply with the conditions of a court order or licence. Enforcement action may be taken to return the offender to court for additional action or recall them to prison
Catch 22	A charity which describes itself as a 'social business: a not for profit business with a social mission'. It aims to 'build resilience and aspiration in people and communities'. It provides the Through the Gate service in the local resettlement prisons in the Dorset, Devon and Cornwall area
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. The term 'safeguarding' is also used in relation to vulnerable adults
CRC	Community rehabilitation company: 21 CRCs were set up in June 2014, to manage most offenders who present low or medium risk of serious harm

Criminal justice system	Includes any or all of the agencies involved in upholding and implementing the law – police, courts, youth offending teams, probation and prisons
Desistance	The cessation of offending or other antisocial behaviour
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
Escalation	The term used to describe the process where a case allocated to a CRC is referred to the NPS for reallocation because an increase in the risk of harm posed by the offender now places that person within the category of those who should be supervised by the NPS
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
HMP	Her Majesty's Prison
HMPPS	Her Majesty's Prison and Probation Service: from 1 April 2017, HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the MoJ took on responsibility for overall policy direction, setting standards, scrutinising prison performance and commissioning services. These used to fall under the remit of the National Offender Management Service (the agency that has been replaced by HMPPS)
ICT	Information and communications technology
Intervention	Work with an individual that is designed to change their offending behaviour and/or to support public protection. A constructive intervention is where the primary purpose is to reduce likelihood of reoffending. A restrictive intervention is where the primary purpose is to keep to a minimum the individual's risk of harm to others. With a sexual offender, for example, a constructive intervention might be to put them through an accredited sex offender treatment programme; a restrictive intervention (to minimise their risk of harm to others) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. Both types of intervention are important
IOM	Integrated offender management: a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
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

MAPPA	Multi-Agency Public Protection Arrangements: where NPS, police, prison and other agencies work together locally to manage offenders who pose a higher risk of harm to others
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
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 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
PACT	Prisoner Advice and Care Trust
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
Probation officer	This is the term for a responsible officer who has completed a higher-education-based professional qualification. The name of the qualification and content of the training varies, depending on when it was undertaken. They manage more complex cases
PQiP	Probation Qualification in Practice
Pre-sentence report	This refers to any report prepared for a court, whether delivered orally or in a written format
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
Post-sentence supervision	Introduced by the <i>Offender Rehabilitation Act 2014</i> , post-sentence supervision is a period of supervision following the end of a licence. Breaches are enforced by the magistrates' court
RAR	Rehabilitation activity requirement: from February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts can specify a number of RAR days within an order; it is for probation services to decide on the precise work to be done during the RAR days awarded
Rate card	A directory of services offered by the CRC for the NPS to use with its offenders, detailing the price

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. HM Inspectorate of 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 those offenders for whom lower impact/severity harmful behaviour is probable
SARA	Spousal assault risk assessment: helps criminal justice professionals to predict the likelihood of domestic abuse by screening risk factors in individuals suspected of or being treated for spousal abuse
Serious further offence	Where an individual subject to (or recently subject to) probation commits one of a number of serious offences (such as murder, manslaughter or rape). The CRC and/or NPS must notify HMPPS of any such individual charged with one of these offences. A review is then conducted with a view to identifying lessons learned
Suspended sentence order	A custodial sentence that is suspended and carried out in the community
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
Third sector	The third sector includes voluntary and community organisations (both registered charities and other organisations, such as associations, self-help groups and community groups), social enterprises, mutuals and cooperatives
Through the Gate	Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around
<i>Transforming Rehabilitation</i>	The government's programme for how offenders are managed in England and Wales since June 2014
Unpaid work	A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision. Since February 2015, unpaid work has been delivered by CRCs

WRSAC	Women's Rape and Sexual Abuse Centre
Youth offending service/youth offending team	A local authority-funded service working with children and young people up to the age of 18 who get into trouble with the law. They look into the background of a young person and try to help them stay away from crime. They run crime prevention programmes, help young people if they are arrested, help young people and their families at court, supervise young people serving community sentences and work with young people in custody



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