

An inspection of

Kent, Surrey and Sussex Community Rehabilitation Company

HM Inspectorate of Probation

JUNE 2019

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

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

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Foreword

We last inspected Kent, Surrey and Sussex Community Rehabilitation Company (KSS CRC) in 2016 as part of our quality and impact inspection of Kent. Back then, the CRC had made an excellent start after *Transforming Rehabilitation* and it is clear that further improvements to delivery have been made. All aspects of organisational delivery are good – and leadership is outstanding. Our overall rating for this CRC, while close to 'Good', was pulled down by the quality of case supervision and by its Through the Gate work. This is currently not of a sufficient standard, particularly in the work to protect the public and manage the risk of harm, which was of concern across all aspects of case supervision, including assessment, planning and delivery. On this occasion we have rated the CRC as 'Requires improvement'.

There is much to commend KSS CRC on, including its impressive leadership, strong staff satisfaction scores and very positive reputation among partners and key stakeholders. However, as with other CRCs we have inspected, these have not yet fed through into all aspects of case supervision. So, for example, while a comprehensive range of services are potentially available, it was disappointing to see these not being delivered in practice in the cases we looked at. In addition, risk of harm assessments are failing to take sufficient account of information from partners, like the police or children's social care services, or of past violent behaviour.

KSS CRC's commitment to innovation is admirable, including the development of a new intervention to address stalking and harassment perpetrators, the first of its kind in England and Wales, and a joint initiative with the Police and Crime Commissioner for Surrey to improve supported housing provision for offenders. These innovations have been made possible by the organisation's ongoing dedication to research and the use of management information to understand and respond to the needs of those under supervision. Investment in staff numbers, training and development is also impressive, although higher than average staff sickness and turnover rates remain an issue. I am delighted to hear about the work being led by this CRC to develop a new probation officer qualification that will help the whole system, in time.

It is also pleasing to see that the organisation has fully implemented its new estates model and maintained roles within the senior and middle manager structures to oversee facilities and administrative processes; this is so important and should, in theory, enable those with responsibility for overseeing the supervision of offenders to focus on keeping people safe. However, this potential is not being fully realised and the CRC needs to improve the consistency of management oversight for responsible officers.

When we last inspected in Kent, the quality of unpaid work let this CRC down; therefore, it is good to see significant work has been undertaken with a higher standard of delivery now.

The parent company, Seetec, has recently taken ownership of the CRCs formerly owned by Working Links. I am hopeful that the strong leadership and infrastructure present in KSS CRC can have a positive impact in these areas.

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



Justin Russell
Chief Inspector of Probation

Overall findings

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



Our key findings about the organisation are as follows:

- Senior leaders provide outstanding leadership with the experience of those under supervision at the heart of strategic decision-making and operational delivery.
- There is a suitable staffing model, and impressive arrangements for learning, development and staff engagement are resulting in a committed workforce that is working hard to deliver against the organisation's vision and values.
- Although a comprehensive range of services is potentially on offer, disappointingly, we did not see enough evidence of rehabilitative interventions being delivered in the cases we inspected. There is exceptional stakeholder engagement aimed at improving access to services for those under supervision.
- The organisation's capacity to provide research and information is impressive, and a new estates strategy is now fully implemented. Although information and communications technology (ICT) arrangements are adequate, there is room for improvement.



Our key findings about case supervision were as follows:

- Work to engage individuals in the assessment process is good and there is also a sufficient focus on factors relating to offending and desistance. However, risk of harm assessments need to improve as only half the cases we inspected focused sufficiently on keeping people safe.
- Planning practice is not sufficient and although there is some encouraging work relating to reducing reoffending, less than half of plans inspected adequately prioritise the risk of harm.
- We found some good practice aimed at engaging individuals in their sentence but very limited intervention delivered to reduce reoffending and keep people safe. In only half of inspected cases was there effective delivery of services to support desistance.
- There was some use of review to engage and motivate individuals subject to supervision but there was insufficient liaison with other agencies to assess and manage the risk of harm. Less than half of cases met a sufficient standard in relation to reviewing risk of harm.

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

Unpaid work

- There has been significant activity to improve unpaid work in the last couple of years and delivery is now strong across Kent, Surrey and Sussex.

Through the Gate

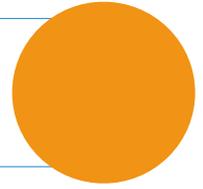
- Resettlement plans are generally completed and sufficient, but in the current resourcing model staff are struggling to deliver and coordinate activity to individuals in preparation for their release.

Service: Kent, Surrey and Sussex

Fieldwork started: February 2019

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	Requires improvement	
2.3	Implementation and delivery	Inadequate	
2.4	Reviewing	Requires improvement	

4. CRC specific

4.1 ¹	Unpaid work	Good	
4.2	Through the Gate	Requires improvement	

¹ 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 five recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in Kent, Surrey and Sussex CRC.

Kent, Surrey and Sussex CRC should:

1. improve the quality of assessment, planning, service delivery and reviewing to help keep actual and potential victims safe
2. equip all staff with the skills and knowledge necessary to carry out effective work to keep other people safe
3. make sure that management oversight and supervision are consistent and effective in supporting responsible officers to manage public protection and safeguarding concerns
4. reassure itself that the range of interventions, both accredited and non-accredited, are consistently available and are being provided to individuals subject to supervision by the CRC
5. enhance the delivery and coordination of resettlement activity provided to those released from custody.

Background

Probation services

Around 260,000 adults are supervised by probation services annually.² 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.³

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 delivering probation services, and has given notice to CRCs of its intention to terminate their contracts early, by Spring 2021, with responsibility for offender management passing to the NPS at that point.

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.

Kent, Surrey and Sussex CRC

Founded in 1984, Seetec was originally established to deliver IT training to unemployed people in the local community through government-funded and private provision. The company has since expanded to deliver a variety of services within the skills, employability, justice and health and wellbeing sectors.

KSS CRC has a caseload of approximately 8,600 at any one time and its operating model is underpinned by established probation values and identity, focusing on the core purpose of implementing the sentence of the court, reducing reoffending and protecting the public.

The CRC has two specialist functions that sit within case management: rehabilitation teams who are responsible for managing community sentences; and resettlement teams who work alongside Through the Gate colleagues and are responsible for managing post-release licences and post-sentence supervision. Service users managed by Integrated Offender Management (IOM) are supervised by an IOM lead officer who sits within the resettlement team, regardless of sentence type.

KSS CRC has a predominantly in-house model of service provision and delivers a suite of structured interventions and accredited programmes to reduce the likelihood

² Ministry of Justice. (2018). Offender Management Caseload Statistics as at 30 September 2018.

³ 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.

of reoffending. These include accredited and non-accredited programmes, employment, training and education (including job fairs), a volunteer mentor unit (including peer mentoring) and senior attendance centre.

Until recently, Kent, Surrey and Sussex CRC was the only CRC owned by Seetec. In February 2019, Working Links went into administration and Seetec acquired two of its CRCs: Dorset, Devon and Cornwall, and Bristol, Gloucestershire, Somerset and Wiltshire. In addition, the Wales CRC is being managed by Seetec until it moves under NPS Wales.

For more information about KSS CRC, including details of its 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

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.⁴

⁴ 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

151,788

The total number of individuals subject to probation supervision by CRCs across England and Wales ⁵

8,652

The number of individuals supervised by Kent, Surrey and Sussex CRC ⁵

4

The number of CRCs owned by Seetec

45.1%

The adjusted proportion of Kent, Surrey and Sussex CRC's service users with a proven reoffence ⁶

82%

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders for Kent, Surrey and Sussex CRC. The performance figure for all England and Wales was 79%, against a target of 75% ⁷

69%

The proportion of positive compliance outcomes with licences and, where applicable, post-sentence supervision periods for Kent, Surrey and Sussex CRC. The performance figure for all England and Wales was 71% against a target of 65% ⁸

94%

The proportion of positive completions of unpaid work requirements for Kent, Surrey and Sussex CRC. The performance figure for all England and Wales was 89%, against a target of 90% ⁹

⁵ Ministry of Justice (2018). Offender management caseload statistics, as at 30 September 2018.

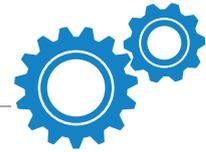
⁶ Ministry of Justice (2019). Proven reoffending statistics, January to March 2017 cohort.

⁷ Ministry of Justice (2018). CRC Service Level 8, community performance quarterly statistics, July 2017-September 2018, Q2.

⁸ Ministry of Justice (2018). Assurance metric J, community performance quarterly statistics, July 2017-September 2018, Q2.

⁹ Ministry of Justice (2018). CRC Service Level 10, Community performance quarterly statistics, July 2017-September 2018, Q2.

1. Organisational delivery



A strong and dynamic senior management team has responded to the recommendations from our quality and impact inspection of Kent (2016)¹⁰ and has made appropriate changes to operational delivery since that time. Managers are outward-looking and work to a clearly defined and aspirational stakeholder engagement strategy. Without exception, stakeholders commended the work of the CRC during inspection and made clear the extent to which the organisation is influencing the reducing reoffending agenda across Kent, Surrey and Sussex.

There are now more posts dedicated to case management and interventions across the CRC than there were prior to *Transforming Rehabilitation*. There are some staffing shortages however, and recruiting qualified probation officers (POs) is challenging. This is a systemic problem linked to the organisation's proximity to London. The CRC is seeking to address the shortage in the longer-term by playing a key role nationally in the development of a probation apprenticeship scheme. This will benefit the whole probation system.

The services provided by KSS CRC are based on regular analysis of service user needs data. The broad range of accredited programmes and structured interventions reflect the organisation's commitment to quality and evidence-based practice. There is a strong emphasis on research and evaluation and there are specific resources within the excellence and effectiveness directorate to focus on this work. The organisation has completed the implementation of its estates strategy, and services are now delivered from modern, professional and welcoming premises.

Strengths:

- There is a clear vision and strategy in place and it is communicated effectively.
- A committed and energetic senior management team provides outstanding leadership, both internally and across strategic partnerships.
- Responding to feedback from individuals under supervision is a fundamental aspect of the operating model.
- There is an extensive induction programme for new staff, and in-house learning and development provision is excellent.
- A variety of interventions are available and the organisation is also innovative and responsive to requests from partners to develop bespoke services.
- Clear, accessible management information and research are used effectively by leaders and have been intrinsic to the organisation building its reputation as a high-performing CRC.

¹⁰ HMI Probation. (October 2016). *Quality and Impact inspection: The inspection of probation work in Kent*. <https://www.justiceinspectorates.gov.uk/hmiprobation/inspections/kentqi/>

Areas for improvement:

- Although there is a good supervision policy and template in place, it is not adhered to consistently by managers.
- Workload in some locations is high and exacerbated by relatively high sickness and staff turnover rates.
- While information and communications technology (ICT) systems are adequate, they could be improved by resolving the need for staff to operate within dual environments and by enabling more use of mobile working.

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.	

There is a positive and enabling relationship between CRC senior leaders and their parent company, Seetec. Seetec recognises the talent and expertise of CRC staff and has confidence in their ability to deliver to the shared vision and values. This is reflected in the autonomy given to the Chief Executive Officer and senior management team to make key spending and operational decisions. As a result, the CRC has embedded a resilient organisational structure.

CRC leaders communicate their vision effectively to staff and other key stakeholders. Of responsible officers interviewed, the majority (76 per cent) stated that the organisation prioritises quality. Incorporating the service user perspective and responding to feedback from those receiving services from the CRC is a key feature of the organisation's vision and culture, with a fully embedded service user council overseeing the CRC's response to issues raised.

There is a well-defined governance and meeting structure in place. Currently, senior managers meet formally on a weekly basis, which enables them to respond to the needs of the organisation and make decisions quickly. This has been particularly useful in monitoring staff shortages and overseeing the implementation of new assessment and case recording systems. Middle manager and team meetings take place monthly. These have been central to the organisation embedding a robust performance culture that, in recent months, has evolved to incorporate a more quality-oriented approach, led by the excellence and effectiveness directorate.

Stakeholder engagement is outstanding, with over 100 partnership meetings allocated a red, amber or green rating, depending on their strategic priority. An experienced CRC manager is assigned responsibility for attending each meeting and representing the CRC's views. There is full engagement with community safety partnerships and safeguarding boards. The CRC also has a role in chairing each of the three reducing reoffending boards in Kent, Surrey and Sussex. The capacity to provide research and information has resulted in the CRC having considerable influence within these partnerships.

The organisation has a risk register that is reviewed by the senior management team monthly. A number of organisational changes have been implemented in a considered way, while taking account of potential risks to delivery. For example, the new case recording and assessment systems have been implemented gradually and

in only limited locations to avoid wider disruption. Further roll-out will not take place until teething issues are resolved.

The CRC's operating model is underpinned by established probation values and identity, focusing on the core objectives of implementing the sentence of the court, reducing reoffending and protecting the public. The model recognises the complex needs of service users and the importance of establishing a relationship with them while working in partnership with key stakeholders to deliver an effective service.

The majority of services are delivered in-house and there is only a small supply chain. This appears appropriate and well-resourced. The intention is to ensure that those delivering services possess the required skills and knowledge to build an effective relationship while responding appropriately to risk.

Despite the traditional delivery model, the organisation is committed to using innovation and creativity to support rehabilitation. Examples of innovation include: the organising of job fairs that have resulted in numerous employment outcomes; facilitating a service user art exhibition at the Turner Contemporary gallery in Margate; and developing and implementing an intervention (Compulsive and Obsessive Behaviour) aimed at addressing stalking and harassment, the first of its kind in England and Wales.

Good practice example

The Compulsive and Obsessive Behaviour Intervention (COBI) model is based on the only empirically-tested stalking treatment programme that exists to date. This is an intensive form of treatment that uses dialectical behaviour therapy (DBT), originally designed for the treatment of personality disorders and other problematic behaviours. Initial trials of this programme in New York, with referrals from the city's probation department, showed that individuals who completed the intervention committed no further stalking-type offences and were assessed as posing less risk of violent offending.¹¹

The KSS CRC's initial target group is those presenting the highest risk of harm so the treatment is currently available to individuals supervised by the NPS. Should the local evaluation by the organisation's research department demonstrate positive results, there will be further investment in delivery and an expansion to those being supervised by the CRC.

The programme is delivered on a one-to-one basis and consists of up to 25 hours of treatment over 10 sessions. All content is derived from the DBT training that facilitators must undertake to deliver the programme. The training chosen by the CRC is the only such DBT training approved by the British Psychological Society. The goal of this programme is for the service user to learn pro-social interpersonal skills and improve their ability to manage their behaviour during periods of emotional crisis.

The organisation has changed its operating model since its first inception in response to service user and staff feedback. Separate assessment teams were dissolved in order to reduce the repetitive nature of service user assessment and to ensure continuity of worker. Team sizes were also increased to build resilience to cope with staffing shortages.

¹¹ Rosenfeld, B. et al. (2007). *Dialectical Behaviour Therapy for the Treatment of Stalking Offenders*. Psychology Faculty Publications. 19. https://fordham.bepress.com/psych_facultypubs/19

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

The organisation has an aspirational caseload-to-staff ratio of 40 for a PO and 60 for a probation service officer (PSO). However, this is currently not being achieved in all locations. Staff sickness, a shortage of qualified POs and protected caseloads for staff subject to performance improvement measures create workload pressures in some offices. Of those responsible officers interviewed, 55 per cent reported that their workload was unmanageable.

Between January 2018 and January 2019, the sickness rate across KSS CRC averaged 4.13 per cent and the staff turnover rate averaged 15.78 per cent. The sickness rate is higher than the national average for both the private and public sectors,¹¹ although certainly not the highest among organisations delivering probation services.

We are encouraged by the systems in place to respond to high workloads. Senior leaders are given autonomy to recruit agency staff, and their weekly meetings enable timely review of workload management issues. In addition, a monthly budget and staffing meeting chaired by the Deputy Chief Officer for excellence and effectiveness enables decision-making on longer-term workforce spending and recruitment.

Middle managers reported having manageable workloads – although, until very recently, a number of them had responsibility for managing across dual sites, which added complexity and pressure. In response, senior managers have made changes to the middle management structure so senior probation officers (SPOs) will only manage staff based on one site.

Unlike the majority of other CRCs inspected so far, KSS CRC has maintained a dedicated resource for administration and facilities management. This has enabled SPOs and other managers to focus on the core tasks associated with the management of probation practice.

There are appropriate case allocation procedures in place and the riskiest cases are reserved for qualified POs. However, the shortage of POs has resulted in child protection and other complex cases being allocated to PSOs. Although leaders are clear that PSOs holding such cases must receive an enhanced level of supervision and support from their manager, this was not consistently reflected in the cases reviewed.

There is a professional development and qualification pathway in place for all staff and the organisation benefits from having an in-house accredited vocational qualification assessment centre which helps with succession planning. All new PSOs complete the vocational qualification in probation practice at level three. There are eight staff currently working towards the Professional Qualification in Probation (PQiP), with some about to qualify and the rest due to complete in either October 2019 or April 2020. In addition, KSS CRC is working closely with another provider to develop a new probation apprenticeship scheme. This will provide a more flexible qualification route for probation officers.

¹¹ Office for National Statistics. (2018). Sickness absence by sector and workforce size, England, 2017.

There is a growing suite of development opportunities for administrative staff and the organisation is committed to providing access to qualifications and apprenticeships. A number of apprentices are due to complete their programme shortly and are likely to be offered permanent contracts with the CRC.

There is a dedicated learning and development team for the CRC led by a qualified SPO. The team has developed a range of training tools and there is an extensive induction programme and mandatory core training for all new entrants. These arrangements are valued by staff and managers across the business: a large majority of responsible officers stated that the organisation promotes and values a culture of learning and continuous improvement; 91 per cent said they had sufficient access to training to support the delivery of a quality service, and 92 per cent reported they had the necessary skills and knowledge for their roles.

The organisation has appropriate supervision and appraisal policies, and a standard supervision template that provides space for discussion of cases and quality assurance. Management oversight is, however, inconsistent. Of responsible officers interviewed, just over three-quarters said that they received supervision that enhanced and helped sustain good-quality work with service users. In the cases inspected, there was a lack of proactive oversight by managers to mitigate risk and safeguarding concerns.

Senior leaders acknowledge the organisation has not robustly managed poor performance and capability in the past. This is now being addressed and we were provided with evidence during inspection to confirm that a number of staff are currently being supported through formal and informal processes.

There is a routine internal auditing regime in place with a local quality inspection delivered each year and thematic audits conducted more frequently. Learning from serious further offence reviews, audits and HMIP thematic inspections is incorporated into quality improvement activity. A key component of the organisation's quality improvement work has been the creation of the quality development officer (QDO) role and they have been in post in all teams since November 2018. In addition to formal, structured training available via learning and development, QDOs lead a variety of other quality improvement activities across the organisation.

Staff engagement is a key organisational priority and the Chief Executive Officer of the CRC and Managing Director from Seetec conduct annual staff roadshows in all locations, to deliver key messages and answer questions from staff. An annual staff survey is conducted and feedback acted upon. There was a 66 per cent response rate to the 2018 survey and staff satisfaction was high at 71 per cent.

Staff awards and recognition are now established practice within the CRC. A monthly Chief Executive's award is in place and the initiative has been received positively by staff. It is positive that 64 per cent of responsible officers interviewed said that they felt managers recognised and rewarded exceptional work.

The organisation has an employee assistance programme with access to counselling, legal advice, financial guidance and other forms of support should they need it. A helpline is available 24 hours a day. The majority of responsible officers (63 per cent) said that there is appropriate attention paid to staff safety and wellbeing, and we were given numerous examples of reasonable adjustments made for those with protected characteristics; 83 per cent of those who required reasonable adjustments reported that they had received them.

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

Using data and research to develop effective services is a key strength of the KSS CRC. Offender Assessment System (OASys) data has been analysed routinely by the business intelligence unit to understand the needs of the caseload and to help determine the services that will be provided.

M-SAT (My Solution Assessment System) is a new assessment tool implemented by the CRC at the end of 2018 to replace OASys. It has the potential to vastly improve the quality of needs and outcome data available to the organisation. Senior leaders were informed recently by the Ministry of Justice (MoJ) that use of the tool may need to be halted in view of its revised position on offender assessment that will require all providers to use the same assessment tool. This will be disappointing for the CRC.

Needs data is used to influence the partnership agenda and fill gaps in service provision for the CRC and NPS caseloads. For example, accommodation data was analysed and provided to the Police and Crime Commissioner (PCC) in Surrey in 2018 and led to the joint funding of a supported housing project, which is due to open at the end of May 2019.

Good practice example
<p>As a direct result of the data KSS CRC provided on accommodation needs, combined with service user and staff feedback, the Surrey PCC has match-funded the Seetec charity 'Your Ambition' to provide eight supported bed-spaces with Transform Housing and Support, a supported accommodation provider. Due to open in May 2019, the project will prioritise referrals from Surrey police, Surrey Integrated Offender Management (IOM) teams and the CRC. Surrey IOM has been targeted specifically due to the CRC's analysis of accommodation needs data, which concluded that housing problems increase by up to 50 per cent for those in the cohort.</p>

The CRC delivers four accredited programmes: Thinking Skills Programme (TSP); Resolve; Building Better Relationships (BBR); and Drink Impaired Drivers (DID). In addition to providing these programmes to individuals on probation, the CRC provides BBR to the Children and Family Court Advisory and Support Service (CAFCASS) across Kent, Surrey, Sussex and also in Slough.

A range of non-accredited interventions is available for delivery as part of the organisation's provision of Rehabilitation Activity Requirements (RARs) across the full range of pathways. A large majority of responsible officers (86 per cent) said that they have access to an appropriate range of services.

The most common delivery mode for non-accredited programmes is via the My Solution Rehabilitation Programme (MSRP), a toolkit of rehabilitative exercises suitable for one-to-one or group delivery. Although this programme of work looks good we saw very limited use of it, or at least recording of its use by responsible officers, in the cases inspected.

The organisation's education, training and employment (ETE) provision is impressive and outcome-focused with interventions available to deliver construction and food

hygiene qualifications, among others, in-house. The ETE team arranges job fairs regularly and these have resulted in numerous offenders entering full-time employment after attending the events. The event in November 2018 had 43 attendees – 19 were offered interviews from 13 different employers and 14 received job offers. A number of them remain in employment.

The organisation is responsive to requests from the NPS to provide bespoke interventions based on emerging needs. Most recently, an intervention for NPS service users close to recall has become available. Its scope is for suitable cases to be referred to one of three peripatetic workers who will deliver intensive work to promote compliance. These peripatetic workers (one in each county) provide all non-accredited interventions purchased by the NPS to ensure consistency and quality of provision.

Women's provision in Surrey and Sussex is strong and, in the main, the organisation is compliant with best practice principles for working with women. All CRC offices have women-only reporting times. Service users are allocated to a women's lead officer in each area and these staff are trained in a trauma-informed approach. In Sussex, women under supervision have the opportunity to report to one of six co-located venues – including the Brighton Women's Centre and a Breakfast Club. In Surrey, there is the opportunity to report to Woking Women's Support Centre. Services in Kent are less positive and the senior lead for women is working with partners to address this.

Delivery of unpaid work is good and vastly improved from what we witnessed in our inspection of Kent in 2016. The rate of stand-downs has reduced considerably; there is a broad range of placements and beneficiary feedback is overwhelmingly positive. This has been achieved by the CRC significantly increasing its spending on staff in this area. Most impressive is that individuals previously subject to unpaid work now make up 14 per cent of the supervisor workforce, an approach that reflects the CRC's commitment to rehabilitation.

Through the Gate delivery requires improvement and there is a much-improved delivery model currently being implemented which aims to secure a higher quality of provision in the future.

Service user involvement is fully embedded within the delivery model at both strategic and operational levels. There is a well-developed volunteer and mentor strategy with structured training, support and accredited qualifications available. The CRC currently has over 100 volunteers available, providing a range of support to its caseload. A number of peer mentors have gained paid employment with the CRC as case support workers.

The CRC's performance against the MoJ's contractual target for accredited programme completions is strong and consistently higher than the national average compared with other providers. The number of accredited programme requirements imposed by the courts is stubbornly low however; this is a national problem, and KSS CRC is trying to address this issue by engaging effectively with sentencers.

During this inspection we met an NPS senior leader, the counter-terrorism lead for the South East and South-Eastern area, the independent chair of a safeguarding children's board, a magistrate, the PCC for Surrey and a representative from Kent police. All commended the CRC for its commitment to partnership working. Similarly, 85 per cent of responsible officers interviewed stated that the organisation had developed effective relationships with other agencies to support desistance, and

three-quarters said that there were effective relationships with agencies to manage risk of harm.

This commitment to partnership working has resulted in a number of workstreams and projects being developed and led by the CRC to improve access to services for offenders. Most notable among these are: the development of the Compulsive and Obsessive Behaviour Intervention to address stalking and harassment; jointly funding a shared house for service users with the Surrey PCC; convening a women’s forum in Kent to address the fragmented nature of services for women in the area; and jointly funding a data analyst in Kent to evaluate and report on IOM performance. In addition, the CRC set up an ETE strategy group 12 months ago to improve the coordination of activity relating to ETE.

Despite the organisation providing a good range of services and interventions across the various rehabilitation pathways, it is disappointing that we were unable to see enough evidence of their use across the planning, implementation and delivery aspects of the cases we inspected for domain two. The organisation needs to explore the reasons for this and ensure that its own caseload is able to benefit from the services it provides, and that case records fully reflect the work undertaken.

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 necessary policies are in place and communicated in a variety of ways. Alongside team meetings, supervision, campaigns and practice workshops, an application called Netconsent enables management to communicate and track staff engagement with key policies and guidance. The application requires staff to read and sign a policy document before they can access any other part of the ICT system. A large majority of responsible officers interviewed (85 per cent) stated that policies and guidance are communicated effectively.

Formal interface procedures are in place between the CRC and NPS at both middle and senior manager levels. There is a mutually respectful and positive relationship between the two organisations.

The estates model is now implemented in the majority of locations with the only exception being the two sites that are shared with the NPS, where the two organisations have worked closely together to create more welcoming spaces. Although there are difficulties for some service users in travelling to offices from remote locations, arrangements are in place to reimburse travel expenses to those out of work and residing more than three miles away. In addition, the CRC provides supervision from a number of satellite sites in areas where travel is difficult.

There is a dedicated assistant chief officer for administration and facilities who is part of the senior management team. They provide leadership and oversight to all administration and facilities managers across the organisation, while also working closely with the Seetec central team to oversee the full range of facilities and health and safety procedures. This role has been instrumental in KSS CRC implementing its estates model with services now delivered from professional and welcoming premises. Her Majesty’s Prison and Probation Service (HMPPS) contract management endorses this model and has commended it to the team currently developing future probation contracts as an example of successful open-plan working.

The organisation currently operates across dual ICT platforms: secure and corporate. This requires a user to save documents and send emails from different systems depending on the sensitivity of the subject matter. Operating within these dual environments has caused confusion and frustration for many staff. Although managers have access to mobile technology (laptops and mobile telephones) as a matter of course, it is only available to frontline practitioners on specific request and depending on the nature of their role. Seetec recognises the need for a more mobile and flexible working policy in future generations of the CRC contract. Of responsible officers interviewed, 59 per cent stated that ICT enabled them to fulfil the requirements of their role. This is on a par with the average for the other CRCs inspected so far.

The new assessment system (M-SAT) was implemented in stages between July and December 2018 and we saw only limited use of it during inspection due to the dates from which the case sample was taken. Seetec is one of only three CRC owners that have managed to implement a new assessment tool. Not surprisingly, given that use of the tool is in its infancy, many staff reported that they would benefit from further training and support to develop their confidence in this new approach. Our inspectors identified that the engagement plan section of the CRC's new IT system requires some improvement to enable clearer recording of objectives and intended work for those subject to supervision.

Comprehensive management information is made available by the business intelligence unit, segmented down to team and individual level. It enables managers and responsible officers to monitor and respond to performance issues in a timely manner. The knowledge and experience of the business intelligence unit has been integral to the CRC's performance against HMPPS contractual targets, which is consistently good.

A standard performance report has been developed for sentencers and is communicated via probation liaison meetings across Kent, Surrey and Sussex. It has been well received by these groups. Similarly, a detailed interventions brochure is available on the organisation's website and provided to sentencers. The brochure is used regularly by magistrates; during inspection, one endorsed its accessibility and usefulness in assisting sentencing decisions.

Gathering service user feedback is a fundamental aspect of the operating model. The service user council and User Voice contract are the main sources of gathering feedback. In addition, exit interviews are carried out with individuals when they complete unpaid work.

The excellence and effectiveness directorate has responsibility for ensuring that all learning from serious further offences, audits, inspections and service user feedback is responded to and incorporated into service improvement activity. An in-house research team is also based within this directorate – a significant resource and one that supports senior leaders to ensure the CRC's services remain relevant and evidence based. A project is currently under way to explore the impact of family engagement work and ultimately identify the most effective ways of doing this to support rehabilitation.

2. Case supervision



Case supervision is not delivered to a sufficient standard. Responsible officers are generally hard working and dedicated to helping people change and stop offending, but staff shortages in some locations are preventing sufficient focus on quality. Although most responsible officers report having the skills, knowledge and ability to supervise their caseloads, this was not always apparent in the cases inspected, particularly in relation to keeping people safe. Most concerning was the lack of sufficient planning and intervention to manage risk of harm and address public protection and safeguarding concerns when they emerge.

The most encouraging area of practice across the cases we inspected related to the engagement of individuals subject to supervision. This was particularly strong in the assessment, delivery of interventions and review aspects of the cases examined.

The timing of this inspection meant that the cases reviewed did not reflect the potential improvements in quality arising from the implementation of the quality development officer (QDO) model.

Strengths:

- Assessments are generally completed in an appropriate time period following the start of sentence and there is a good level of focus on engaging individuals in the assessment process.
- There are efforts to enable individuals to complete their sentence with appropriate flexibility when needed.
- The work of qualified probation officers in relation to engaging the individual is particularly strong.
- Initial plans completed in OASys generally set a level, pattern and type of contact needed to support the effectiveness of specific interventions.

Areas for improvement:

- Work relating to risk of harm and keeping people safe across assessment, planning, implementation and review is not sufficient. In each of these areas, less than half of the cases inspected were satisfactory.
- The new engagement plans lack clarity and do not set the level, pattern and type of contact needed to support behaviour change and reduce reoffending.
- There is insufficient use of available interventions to support desistance.
- There is a lack of attention to protecting actual and potential victims in the delivery of interventions.
- Management oversight needs to be more consistent to better support responsible officers in public protection and safeguarding work.

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

Good assessment relies on effective engagement with the individual subject to supervision, and this aspect of practice was good in three-quarters of inspected cases. In most cases (72 per cent) there was an analysis of the individual's motivation and readiness to engage and comply with the sentence. In 73 per cent of cases the service user's diversity and personal circumstances were analysed. When diversity issues had been analysed by responsible officers, just under two-thirds of assessments considered the impact that these would have on the person's ability to comply with the supervision process.

Individuals were meaningfully involved in their assessment and, had their views taken into account in over three-quarters of cases, with good use of induction and self-assessment questionnaires to enhance engagement.

The majority of initial assessments (83 per cent) were completed within an appropriate timescale from the start of sentence or release from custody, a reflection of responsible officers' adherence to contractual targets.

Good assessment requires sufficient attention to be given to issues which have led an individual to offend, including accommodation, ETE, attitudes, family, lifestyle and substance misuse. There also needs to be an understanding and analysis of the strengths in an individual's life; family and relationships, motivation to change and employment being a few examples.

There was sufficient focus on the factors linked to offending and desistance in a reasonable majority of cases inspected (69 per cent), and responsible officers identified offending-related factors in the vast majority of cases that we reviewed (87 per cent). Assessments contained sufficient analysis of these offending-related factors in 68 per cent of cases.

Responsible officers identified strengths and protective factors in just under three-quarters of cases, family relationships and employment being the most commonly identified.

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

Assessment practice to keep people safe was only sufficient in just under half of cases reviewed (49 per cent), and in only 50 per cent of cases did assessments clearly identify risk of harm to others. Where there were factors relating to risk of harm, assessments specified who was at risk in 63 per cent of cases. In 60 per cent of cases, the nature and level of risk were explained within the assessments. Both elements of assessment practice require improvement. It is positive that we agreed

with the majority (83 per cent) of responsible officer’s classification of risk of serious harm.

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

Although assessment work completed by qualified POs was more often of a sufficient standard than that by PSOs, risk of harm assessment practice was still not of a sufficient standard among this group. We found that assessments completed by POs focused sufficiently on keeping people safe in only 56 per cent of cases.

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

Effective planning is essential and will support a high standard of service delivery to individuals, if done well. Unfortunately, planning was not conducted to a sufficient standard across the cases inspected.

The views of service users were taken into account in 60 per cent of cases reviewed. Diversity and personal circumstances were explored in a reasonable majority of cases (66 per cent), and these factors were used to ascertain a person’s ability to engage and comply with the plan.

Planning took account of an individual’s readiness and motivation to change in just over three-quarters of cases. There was clarity about how the requirements of the sentence would be delivered in available timescales in 68 per cent of cases, and a reasonable majority of plans (73 per cent) set a level, pattern and type of contact sufficient to engage the individual and support the effectiveness of specific interventions.

Plans contained sufficient focus on reducing reoffending and supporting people’s desistance in 64 per cent of cases inspected, and a slightly larger proportion (68 per cent) sufficiently reflected offending-related factors and prioritised those which were most critical.

Thinking and behaviour, drug misuse and accommodation were the most common factors requiring attention across the inspected case sample. Just over half of cases considered strengths and protective factors in the planning process.

Planning to keep people safe was not adequate across the cases inspected, and activity to manage the risk of harm not prioritised appropriately. In only half of cases did plans set out the necessary constructive and/or restrictive interventions to manage the risk of harm. A similar proportion of plans (49 per cent) failed to make appropriate links to the work of other agencies, and only 40 per cent of plans contained effective contingency arrangements to manage the risks identified.

Worryingly, safeguarding and domestic abuse were not adequately addressed in the planning process. Similar to assessment practice, planning by qualified POs was deemed to be of a higher standard than that of PSOs. However, planning to keep people safe was only sufficient in 63 per cent of cases held by POs.

The organisation has now implemented a new sentence planning format, known as the engagement plan. Due to the period from which our case sample was taken, we saw only limited use of this tool. Our view from the small number of cases that did have a completed engagement plan is that they generally lacked clarity and appropriate detail. It is clear that responsible officers are struggling to set out objectives, the means by which they would be achieved, and the levels and frequency of contact that would be required of those under supervision.

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

Implementation and delivery of interventions was inadequate across the cases inspected. We saw very little use of what we considered to be an impressive range of services available within Kent, Surrey and Sussex and this was disappointing. Intervention to engage individuals subject to supervision was implemented to a sufficient standard in just over three-quarters of the cases reviewed. It was the intervention and delivery of services to reduce reoffending and keep people safe that let the organisation down.

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

In a large majority of inspected cases (89 per cent), responsible officers had made sufficient efforts to enable the service user to complete the sentence successfully, including being flexible in responding to their personal circumstances.

For those in custody there was a proportionate level of contact with the prisoner before release in 63 per cent of cases, and work to re-engage with individuals following recall or enforcement action was positive and occurred most of the time. Similarly, in a reasonable majority of cases (73 per cent) risks of non-compliance were identified and addressed in a timely fashion to reduce the need for enforcement action.

In more than three-quarters of cases examined, appropriate professional judgements were recorded in relation to decisions about missed appointments. The same proportion of cases had enforcement actions taken when they were required.

The practice of qualified POs was particularly good when it came to engaging with individuals subject to supervision. In fact, 81 per cent of cases in this inspection that were managed by POs had a sufficient focus on engagement. The following case example illustrates a range of positive actions taken to try and effectively engage an individual in the delivery of the sentence.

Good practice example

Harry is a 38-year-old serving a short custodial sentence for an offence of theft. The pre-release work was excellent with four prison visits taking place in two months to share future plans and monitor housing arrangements, and make referrals to support release. Despite this, Harry is a difficult man to engage and his attendance remains poor. Failures to attend on licence are enforced, although there was insufficient time during the licence to initiate recall and there were some very strong and considered professional judgements recorded to explain enforcement decisions. While on post-sentence supervision Harry's poor compliance continues; following phone calls to his drug treatment provider, the court, employer and accident and emergency department to ascertain his whereabouts, the decision was taken to breach him. Despite Harry's continued poor response, the actions of the responsible officer with regards to engagement and enforcement were appropriate.

The implementation and delivery of services to support desistance were effective in just over half of inspected cases. In most cases, provision to address factors related to offending, such as substance misuse, thinking and behaviour, and family and relationships, was inadequate. More positive was intervention to address ETE and accommodation needs, although we still did not see enough of these services delivered across the inspected case sample when they were needed.

The reasons for the lack of constructive action to address offending-related needs vary. Case records tended to reflect a more conversational style of supervision; there was evidence of responsible officers engaging individuals in general discussions about their needs and circumstances but very little structured intervention or action in response. Where service users were receiving interventions from outside agencies (mental health and substance misuse services, for example) liaison with these services to measure impact rarely took place and progress was tracked via service users' self-reporting.

Implementation and delivery of services supported the safety of other people in only 41 per cent of cases reviewed, and the level and nature of contact offered were sufficient to manage the risk of harm in 60 per cent of cases.

The lack of professional curiosity in assessments hindered the delivery of services to keep people safe. Interventions tended to address the most recent offending behaviour and if less harmful than before, violent tendencies and other risks went unaddressed. There was a lack of action when police intelligence or individuals themselves provided information regarding increases in risk. The following case illustrates this.

Poor practice example
<p>Police intelligence about Diane evidenced an emerging pattern of antisocial, abusive and aggressive behaviour and there was no evidence of any work delivered to address her emerging anger problem. In addition, there was information received from Diane that she was wanted for police questioning following an allegation of racially-aggravated abuse. Further details regarding this were not sought from the police until three months after the information came to light. There was no evidence of any work being planned or delivered to explore Diane’s racist beliefs further.</p>

The majority of responsible officers (60 per cent) had not paid sufficient attention to actual or potential victims. The involvement of other agencies in managing and minimising the risk of harm was only sufficiently coordinated in just over half of the cases we examined. In particular, there was a lack of proactive checks and referrals to children’s social care departments as safeguarding issues emerged during the course of supervision.

Despite the organisation having policies and guidance endorsing the use of home visits to manage the risk of harm, they were only used in 38 per cent of relevant cases.

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

In our inspection of reviewing activity, we are not limited to formal review documents but seek to identify, from the case record, that the responsible officer is regularly ‘taking stock’ of progress and adjusting plans where necessary.

Although reviewing practice across the inspected cases was generally not done to a sufficient standard, we saw some good work in the use of reviews to support individuals’ compliance and engagement. This was done to a sufficient standard in 71 per cent of cases. In a reasonable majority of cases (78 per cent), reviewing considered compliance, engagement levels and any relevant barriers.

The following provides an example of some good practice relating to review:

Good practice example

Andrew is a 38-year-old who received a 12-month community order with a 20-day rehabilitation activity requirement (RAR) and 150 hours of unpaid work for an index offence of sending threatening text messages and criminal damage. The current responsible officer reviewed the case after it was allocated to her in November 2018. Andrew was involved in this review. She then reviewed on a further occasion when Andrew began to have unsupervised contact with his two children in the care of paternal grandparents. The reviews were completed using the M-SAT model and are informative and extensive. Andrew was encouraged to provide his viewpoint.

Adjustments were made to planned work in relation to the unpaid work requirement as Andrew continued to present sick notes to cover his absences due to ill health. The responsible officer made the decision to return the order to court for variation, which was appropriate.

Unfortunately, we did not see enough examples of this kind of practice, and adjustments in response to obstacles to compliance were made in just over half of the cases we examined. Individuals were only meaningfully involved in the review of their progress and engagement in 54 per cent of cases.

Reviewing activity focused sufficiently on desistance-related factors in 64 per cent of cases. Practice to keep other people safe was much poorer with only 47 per cent of cases inspected meeting a sufficient standard when it came to reviewing the risk of harm. Necessary adjustments were seldom made to plans and activity when it was apparent that risk of harm was changing.

In cases where other agencies were involved in the management of an individual's risk of harm, information from them was only used in 57 per cent of reviews. It is particularly worrying that effective multi-agency liaison failed to take place in cases where safeguarding and domestic abuse concerns were apparent. The following is one example.

Poor practice example

Derek is a 68-year-old sentenced to a 24-month suspended sentence order with a 20-day RAR and 150 hours of unpaid work, imposed for an offence of possession of amphetamine with intent to supply. Although the index offence is not related to domestic abuse, it becomes apparent during supervision that Derek had previously assaulted his daughter. No domestic abuse checks are completed and while an initial social care check revealed previous involvement with the family, no further liaison takes place, even following the admission of a further assault against Derek's teenage daughter. It is only several months later when an SPO takes over management of the case for a short period that liaison with children's social care services occurs, although even then, this relates more to Derek's care of his young grandson. Overall, there is very limited evidence of intervention completed until the last few weeks when the case is reallocated. The new responsible officer is aware of the issues that need exploring further and has commenced some interventions, but domestic abuse checks, a home visit and further social care liaison remain outstanding.

4. Unpaid work and Through the Gate

The organisation's delivery of unpaid work is good. Assessments take into account diversity and personal circumstances to determine an individual's ability to comply. Arrangements for unpaid work support engagement and compliance with the sentence, and there is a commitment to maximising opportunities for an individual's personal development. Employing people who have previously completed their sentence to supervise others on unpaid work is inspiring and testament to the strength of KSS CRC's commitment to improving lives and promoting long-term change.

Through the Gate delivery in the cases we inspected was not sufficient. Generally, resettlement plans are in place and focus appropriately on the identified areas of need. However, in too many cases there is insufficient work to support resettlement and a lack of liaison with responsible officers prior to release to ensure continuity of support.

Strengths:

- Diversity and personal circumstances are assessed well and taken into account when considering a person's ability to comply with unpaid work orders.
- Unpaid work requirements start promptly and the individual's personal development is a key feature of delivery.
- Risk of harm and the safety of others are considered effectively in the delivery of unpaid work.
- Resettlement plans focus on resettlement needs.
- The individual needs of service users leaving prison are taken into account in assessments.

Areas for improvement:

- More individuals subject to unpaid work could benefit from the range of ETE support available within the CRC.
- Enforcement of unpaid work is not consistent.
- In too many cases resettlement plans do not take sufficient account of factors related to risk of harm.
- Activity to address identified areas of need is insufficient for those leaving prison.
- Liaison and communication with responsible officers in the community are variable.

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

When we inspected Kent in 2016, the CRC's delivery of unpaid work was poor. There were significant staffing problems with not enough placement supervisors in post. This resulted in those subject to unpaid work being sent home far too often, without completing any hours. Consequently, the organisation was not delivering the sentence of the court in far too many instances. Since 2016 the organisation has overhauled the operating model for unpaid work and is now delivering to a good standard. Employing those previously subject to unpaid work to boost the placement supervisor resource is impressive and has been one of the ways the CRC has addressed its previous inadequate staffing.

In the cases reviewed in this inspection, assessment work was completed to a good standard in 70 per cent of cases. In a large majority (87 per cent), assessments considered the individual's diversity and personal circumstances, and responsible officers considered the impact that these had on their ability to comply and engage with unpaid work in 79 per cent of cases.

In those cases reviewed, assessors had explored issues relating to the health and safety or potential vulnerability of the individual subject to unpaid work in 74 per cent of cases. Risk of harm levels were also deemed by inspectors to be correct in the majority of cases (91 per cent) with sufficient consideration of the safety of others when assessing key issues relevant to unpaid work.

In over three-quarters of cases, individuals were allocated to suitable placements that took their diversity and personal circumstances into account. Arrangements for unpaid work encouraged the service user's compliance and engagement with the order in 78 per cent of inspected cases. When individuals posed a risk of harm to others, in the majority of cases (80 per cent) these factors were managed well during the unpaid work.

Arrangements for unpaid work maximised the opportunity for personal development of participants in a reasonable majority of cases (65 per cent), and there was a good level of feedback from unpaid work staff to responsible officers about the progress of individuals subject to unpaid work. Regular feedback was provided in 89 per cent of inspected cases.

In just over three-quarters of cases, the sentence of the court was implemented appropriately, similar to the average of the other CRCs inspected so far. Unpaid work started promptly in the same proportion of cases. Case recording of reasons for missed appointments was generally good, and in most cases responsible officers used and recorded their professional judgements appropriately when explaining their response to poor attendance.

There was no need for enforcement action in three-quarters of cases inspected, as attendance from the individual was consistent. However, when it was required, responsible officers were reluctant to complete enforcement actions in just over half of inspected cases.

Unpaid work has the potential to make a real difference, not just on those serving a sentence but on members of the public and wider community. This has certainly been true in Kent, Surrey and Sussex. We were provided with a raft of examples

during inspection of feedback from beneficiaries and service users who had been positively affected by the various projects delivered.

Although KSS CRC has made some radical improvements to the delivery of unpaid work, it continues to strive to do better. Work is under way to increase the ETE provision and qualifications available to those participating in unpaid work orders. Similarly, the organisation is aware that it needs to increase the numbers of individuals able to complete their unpaid work hours intensively.

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

KSS CRC provides Through the Gate services in nine establishments across its region with 12.5 full-time-equivalent staff. This is supplemented by 26 days of in-reach support a week provided by staff based within the CRC’s resettlement teams. Approximately 82 per cent of all male prisoners returning to the KSS CRC area are released from HM Prisons Elmley, Rochester and Lewes.

We found that in most cases (79 per cent) a resettlement plan was in place, which had generally engaged the service user and taken account of their views. However, in less than half of cases inspected did the plan take account of factors related to risk of harm when it should have done; in some cases, the plan was not undertaken in a timely fashion. In one case we found that:

Poor practice example
A 29-year-old male sentenced to three years in custody for an offence of assault occasioning actual bodily harm was assessed as a high risk of harm. There was no evidence any resettlement planning had taken place prior to his anticipated release date and the basic custody screening tool was completed on the date of his actual release.

Activity focused sufficiently on supporting the individual’s resettlement in just over half the cases we reviewed. In fewer than half the cases, services were delivered in line with the individual’s resettlement needs, prioritising those which were critical. In only 14 per cent of cases inspected did resettlement activity take sufficient account of factors relating to risk of harm. In one case:

Poor practice example
A 21-year-old male sentenced to 27 months’ custody for an offence of threats to kill (domestic related) was assessed as high risk of serious harm and managed by the NPS. In this case the Through the Gate worker failed to identify domestic abuse issues which impacted on the suitability of his proposed release accommodation.

Effective communication with responsible officers prior to release occurred in only 55 per cent of cases we reviewed.

According to the CRC's own Through the Gate guidance, resettlement staff should have a minimum of three contacts with the service user to assess need and plan release. In the inspected cases this was rare, and staff and managers acknowledged the shortfall. Both groups explained that the primary reason for the lack of resettlement activity is insufficient staff to meet demand. The prison in which service users are held also affects their likelihood of receiving support. For example, between September and December 2018, HMP Lewes released 349 men but only arranged bank accounts for 11 inmates and personal identification documents for just 6. This contrasted with HMP Rochester where 236 men were released and bank accounts were arranged for 70 inmates and personal identity for 67.

Prison governors interviewed during the inspection described excellent relationships with Through the Gate managers in the CRC but also spoke of their frustration at the limited work undertaken beyond assessment. We acknowledge that in some cases a lack of access to prisoners and often very limited interviewing space compounded these problems. Practitioners reiterated these concerns and described sometimes having to interview men through locked cell doors or on wing landings, which made discussions about sensitive issues extremely difficult.

Although the overall quality of Through the Gate work was disappointing, plans for the implementation of the enhanced Through the Gate model from April 2019 are well under way with most staff already recruited. Across all the prisons staffed by KSS CRC, there will be an increase of 15.4 full-time-equivalent prison-based Through the Gate staff and a further 47 days in-reach support per week. Further prison and area-based managers are already in post. This gives good reason to be optimistic for considerable improvement in service provision. The new model offers a minimum provision of six hours (including liaison and planning) per prisoner.

Annex 1: Methodology

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

Domain one: organisational delivery

The provider submitted evidence in advance and the CRC's Chief Executive Officer 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 89 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. We conducted 38 meetings in total. The evidence explored under this domain was judged against our published ratings characteristics.¹²

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 132 cases from 14 offices across the CRC. 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.

¹² HM Inspectorate's domain one ratings characteristics can be found here: <https://www.justiceinspectrates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf>

Domain three: sector-specific work

We completed case assessments for two further samples: (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 54 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 unpaid work supervisors and placement coordinators, from a range of geographical locations.

Through the Gate

We examined 42 custodial cases in which the individual had been released on licence or post-sentence supervision 6 weeks earlier from the CRC's resettlement prisons, over a 2-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
- a small group of middle managers responsible for Through the Gate services in specific prisons
- a group of CRC resettlement workers directly responsible for preparing resettlement plans and/or meeting identified resettlement needs
- governors responsible for resettlement services from three prisons where CRC staffed provided Through the Gate services.

Annex 2: Inspection results: domains two and three

2. Case supervision

Standard/Key question	Rating/% yes
2.1. Assessment Assessment is well-informed, analytical and personalised, actively involving the service user	Requires improvement
2.1.1. Does assessment focus sufficiently on engaging the service user?	75%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	69%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	49%
2.2. Planning Planning is well-informed, holistic and personalised, actively involving the service user.	Requires improvement
2.2.1. Does planning focus sufficiently on engaging the service user?	61%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	64%
2.2.3. Does planning focus sufficiently on keeping other people safe? ¹³	47%
2.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user	Inadequate
2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	76%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	54%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people? ¹³	41%

¹³ Please note: percentages relating to questions 2.2.3, 2.3.3 and 2.4.3 are calculated for the *relevant* sub-sample – that is, those cases where risk of serious harm issues apply, rather than for the *total* inspected sample.

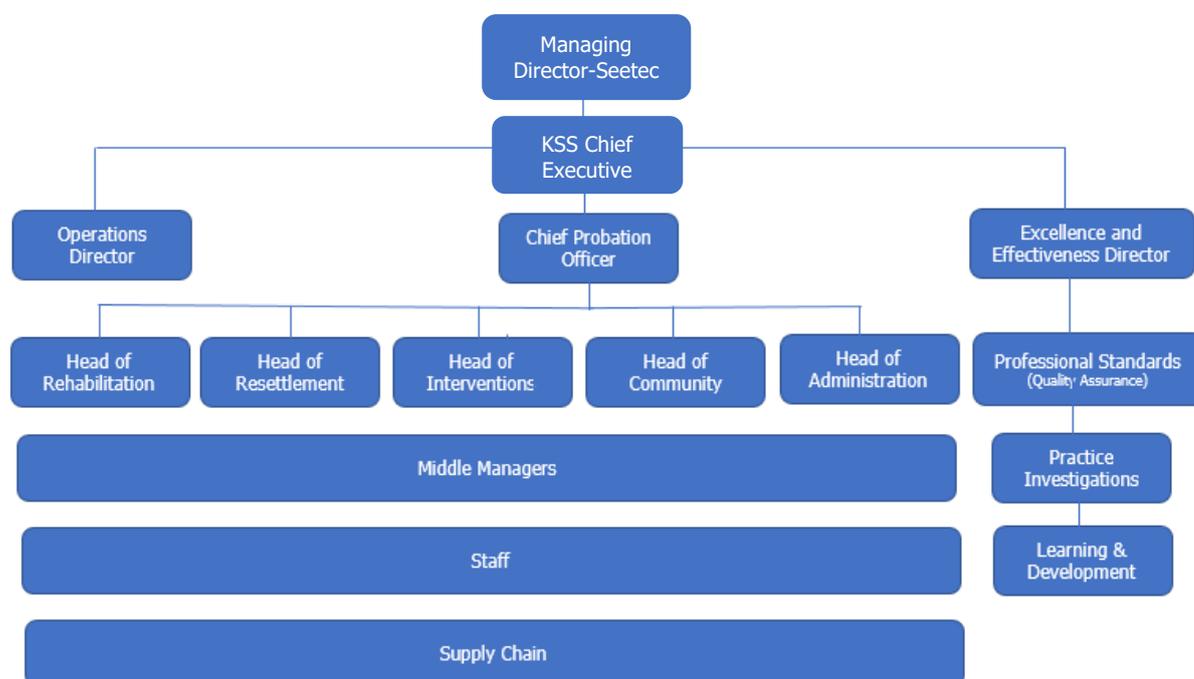
2.4. Reviewing	Requires improvement¹⁴
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user	
2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?	71%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	64%
2.4.3. Does reviewing focus sufficiently on keeping other people safe? ¹³	47%

4. CRC-specific work

Standard/Key question	Rating/% yes
4.1. Unpaid work	Good
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?	70%
4.1.2. Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?	74%
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?	76%
4.2. Through the Gate	Requires improvement
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?	69%
4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?	54%
4.2.3. Is there effective coordination of resettlement activity?	55%

¹⁴ In arriving at the rating for reviewing, we have exercised professional discretion, lifting the rating from inadequate to requires improvement, so as to take into account wider evidence gathered about this particular aspect of practice.

Annex 3: Operating model and map



The operating model in practice

KSS CRC's operating model is underpinned by established probation values and identity, focusing on the core purpose of implementing the sentence of the court, reducing reoffending and protecting the public.

Many of the people we supervise have complex needs and we recognise there is no magic solution. Our aim is simply to engage each service user in addressing the issues linked to their behaviour and to work in partnership with key stakeholders to deliver an effective service. Our commitment is to continually improve the quality of practice.

Allocation of work

The CRC has two specialist functions that sit within case management:

Rehabilitation teams – responsible for managing community sentences.

Resettlement teams – working alongside 'through the gate' colleagues pre-release and responsible for managing post release licences and post sentence supervision.

Service users managed by IOM are supervised by an IOM lead officer who sits within the resettlement team, regardless of sentence type.

Case management teams consist of probation qualified and vocational qualification (VQ) supported supervising officers. KSS CRC offer a comprehensive training package for employees within all parts of the organisation, combined with one to one coaching through office-based quality development officers (QDO's) and senior probation officers.

KSS CRC's allocation model is based on guiding principles and professional judgement rather than a rigid definition. This approach considers firstly the service users' potential to escalate to high risk of serious harm (ROSH) and secondly, the

characteristics of the case and the qualifications, skills and experience of the supervising officer. Potential escalation cases (PECs) and cases where the service user has contact with a child subject to a child protection plan, or an adult subject to a care and support plan, will generally but not always be allocated to a probation officer.

RAGGING

KSS CRC uses a four-tier ragging system, which corresponds to red, amber and green (RAG) categories plus cases that have the potential to escalate to the National Probation Service as high risk of serious harm (PECs). The assessed status informs the planned level of face to face contact with the supervising officer. The initial contact level is indicated by the OGP/OVP predictors but may be higher or lower based on a range of dynamic factors linked to risk of serious harm, protective factors, motivation and needs

Assessment of cases

Assessment is conducted through an interactive, bespoke system (M-SAT), designed to actively engage the service user and support the effective identification and management of risk and need. By reducing the time spent sitting behind a keyboard, practitioners are able to spend more time, face to face with the individuals they support.

Location

Offices located throughout the CRC are designed to provide a welcoming, enabling environment. Provision is made within our buildings to accommodate on site partnership working and maintain a link between the probation service and the people and communities we serve. Local arrangements may be made for service users to report to an alternative more accessible location.

In Sussex, women service users have the opportunity to report to a co-located venue including Brighton Women's Centre or meet with a key worker at a CRC office. In Surrey, there is the opportunity to report to Woking Women's Support Centre. All CRC offices have women only reporting times. Women service users are allocated to a women's lead officer. In KSS CRC women's leads are trained in a trauma informed approach.

Available services and involvement of the third sector

KSS CRC has a predominantly in-house model of service provision and delivers a suite of structured interventions and accredited programmes that are shown to reduce the likelihood of re-offending. Interventions include, accredited and non-accredited programmes, employment training and education (including job fairs) volunteer mentor unit (including peer mentoring) and senior attendance centre. The CRC engages with County led restorative justice schemes.

KSS CRC delivers the following accredited programmes: Building Better Relationships, Thinking Skills Programme, Resolve and Drink Impaired Drivers Programme.

Additional services include, Obsessive and Compulsive Behaviour Programme (stalking and harassment), Anger Management, Changing Alcohol and Drug Use, Domestic Abuse (if CRC case(s) Responsible Officers deliver the programme, if NPS case(s) programmes staff deliver, domestic abuse one-to-one, Positive Futures, Believe and Succeed (Women's Group), Preparation for Work and Victim Awareness.

Core services are supported by a small supply chain which includes housing advice and assistance, and work with the Brighton Women’s Centre in support of our women’s strategy.

Housing advice and assistance is provided by:

Nacro: Kent

Southdown: Sussex

St Giles: Surrey

KSS CRC has an active Service User Council, commissioned through User Voice.

KSS CRC enhance service provision through our work with multi-agency partners. We chair/co-chair each of the three County reducing-reoffending boards enabling us to drive reducing reoffending priorities. Locally, teams are encouraged to bring agencies together to support service user needs, such as the introduction of one stop shops and breakfast/lunch clubs.

Our offices, located throughout the CRC are designed to provide a welcoming, enabling environment. Provision is made within our buildings to accommodate on site partnership working and maintain a link between the probation service and our communities.

Map of area covered by Kent, Surrey and Sussex CRC



Link to website: www.ksscrc.co.uk

Annex 4: Glossary

Accredited programme	A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or as part of a custodial sentence or a condition in a prison licence. Accredited programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending
Allocation	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
Approach	The overall way in which something is made to happen; an approach comprises processes and structured actions within a framework of principles and policies
Assessment	The process by which a decision is made about the things an individual may need to do to reduce the likelihood of them reoffending and/or causing further harm
Barriers	The things that make it difficult for an individual to change
BBR	Building Better Relationships: a nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
Breach (of an order or licence)	Where an offender fails to comply with the conditions of a court order or licence. Enforcement action may be taken to return the offender to court for additional action or recall them to prison
CAFCASS	The Children and Family Court Advisory and Support Service: a non-departmental public body in England set up to promote the welfare of children and families involved in family court. It was formed in April 2001 under the provisions of the <i>Criminal Justice and Court Services Act 2000</i> and is accountable to Parliament through the Ministry of Justice. The service is independent of the courts, social services, education, health authorities and all similar agencies
Child protection	Work to make sure that all reasonable action has been taken to keep to a minimum the risk of a child coming to harm
Compulsive and Obsessive Behaviour Intervention (COBI)	A new intervention developed by KSS CRC aimed at addressing stalking and harassment type behaviours. It is currently available for purchase by the NPS through the rate card.

CRC	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present low or medium risk of serious harm
Criminal justice system	Involves any or all of the agencies involved in upholding and implementing the law – police, courts, youth offending teams, probation and prisons
DBT	Dialectical behaviour therapy: an evidence-based psychotherapy that began with efforts to treat borderline personality disorder. DBT has been proven useful in treating mood disorders, suicidal ideation, and for change in behavioural patterns such as self-harm, and substance abuse
Desistance	The cessation of offending or other antisocial behaviour
DID	Drink Impaired Drivers programme: an accredited programme designed to reduce the risk of future drink related driving offences
Diversity	The extent to which people within an organisation recognise, appreciate and utilise the characteristics that make an organisation and its service users unique. Diversity can relate to age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex
Dynamic factors	As distinct from static factors, dynamic factors are the factors in an individual's circumstances and behaviour that can change over time
Enforcement	Action taken by a responsible officer in response to an individual's non-compliance with a community sentence or licence. Enforcement can be punitive or motivational
Escalation	The term used to describe the process where a case allocated to a CRC is referred to the NPS for reallocation because an increase in the risk of harm posed by the offender now places that person within the category of those who should be supervised by the NPS
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
HMPPS	Her Majesty's Prison and Probation Service: from 1 April 2017, HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the 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)

HMP/YOI	Her Majesty's Prison/Young Offender Institution
Intervention	Work with an individual that is designed to change their offending behaviour and/or to support public protection.
IOM	Integrated Offender Management: a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
Licence	This is a period of supervision immediately following release from custody, and is typically implemented after an offender has served half of their sentence. Any breaches to the conditions of the licence can lead to a recall to prison where the offender could remain in custody for the duration of their original sentence
Mentoring	The advice and guidance offered by a more experienced person to develop an individual's potential
MoJ	Ministry of Justice: the government department with responsibility for the criminal justice system in the United Kingdom
M-SAT	M-SAT (My Solution Assessment System): the KSS CRC's replacement for OASys (see below). It was implemented towards the end of 2018
MSRP	My Solution Rehabilitation Programme: a practitioner toolkit consisting of a range of rehabilitative interventions across a number of key pathways. These interventions can be delivered on a one-to-one basis or in a group setting
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
Netconsent	An ICT system that enables an organisation to deliver and monitor workforce compliance around specific policies
NPS	National Probation Service: a single national service that came into being in June 2014. Its role is to deliver services to courts and to manage specific groups of offenders, including those presenting a high or very high risk of serious harm and those subject to MAPPA in England and Wales
OASys/eOASys/ OASys R	Offender Assessment System: currently used in England and Wales by the CRCs and the NPS to measure the risks and needs of offenders under supervision

Offender Group Reconviction Scale (OGRS)	<p>A static, actuarial predictor used by the probation and prison services of England and Wales. Static actuarial predictors such as OGRS are based on a limited range of risk factors, such as age, gender and criminal history.</p> <p>Many providers of probation services use the OGRS score in their own case allocation framework to determine the allocation of resources, and in some cases the grade of staff that will be responsible for managing a case. The higher the OGRS score, the higher the likelihood of reoffending and arguably the greater the complexity of the case</p>
Offender management	A core principle of offender management is that a single practitioner takes responsibility for managing an offender throughout their sentence, whether in custody or the community
ORA 2014	<i>Offender Rehabilitation Act 2014</i> : implemented in February 2015, applying to offences committed on or after that date, the <i>Offender Rehabilitation Act (ORA) 2014</i> is the Act of Parliament that accompanies the <i>Transforming Rehabilitation</i> programme
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
PCC	Police and Crime Commissioner: an elected official in England and Wales charged with securing efficient and effective policing of a police area . Commissioners replaced the now-abolished police authorities
PO	Probation officer: 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: the current qualification for probation officers
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

PSO	<p>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</p>
QDO	<p>Quality development officer: a specific post within the KSS CRC's staffing structure. This is a dual role with half of their time focused on service delivery and the rest centred on quality improvement activity.</p> <p>QDOs are required to deliver four quality development workshops a year within their teams. Responsible officers also receive four practice observations a year, three of which will have a defined focus of assessment, intervention delivery and a deep dive of a case; the fourth session is determined by organisational or individual need</p>
RAR	<p>Rehabilitation Activity Requirement: from February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts can specify a number of RAR days within an order; it is for probation services to decide on the precise work to be done during the RAR days awarded</p>
Resolve	<p>An accredited programme for male perpetrators of interpersonal violence, designed to help them gain a better understanding of their emotions and behaviour and learn new ways of thinking to help them avoid violence</p>
Responsible officer	<p>The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case</p>
Restorative justice	<p>This practice enables victims to meet or communicate with their offender to explain the real impact of the crime. In an RJ conference, victims have a chance to tell the service user how they have been affected. Service users gain empathy and understanding for those they have harmed and the opportunity to make amends</p>

RoSH	Risk of Serious Harm: a term used in OASys. All cases are classified as presenting a low/medium/high/very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term risk of harm when referring to the analysis which must take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term Risk of Serious Harm only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to those offenders for whom lower impact/severity harmful behaviour is probable
SFO	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
SSO	Suspended sentence order: a custodial sentence that is suspended and carried out in the community
Stakeholder	A person, group or organisation that has a direct or indirect stake or interest in the organisation because it can either affect the organisation, or be affected by it. Examples of external stakeholders are owners (shareholders), customers, suppliers, partners, government agencies and representatives of the community. Examples of internal stakeholders are people or groups of people within the organisation
Supply chain	Providers of services commissioned by the CRC
Thinking Skills Programme	An accredited group programme designed to develop an offender's thinking skills to help them stay out of trouble
Third sector	The third sector includes voluntary and community organisations (both registered charities and other organisations such as associations, self-help groups and community groups), social enterprises, mutuals and cooperatives
Through the Gate	Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around
<i>Transforming Rehabilitation</i>	The government's programme for how offenders are managed in England and Wales from June 2014
Unpaid work	A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision.

	Since February 2015, unpaid work has been delivered by CRCs
User Voice	A third sector organisation that focuses on productive collaboration between service users and providers. It provides a range of services, including service user councils and peer support. User Voice provides the service user council in KSS CRC
Women's centre	A centre dedicated to services for women. This may include education, training and interventions to help with confidence and self-esteem
Workload management	A means to calculate the overall workload of an individual responsible officer. The process usually takes into account numbers and types of cases



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