

An inspection of

# South Yorkshire

## Community Rehabilitation Company

---

HM Inspectorate of Probation

MARCH 2019

---

This inspection was led by HM Inspector Trevor Worsfold, 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.

© Crown copyright 2019

You may re-use this information (excluding logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit [www.nationalarchives.gov.uk/doc/open-government-licence](http://www.nationalarchives.gov.uk/doc/open-government-licence) or email [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk).

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

This publication is available for download at:

[www.justiceinspectorates.gov.uk/hmiprobation](http://www.justiceinspectorates.gov.uk/hmiprobation)

Published by:

Her Majesty's Inspectorate of Probation  
1st Floor Civil Justice Centre  
1 Bridge Street West  
Manchester  
M3 3FX

# Contents

---

<b>Foreword</b> .....	<b>3</b>
<b>Overall findings</b> .....	<b>4</b>
<b>Summary of ratings</b> .....	<b>6</b>
<b>Recommendations</b> .....	<b>7</b>
<b>Background</b> .....	<b>8</b>
<b>Contextual facts</b> .....	<b>10</b>
<b>1. Organisational delivery</b> .....	<b>11</b>
1.1. Leadership .....	13
1.2. Staff .....	14
1.3. Services .....	15
1.4. Information and facilities .....	17
<b>2. Case supervision</b> .....	<b>19</b>
2.1. Assessment.....	20
2.2. Planning.....	21
2.3. Implementation and delivery.....	23
2.4. Reviewing .....	24
<b>4. Unpaid work and Through the Gate</b> .....	<b>26</b>
4.1. Unpaid work.....	27
4.2. Through the Gate.....	28
Annex 1: Methodology .....	30
Annex 2: Inspection results: domains two and three .....	32
Annex 3: Operating model.....	34
Annex 4: Glossary .....	37

## Foreword

---

We last inspected South Yorkshire Community Rehabilitation Company (CRC) in June 2017 as part of our Quality and Impact inspection programme. This is the third of our inspections of Sodexo CRCs in the current inspection programme.

The CRC is making significant changes to its operating model. Individuals will no longer be subject to telephone-only supervision, and leaders have taken swift action (following our findings in Sodexo's Northumbria CRC) to improve the important work of assessing each individual subject to probation supervision.

The rates and frequency of reoffending here are comparatively high. In response, senior leaders are working with partner agencies on a laudable initiative to prioritise resources to those who are most frequently arrested. The CRC must be sure to take the right steps in these and other cases. More accredited programmes are needed, along with interventions to improve individuals' accommodation and employment prospects.

The number of qualified probation officers that the CRC employs has fallen considerably since 2015. Alarming, although individual workloads are not generally excessive, the large majority of probation staff here are not qualified, and many are not sufficiently experienced at managing risk of harm to others. The CRC is training staff to achieve the Professional Qualification in Probation (PQiP), and putting substantial effort into quality management, but, at present, the skills gaps are reflected in the poor quality of assessment and planning work with individuals.

Unpaid work delivery in this CRC is good, but urgent improvements are needed to the rest of its work, and in probation supervision overall. There have been too many changes of practitioners for individuals under supervision, and those practitioners have also experienced changes in line managers. That needs to stop now, so far as possible, and leaders must concentrate on improving the skills base, and with it the quality of work delivered.



**Dame Glenys Stacey**  
Chief Inspector of Probation

## Overall findings

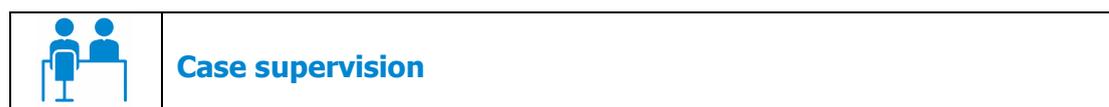
---

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



Our key findings about the organisation are as follows:

- Leaders are very effective at engaging with local partners to reduce reoffending, driving up performance and demonstrating best practice in quality assuring services.
- In a competitive market, the CRC is striving to retain experienced staff and is training existing staff to qualify as probation officers. Staff are well motivated and have reasonable workloads; however, many managers have recently taken up post and many practitioners lack depth of knowledge and skills in assessing and managing risk of harm to others.
- A range of innovative services are provided by the CRC and operational partners to meet diverse needs and situations; however, there is only one accredited programme available, and key sentencers lack knowledge of, and confidence in, what services are provided.
- Staff are supplied with up-to-date-guidance and practice directions, and supported with modern flexible information and communication technology (ICT). Premises are welcoming but have insufficient confidential interviewing space.



Our key findings about case supervision are as follows:

- The assessment of risk of harm to others and the analysis of factors linked to offending were often inadequate, with too little attention given to the information already available; however, more recent assessments, using the full (layer 3) Offender Assessment System (OASys), have shown improvement.
- Too many plans failed to involve the individuals concerned or were not personalised or detailed enough, and in some instances there was confusion about what was planned, arising from changes in case managers.
- Individuals are all now seen face-to-face. Delivery of supervision and interventions was too often inconsistent, however, made worse when there were several changes of case managers. In many cases, enforcement was not rigorous enough and, in about half of relevant cases, insufficient attention was given to the likelihood of individuals causing harm to others.

- Most cases inspected had had a full review completed recently, with sufficient attention given to engaging individuals and addressing offending-related factors. Reviews were not always completed following an important event, however, and, in too many relevant cases, changes in factors linked to the likelihood of causing harm to others had been missed.

	<b>Unpaid work and Through the Gate</b>
---	---

Our key findings about other core activities specific to CRCs are as follows:

### **Unpaid work**

- The delivery of unpaid work is good, with enthusiastic staff and a wide range of appropriate placements. Attendance needs to improve and there is scope to increase the number of education and training opportunities available.

### **Through the Gate**

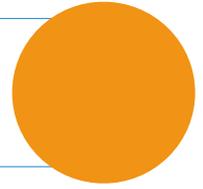
- Resettlement plans were generally adequate, but links to risk management plans were not robust enough. The range of interventions available needs strengthening, and communication with community services requires improvement.

Service: South Yorkshire CRC

Fieldwork started: November 2018

## Overall rating

Requires improvement



### 1. Organisational delivery

1.1	Leadership	Outstanding	
1.2	Staff	Good	
1.3	Services	Good	
1.4	Information and facilities	Good	

### 2. Case supervision

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

### 4. CRC specific

4.1 <sup>1</sup>	Unpaid work	Good	
4.2	Through the Gate	Requires improvement	

<sup>1</sup> 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 six recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in South Yorkshire CRC

### **South Yorkshire CRC should:**

1. work with the National Probation Service to improve liaison arrangements with the courts, including the provision of information about the availability and performance of rehabilitative services, to improve sentencers' confidence in the effectiveness of community sentences
2. increase the range of accredited offending behaviour programmes available, to reduce the likelihood of individuals reoffending
3. minimise the number of changes in practitioners that individuals experience, to improve engagement and the consistency of supervision
4. improve the quality of assessment, planning, service delivery and reviewing, to reduce reoffending and to help keep actual and potential victims safe
5. equip staff with the knowledge and understanding of effective risk assessment and management, to work effectively with domestic abuse perpetrators and to deal with child safeguarding concerns
6. ensure that Through the Gate staff better coordinate risk management plans and resettlement plans, and communicate with local community services in good time, in preparation for individuals' release from custody.

## Background

---

### **An explanation of probation services**

Over 260,000 adults are supervised by probation services annually.<sup>2</sup> 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.<sup>3</sup>

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 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 delivery probation services, and is currently considering alternative models of delivery, 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.

### **The South Yorkshire CRC**

Sodexo Justice Services is part of a large multinational private company with a wide range of commercial interests. It took over formal ownership of the South Yorkshire CRC on 01 February 2015. It operates a strategic partnership with a well-known charity, Nacro. With contracts to deliver probation services across six CRCs,<sup>4</sup> it is the third largest owning company in the country by contract value, and has 19 per cent of the market share.<sup>5</sup> Sodexo also runs 4 of the 14 private prisons in England and Wales, with all four located in England.<sup>6</sup>

Two Sodexo senior staff – regional Chief Executive Officers (CEOs) – each have oversight of a region – one comprising the north and the other the south of England.

---

<sup>2</sup> Ministry of Justice. (2018). Offender management caseload statistics as at 30 June 2018.

<sup>3</sup> 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.

<sup>4</sup> The six CRCs owned by Sodexo are: Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire; Cumbria & Lancashire; Essex; Norfolk & Suffolk; Northumbria; and South Yorkshire.

<sup>5</sup> Ministry of Justice. (2018). Offender management statistics quarterly, July to September 2016, Table 4.10: Offenders supervised in the community at period end, by National Probation Service region, division and CRC, England and Wales.

<sup>6</sup> Private prisons run by Sodexo are: HMP Bronzefield; HMP/YOI Forest Bank; HMP Peterborough; and HMP Northumberland. Source: MoJ website, 30 January 2017.

Each is responsible for three CRCs, and works to the Director of Operations (Community) at Sodexo Justice Services. Corporate support services are provided by teams based in London and Salford, and supplemented by regional CRC personnel covering human resources, finance, business development and communications.

South Yorkshire CRC is led by a Director with overall responsibility for business management and performance, supported by Deputy Directors.

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

### **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.<sup>7</sup>

---

<sup>7</sup> 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 CRCs across England and Wales<sup>8</sup>

**3,812**

The number of individuals supervised by South Yorkshire CRC<sup>8</sup>

**6**

The number of CRCs owned by Sodexo

**49.2%**

The adjusted proportion of South Yorkshire CRC's service users with a proven reoffence<sup>9</sup>

**79%**

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders for South Yorkshire CRC. The performance figure for all England and Wales was 79%, against a target of 75%<sup>10</sup>

**73%**

The proportion of positive compliance outcomes with licences and, where applicable, post-sentence supervision periods for South Yorkshire CRC. The performance figure for all England and Wales was 71%, against a target of 65%<sup>11</sup>

**93%**

The proportion of positive completions of unpaid work requirements for South Yorkshire CRC. The performance figure for all England and Wales was 88%, against a target of 90%<sup>12</sup>

<sup>8</sup> Ministry of Justice. (2018). Offender management caseload statistics, as at 30 June 2018.

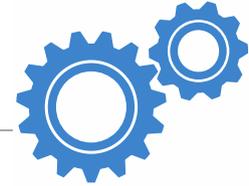
<sup>9</sup> Ministry of Justice. (2018). Proven reoffending, Payment by results, October to December 2016 cohort.

<sup>10</sup> Ministry of Justice. (2018). CRC Service Level 8, Community performance quarterly statistics, April 2017 - June 2018, Q1.

<sup>11</sup> Ministry of Justice. (2018). CRC Assurance Metric J, Community performance quarterly statistics, April 2017 - June 2018, Q1.

<sup>12</sup> Ministry of Justice. (2018). CRC Service Level 10, Community performance quarterly statistics, April 2017 - June 2018, Q1.

# 1. Organisational delivery



Senior leaders are clear about what they are trying to achieve and have communicated this to staff. They identify and manage risks well. The decision by the Ministry of Justice to end CRC contracts in 2020, to re-tender them and to require providers to use a common assessment tool has led Sodexo to cease work on developing their operational management system (OMS), and with it the use of Justice Star assessments. This, together with the requirement for all cases to be managed face-to-face, has resulted in changes to the CRC's operating model during the period under inspection, which leaders have managed well.

The CRC has found it difficult to recruit and train qualified staff and has made the decision to deliver the Professional Qualification in Probation (PQiP) in-house, and now has 11 staff progressing through the programme.

A minority of operational staff (16.7 full-time equivalent) are qualified probation officers. The majority of responsible officers are probation service officers, many are new to this role and some have progressed from support roles. The CRC has put in place extensive development programmes, with varying degrees of effectiveness. Emphasis has been put on performance management and quality assurance, with a dedicated team of operational assurance staff taking a leading role in supporting the quality of practice through a variety of assurance and development processes. Data from the cases examined suggests that these processes have not had the full impact intended, as the CRC has yet to audit cases against the HMI Probation standards for the quality of supervision.

Since Sodexo took on the contract, there has been a hiatus in the provision of accurate up-to-date data on the needs of offenders, which the CRC has sought to fill through manual data collection. The move to completing full (layer 3) OASys assessments in October 2018 has already improved the organisation's ability to conduct a meaningful needs analysis. Exchange of data with the police has led to the identification of offender cohorts to target for intervention, and an innovative data exchange arrangement and co-location of staff should result in improved planning of service delivery.

The CRC is systematic in its approach to production and dissemination of policy guidance and practice directions, both via electronic means and through one-to-one supervision, and the activity of the operational assurance team.

An extensive range of interventions is available through the rate card, but information for courts requires updating. Premises have been designed to be welcoming and provide an informal atmosphere for service users, to reduce tension and aid communication. There is a shortage of confidential interview space, however, and arrangements for responding to volatile service users need clarification. ICT systems are robust, facilitate input by operational partners and provide a wealth of timely management information.

### Strengths:

- Dynamic senior leadership has driven forward change at a fast pace, supported by an effective performance management system. The organisation has made great progress in improving performance and is now meeting or exceeding all key contractual performance targets.
- Collaborative partnership working is very strong, with leaders actively engaged with key strategic and operational partners across the whole of South Yorkshire, resulting in additional resources from partners for working with people who have offended.
- A comprehensive quality assurance framework has been implemented, which has achieved the highest rating by the HMPPS Operational System and Assurance Group.
- Improving staff engagement is a high priority for managers and there is a great deal of evidence from interviews with staff and managers that staff are engaged, supported and recognised for delivering a high-quality service.
- A wide range of services is provided by the CRC and its operational partners. Services for women are strong and innovative work is being carried out with vulnerable individuals and non-statutory domestic abuse cases.
- Learning from occasions when things have gone wrong is succinctly captured and systematically disseminated.

### Areas for improvement:

- Most operational staff are unqualified and require more extensive training in assessing and managing risk of harm to others.
- Most staff have seen at least one change of manager in the past year, for a variety of reasons. Greater stability is required to make staff supervision and development more consistent and effective.
- Relationships with the courts require strengthening, to improve confidence in the services delivered by the CRC.
- There is only one accredited offending behaviour programme offered. Other programmes should be made available, to enable individuals to access interventions that are likely to prove effective at reducing reoffending.
- The extent and quality of education, training and employment (ETE), and finance, benefit and debt services are limited, and require further development to enable individuals to address problems that underpin their offending.
- There is no effective structure for consulting with service users and involving them in developing and improving services.

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

The Sodexo vision and strategy for the delivery of Community Justice Services is set out clearly. The Regional CEO and the Director of the CRC have set three priorities: improving quality, reducing reoffending and improving the engagement of staff and service users. The strategy incorporates an operating model which is founded on desistance theory.

The vision and strategy are communicated to staff through a range of channels, including quarterly Director briefings, and quality and performance meetings. There is a strong emphasis on improving quality and driving up performance. Of those practitioners interviewed, 73 per cent stated that the organisation prioritises quality.

Communication of the vision to partners is also strong. Leaders engage effectively with relevant statutory partners and prioritise attendance at Community Safety Partnerships and Adult and Child Safeguarding Boards. The Director chairs the Local Criminal Justice Board’s Reducing Reoffending Group for the Police and Crime Commissioner, which has resulted in additional resources being committed by partner agencies to reduce reoffending. The police, prison resettlement governors and women’s service providers are clear about what the organisation is trying to achieve.

Staff engagement events are held regionally, chaired by the Regional CEO, and at a local level by the CRC Director. Leaders invite constructive challenge in a variety of ways; all teams are involved in local business unit challenges, designed to increase staff engagement through translating the CRC strategy into concrete local activities. Senior and middle managers attend monthly quality and performance meetings, where leaders hold each other to account for driving forward key initiatives, with the result that the organisation is achieving or exceeding all contractual performance targets. Teams have drafted individual plans which reflect the strategic plan and priorities. The Director and Regional CEO review the strategy and plans quarterly.

The organisation’s risk register is regularly reviewed by the senior leadership team, and managers are clear about what the organisational risks are, and how they are being mitigated. There is a comprehensive business continuity plan, and middle managers confirmed that it is readily accessible and has been tested recently.

The organisation has recently changed its operating model, it is now providing face-to-face contact with all individuals, except those with stand-alone unpaid work requirements, and completing layer 3 OASys assessments with effect from 01 October 2018. These changes were fully planned, as evidenced by meetings with senior managers who have implemented these changes at a fast pace. The operating model is set out in practice directions, service standards and the offender journey, which allocates resources in proportion to the likelihood of reoffending and of causing serious harm to others.

There is an issue with case continuity. In 56 per cent of cases inspected, there had been more than one responsible officer during the period of supervision. In part, this reflects that some individuals have been moved from telephone contact in the hub, to face-to-face contact in local management centres.

Induction consists of attendance at a New Directions meeting, which is not always delivered by the responsible officer. Senior managers plan to change this, to improve the consistency of supervision and sentence planning.

The model for women service users is comprehensive and provides evidence of personalised services. Other examples of personalisation include initiatives to tailor supervision to the needs of the under-25s in Rotherham and Barnsley, and to work specifically with the vulnerable and homeless as part of a multidisciplinary team within Sheffield City Council. The domestic abuse intervention is being adapted to the needs of Muslim men, and Driving Matters has been translated into Polish.

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

Staffing levels are planned and reviewed regularly. In the last 12 months, there has been planned growth to account for new work, and a recruitment drive to fill vacancies and fulfil the new specification for Enhanced Through the Gate services, due for implementation on 01 April 2019. Monitoring of the race and ethnicity of staff across South Yorkshire shows that the CRC is representative of the local community in relation to race, but under-represented in terms of staff from the South Asian community, and there is under-representation of male staff.

Of responsible officers interviewed, only 57 per cent reported having a manageable workload, with an average caseload of 52 cases, ranging from 17 to 66. Responsible officers managing unpaid work cases in the hub hold approximately 100 each. Middle managers reported having manageable workloads, and spans of control have been reduced. Of the responsible officers interviewed, 55 per cent said that workloads are actively managed. Senior managers monitor caseloads weekly; however, the full workload management tool has not yet been deployed. The Sodexo Justice workload prioritisation agreement was ratified with the trade unions in the summer of 2018.

The organisation aims for a 70:30 split of unqualified to qualified responsible officers; however, due to the shortage of qualified staff locally, the split is closer to 80:20. The CRC employs experienced agency staff to fill some gaps, and there is a pipeline of 11 staff who have started the PQiP, or who are undertaking academic modules with Portsmouth University to access the programme.

There is a clear allocation policy, with safeguarding and complex cases allocated to qualified officers. Of the responsible officers interviewed, 79 per cent felt that they were allocated cases for which they had the necessary training and experience; however, data from the cases and interviews suggests that some were lacking in depth of knowledge and skills.

Almost 40 per cent of middle managers have been appointed in the past year, many on internal promotion from probation officer grade, and more than 80 per cent have been in their current post for less than 12 months. There have been regular changes

of managers across the organisation, and this has had an impact on the delivery and consistency of quality of practice.

Staff receive regular monthly individual and group supervision, which includes practice observation. There is a comprehensive induction programme for new staff, and an extensive schedule of training required in the first 12 months; however, there is no central monitoring of how much of this is completed. There is a clear appraisal process, and adherence to it is monitored. Attention is given to addressing poor performance via a dedicated operational assurance team, involving support through floor-walking and mentoring, in addition to line management supervision.

There is a comprehensive learning and development plan in place across the northern Sodexo CRCs, with specific events targeted at South Yorkshire staff. Most responsible officers said that the organisation provides them with sufficient access to in-service training. A variety of training is offered (e-learning, Sodexo central training, Laurus consortium events, practice development forums); however, leaders commented that comprehensive risk of harm training is lacking, and data from case inspection supports this conclusion.

As of October 2018, the CRC had a staffing establishment of 75 full-time equivalent probation service officers. All new probation service officers are expected to achieve the VQ4 award in their first 12 months. To date, there have been 11 completions, with a further 25 staff on the programme; however, the progress of some has stalled and action needs to be taken to support staff to complete this qualification.

Improving staff engagement is a key priority. Managers promote the 'Sodexo Supports Me' telephone advice line and face-to-face counselling. Of the responsible officers interviewed, 71 per cent said that the organisation pays sufficient attention to staff health and wellbeing. All operational staff have Solo Protect devices, which can be used for monitoring and summoning assistance in difficult situations. We were provided with many examples of reasonable adjustments made for staff with disabilities, often funded via Access to Work.

Sickness absence is closely monitored and has reduced in the past 12 months, with long-term absence declining markedly. Turnover is higher than the organisation would like (at 14 per cent). Managers are undertaking exit interviews, to try to understand the reasons for this, but no clear pattern has emerged.

Of the responsible officers interviewed, 80 per cent said that managers recognise and reward exceptional work. We saw examples of staff awards being made, and one team recently won the Sodexo UK Star Award for Justice, for the Inspire to Change programme.

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

Justice Star was designed to assess individuals' problems, which would be collated using Sodexo's OMS. The recent decision not to proceed with the OMS has hindered the CRC's ability to analyse offending-related needs, although manual analysis has been completed. The decision to revert to full (layer 3) OASys assessments supports an improved level of needs analysis, as when the services were originally designed prior to the award of the CRC contract.

The CRC has conducted an analysis of data held within the national case management system (nDelius) and shared this with the police, to identify a high-frequency-of-re-arrest cohort. A manual survey of the reoffending needs of this cohort has enabled the CRC to plan services for them, with a focus on addressing the substance misuse, accommodation and mental health needs identified, which are especially evident among the women.

A post has been created, co-located with the police, to enable ongoing analysis and comparison of OASys, nDelius and Police National Computer data, to assist with the planning and targeting of services.

An analysis of equality and diversity was conducted in 2017; this focused on breach and recall across protected characteristics. This data showed that women were less likely to breach or be recalled. Black people were more likely to breach or be recalled; however, the latter numbers were small. Sodexo has worked with staff seconded from 'Get the Data', to identify types of offenders and patterns of offending within the South Yorkshire CRC caseload, using information from nDelius and the police. This identified an increased number of younger violent offenders within the payment-by-results cohorts, which may partially explain the high reoffending rates.

Only one accredited programme is delivered within South Yorkshire CRC: Building Better Relationships. There remains a gap for an accredited Thinking Skills Programme, although the CRC delivers its own shorter, non-accredited version, which achieves high numbers of referrals and completions. A range of non-accredited short-duration programmes are delivered, but no personalised feedback is provided to practitioners about individuals' performance. Plans for a formal evaluation of the effectiveness of these programmes have yet to emerge.

A range of operational partners is contracted to deliver services to support desistance and enhance protective factors. These include the Prison Advice and Care Trust (PACT), which offers support to strengthen family relationships; Inspiring Intelligence, which mentors veterans and the Integrated Offender Management (IOM) cohort; and Remedi, which offers enhanced mentoring and restorative justice.

These services are well used but there is limited data available about outcomes. Contracts for delivery are currently based on numbers of individuals seen, but from April 2019 will also include outcome targets. Nacro provides Through the Gate and community services in relation to accommodation; ETE; and finance, benefit and debt. Its priority has been the provision of accommodation services; the other services are underdeveloped.

Commitment to IOM is a priority with co-location with police and substance misuse services in Sheffield. Intensive support and intervention is provided by the high-frequency team. The Inspire to Change domestic abuse interventions are provided to non-statutory offenders, funded by community safety partnerships.

Of the responsible officers interviewed, 84 per cent said that they have access to an appropriate range of services; the rate card includes a comprehensive list of those available to the NPS. Dedicated services for women are provided in local women's centres by Changing Lives, Together Women, and Grow. Specific services for black and minority ethnic individuals are underdeveloped.

Offices are situated in each major conurbation, although the Sheffield office is located some distance from the city centre. Bus passes are available for individuals under certain circumstances.

The operational assurance team undertakes quality assurance of the services of the CRC and of operational partners, with feedback into the quality and performance meeting. Improvement plans are produced and monitored as necessary.

There is an impressive level of integration with partner agencies, including police, local authorities, accommodation, and drug and alcohol services. Regular mental health clinics are provided in offices by the liaison and diversion service. Of the responsible officers interviewed, 75 per cent said that there were effective relationships with other agencies to support desistance, and 68 per cent said that there were effective relationships to manage the risk of harm to others.

There are productive quarterly strategic interface meetings between the CRC Deputy Directors and local NPS leads. Routine middle management interface meetings are due to restart shortly.

There has been a 22 per cent reduction in community/suspended sentence orders since January 2016 and a 33 per cent reduction in stand-alone unpaid work requirements in the same period, reflecting a reduced demand for services from the courts.

Relationships with sentencers in the lower courts are poor. Those interviewed were negative about their perceived lack of information about services provided by the CRC, and insufficient provision of information regarding the progress of individuals subject to breach proceedings. The service brochure designed for use by the courts needs updating.

1.4. Information and facilities	Good
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 relevant policies, guidance and practice directions are in place and are communicated in a variety of ways, including the intranet, practice development forums, group supervision, one-to-one supervision and floor walking. Although policies are stored on the intranet, there is no process for checking how often they are being used on a day-to-day basis. Of the responsible officers interviewed, 89 per cent reported that policies and guidance are communicated effectively, and 95 per cent that there is a clear policy about case recording.

The rate card has been recently updated, is clear about referral suitability and provides detailed instructions on how the NPS makes referrals through nDelius. Terms of reference for interface meetings between the NPS and CRC, and policies for liaison, are in place but monitoring of key processes requires improvement.

Although most premises are accessible, there are issues at the Doncaster site regarding access for wheelchair users. Although alternative arrangements can be made for accessing the building, instructions to visitors on how to use these adjustments are not immediately visible.

Reception areas are open and welcoming, with physical barriers removed between reception staff and service users. The interview booths do not provide privacy, however, and although individual interview rooms are available at each site, these are limited in number. On some sites, booths are situated in confined areas, which also creates a high level of noise and lack of confidentiality.

Premises have not been designed with volatile service users in mind, and procedures for dealing with violent incidents require clarification. There are, however, robust health and safety procedures in most respects, including monthly inspections by middle managers. There are regular health and safety inspections by Sodexo health and safety personnel, and South Yorkshire CRC has also recently been audited as part of Sodexo's ISOQAR accreditation.

There is a comprehensive ICT strategy, which is continuing to develop. ICT leaders understand the business and are fully engaged with CRC managers and staff to improve systems on an ongoing basis. Staff have mobile technology, which enables flexible working. Operational partners have full access to ICT systems, which enables timely recording and effective communication with responsible officers.

There is a comprehensive range of information-sharing agreements but there remain some gaps in the information exchanged between the NPS and CRC about the detail and outcome of court attendance, which requires monitoring to quantify and address shortcomings.

Abundant management information and performance reports are provided routinely. There is also a strong capability for the provision of ad hoc performance reports. Assurance systems and performance reports are impressive, and used to drive improvement. Performance against service-level measures has been strong for the past 18 months. Information is segmented down to team and individual level, and discussed in management meetings, and group and individual supervision.

There are comprehensive improvement plans for face-to-face contact and Through the Gate services. A comprehensive improvement plan from the previous HMI Probation Quality and Impact inspection of South Yorkshire has been rigorously followed up.

There is a well-staffed and productive operational assurance team, which delivers a detailed quality assurance plan that contains all relevant actions and objectives for ongoing improvement activity. This includes learning from reviews of Serious Further Offences (SFOs) and Serious Case Reviews. An SFO bulletin is in place to disseminate learning to senior leaders, who then cascade this to teams.

Service user feedback is an area for development. Although mandatory service user surveys are completed and analysed as required, the service user council has stalled and information is not used effectively to drive improvement.

## 2. Case supervision



There are some good examples of work with individual cases, but there are too few of them. Work to keep others safe is inadequate in planning and implementation, and requires improvement in assessing and reviewing. Although work to engage individuals and to address factors which are linked to offending or which support desistance is better, it requires improvement in assessing, planning and implementing sentences and licences.

More recent work with individuals under supervision indicates that the CRC is on an improvement journey, supported by the CRC's commitment to quality and robust assurance arrangements, which was observed in many of the cases inspected.

### Strengths:

- The move to using the full (layer 3) OASys assessment and planning tool from October 2018 for all new sentence and licence commencements and reviews has strengthened analysis of offending-related factors, and improved subsequent sentence and risk management plans.
- All cases are now managed in local management centres, or a co-located IOM team with police and drug workers, and most contacts are delivered face-to-face.
- The supervision of individuals by the high-frequency team was consistently outstanding in the cases examined by inspectors.
- Practitioners can identify, and have available to them, a range of services and interventions to address the problems that individuals have that relate to the factors that underpin offending behaviour.

### Areas for improvement:

- There are too many instances where individuals under supervision experience frequent changes of supervisor, which adversely affects their engagement with services and the consistency of service delivery.
- The assessment of risk of harm to others is not good enough, and deficiencies in identifying relevant information on file, or which can be obtained from other statutory partners, result in inadequate planning and provision of interventions to keep others safe.
- Skills in analysing factors linked to offending and the effective management of risk of harm to others are not well enough understood by all practitioners.
- Processes and resources for assessing issues of literacy, numeracy and learning disability are not well used, and this detracts from effective engagement with individuals.
- There is an overuse of templated sentence and risk management plans that fail to address adequately different circumstances, or provide enough detail that is specific to individuals.
- There are often delays in taking enforcement action, which are made worse by delays in the courts' listing arrangements.

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

In too many cases, assessments failed to engage sufficiently the individuals under supervision. Cases selected for inspection commenced supervision in May 2018. At that time, assessments were usually completed using Justice Star and OASys – often the basic (layer 1) assessment. Justice Star is a visual tool that practitioners used with individuals to obtain their views about the problems they faced; however, its use has now been discontinued as the CRC has moved to using the full (layer 3) OASys assessment for all new cases.

The Justice Star would usually be completed at the initial New Directions meeting, along with a self-assessment questionnaire. The practitioner leading the New Directions meeting was not always the person who was then allocated the case. There were examples where this led to inconsistency. There were instances where an individual’s diverse needs were not properly assessed or communicated, as illustrated in the following case:

*“There is evidence of inclusion in the Justice Star, which gives an indication as to levels of motivation. He had gained 15 stone due to stress and issues around the offence, and had some mobility and health issues – this was not explored by the responsible officer completing the initial assessment, and was not passed to the person who was allocated the case. Many factors to be considered were not communicated to the latter officer”.*

There were examples where issues of mental illness, learning disability or basic skills were not properly assessed for their impact on planned work with individuals. There was no evidence of the skills checker in OASys being used to identify poor literacy or numeracy. Levels of motivation to engage with services were assessed in too few cases.

Although practitioners were good at identifying offending-related factors and individual strengths and protective factors, analysis of these factors and the offences people had committed was lacking in the majority of cases. One inspector found that:

*“The assessment process is a series of statements without any analysis. From reading the Justice Star and OASys, it is not clear as to what the responsible officer considers the triggers to offending or what the circumstances around the offence were”.*

There were several examples where practitioners had not drawn on information about offences and offending history, which was clearly set out in pre-sentence reports. Too few assessments were completed to a sufficient standard within an appropriate period following sentence or release.

Assessment of the likelihood of causing harm to others was inadequate in about half of the initial assessments examined. Most subsequent assessments were better, with greater attention to detail following quality assurance and the move to full (layer 3) OASys assessments.

In almost one-quarter of cases, inspectors considered the risk of serious harm classification to be incorrect because it was either too low or it failed to identify who was at risk. Moreover, for cases incorrectly identified as low risk, there was no risk of serious harm plan or this was inadequate, as the following case illustrates:

*“The service user is assessed as low risk of harm in all areas. The current offence is not indicative of harm; however, he has previous convictions for domestic abuse and a callout history. At least some of this relates to his ex-partner, with whom he has a daughter, and who was the victim of an offence in 2016, where he threatened to abduct his daughter, and made threats to kill his ex-partner's new partner before killing himself. More recently, a further callout in relation to another female was recorded which involved assault and strangulation, as well as threats to kill”.*

There is a pattern of checks with police domestic abuse units and children’s services not being made where they should have been prior to case allocation, and there were a few examples of checks not being made until several months later. In a number of cases, practitioners have failed to identify with whom children may be living, or to assess appropriately the risk to children in situations where domestic abuse has occurred.

Assessments of risk of harm failed to identify clearly all relevant factors in just over half of relevant cases, to analyse these risks in nearly two-thirds of cases, and to specify who is at risk or the nature of the risk in almost half of cases. In many cases, this resulted from a failure to consider the information available on file about previous offending and behaviour, or to obtain or consider relevant information from partner agencies.

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

There is a mixed picture of the extent to which individuals are engaged in their sentence planning. In some instances, plans built on the Justice Star and OASys assessments reflected the views of those being supervised, and responded to individual concerns and motivations, as illustrated in the following case:

*“The responsible officer provided a very good understanding of the service user and his resistance to engaging with the mental health team. They provided a good understanding of the priority with adapting the plan to meet his needs in accordance with his mental health and post-traumatic stress disorder”.*

In too many cases, there was insufficient evidence of individuals’ views being considered, with examples of plans being completed before Justice Star was completed, or plans being pulled through from previous OASys assessments without updating to reflect the most recent sentence. On too many occasions where there were issues of diversity or personal circumstances that might affect compliance, these were not addressed sufficiently.

Inspectors found instances where templated plans were completed using the basic (layer 1) OASys assessment, which either lacked details of how work would be done

with individuals, or included irrelevant objectives that did not relate to the requirements of the sentence.

Planning to address the most critical factors linked to an individual's offending is good. The CRC has a number of non-accredited short-duration programmes and partnership resources available to address a range of problems, and plans prioritised the most important activities in a reasonable majority of cases. Planning to support desistance was not sufficiently good in too many instances as this case illustrates:

*“Planning with Z was based around addressing his problematic drug use and carrying out victim awareness work. Planning also included supporting him to find employment. While planning was sufficient to address likelihood of offending, there were limitations in supporting Z's desistance. Z had a supportive family and community, and these were not considered in his planning”.*

Where plans were required to keep other people safe, these were inadequate in just over half of cases and many plans were not prepared soon enough after sentence or release on licence. In half of the cases where there were concerns of domestic violence, and over a third of cases where child protection was an issue, planning to keep people safe was insufficient.

The issue of adequacy of initial risk of harm assessments was compounded by changes of practitioners, as illustrated in the following case:

*“The responsible officer in the interview was unaware that the initial assessment did not contain any information relating to the current offence. It made no mention of the current victim and/or her child, no reference to the MARAC [Multi-Agency Risk Assessment Conference] involvement or the restraining order imposed; therefore, there was no plan to manage the risks posed to the current victims”.*

The CRC has a range of restrictive and constructive interventions available, and there are good links with the police, including IOM, substance misuse providers and initiatives to support vulnerable individuals and families. Necessary interventions to address risk of harm to others were missing from too many plans, however. There were examples where insufficient planning prior to release from custody resulted in missed opportunities to include relevant requirements in licences.

Too many risk management plans were of inadequate quality, containing generic statements unrelated to the specific individuals or copied from previous plans without any updating. Planning for contingencies was weak in over half of cases, with insufficient detail concerning responses to potential signs of escalating risk of harm to others. There were examples of missing or inadequate links to child protection plans and the work of children's social care services.

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

Practitioners were generally good at responding flexibly to take account of an individual’s circumstances when managing the requirements of sentences. This was especially notable when dealing with some complex cases:

*“The service user was subject to continuous supervision on three events during the inspection period. Although failing to attend with the responsible officer, there were good efforts made via the CRC outreach worker to maintain contact and support the service user as much as was feasible, given their chaotic lifestyle (rough sleeping and engaged in substance misuse)”.*

In more than half the cases released from custody, there was insufficient contact prior to release by the practitioner responsible for the licence, and too many community sentences failed to start promptly, which had an impact on the effectiveness of subsequent supervision. In 23 per cent of the cases examined, individuals had three or more officers assigned to them, resulting in confusion and a lack of effective work:

*“J was a 23-year-old male subject to a community order for criminal and malicious damage. The incident involved domestic abuse and, although J had no pattern of offending, he had previous offences committed as a child for robbery. There was insufficient assessment, planning and delivery with J by the CRC. J had advised the CRC that he had concerns about his mental health, his ability to manage his emotions and his relationships. Focus by the CRC was based on ETE, however, at the time J was in work. During the period of the order, J had five responsible officers, with limited support and engagement from the service to support desistance. During his sentence, J was charged and sentenced to a new offence of domestic abuse with a pattern to his index offence. J had been issued with warnings but no breach action was taken sufficiently to address the increased risk and non-compliance”.*

In too many instances, there was a failure to take enforcement action when required; where enforcement action was taken, sufficient efforts were made to re-engage individuals in three-quarters of cases.

In a little over half the cases, appropriate services were delivered to reduce reoffending and support desistance. There were gaps in the delivery of most services, the most numerous relating to thinking and behaviour; lifestyle and associates; drug and alcohol misuse; and family and relationships. Less than half of identified ETE and accommodation needs were met. Where other organisations were involved in the delivery of services, this was well coordinated in almost two-thirds of cases, particularly where there were effective inter-agency arrangements such as IOM and the high-frequency team.

The level and nature of contact was inadequate to reduce reoffending and support desistance in three-fifths of cases. In a third of cases, this was due to non-compliance by individuals following poor engagement. There were often delays in getting cases back into court for enforcement action due to backlogs in the courts’ listing arrangements.

It is concerning that insufficient attention was paid to protecting actual or potential victims in over half the cases where this was a relevant issue. There were examples of effective inter-agency work, frequent home visits and appropriate interventions to manage risk of harm in some cases, but too often this was not so.

Inadequate assessments, leading to poor planning, often resulted in insufficient attention being given to the likelihood of individuals posing a risk of harm to others. This was made worse when information from domestic violence units or children’s social care services had not been obtained, or when contact levels had been too low to monitor individuals effectively.

There were too many cases where practitioners failed to grasp important issues in cases and, therefore, failed to pursue appropriate enquiries or prioritise actions for keeping others safe. There were several examples where practitioners were having difficulty in liaising with children’s social care services, but these problems were not escalated to their managers.

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

The CRC commenced using the full (level 3) OASys assessment at the beginning of October 2018, and most of the cases subject to this inspection have been re-assessed and reviewed using this more detailed assessment tool, and have also undergone a quality audit. As a consequence, inspectors found many examples where work had improved following reviews, as illustrated in the following case:

*“Mr H is a 35-year-old male convicted of driving while disqualified, driving without insurance and failing to provide a specimen of breath for analysis. He received an 18-month suspended sentence order with the requirements of a 10-week curfew and 20 rehabilitation activity days.*

*“Mr H has a history of driving offences, including being disqualified and under the influence. It was also reported that at the time of his arrest, he was involved in a dispute with his partner. He has a history of violent offences and his children were under social care arrangements at the time of the offence. The initial responsible officer at the start of the order had failed to identify or clarify any matters linked to risk of serious harm. They have also failed to provide any evidence of engaging the service user in assessment or planning.*

*“The current senior responsible officer, who took over the case in October, has provided some positive evidence of engaging the service user in reviewing and planning. A full review has been completed, with the much-needed risk of serious harm assessment and risk managements plan. The adjustments made to the programme times have enabled the service user to complete a number of planned sessions without this impacting on his employment.*

*“The case has transferred to four responsible officers from the start of the order (May 2018) to the current senior responsible officer (October 2018)”.*

In a reasonable majority of instances where reviews of compliance and engagement were indicated, these reviews were adequate and included a formal review of plans. Although not all were triggered by specific events, adjustments were made to some plans to facilitate improved engagement – for example, by increasing the frequency of contact or home visits, or by providing assistance with travel expenses. In several cases, improved compliance resulted.

Reviews were completed to address changes in factors linked to desistance and offending in the large majority of cases, and in three-quarters of cases the reviewing was adequate and resulted in appropriate amendments to objectives and plans. In 69 per cent of cases where other agencies, such as treatment providers and mental health services, were involved in delivering the supervision plan, the review included inputs from them.

The story was somewhat different when it came to reviewing cases where there was a risk of harm to others. In three-fifths of cases, reviewing was required to keep other people safe, but in only just over half of these cases was reviewing adequate. Although formal written reviews were completed in 71 per cent of such instances, less than half of the individuals concerned were directly involved in reviewing and subsequent actions.

Inspectors found examples of timely reviews of assessments and plans following receipt of information from the police and other statutory partners. These resulted in adjustments to plans, improved information exchange, referrals for constructive interventions and improved arrangements for keeping potential victims safe.

In too many cases, however, changes in factors linked to harm were not identified through reviewing, necessary adjustments to plans were not made or inputs from other agencies managing individuals' risk of harm were not considered. There were examples of instances where reviewing should have been triggered but was not, and where critical information concerning risk of harm to others was missed. In too many cases, plans remained inadequate, there was insufficient activity in response to growing concerns, or enforcement was delayed or absent.

## 4. Unpaid work and Through the Gate

Unpaid work is well organised in this CRC. Staff are enthusiastic, well equipped with vans and tools, and supported by effective oversight and robust health and safety arrangements. Managers are exploring opportunities to expand the education and training offer for all individuals subject to unpaid work requirements, and to integrate this aspect of activity with the work of the rest of the organisation.

Through the Gate services are delivered by Nacro reducing reoffending workers in Doncaster, Moorland and Hatfield resettlement prisons, and by CRC staff in HMP Lindholme. The CRC is a host provider in New Hall women's prison, where St Giles Trust currently delivers this service, although this will be moving to Changing Lives from April 2019, to provide better links with community provision.

The cases inspected were drawn from HMPs Doncaster, Moorland and New Hall. Resettlement plans were generally of an acceptable standard; however, they were often completed too close to release for enough effective interventions to be delivered, and timely liaison with practitioners in the community was often lacking.

### Strengths:

- Staff at all levels involved in delivering and managing unpaid work are highly motivated and knowledgeable about the individuals they work with.
- There is a good range of group and individual placements, including 16 lunch clubs for vulnerable groups, where individuals can learn catering skills and achieve food hygiene certificates.
- The Through the Gate in-reach team, is based in the community. One member is seconded as a pilot project into the Complex Lives team in Doncaster Council. This is effective at supporting high-need individuals as they leave prison and move into accommodation.
- The CRC Director has been good at establishing effective relationships with prison managers, and has achieved a contract to deliver a Through the Gate service to HMP Lindholme (a non-resettlement prison), funded by the prison Governor.

### Areas for improvement:

- There are opportunities for increasing the amount of accredited training available to individuals when completing their unpaid work, and to link this with routes into employment.
- The management of compliance in cases where there is more than one type of requirement requires improvement.
- Through the Gate reducing reoffending workers should record their work on nDelius, so that practitioners in the community know which interventions have taken place. The respective roles of Through the Gate staff and community practitioners need clarifying, to avoid confusion and duplication of effort.

- Resettlement planning needs to start earlier; by the time that plans have been completed, there is often too little time left to do the necessary work and liaise with community practitioners.
- The range of Through the Gate services currently offered is limited, and work with victims of domestic violence and those who have been sex workers needs to progress from signposting to the delivery of specific interventions.

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

Assessment of individuals prior to commencing unpaid work was good in 68 per cent of cases, building on pre-sentence reports, where these were available, and risk of harm screening conducted by the NPS. Further assessments are conducted by the CRC to gather information at induction sessions about individuals’ protected characteristics, health, employment and any caring responsibilities. In 3 of the 31 cases, inspectors could find no record on file of an induction session having taken place prior to work placement; the reasons for this were unclear.

About 70 per cent of cases were assessed as posing a low risk of harm to others. Where a full OASys risk of harm assessment was needed in multiple requirement orders, this was not always completed prior to the commencement of work. Inspectors identified 2 out of 31 cases in which the assessment of risk of harm should have been assessed as medium rather than low. In one case, an inspector considered that this made the management of the order unsafe.

In the majority of cases, work placements take full account of individuals’ diversity and personal circumstances. Women are offered a choice of individual or group placements where possible, and the two women in the cases sampled had completed their orders successfully. Arrangements are made to accommodate those with alternating patterns of shift work and those with caring responsibilities.

About a third of the individuals whose cases inspectors sampled were unemployed and therefore should have been considered for intensive unpaid work, but evidence of this was patchy. Managers said that suitability for intensive work is reviewed on a case-by-case basis.

There is a system for notifying unpaid work supervisors of individuals’ health and vulnerability issues and any risk of harm they pose, using a series of coded records. In three-quarters of cases, inspectors considered that arrangements for undertaking unpaid work took account of individuals’ risk of harm; however, in some instances this did not happen as the assessment was wrong (2 out of 31 cases) and in others it was inadequate or was late.

Opportunities to build on individuals’ skills or to enhance protective factors are limited; however, there is a range of placements available, including individual placements in charity shops, preparing and serving meals in lunch clubs, and indoor and outdoor group activities. There are opportunities to gain first-aid qualifications and to learn construction skills. Inspectors considered that most placements included an element of indirect reparation to the community. The CRC is seeking to increase

opportunities for embedding education and training activity into placements, and has identified a range of courses that individuals will be able to access.

Feedback on individuals' behaviour and performance is usually provided electronically to responsible officers on the same day as the work session. Unpaid work supervisors have now been given more time to complete records, and inspectors saw detailed examples of comments in case records.

More than four-fifths of cases had commenced their first unpaid work session within 14 days of being sentenced. There was good recording of reasons for any missed appointments, with appropriate professional judgments made in three-quarters of cases where there were absences.

Enforcement action was taken where required in the overwhelming majority of cases. After a long period when no individuals had been sent home because of a lack of capacity, this had occurred with 4 of the 31 cases in the sample: two on one occasion, one on two occasions, and one on three occasions. The CRC has developed an ICT application to improve the scheduling of work and appointments, and uses a spreadsheet to review individuals' progress on their requirements and whether they are on course to complete within 12 months.

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

Inspectors considered 23 Through the Gate cases: 8 men serving short prison sentences released from HMP/YOI Doncaster, 11 men serving over 12 months released from HMP/YOI Moorland and 4 women released from HMP/YOI New Hall. Of these cases, 8 were managed by South Yorkshire CRC and were assessed as presenting a low or medium risk of causing serious harm to others, and 15 were the responsibility of the NPS, most of whom were high risk. Resettlement plans had been completed for 21 individuals prior to release.

Most plans were of adequate quality. Individuals' views were considered in drawing up plans in most cases, and a reasonable majority of plans drew sufficiently on available sources of information. With few exceptions, plans considered individuals' diversity and personal circumstances, and identified strengths and protective factors.

Finance, benefit and debt was the most frequently identified issue; plans sufficiently addressed this in four-fifths of instances. Accommodation came next, followed by ETE. Plans to address accommodation problems were adequate in 9 of the 11 relevant cases; however, only a third of plans addressed ETE adequately. Having been a victim of domestic abuse was addressed sufficiently in both relevant cases, but there was no plan to support the issue of being a sex worker in the one case identified.

It is concerning that factors related to causing risk of harm to others were not taken into account in 70 per cent of plans. In discussion, the Nacro reducing reoffending workers did not consider this to be something for them to address, seeing their role as responding to problems; however, factors related to harm will inevitably have an impact on planning for resettlement if it is to be done safely.

From the records examined, there were too few activities to address resettlement needs, and this requires improvement. Sufficient activity to address accommodation problems was seen in three-quarters of relevant cases, including examples of dealing with rent arrears, making referrals, accompanying an individual to a hostel and, in one case, securing temporary accommodation. Three individuals had been released with no fixed address.

Evidence of an adequate response to finance, benefit and debt problems was seen in only a third of relevant cases. With ETE issues, there was an adequate response in less than a fifth of cases, with no examples of individuals securing new employment or training placements.

In two-thirds of relevant cases, resettlement activity considered individuals' diversity and personal circumstances, built on their strengths and enhanced protective factors; however, sufficient account was taken of factors related to risk of harm in less than a third of instances where there were evident.

There was insufficient effective coordination of resettlement activity with other services delivered in prisons in most cases, although the resettlement teams were co-located with other services in some prisons.

Communication with practitioners in the community was often limited to the shared resettlement plan in OASys assessments. With many plans being completed close to release dates, there was often insufficient time to communicate last-minute activity. Nacro staff had only recently achieved access to nDelius in HMP Moorland, and in both HMPs Moorland and Doncaster they kept their own contact records, which were not shared outside the prison.

In half of the relevant cases, it was unclear from the records examined whether resettlement services supported effective handover to other services in the community. There were, however, some examples of very positive work done by the Nacro in-reach team, visiting individuals in prison, meeting them at the gate and taking them to accommodation and other support services.

## 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 regional CEO and South Yorkshire CRC 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 44 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 35 meetings and five focus groups, meeting with a total of 64 people, including staff, operational partners and key stakeholders. The evidence explored under this domain was judged against our published ratings characteristics.<sup>13</sup>

### **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 110 cases from across the two local delivery units. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of five), 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.

---

<sup>13</sup> HM Inspectorate's domain one ratings characteristics can be found here: <https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf>

### **Domain three:**

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

#### **Unpaid work**

We examined 31 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 23 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
- governors from two of the resettlement prisons
- a middle manager responsible for Through the Gate services in specific male prisons
- a group of Nacro 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
<b>2.1. Assessment</b>	<b>Requires improvement</b>
Assessment is well-informed, analytical and personalised, actively involving the service user	
2.1.1. Does assessment focus sufficiently on engaging the service user?	61%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	55%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	48%
<b>2.2. Planning</b>	<b>Inadequate</b>
Planning is well-informed, holistic and personalised, actively involving the service user.	
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?	72%
2.2.3. Does planning focus sufficiently on keeping other people safe? <sup>14</sup>	46%
<b>2.3. Implementation and delivery</b>	<b>Inadequate</b>
High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user	
2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	58%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	55%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	45%

<sup>14</sup> 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.

<b>2.4. Reviewing</b>	<b>Requires improvement</b>
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user	
2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?	74%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	75%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	56%

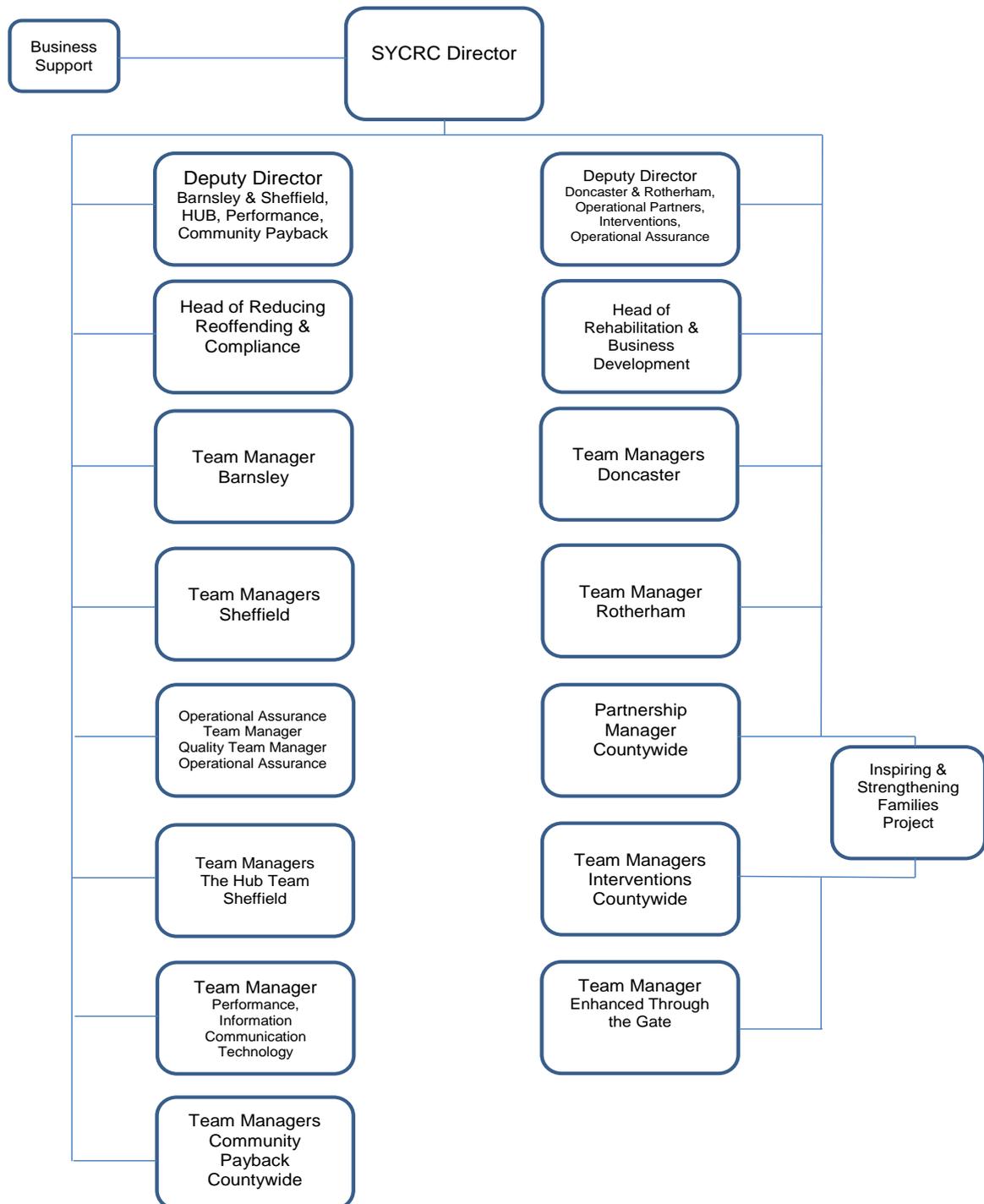
#### 4. CRC-specific work

Standard/Key question	Rating/% yes
<b>4.1. Unpaid work</b>	<b>Good</b>
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court	
4.1.1. Does assessment focus on the key issues relevant to unpaid work?	68%
4.1.2. Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?	71%
4.1.3. Do arrangements for unpaid work maximise the opportunity for the service user's personal development?	65%
4.1.4. Is the sentence of the court implemented appropriately?	84%
<b>4.2. Through the Gate</b>	<b>Requires improvement</b>
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs	
4.2.1. Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	87%
4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?	61%
4.2.3. Is there effective coordination of resettlement activity?	N/A <sup>15</sup>

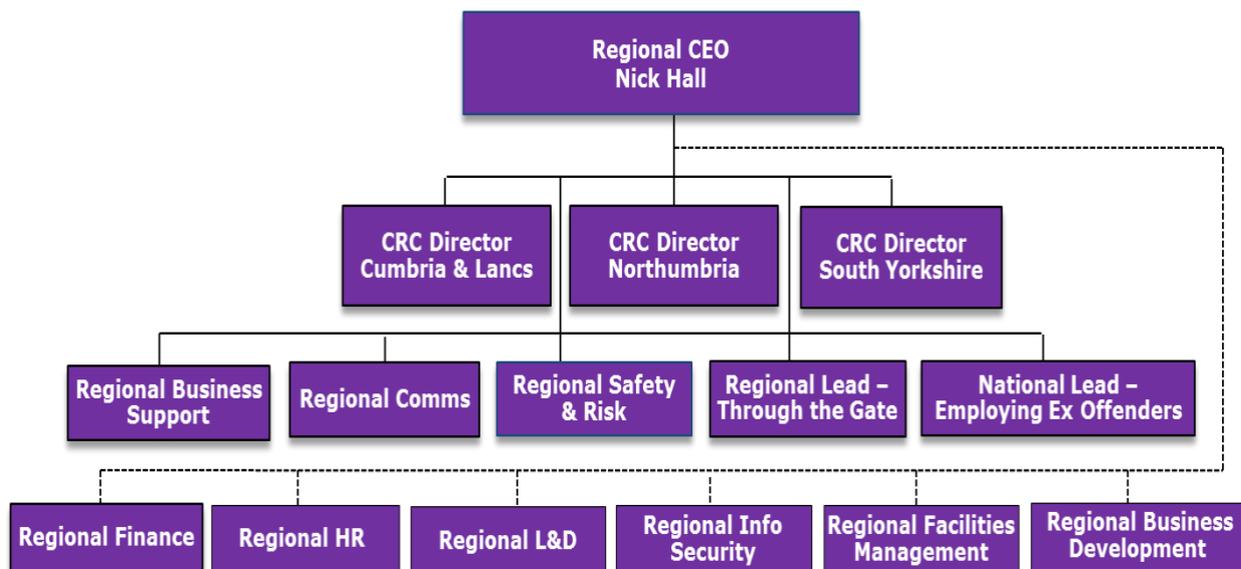
<sup>15</sup> We have excluded the score for question 3.2.3 (relating to the coordination of resettlement activity), following an internal quality assurance exercise.

## Annex 3: Operating model

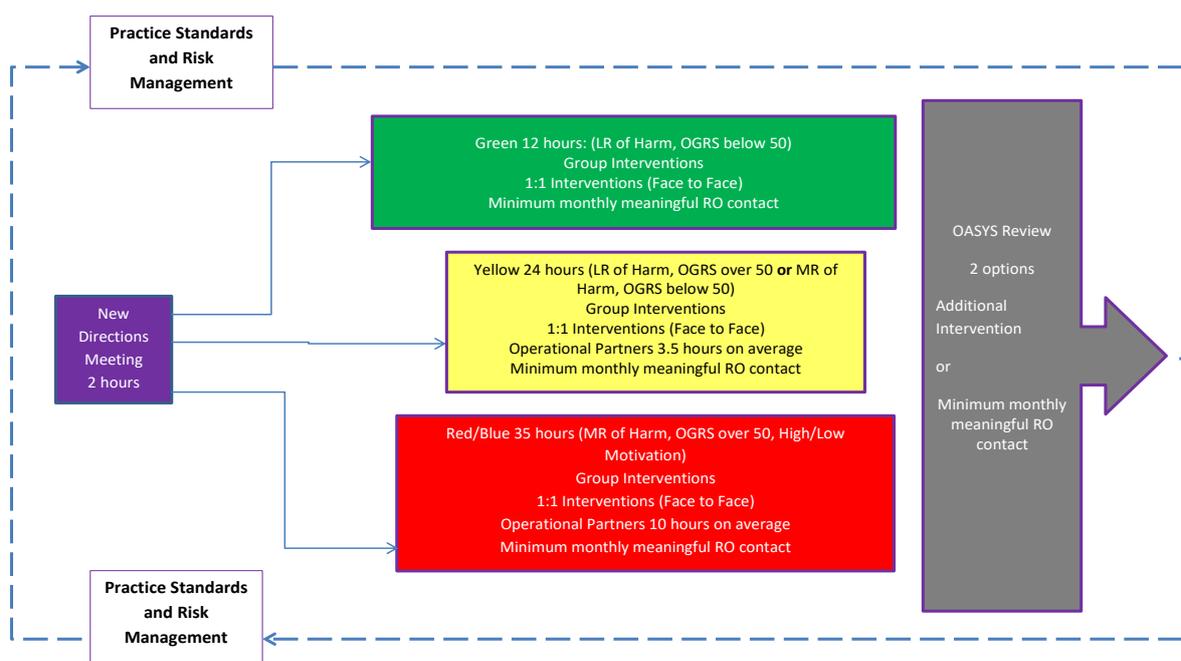
### South Yorkshire CRC Leadership & Management Structure October 2018



## North Regional Structure – September 2018



## SYCRC Operating Model



Cases or requirements assigned to the CRC are received through NDelius by the Hub. In most cases, based on geographical location, cases are sent electronically to the relevant Local Management Centre (LMC) manager for allocation to a responsible officer. The exceptions to this relate to cases which are automatically allocated regardless of geographical location. These cases are:

- Standalone UPW/exclusion requirements. These cases are held in the Hub for the entirety of their sentence.
- Cases which receive a custodial sentence of 18 months or more. These cases are reallocated to the relevant LMC (based on release address) at either 12 weeks pre-release or by a ROTL/HDC request.

The relevant manager determines which responsible officer will hold the case based on grade and workload.

In allocating a responsible officer, the team manager also determines the "colour band" to be assigned to the case. The colour band determines the amount of resource that the service user may expect to receive. The team manager will determine whether a case should be allocated to a PO (SRO) or PSO (RO) considering experience, competence and level of training/qualification. Mental health treatment requirements, sexual offending and/or a current child protection plan means a case should be held by a PO.

## Annex 4: Glossary

<b>Accredited programme</b>	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. Accredited programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending
<b>Allocation</b>	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
<b>Approach</b>	The overall way in which something is made to happen; an approach comprises processes and structured actions within a framework of principles and policies
<b>Assessment</b>	The process by which a decision is made about the things an individual may need to do to reduce the likelihood of them reoffending and/or causing further harm
<b>Breach (of an order or licence)</b>	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
<b>Building Better Relationships</b>	A nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
<b>CEO</b>	Chief Executive Officer
<b>Child protection</b>	Work to make sure that all reasonable action has been taken to keep to a minimum the risk of a child coming to harm
<b>Child safeguarding</b>	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
<b>CRC</b>	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present low or medium risk of serious harm
<b>Desistance</b>	The cessation of offending or other antisocial behaviour
<b>Diversity</b>	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
<b>Enforcement</b>	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
<b>Equality</b>	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
<b>ETE</b>	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects

<b>Get the Data</b>	A contractor supplying analysis of data to Sodexo on offenders and offending
<b>HMPPS</b>	Her Majesty's Prison and Probation Service: from 01 April 2017, HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the Ministry of Justice took on responsibility for overall policy direction, setting standards, scrutinising prison performance and commissioning services. These used to fall under the remit of the National Offender Management Service (the agency that has been replaced by HMPPS)
<b>HMP/YOI</b>	Her Majesty's Prison/Young Offender Institution
<b>Host CRC</b>	A CRC, which is not the lead host of Through the Gate services, that provides services to some but not all prisoners in a particular prison. They are likely to deliver services exclusively to prisoners who will be released within their contract package area
<b>Intervention</b>	Work with an individual that is designed to change their offending behaviour and/or to support public protection. A constructive intervention is where the primary purpose is to reduce the likelihood of reoffending. A restrictive intervention is where the primary purpose is to keep to a minimum the individual's risk of harm to others. With a sexual offender, for example, a constructive intervention might be to put them through an accredited sex offender treatment programme; a restrictive intervention 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
<b>IOM</b>	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
<b>ISOQAR</b>	An independent third-party organisation providing certification for high-quality systems such as OHSAS 18001 for the management of health and safety
<b>Lead host</b>	The CRC delivering the main Through the Gate services in a prison, to all prisoners except those who are the responsibility of another host CRC
<b>Licence</b>	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
<b>MARAC</b>	Multi-Agency Risk Assessment Conference: part of a coordinated community response to domestic abuse, incorporating representatives from statutory, community and voluntary agencies working with victims/survivors, children and the alleged perpetrator
<b>Mentoring</b>	The advice and guidance offered by a more experienced person to develop an individual's potential
<b>MoJ</b>	Ministry of Justice: the government department with responsibility for the criminal justice system in the United Kingdom

**Nacro** Formerly known by the acronym of NACRO (National Association for the Care and Resettlement of Offenders), Nacro is a social justice charity which for over 50 years has offered a range of services to support people to change their lives and to prevent crime and the risk of reoffending

**National Offender Management Service** The single agency responsible for both prisons and probation services in England and Wales until 31 March 2017. Since 01 April 2017, this service has been superseded by Her Majesty's Prison and Probation Service

**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 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

**OMS** Operational management system is the name for the computer software system that was being developed by Sodexo for holding and analysing offender records and assessments

**Partners** Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS

**PO** Probation officer: this is the term for a responsible officer who has completed a higher-education-based professional qualification. The name of the qualification and content of the training varies, depending on when it was undertaken. They manage more complex cases

**PQiP** Professional Qualification in Probation is the currently recognised qualification for probation officers

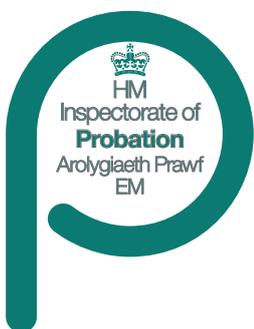
**Pre-sentence report** This refers to any report prepared for a court, whether delivered orally or in a written format

**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

**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

<b>PSO</b>	Probation services officer: this is the term for a responsible officer who was originally recruited with no professional qualification. They may access locally determined training to qualify as a probation services officer or to build on this to qualify as a probation officer. They may manage all but the most complex cases, depending on their level of training and experience. Some PSOs work within the court setting, where their duties include writing pre-sentence reports
<b>Rate Card</b>	A directory of services offered by the CRC for the NPS to use with its offenders, detailing the price
<b>Responsible officer</b>	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
<b>Restorative justice</b>	This practice enables victims to meet or communicate with their offender, to explain the real impact of the crime. In a restorative justice conference, victims have a chance to tell the service user how they have been affected. Service users gain empathy and understanding for those they have harmed, and the opportunity to make amends
<b>Risk of serious harm</b>	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 those offenders for whom lower impact/severity harmful behaviour is probable
<b>Serious Case Review</b>	Review undertaken by English Local Safeguarding Children Boards for every case where abuse or neglect is known – or suspected – and either a child dies or a child is seriously harmed and there are concerns about how organisations or professionals worked together to protect the child
<b>SFO</b>	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
<b>Suspended sentence order</b>	A custodial sentence that is suspended and carried out in the community
<b>Stakeholder</b>	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
<b>Thinking Skills Programme</b>	An accredited group programme designed to develop an offender's thinking skills, to help them to stay out of trouble

<b>Through the Gate</b>	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 that they can turn their lives around
<b>Unpaid work</b>	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
<b>Women's centre</b>	A centre dedicated to services for women. This may include education, training and interventions to help with confidence and self-esteem
<b>Workload management tool</b>	A tool to calculate the overall workload of an individual responsible officer. It takes into account numbers and types of cases



HM Inspectorate of Probation  
1 Bridge Street West  
Civil Justice Centre  
Manchester  
M3 3FX

ISBN: 978-1-84099-855-9