

An inspection of

Bristol, Gloucestershire, Somerset and Wiltshire probation services managed by Kent, Surrey and Sussex

Community Rehabilitation Company

HM Inspectorate of Probation

This inspection was led by HM Inspector Keith McInnis, 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

Kent, Surrey and Sussex CRC (KSS), owned by Seetec, took over Bristol, Gloucestershire, Somerset and Wiltshire (BGSW) Community Rehabilitation Company (CRC) when the previous owner, Working Links, went into administration in February 2019. This was one of three CRCs formerly owned by Working Links that Seetec took over at the time. We have previously raised concerns about the Working Links model, most recently when we inspected Dorset, Devon and Cornwall CRC in November 2018, and many of those shortfalls were present in BGSW at the time of this inspection.

This inspection was undertaken during May and June 2019. We assessed the CRC against our 10 quality standards. Although we found that it performed well in relation to Through the Gate provision for prisoners being released, we found that it was performing inadequately in half of the standards. Overall, we judged that the CRC just made it into the category of 'Requires improvement' rather than 'Inadequate', but this reflected recent progress since the takeover.

In the months before the takeover, BGSW had suffered from a significant lack of investment, with too few staff, resulting in some cases in dangerously high workloads, little investment in training and a lack of effective quality assurance. This impacted on every level of the organisation, and on the provision of effective probation services. Only 20 per cent of responsible officers believed their caseloads were manageable, and our inspection scores on some aspects of case supervision were among the lowest we have seen.

In the short time since taking over, KSS has undertaken a root and branch review of services, begun investing in both staff and infrastructure, reorganised some services and started to introduce a greater emphasis on quality assurance. A clear transition plan is now in place which, while ambitious, is also realistic, and should enable the CRC to achieve the substantial improvements required over the coming months. Priority must be given to issues of safeguarding and the management of risk, as concerns regarding these permeate all aspects of practice.

This was an inspection of probation services early in transition. Thus far, the changes have yet to make a significant impact. However, the right actions are being pursued. The challenge for KSS is to bring these much-needed changes to fruition and to take the staff with them. With a continued clear focus and energy, I am hopeful that this can be achieved.



Justin Russell
Chief Inspector of Probation

Overall findings

Overall, Bristol, Gloucestershire, Somerset and Wiltshire probation services, managed by Kent, Surrey and Sussex 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 these domains are described here:

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

- BGSW probation services is in the early stages of transition from the previous owners to management by KSS CRC. Initial indications are positive, and changes are being implemented with enthusiasm by leaders. Nevertheless, much of the legacy of the former owners remains in place, which has a significant impact on effective practice. Senior leaders recognise these shortfalls, and the strategy to take BGSW forward is comprehensive, yet challenging. However, substantial improvement is unlikely for some months.
- The casework for operational staff is too high. There are too few staff in post and their training and development have been compromised. There is too little oversight of case supervision. Staff recruitment to fill vacancies, delivery of training and a reduction in workload are in train but progress has yet to be felt. Only 20 per cent of responsible officers felt their caseloads were manageable.
- The range of group and individual interventions is designed to meet the needs of service users, but this is undermined by cancellations and delays in provision. Access to support services is too variable across the region covered by BGSW probation services. Relationships with partner agencies are starting to improve from a low base.
- A comprehensive review of estates has been undertaken and actions to rectify shortfalls are being taken. A reasonable range of management information and data is available to all managers. A new information and communications technology (ICT) programme is being introduced.

	Case supervision
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Inspectors undertook a detailed review of 120 cases across the five local delivery units in the area and interviewed 60 responsible officers. For this sample, assessment is rated as requiring improvement but planning, implementation and delivery and reviewing are all rated overall as inadequate. Work regarding assessment is fairly consistent and some aspects of planning are good; however, it is the subsequent management of cases that is of greatest concern. For all three of the key questions relating to implementation and delivery and in two of the three for reviewing, scores are worse than for any other CRC inspected in the last 12 months. Across all four standards the lowest scores relate to addressing the risk of harm to others, which undermines any positive work undertaken.

Our key findings about case supervision are as follows:

- In all aspects of case supervision, insufficient attention is paid to managing risk and keeping other people safe.
- Assessments generally identify offending-related factors, but too often (48 per cent) they are not informed by available data and are not sufficiently analytical.
- In a reasonable majority of cases (66 per cent), planning focuses sufficiently on reducing reoffending, but in only a third of cases does it focus sufficiently on keeping other people safe.
- Reasonable attempts are made by responsible officers to support individuals to complete their sentence; however, access to services to address offending are insufficient.
- Reviews sufficiently engage individuals in too few cases (39 per cent), and the focus on desistance is inadequate (44 per cent).

	Unpaid work and Through the Gate
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Based on a detailed analysis of 44 cases that had started unpaid work at least three months previously, we rated unpaid work as requires improvement. There has been improvement in recent months, supported by increased investment and enthusiastic management, but stand-downs remain too high. The Through the Gate service is rated as good. Work is generally well integrated with that of community responsible officers and appropriately focused on the needs of individuals due to be released. Substantial increases in staff in recent months have helped to improve provision further. Both services require a greater focus on addressing issues relating to risk of harm.

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

Unpaid work

- A good range of placements are available for individuals to make reparation, and opportunities are used to support personal development effectively. However, staff pay insufficient attention to issues relating to risk of harm. Stand-downs remain too frequent.

Through the Gate

- Through the Gate provision is good, with an appropriate focus on assessment of need and delivery of support. Liaison with community-based responsible officers is reasonable, but greater focus on managing risk and information-sharing is required.

Service:

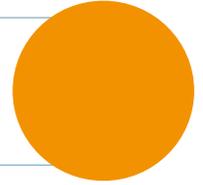
Bristol, Gloucestershire, Somerset and Wiltshire probation services managed by Kent, Surrey and Sussex Community Rehabilitation company

Fieldwork started:

May/June 2019

Overall rating

Requires improvement



1. Organisational delivery

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

2. Case supervision

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

4.¹ CRC specific

4.1	Unpaid work	Requires improvement	
4.2	Through the Gate	Good	

¹ CRC aspects of domain three work are listed within 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 four recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in Bristol, Gloucestershire, Somerset and Wiltshire.

Bristol, Gloucestershire, Somerset and Wiltshire probation services should:

1. ensure that all staff understand the importance of public protection work and are suitably trained in delivering it, and that there is an appropriate focus on managing risk of harm
2. establish a sufficient range of interventions and services to help reduce the risk of reoffending and harm
3. provide sufficient and effective management oversight of all aspects of casework, with a particular focus on managing risk
4. ensure that sufficient and appropriately trained staff are in post to deliver effective case management to all service users.

Background

An explanation of 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 CRCs that provide services under contract. The government has announced its intention to change the arrangements for delivering probation services, and has given notice to CRCs that it will 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.

Bristol, Gloucestershire, Somerset and Wiltshire probation services, managed by Kent, Surrey and Sussex CRC

Bristol, Gloucestershire, Somerset and Wiltshire probation services serves a population of about 3.04 million people. The area incorporates the urban conurbation of Bristol along with the towns of Taunton, Swindon, Bath and Gloucester. Much of Wiltshire and Somerset is rural. The area includes three police areas and eight local authorities. The CRC has 22 offices spread across four geographic areas: Bristol and South Gloucester, Gloucestershire, Somerset and Wiltshire. It has Through the Gate teams based at HMP Bristol, HMP Portland, HMP Guys Marsh and HMP Leyhill. Although most women in custody from the area are held at HMP Eastwood Park, the contract is managed by Wales CRC.

The area has a lower than average crime rate. Police recorded crime (excluding fraud) in 2018 was 59.3 crimes per thousand population in Wiltshire, 56.2 in Gloucestershire and 80.2 Avon and Somerset, compared with an average across England of 87.0.

² Ministry of Justice. (2018) *Offender Management Caseload Statistics* as at 31 December 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.

In December 2018, the CRC supervised 6,359 individuals, with approximately 2,088 on pre- or post-release supervision.

Some aspects of the management of BGSW are delivered across the South West, incorporating both Dorset, Devon and Cornwall, and BGSW probation services, including unpaid work and interventions. Some other management functions are provided across the South West under the deputy Chief Executive based in KSS CRC, including that of the excellence and effectiveness team and policy development.

BGSW CRC was originally owned by Working Links. In February 2019, Working Links went into administration and Seetec, owner of KSS CRC, acquired three of its CRCs: Wales; Dorset, Devon and Cornwall; and BGSW. Consequently, these three areas are no longer separate CRCs but constitute probation services managed by KSS CRC. The offender management function of Wales probation services will transfer to NPS Wales, which is planned for late 2019.

For more information about this 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 offended⁴.

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

150,461

The total number of individuals subject to probation supervision by CRCs across England and Wales⁵

6,359

The number of individuals supervised by BGSW CRC⁵

46.5%

The adjusted proportion of BGSW CRC's service users with a proven reoffence⁶

74%

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders for BGSW probation service. The figure for England and Wales was 78%, against a target of 75%⁷

64%

The proportion of positive compliance outcomes with licences and, where applicable, post-sentence supervision periods for BGSW probation service. The performance figure for all England and Wales was 69% against a target of 65%⁸

85%

The proportion of positive completions of unpaid work requirements for BGSW probation service. The figure for England and Wales was 89%, against a target of 90%⁹

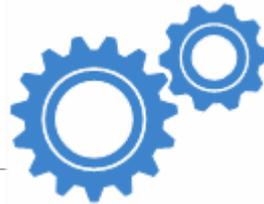
⁵ Ministry of Justice. (2018). Offender management caseload statistics, as at 30 June 2018.

⁶ Ministry of Justice. (2018). Proven reoffending, Payment by results, October to December 2016 cohort.

⁷ Ministry of Justice. (2018). CRC Service Level 8, Community performance quarterly statistics, April 2017 - June 2018, Q1.

⁸ Ministry of Justice. (2018). CRC Assurance Metric J, Community performance quarterly statistics, April 2017 - June 2018, Q1.

⁹ Ministry of Justice. (2018). CRC Service Level 10, Community performance quarterly statistics, April 2017 - June 2018, Q1.



1. Organisational delivery

In the four months since BGSW CRC was taken over, considerable efforts have been made to review both its capacity and its capability at all levels. Much of this is now mapped out, with clear plans in place, and substantial progress is anticipated in the next few months. Nevertheless, at the present time, much of what was in place under the former owners remains. Some changes have already happened, including some management reorganisation and the creation of the excellence and effectiveness team. However, the lack of probation staff and insufficient training continue to be felt in all aspects of service delivery. Some elements of work, including service user engagement and a focus on diversity and equality, remain virtually non-existent. Other services, including Through the Gate provision and support for women, are effective. There is a real attempt to re-energise and engage staff, although many have yet to experience any substantial change.

Strengths:

- There is strong and motivational leadership from the chief executive and chief officer.
- On taking over the CRC, KSS CRC took immediate action to ensure business continuity.
- A clear and detailed transition plan is in place, which maps out how progress will be achieved over the coming months.
- Services for women and Through the Gate provision for those leaving custody are good and have been progressing steadily since before the takeover.
- An immediate review of premises has been positive and improvements are already being seen. Overall, the organisation's infrastructure is reasonable.
- ICT support is generally appropriate.

Areas for improvement:

- Leaders need to pay particular attention to levels of staffing to reduce current workloads and ensure sufficient time and attention is paid to individuals who are subject to case supervision.
- Rehabilitation activity requirement (RAR) provision continues to be regularly cancelled or delayed. Responsible officers are not sufficiently trained or experienced in delivering this work on a one-to-one basis. Work to address offending behaviour is therefore compromised.
- Support relating to employment, training and education (ETE) and drugs and alcohol and provision for individuals with mental health concerns require a more consistent approach across all geographic areas.
- The inconsistent application of quality assurance and staff supervision undermines effective case supervision.
- Management overview of casework is deficient, especially with regard to

managing risk.

- The views of service users across the organisation needs to be understood better and used to inform the development of services.
- Training for staff is insufficient and induction for new staff needs to be delivered consistently across the CRC. Particular attention needs to be paid to issues of risk and risk management.

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

Senior leaders have a clear strategy and focus, developed in the months since the takeover of the CRC and scheduled to be implemented by February 2020. Initial investment in some key areas has ensured the continuity of service provision, and considerable efforts have been made to repair relationships with both partners and the wider staff group, which were damaged in the months before going into administration. Progress nevertheless remains slow and dependent in large part on the ability of the organisation to recruit sufficient staff and maintain those they have in post.

In the months immediately before KSS took over the CRC, many services, and relationships with partners, had been allowed to deteriorate substantially. Since then, a clear strategy has emerged, centred on the transition plan, which is scheduled to roll out between May 2019 and February 2020.

Implementation of changes is being approached vigorously, with clear and appropriate targets and objectives. Timescales remain challenging but realistic. However, many of these changes have still to permeate the organisation. At the time of the inspection, the original Working Links operating model was still in place. This model attempts to allocate a level of resource and contact based on the assessed needs of individuals. However, we found it does not support a personalised approach to case management.

Many staff spoken to throughout the inspection, including responsible officers, said that the organisation is still primarily focused on contractual targets. In our survey of 60 responsible officers, only eight said they thought that the organisation prioritised quality.

Considerable effort has been made to communicate and engage with staff across the BGSW probation services. Roadshows by the chief executive and chief officer were undertaken following the takeover, and regular weekly and now fortnightly e-bulletins are designed to keep staff informed about developments, including transition plans. While this has been positive, many staff remain sceptical about the changes, citing examples of being misled by the previous owners, Working Links. Some responsible officers and middle managers express concerns that improvements have not come quicker.

The BGSW probation services has a complex legacy of senior leadership roles and responsibilities, spanning not only BGSW but also the wider South West of England

and the whole of Wales. The role of some senior leaders is unclear, particularly in relation to the transition to the KSS operating model and structure. Some senior leaders are new to the organisation. Some former Working Links senior leaders are directly involved in the transition and have clear strategic roles; some have responsibilities that span the South West (including Dorset, Devon and Cornwall probation services), while others remain focused on their local area and on case management. In these circumstances, effective communication remains a significant challenge and will influence effective transition.

Relationships with both partner agencies and providers had been poor, which impacted on the reputation of the organisation, and required urgent attention. In addition, some providers had not been paid for some months by the former owner. In large part, these relationships have improved. This was confirmed by representatives of organisations we spoke to during the inspection, who were positive about the new leaders and welcomed their arrival.

When the previous owners went into administration, business continuity was severely threatened. This was compounded by human resources (HR) information becoming inaccessible and the new senior leaders having to negotiate through administrators. Nevertheless, immediate remedial action was fast, impressive and ensured the continuation of services. For example, leaders negotiated internet facilities in the first few days of ownership, provided cameras and equipment to ensure that programmes and RAR activities could be facilitated, and ensured the repair and replacement of unpaid work equipment and vans. Staff were also promised an immediate pay rise, back-dated to the point of takeover, which has now been received. Some of the lowest-paid administrative staff have been upgraded and their salaries substantially increased.

The implementation of recovery plans for both unpaid work and RAR provision predated the change of ownership but has nevertheless been given new impetus, supported by additional logistical resources and improved workforce planning. Other recent organisational changes include the disbanding of Working Links' justice innovation unit and creation of the excellence and effectiveness team, which is intended to bring greater focus to practice and quality.

While the Working Links operating model is not good enough, the KSS model has some way to go before it is fully implemented in the BGSW area, primarily due to the lack of staff in post. An immediate attempt, at the point of takeover, to recruit new operational staff has had mixed results. Part-time and agency staff have been recruited, but they are of varying quality and their impact has been undermined by continued resignations of existing staff. While substantial recruitment for permanent staff is under way, until sufficient staff are in post, the delivery of services is likely to remain compromised. In our case supervision analysis, 43 per cent of cases were judged to have insufficient or inappropriate levels of contact arranged to reduce reoffending and support desistance. This is worse than any other CRC inspected in the last year, where the average was 24 per cent.

An integral part of the KSS strategy is to create a new identity for the BGSW probation services, including reasserting BGSW as first and foremost a probation service, as distinct from a commercial organisation. Referring to staff as 'probation' again has been an important step, which most staff appear to appreciate.

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

Staff workloads across the organisation are too high. Although staff we spoke to believe they have the skills necessary to undertake their work, this was not reflected in the cases we reviewed. Too few staff have regular supervision and there is insufficient management oversight of case work. Many staff are insufficiently trained and/or qualified. Improvements in quality assurance, training, supervision and induction are being introduced by the new owners but benefits have yet to be felt.

At the time of this inspection, current average caseloads were 57.5 for a probation officer and 70 for a probation services officer, which is significantly higher than other CRCs.

The organisation's own workload indicator suggests that 15 per cent of the current workforce have dangerously high workloads, classified as 'red'. While of concern, the level has reduced steadily over the previous three months from 38 per cent of staff with workloads classified as 'red' at the point of change of ownership.

A further 14 per cent of staff have workloads deemed 'at risk' and classified as 'amber'. In our responsible officer interviews, only 20 per cent believed their workload to be manageable. Only 22 per cent said they thought caseloads in their team were actively managed.

Current caseload levels are considerably higher than the aspirational caseload to staff ratio of 40 for a probation officer and 60 for a probation services officer. Even to reach interim levels will require an additional 18 probation services officers and four probation officers. A substantial recruitment drive is currently underway, but new officers are unlikely to be in post and operational until the autumn.

Although in our survey a reasonable majority (78 per cent) of responsible officers said they had the skills, ability and knowledge necessary to supervise their caseload, this was not borne out by our review of cases, especially regarding safeguarding and the management of risk of harm. Furthermore, too few responsible officers said they had regular supervision that enhanced and sustained good-quality work with service users (63 per cent).

Currently, there are not enough responsible officers, so a number of middle managers (senior probation officers) also hold cases, with these caseloads varying in number from 18 to 65. Although most of these cases are low risk, this practice is not appropriate and managers did not have the capacity to afford them sufficient attention. Their range of other responsibilities, including the oversight of facilities, has diminished their ability to ensure that the quality of practice is consistent across their teams.

Caseloads of administration staff are reasonable, although there is a high level of agency staff. Under the previous owners, the CRC had two administrative hubs where core tasks, including allocation of cases, were managed.

The new owners are implementing their own model of facilities managers, with administrative staff based in teams. The model is positive and will alleviate much of the pressure on senior probation officers, allowing them to focus more effectively on

practice. A lead facilities manager, at assistant chief officer level, has been recruited. Recruitment of supporting facilities managers has begun.

There is a significant shortage of staff suitably trained to deliver RAR work and accredited programmes. The new owners took immediate action and recruited and trained a number of facilitators across BGSW in both 'core skills' and the two accredited programmes: The Thinking Skills programme and Building Better Relationships. Unfortunately, in Bristol, two of the three recently trained staff had resigned by the time of the inspection.

As with many other aspects of provision within the BGSW probation services, the previous model of using mentors and volunteers has declined in recent years and is only now starting to be revived under the direction of the new owners. Two volunteer coordinators are in post, but provision across the region remains variable.

The appraisal system, as delivered by Working Links, had fallen into disuse. No one was able to tell us how many staff did, or did not, have a current appraisal. This was in part because of a lack of access to HR data held by Working Links, but also because the system of appraisal was not being applied consistently.

The priority of the newly established excellence and effectiveness team has been the review and implementation of a new appraisal system and supervision policy. This, we were told, was due to be implemented in the next month.

Quality development officers, or their equivalent, had not been part of Working Links' model for some time. Again, this is now a priority for the new owners, and a clear plan is in place for their recruitment and roll-out. This is obviously linked to the wider recruitment of operational staff, but again is designed to improve the quality of case supervision.

The range, frequency and effectiveness of training under Working Links were poor. Staff consistently told us that they had received little or no training. Any training they received was invariably delivered electronically or via a virtual classroom, with little understanding of individual learning styles. In our survey, only 10 per cent of responsible officers said the organisation provided them with sufficient access to in-service training to support the delivery of a quality service. This is, by some distance, the lowest score across all CRCs we have inspected this year. Only 12 per cent said the organisation promoted and valued a culture of learning and continuous improvement against an average of 59 per cent across all other CRCs. This lack of training was reflected in the poor quality of much of the casework we reviewed.

Of concern is the lack of child protection and safeguarding training. Basic online courses had been delivered by Working Links, but this had been inconsistent, and it was difficult to get a clear picture of who had completed mandatory training. Managers were unable to give us clear information on who had received and who needed such training.

Staff induction was similar, with middle managers telling us they organised what they thought was needed by new staff but without a consistent model or plan across the organisation.

It was reassuring that, on taking over the contract, KSS immediately recognised this as an area of risk and has started to exact some control. A detailed training and skills development plan is now in place and a skills audit has been undertaken of all probation and probation service officers. Core training based on HMI Probation standards has been rolled out to middle managers, and a comprehensive training

plan, incorporating key skills, is being delivered to all operational staff between July 2019 and July 2020.

At the time of the inspection fieldwork, 40 per cent of the 55 probation services officers did not have an appropriate NVQ level three qualification. Nine responsible officers were due to start the Professional Qualification in Probation (PQIP) in July 2019. This had been arranged since February. The new owners are developing a new probation apprenticeship scheme, which will now incorporate staff in BGSW.

Only 32 per cent of responsible officers interviewed said the organisation recognised and rewarded exceptional work. The KSS CRC's rewards and recognitions model is now being rolled out across the South West.

No staff survey had been undertaken under Working Links for some time. A recent survey was conducted by the new owners, but the results had yet to be analysed at the time of this inspection.

There are significant and complicated legacy relationships with unions that require careful and active management.

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

Analysis of service user need is appropriately based on offender assessment system (OASys) data, but too many assessments are undertaken at only basic level 1 for this to offer an accurate picture. Service user feedback is too limited. Access to some key service support, including drugs and alcohol, is variable across the area. Work regarding diversity and equality is underdeveloped. Despite a reasonable range of interventions provided by the CRC, this is undermined by long waiting lists and the regular cancellation of RAR activity. There are some good joint initiatives in place and work with both women and Through the Gate support remains positive. Unpaid work is improving.

OASys data is regularly analysed and segmentation data used to determine the needs of the service user population. While useful, this has been limited due to a significant number of assessments having been basic level 1 OASys, which gives few useful insights. In the month before the inspection fieldwork, for example, 12 per cent of medium-risk cases and 32 per cent of low-risk cases were subject to a level 1 OASys.

There are gaps in service provision. ETE support, for instance, is variable across the organisation, with little provided in-house and access limited in many areas. Access to drug and alcohol and mental health services also varies by geographic area, with no over-arching strategic approach. In our case supervision review, in only 31 per cent of cases were services engaged to support and sustain desistance during the sentence and beyond. This is substantially lower than the average across other CRCs of 51 per cent.

Local delivery unit (LDU) arrangements operated largely independently of one another, aligned to local authority boundaries. Partnership arrangements vary considerably by locality. A good example of positive work is the role of the police and

crime commissioner in driving the reducing reoffending agenda across partners in Gloucestershire.

Work regarding equality and diversity across the area has, until recently, been underdeveloped. An action plan for 2018-2019 had been agreed under Working Links but little had been done to implement it. In May, a new and comprehensive equality and diversity policy was completed and is being rolled out across the area.

Interventions teams across the area are responsible for delivering both accredited programmes (Building Better Relationships and Thinking Skills) and RAR group activities, including managing addictive behaviours, emotional resilience, respectful relationships and managing aggression.

Four of the RAR activities have been reviewed through the Wales effective interventions panel; others will be in due course. However, despite the strong and enthusiastic management of interventions, RAR activity is regularly cancelled due to staffing shortages, and there remain long waiting lists for both RAR and accredited programmes. While accredited programmes are prioritised, a lack of staff also compromised their quality assurance. For example, a treatment manager delivered a programme they were scheduled to quality assure, which was not appropriate.

We saw little evidence in our case reviews of the effective implementation and delivery of services. Only half of responsible officers we interviewed said they have access to an appropriate range of services to meet the identified needs and risks of the individual whose case was being reviewed. In only 30 per cent of cases we reviewed were the delivered services assessed to be those most likely to reduce reoffending and support desistance. Again, this was lower than any other CRC and compares to a cross-CRC average of 54 per cent. Responsible officers rarely undertake RAR activity with service users themselves, either because they do not have the capacity or they lack necessary training.

Nevertheless, there are examples of joint initiatives designed to address identified needs which involve the CRC. Included in this is the rough sleepers' initiative in Bristol and the Bristol Integrated Offender Management project, which focuses specifically on domestic abuse perpetrators.

A reasonable majority (70 per cent) of responsible officers believed that there were effective relationships with agencies to manage risk of harm in the case under review. However, while relationships with police and children's social care services are generally sound and we found information was appropriately shared with the CRC, this was too often let down by how this information was used by responsible officers.

Services for women across the BGSW probation services are good. There is strong senior management leadership and a clear strategy which pre-dates the takeover of the CRC. Good partnership arrangements are in place to ensure the delivery of the women's RAR course and wider provision. Good links exist in urban areas with other support services and, while rural provision is, inevitably, more limited, overall access is appropriate.

Before the change of ownership, unpaid work in the CRC was poor. Through increased investment, this is showing signs of improvement, although stand-downs remain a frustrating weekly occurrence, with an average of around 7 per cent against a national target of 2 per cent. The present recovery plan for unpaid work is appropriate and is being driven with energy by senior and middle managers.

Through the Gate services, provided by Catch 22, are generally good and well managed. They have been delivered consistently across the four prisons within the BGSW probation services area for some time. Under the enhanced Through the Gate model, prisoners are now seen more often and services are being expanded.

Insufficient staffing levels have diluted the involvement of, and engagement with, service users, and presently there is no service user forum or council. Service user feedback is limited to the annual survey and those completing programmes. The new owners are looking to introduce their own model with the same emphasis on linking users' views to service delivery planning.

Relationships with sentencers were reported to have improved in the last six months, with consistent information now provided and engagement more frequent. This was work identified before the takeover and which had been developed well.

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

Operational policies and procedures have been reviewed, or are in the process of being reviewed, to ensure consistency across all sites, although staff did not believe this was communicated well. A comprehensive review of all premises has been completed, with remedial action identified and planned, which has largely been a positive initiative. ICT provision is reasonable overall and a new system is due to be implemented. However, quality assurance of case management has been applied inconsistently, so our overall assessment for this standard is that it 'requires improvement'.

Since February, a full review of all policies and procedures has been undertaken. Leaders have revised or replaced those that are not sufficient. While this is an integral part of the transition plan, it is not yet complete. Of those responsible officers interviewed, only 42 per cent said policies and guidance were communicated effectively and only 67 per cent said there was a clear policy on recording cases.

An early task for the new owners has been a review of all premises across the BGSW probation services. The review has identified a number of shortfalls that are now being rectified. Some premises have been deemed unsuitable, such as the current centre for employment and enterprise development (CEED) building in Bristol (where programmes and RAR activities are delivered), and alternatives are being sought.

Due to the rural nature of some parts of the BGSW probation services, service users' access to some premises is challenging, especially in Wiltshire and parts of Somerset. The use of community hubs across the region has been largely successful, although some remain problematic and are also subject to the review of premises. In some cases, service users are allowed to use taxis to attend programmes, for which they are subsequently reimbursed.

Immediately upon taking over the CRC, KSS undertook negotiations to maintain the current internet provider and support provision. A new ICT contract was due to be

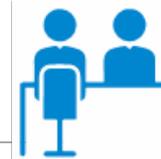
implemented in August, which would change email addresses and help to evolve the culture of the organisation. Although ICT provision is generally reasonable, there have been some problems with Wi-Fi connectivity in places. Despite this, 71 per cent of those responsible officers we spoke to said the case management, assessment and planning systems enabled them to plan, deliver and record work in a timely way, and to access information as required.

Responsible officers currently have laptops that attach to docking stations in offices, and mobile telephones are available for staff who require them. Under the new contract, all responsible officers will have both laptops and mobile telephones. Partner agencies do not have direct access to case records but share information through the current administrative hubs in Wiltshire and Bristol.

Performance and management data is widely available to managers and individuals. The range of information is extensive, timely and responsive to managers' requests. The development and implementation of quality assurance and improvement are, however, less well developed and continue to be variable across areas.

Quality assurance of case management was originally managed through the Working Links justice innovation unit, although its effectiveness diminished in the months before the new owners arrived. Case reviews by managers were variable in both frequency and effectiveness and, while still undertaken, practice remains inconsistent. This workstream now sits within the excellence and effectiveness team, which itself is part of the wider KSS model. While still relatively new, a clear schedule is in place to regenerate this work as part of the transition and service delivery plans.

2. Case supervision



Inspectors undertook a detailed analysis of 120 cases across all five local delivery units and interviewed 60 responsible officers. Based on this analysis, case supervision was found to be inadequate in most aspects, with the exception of assessment, where it was slightly better and was rated as 'requires improvement'. For the cases we reviewed, the service users were sentenced at a time when Working Links managed the CRC, and the impact of a lack of investment in staff numbers, training and personal development was apparent. Planned recruitment, staff development and quality assurance by the new owners have yet to impact on performance, and we expect it will take some months before improvements in the quality of case management are delivered.

In far too many cases, the lack of professional curiosity, absence of analysis of information and poor engagement with partner agencies undermines the effectiveness of supervision. In particular, this impacts on issues relating to safe management of risk. Scores in relation to keeping other people safe are lower than those in any other CRC we have inspected in the last 12 months.

Strengths:

- Assessments generally identify offending-related factors and, when diversity issues are identified, how these impact on an individual's ability to comply and engage with service delivery.
- The views of service users are usually considered in planning (69 per cent of cases).
- Planning is usually sufficient to engage individuals within an appropriate period following the start of a sentence or release on licence to reduce reoffending and support desistance (65 per cent).
- Sufficient efforts are generally made to support individuals to complete their sentence (71 per cent).

Areas for improvement:

- Urgent attention is required to address issues relating to safe management of risk. In only 15 (17 per cent) of the 89 cases requiring it were the implementation and delivery of services to the person under supervision sufficient to support the safety of other people. The average score across the other 20 CRCs is 42 per cent.
- Greater attention needs to be given to the analysis of information available to improve both assessment and planning of work with individuals.
- Appropriate and sufficient training is required for many staff to ensure that they are confident in managing cases effectively.
- Greater attention is required to the provision of, and access to, appropriate interventions to address offending behaviour.
- The use of information from and engagement with partner agencies, in

particular children's services and the police, should be improved.

- Greater attention should be given to ensuring compliance, including taking enforcement action when required.
- There should be better management oversight of all casework.

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

In 60 per cent of the cases we reviewed, assessments focused sufficiently on engaging individuals, and in 53 per cent of cases they focused sufficiently on factors linked to offending and desistance. Where diversity was taken into account, its impact on likely engagement and compliance was considered in a large majority of cases. However, although assessments usually identified offending related factors, these were subsequently analysed in less than half of cases. Despite fewer than half the cases we looked at focusing sufficiently on keeping other people safe, our overall assessment for this standard was that it just met the criteria for 'requires improvement'.

Across our sample, assessment focused sufficiently on engaging individuals in the process in 60 per cent of cases. On too few occasions, however, did the assessment sufficiently consider the individual's motivation or willingness to change or their diversity or personal circumstances. It is worth noting, however, that when diversity was taken into account its impact on an individual's ability to comply and engage with service delivery was considered in 82 per cent of cases.

At the time when the individuals whose cases we reviewed were sentenced, most service users were subject to group induction. This made the effective assessment of diversity needs more difficult, as there were few opportunities to identify or explore individual issues that might impact on their compliance and engagement. It was encouraging therefore that, since the takeover by KSS CRC, induction for service users is now undertaken individually.

To be effective, assessment needs to focus on the factors linked to offending and desistance, but we found that this happened in too few of the cases we examined (53 per cent). Although in a reasonable majority of cases (73 per cent) assessments identified offending-related factors, these factors were analysed sufficiently on only a minority (49 per cent) of occasions. Disappointingly, even when other sources of information were available that could inform the assessment, these were drawn on sufficiently in only 48 per cent of cases. This lack of professional curiosity was a theme that ran through all aspects of case supervision. The following case illustrates this:

Anthony is a 31-year-old male convicted of assaulting a police officer and assessed as a medium risk of harm. The assessment holds very little information and that provided from court has not been included or investigated further prior to completing the initial assessment – this included engagement with adult social care, his history of substance misuse (a condition of bail from the police to attend/engage) or his employment. No attempt was made to communicate with family members or other agencies to source information regarding his current circumstances or mental health concerns.

In a number of cases, assessments were simply 'pulled through' from previous assessments, meaning that information was simply copied rather than updated. The following illustrates the problem:

The assessment is pulled through from an earlier assessment completed in 2017 in many sections. As a result, there is contradictory information contained within it and it is not possible to be confident that it provides an accurate reflection of current circumstances.

Of greatest concern is the fact that in only a minority of cases (49 per cent) did the assessment focus sufficiently on keeping other people safe. While cases managed by probation officers were generally better than those held by probation service officers (58 per cent compared with 46 per cent), this was still too infrequent. We also noted some geographic variations; for example, this work was deemed sufficient in only a quarter of cases in Wiltshire. In 18 per cent, 21 of the cases reviewed, it was deemed that the wrong risk level had been allocated to the case. This was higher than the average across all other CRCs of 13 per cent. In most such cases, key information had not been sufficiently considered. As an example:

Julie is a 35-year-old female sentenced to five months' imprisonment for shop theft and the assault of a security guard. The assessment has not been fully completed and, despite her index offence and previous convictions for robbery and manslaughter, she is shown as posing a low risk of harm with no risk management or contingency plan in place.

Overall, in only 44 per cent of cases where a risk of harm was identified did assessment clearly identify that risk to others, and in too few cases (48 per cent) was that risk clearly analysed. An example of this lack of analysis is the following:

Henry is a 52-year-old man who received a community order with a drug rehabilitation requirement (DRR) after breaching his previous order. The case was assessed as a low risk of harm, yet his index offence was breach of a non-molestation order, in place to safeguard his parents, who he harasses and seeks money from to fund his drug habit. His parents are elderly; his mother has dementia and his father is an amputee, meaning they are vulnerable to exploitation by their son. The initial assessment does not recognise this.

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

The views of service users were considered during planning in a good number of cases and there was an appropriate level of attention given to reducing reoffending and desistance and the services most likely to achieve this. However, in only 30 cases out of 90 did planning sufficiently address factors relating to risk of harm. Far too few cases identified appropriate planning in either domestic abuse or child protection cases. There were too few links made to multi-agency work or plans. Some staff had been inadequately trained. Given that planning was unsatisfactory around the critical issue of risk of harm for well over half of the cases we looked at, we have given this standard an overall rating of 'Inadequate'.

In 65 per cent of cases, planning was sufficient to engage individuals within an appropriate time period following the start of a sentence or release on licence to reduce reoffending or support desistance. However, overall, planning sufficiently engaged service users in too few cases (64 per cent). The use of 'my action plan' is designed to engage individuals more directly in setting personalised goals and we saw examples of when this happened, but it was not consistent.

Although in 69 per cent of cases the views of individuals were considered when planning, personal circumstances and diversity were taken into account in only 56 per cent of cases. It was good that, in two-thirds of cases, planning focused sufficiently on reducing reoffending and supporting the service user's desistance and that, in a similar proportion of cases (65 per cent), planning sufficiently reflected offending-related factors and prioritised those that were most critical. In 69 per cent of cases, planning set out the services most likely to reduce reoffending and support desistance. The following example illustrates this:

Zadie is a 26-year-old female with a lengthy history of drug misuse and acquisitive crime. The responsible officer focuses on building a positive working relationship with the service user from the commencement of the court order. She adopts a motivational approach to supervision and ensures that some of the service user's views are incorporated into sentence planning. There is sufficient planning to address offending behaviour and support desistance from the commencement of the court order.

However, planning related to keeping other people safe was found to be inadequate. In only one-third of relevant cases (90) was planning focused sufficiently on keeping other people safe. This is lower than any other CRC inspected this year. In only 41 per cent of cases did planning sufficiently address risk of harm factors and prioritise those that are most critical. The following is typical of such cases:

Pedro is a 47-year-old male given an 18-month community order for stalking, causing serious alarm and distress. Although there is a good assessment, planning activity around protecting current and potential victims is poor. Despite risks to a known adult (former partner and victim of the offence) no protective or control measures

are identified in risk management planning. Contingency planning is poor, with no consideration of how to respond to changes, or what to look out for.

Adequate planning was identified in only 30 per cent of relevant domestic abuse cases and in only 27 per cent of child protection cases, compared with average scores of 45 per cent and 51 per cent respectively across all other CRCs. In only just over a quarter of 72 relevant cases where other agencies were involved in the case did planning make appropriate links to their work and to any multi-agency plans. The following is an example:

Dev is given a 12-month community order with 15 RAR days and 40 hours of unpaid work. Risk management planning activity is weak, and written plans are superficial and lack identified actions as to how risks (to the public and children) will be managed. Despite children's social care being involved with his partner's child (with whom he resides), there is little evidence of how joint working will be approached. Contingency planning is absent.

A perennial issue appears to be the lack of training and effective management overview. In numerous cases staff did not appear to know what to do when issues relating to safety emerged in a case they were responsible for. The following was typical:

The case manager is a PSO who, at the time of being allocated this medium risk of harm case, was six months into her role. She has received very little training and feels that she is lacking skills in assessment, planning and delivery of interventions to address offending behaviour. This is evident in her OASys, as this is basic, generic and inadequate in terms of robust risk management. There is a lack of analysis in relation to index and past offending. There are aspects of the index offence which are not explored further (alcohol misuse) and this impacts on planning. The responsible officer has not received any child safeguarding training – she admits that she is unsure as to what actions she needs to take.

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

In only a little over half the cases we reviewed was there sufficient focus on engaging individuals, and in almost half of cases (47 per cent) the requirements of the sentence did not start promptly. In less than a third of cases did the implementation and delivery of services support desistance. There were delays in access to RAR activity and long waiting lists for programmes. Insufficient activity was undertaken in relation to supporting the safety of other people in a worryingly high number of cases. Sufficient attention was given to protecting actual or potential victims in less than one in six relevant cases.

Sufficient efforts were made to support individuals to complete their sentence in 71 per cent of cases. However, overall, in too few cases was the sentence/post-custody period implemented effectively with a focus on engaging the service user (53 per cent). There was an increased likelihood of positive outcomes in cases where individuals were engaged effectively by the responsible officer and others working with them. The following is an example:

Kathleen is a 23-year-old female who received a two-year community order for possession of a weapon. Engagement with the service user is excellent. J attends the Women's Centre and engages with the interventions offered, such as 'Mum's Minds Matters'. J develops good working relationships with her mental health and substance misuse workers too, and this supports her efforts to stop using drugs and to achieve a level of stability in her life.

However, too often this did not happen. The requirements of the sentence started promptly or at an appropriate time in only 53 per cent of cases, and staff focused sufficiently on maintaining an effective working relationship with the service user in only 56 per cent of cases. The following is an example:

The initial engagement and enforcement were poor. There were numerous missed appointments and the service user was only seen three times in the first three months, without any unpaid work being completed.

In only 32 per cent of cases did the implementation and delivery of services effectively support the service user's desistance. The reasons for this appear to relate, in part at least, to delays in accessing accredited programmes and RARs, such as in the following example:

The service user has yet to start any of the four RARs that were identified for him. The responsible officer explained that this was due to RAR waiting lists and lack of RAR delivery in the evenings.

However, more concerning is that, in many cases, this lack of activity was due to a lack of contact and/or enforcement by the responsible officer, as the following example shows:

Case management is appalling. An insufficient level of contact has been offered, with a period of over 10 weeks when the service user was not seen by their responsible officer. Multiple failures to attend unpaid work over a three-month period have not been enforced, and failure to attend a number of the Building Better Relationships (accredited programme) sessions did not lead to enforcement. When the service user has attended, little meaningful intervention has been provided. Building Better Relationships, unpaid work and RAR requirements are all outstanding at the half-way stage of a 12-month order.

A recurring theme in our review of casework was that many responsible officers felt that work pressures did not allow them sufficient time to manage cases effectively. Inspectors assessed the level and nature of contact as sufficient to reduce reoffending and support desistance in only 28 per cent of the cases reviewed. The following example is typical of such cases:

In the seven-month period being inspected, the service user only attended two planned appointments, both of which were his first contact on release from custody, so no meaningful interventions were delivered.

The responsible officer admitted in interview that they had lost touch with the service user (and there was no recorded contact or efforts to contact him) for four months. His lack of contact only came to light because the responsible officer received a notification from court of an appearance for a further shop theft offence. The responsible officer blamed this oversight partly on an unmanageable workload and reported that they were holding in excess of 80 cases at this time.

Given the paucity of effective assessment and planning to support the safety of others, it was not surprising that the poor understanding and management of safety was also widely reflected in the implementation of case supervision. Of the cases where services to support the safety of other people were required, this work was delivered in a shockingly low proportion – just 17 per cent. Again, this was the lowest level we have found in any inspected CRC in the last 12 months. Of the cases where there were identifiable actual or potential victims, sufficient attention was given to protecting them in only 16 per cent, and where there was involvement of other agencies in managing and minimising the risk of harm, the case was sufficiently well coordinated in only a quarter of cases. Numerous examples could be cited of this woeful lack of risk management, but the following is typical:

There was no risk management planning and this follows through into a lack of active risk management of this case. Despite there being current and previous domestic abuse concerns, and child safeguarding concerns with the service user's children being open to children's social care under a child protection plan, there are no attempts at multi-agency working or information-sharing. There is no evidence of the responsible officer having attended any case conference, core groups or having had any contact with the social worker. There is no evidence of attempts to monitor or manage relationships with partner/victim.

One further point worthy of note is the lack of home visits where these are appropriate. These were undertaken in only 9 per cent of cases where they would have been relevant (77 cases). Many responsible officers told us that home visits were either not allowed or were 'a luxury' due to the pressure of work. Although there had been restrictions on home visits under Working Links, this was no longer the case and had not been so since the middle of February when KSS arrived. The following demonstrates how the use of home visits would have helped in the management of a case:

There was an initial lack of contact with social services to establish their involvement with the children, and this lack of investigative approach carried through the whole intervention process. The inspection process has prompted further inquiries, which reveal the children are known and could soon be escalated to child protection. The lack of home visits is also a significant gap and would have supported the safety of others if this had been a strategy from the beginning.

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

In too few cases was there sufficient focus on supporting compliance and engagement. Even following breach and/or non-compliance, there was little attention given to exploring the reasons underpinning this. In only a third of cases did reviewing focus sufficiently on keeping people safe. Engagement with other agencies involved in managing individuals' risk was also too infrequent.

In relevant cases, reviewing focused sufficiently on supporting the service user's compliance and engagement in only 39 per cent of cases. In only 42 per cent of those cases were any necessary adjustments made to the ongoing plan of work to take account of compliance and engagement levels and any relevant barriers. In only 26 per cent of cases was the service user meaningfully involved in reviewing their progress and engagement. On too many occasions, despite a failure to comply and/or breach proceedings being taken, little was done in the subsequent review to assess the reasons for non-engagement. The following is an example:

The previous community order was terminated as a result of poor compliance and nothing was put in place to take this into account or to assess what the issues were. There was a lack of a proactive approach from any of the responsible officers involved in the case to review exactly what was going wrong with engagement.

In 62 cases, inspectors assessed that reviews needed to focus on factors supporting the service user's desistance. Where this occurred, there was often a clear plan about how to take work forward, as the following example demonstrates:

There was a lot of reviewing in this case because of the service user's non-compliance, recall and subsequent breach of post-sentence supervision. The final review document ties all these together, addressing the changes in the service user's circumstances and how these will be addressed going forward.

However, such reviews were relatively rare, with only 44 per cent of cases deemed sufficient. The following example is more typical:

There are several significant changes in circumstances which impact on desistance (breakdown in relationship, loss of accommodation, return to drug use) and offending (owing debt to drug dealers, further offending), but there is a failure to respond effectively to these incidents and information. The responsible officer demonstrates no professional curiosity when new information is given, and fails to take an investigative approach, neglecting to pursue information with police or other partner agencies. Despite significant changes in circumstances, no formal reviews of risk assessments or plans are undertaken.

Reviews focused sufficiently on keeping other people safe in only 33 per cent of the 69 cases where this was required. The proportion of cases where necessary adjustments were made to the ongoing plan of work to take account of changes in the risk of harm was inadequate, and in only a quarter of cases where other

agencies were involved in managing the service user's risk of harm did input from them inform reviewing. The following are examples of these failings:

There is insufficient evidence to suggest that there has been adequate reviewing to support the safety of other people. The conviction for the affray (reduced from aggravated burglary) did not specifically prompt the responsible officer to review the risk management and contingency plan to address potential risks to children.

There is no liaison with the drugs service to check on progress. Once the service user reports that she is living opposite her violent ex-partner and subsequently moves in with him there are no checks to ascertain the risks involved in this situation.

4. CRC-specific work

We examined 44 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 BGSW probation services. Unpaid work provision across the BGSW probation services requires improvement. A good range of individual and group placements are available, and in many cases opportunities are taken to maximise the individual's development. However, as with much of the work with service users we reviewed during this inspection, unpaid work took sufficient account of the risk of harm posed by individuals in too few cases (52 per cent). Stand-downs and the cancellation of work were also too high.

We examined 22 custodial cases in which the individual had been released on licence or post-sentence supervision six weeks earlier from the BGSW probation services' resettlement prisons. Through the Gate work has been expanded substantially under the enhanced model, which has been in place since April. The quality of work undertaken generally across the four prisons in which BGSW sub-contracts work to Catch 22 is good. We saw examples of good, well-integrated support that properly focused on the needs of individuals and was communicated effectively to community-based responsible officers. Nevertheless, both Through the Gate staff and responsible officers needed to focus more on identifying and addressing issues of risk of harm.

Strengths:

- The sentence of the court regarding unpaid work is usually implemented within 14 days of sentence, and professional judgement used regarding missed appointments was generally appropriate.
- There was a good range of both individual and group placements.
- Through the Gate provision by Catch 22 is appropriate and the expanded enhanced service is being implemented well.
- Services to address identified resettlement needs are identified appropriately and delivered in line with individual needs.
- Individuals are actively engaged in the assessment of their needs.

Areas for improvement:

- Responsible officers should consider the diversity and needs of individuals when carrying out unpaid work assessments.
- Access to translation services is required for individuals with limited English language to ensure they can start unpaid work in a timely fashion.
- More permanent staff are required to ensure effective cover of work placements.
- Stand-down rates remain unacceptably high.
- In both unpaid work and Through the Gate provision, greater attention is required by staff to managing risk.

- Where possible, information provided to Through the Gate staff should be verified.
- Where work is identified to be undertaken by partner agencies and departments in custody, progress should be monitored and the responsible officer informed prior to release.
- Clarification should be sought by Through the Gate staff as to what information should be shared with responsible officers regarding an individual's time in custody.

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

Of the 44 unpaid work cases we reviewed during the inspection, only 52 per cent focused sufficiently on the key relevant issues. Although a large majority took account of the individual's motivation and willingness to comply with unpaid work, too few considered the service user's diversity and personal circumstances, such as learning difficulties and drug/alcohol misuse. Although assessments considered the impact of diversity issues on the individual's ability to comply and engage with unpaid work in 60 per cent of cases where these issues were identified, this did not happen in 17 cases, as the following example illustrates:

The service user discloses that he suffers from chronic arthritis and it is recorded that this condition can cause him to experience significant pain in his right ankle at times. The service user also identifies that he has issues with alcohol misuse but this is not explored further. It is not clear to what extent he misuses alcohol, how this impacts on his everyday life or whether it may impact on his ability to comply with unpaid work requirements.

In three of the cases we reviewed, the service user was a foreign national with little English. A lack of access to immediate translation services meant that the start of work was delayed. During this time, one service user left the country and has not returned.

Despite attempts in some of the cases we reviewed to accommodate the individual's diversity, in too few cases (55 per cent) did arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence. In only 51 per cent of the cases inspectors reviewed was the work allocated assessed to be appropriate, taking into account the diversity and personal issues of the service user. Of greater concern was that in almost half of all the cases we reviewed (48 per cent) arrangements for unpaid work did not take account of risk of harm. In some cases, this was because of poor assessment; in others, it was because of information not being accessed by unpaid work staff. The following illustrates some of the potential consequences:

The OASys and police evidence suggests that the service user holds discriminatory and sexist beliefs against females and that this needs to be monitored. Within a period of two months he has committed two offences of violence against two different women, one being his partner at the time. These offences also involve a degree of control and humiliation.

This information does not appear to have been considered by unpaid work staff in arranging the work placement. He is given an individual placement with Barnardo's. Although he attends regularly, within a matter of weeks he is suspended from the project due to concerns about his behaviour towards female volunteers and vulnerable adults working within the project.

In a reasonable majority of cases (79 per cent), arrangements for unpaid work maximised opportunities for the service user's personal development. A good range of both group and individual placements are available, which includes work in charity shops, ground clearance and supporting lunch clubs.

In Bristol, there are specific projects working on the SS Great Britain and at Bristol Zoo. Service users are able to engage in employment, training and education (ETE) for up to 20 per cent of their allocated unpaid work hours. Although provision is not consistently available across the BGSW probation services area, where it is, especially in Bristol, access helps to enhance the overall benefits of unpaid work. Support includes online courses and help to update CVs, disclosure workshops and the completion of first aid certificates. In 81 per cent of cases where it was required, feedback to responsible officers was undertaken regularly, although in some cases, this was judged to lack detail.

Inspectors judged that in 65 per cent of cases the sentence of the court was implemented appropriately. In 84 per cent of cases, unpaid work was initiated within 14 days, and in a reasonable majority (74 per cent) of cases where they were required, professional judgements recorded in relation to decisions about missed unpaid work appointments were assessed as appropriate.

The main concern regarding unpaid work, however, is the level and number of stand-downs. Before KSS CRC's arrival in February, there had been considerable failure to invest in unpaid work. This had resulted in a large shortfall of staff and, therefore, high levels of stand-downs. While some progress on recruitment has been made, this has largely been of sessional or temporary staff. Sickness absence is still difficult to cover, especially at short notice. Although a significant recruitment drive for permanent staff is underway, stand-downs remain a significant issue. Of the case reviews undertaken, more than half had experienced one or more stand-downs during their order to date, with one person having experienced five.

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

Through the Gate services are provided within the area by Catch 22, with staff based at HMP Bristol, HMP Portland, HMP Guys Marsh and HMP Leyhill. Of the 22 cases we reviewed, 14 (64 per cent) were released from HMP Bristol. The implementation of the enhanced Through the Gate model in April 2019 saw the number of staff increase across the four prisons from eight case workers and three senior case workers to 13 case workers and four senior case workers. This increase in staff was largely reflected in the cases we looked at, where 86 per cent had a resettlement plan and 64 per cent drew on sufficient sources of information.

In a reasonable majority of cases (68 per cent), resettlement planning focused sufficiently on the service user's resettlement needs and on factors linked to offending and desistance. In 73 per cent of cases, the resettlement plan identified the service user's strengths and protective factors, and considered ways to build on these. In 19 out of 21 cases where assessment took place, the individual was meaningfully involved in planning their resettlement, and their views were taken into account. However, while this is positive, in several cases Through the Gate staff simply recorded what service users said, without verifying it. Consequently, the resettlement plan took into account factors related to risk of harm in only eight out of 20 cases where it should have done. The following case illustrates this point:

The resettlement plan is based on the service user's self-report, with no verification with other departments within the establishment and fails to consider relevant risk information – sex offender registration and the index offence of domestic violence.

In 73 per cent of cases, resettlement activity focused sufficiently on supporting the service user's resettlement. In 14 out of 19 cases where it was required, services were delivered in line with the service user's resettlement needs, prioritising those which were most critical. The following example exemplifies how effective work can be when it is properly focused on identified needs before release:

Omah is a 45-year-old male released from Bristol prison. The resettlement worker contacts a previous prison to obtain copies of the certificates of qualification that he obtained there to support future employment opportunities. They refer him into a CV workshop and on to a Construction Skills Certificate Scheme (CSCS) course. He is referred to a job experience workshop with Dalsey Hillblom Lynn delivery company (a well-known delivery company) and he is supported in obtaining a bank account. He is supported to complete housing application forms. Liaison takes place with the local authority and he is met at the gate by someone from the safer impact team and from a housing agency. He had referred himself to the prison substance misuse team.

Unfortunately, this effective work was not carried out consistently. A significant aspect of the Through the Gate role is to ensure that referrals are made to appropriate prison departments before release and that any such work undertaken is reviewed and included in resettlement plans. In a number of cases we reviewed, although areas of concern were identified and referrals made, these were not

followed up to inform the final release plan and the responsible officer, as the following example demonstrates:

The service user was identified as being homeless on release and that he would be referred into the CSCS scheme in the prison. An update identifies that, although a form was returned to the leaving care worker in relation to accommodation, there was no follow-up pre-release and the individual was released homeless. The service user was still requesting a referral into the CSCS scheme on release. The Through the Gate worker also indicates that they will refer him to see the GP, as he needs a prescription for his attention deficit hyperactivity deficit (ADHD), but again there doesn't appear to have been any action on this and there is no update in the review.

Sixty-four per cent of cases that inspectors reviewed were assessed to have had effective coordination of resettlement activity. In a reasonable majority of cases (68 per cent), communication with the responsible officer in the community, prior to and at the point of release, was effective. However, within the Through the Gate model it was not clear what was and what was not regarded as appropriate to share about individuals with the responsible officer. The following two examples illustrate the contrast:

The case of a 32-year-old male released from HMP Portland demonstrated excellent evidence of liaison with the responsible officer and other departments within the establishment. The resettlement plan contains good-quality information about the service user's custodial behaviour, mental health, other agencies he has been working with in custody and intentions for release, as well as the key required pathways, and demonstrates an understanding of risk concerns in the case.

Patrick is a 23-year-old released from Bristol. At assessment he requested that a referral was made to substance misuse services. It was not apparent whether this had happened. Once released, he disclosed that, while in custody, he had used new psychoactive substances, and had been hospitalised. This was significant information but had never been disclosed by the prison to the responsible officer.

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 60 individual responsible officers, asking them about their experiences of training, development, management supervision and leadership. We held various meetings and focus groups, which allowed us to triangulate evidence and information. In total, we conducted 40 meetings and focus groups. The evidence explored under this domain was judged against our published ratings characteristics.¹⁰

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

In some areas of this report, data may have been split into smaller sub-samples, for example male/female cases, probation officer/probation service officer cases. Where

¹⁰ HM Inspectorate's domain one ratings characteristics can be found here: <https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf>

this is the case, the margin of error for the sub-sample findings may be higher than five.

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 5).

Unpaid work

We examined 44 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 BGSW probation services. We ensured that the ratios in relation to gender and risk of serious harm level matched those in the eligible population. We used the case management and assessment systems to inspect these cases.

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

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

Through the Gate

We examined 22 custodial cases in which the individual had been released on licence or post-sentence supervision six weeks earlier from the BGSW probation services' resettlement prisons, over a two-week period. The sample included those entitled to pre-release Through the Gate services from the BGSW probation services, 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 BGSW responsible for Through the Gate services
- a middle manager responsible for Through the Gate services in specific prisons
- a group of Catch 22 resettlement workers, commissioned by the CRC, directly responsible for preparing resettlement plans and/or meeting identified resettlement needs.

Annex 2: Inspection results: domains two and three

In this inspection we conducted a detailed examination of a sample of 120 domain two cases along with a total of 66 domain three cases. In each of those cases, we inspected against four standards: assessment, planning, implementation/delivery and reviewing. Within each standard, inspectors answer a number of key questions about different aspects of quality, including whether there was sufficient analysis of the factors related to offending; the extent to which service users were involved in assessment and planning; and whether enough was done to assess the level of risk of harm posed – and to manage that risk.

To score an 'Outstanding' rating for one of the domain two key questions, 80 per cent or more of the cases we analyse have to be assessed as sufficient. If between 65 per cent and 79 per cent are judged to be sufficient, then the rating is 'Good' and if between 50 per cent and 64 per cent are judged to be sufficient, then a rating of 'Requires improvement' is applied. Finally, if less than 50 per cent are sufficient, then we rate this as 'Inadequate'.

The rating at the standard level is aligned to the lowest banding at the key question level, recognising that each key question is an integral part of the standard. Therefore, if we rate three key questions as 'Good' and one as 'Inadequate', the overall rating for that standard is 'Inadequate'.

Lowest banding (key question level)	Rating (standard)
Minority: <50%	Inadequate
Too few: 50-64%	Requires improvement
Reasonable majority: 65-79%	Good
Large majority: 80%+	Outstanding

2. Case supervision

Standard/Key question	Rating/% yes
2.1. Assessment Assessment is well-informed, analytical and personalised, actively involving the service user	Requires improvement¹¹
2.1.1. Does assessment focus sufficiently on engaging the service user?	60%

¹¹ In arriving at the ratings for Assessment, we have exercised professional discretion in relation to the case data, as to take account wider evidence gathered about this particular aspect of practice

2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	53%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	49%

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

2.2.1. Does planning focus sufficiently on engaging the service user?	64%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	66%
2.2.3. Does planning focus sufficiently on keeping other people safe? ¹²	33%

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

2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	53%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	32%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	17%

2.4. Reviewing	Inadequate
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?	39%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	44%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	33%

4. CRC-specific work

¹²Please 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.

Standard/Key question	Rating/% yes
4.1. Unpaid work	
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court	Requires improvement
4.1.1. Does assessment focus on the key issues relevant to unpaid work?	52%
4.1.2. Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?	55%
4.1.3. Do arrangements for unpaid work maximise the opportunity for the service user's personal development?	79%
4.1.4. Is the sentence of the court implemented appropriately?	65%
4.2. Through the Gate	
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs	Good
4.2.1. Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	68%
4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?	73%
4.2.3. Is there effective coordination of resettlement activity?	64%

Annex 3: Operating model

Key roles and responsibilities

All service users are assessed at the time of sentence using the BRAG assessment framework. The colour allocated, **Blue, Red, Red-Amber, Amber, Green (BRAG)**, thus determines the level and frequency of contact they will receive through case management activities. Blue service users are in custody (IOM cases remain Red or Red/Amber throughout sentence), while Green represents service users with both a low risk of reoffending and of causing serious harm. For those service users in custody an assessment is undertaken twelve weeks prior to release to determine the intensity of supervision they will be subject to upon release.

All service users are subject to a review of their BRAG rating every six weeks (when in the community). Greater resource is allocated to those service users who are assessed as medium risk of harm along the following principles:

- structured, motivational and engaging
- emphasis is on social (re)integration
- includes discussion around their initial assessment & milestones for progress
- includes referral to other community agencies for ongoing needs
- specific support addresses the attitudes and thinking that drive crime.

BRAG Assessment Framework



Seetec
JUSTICE

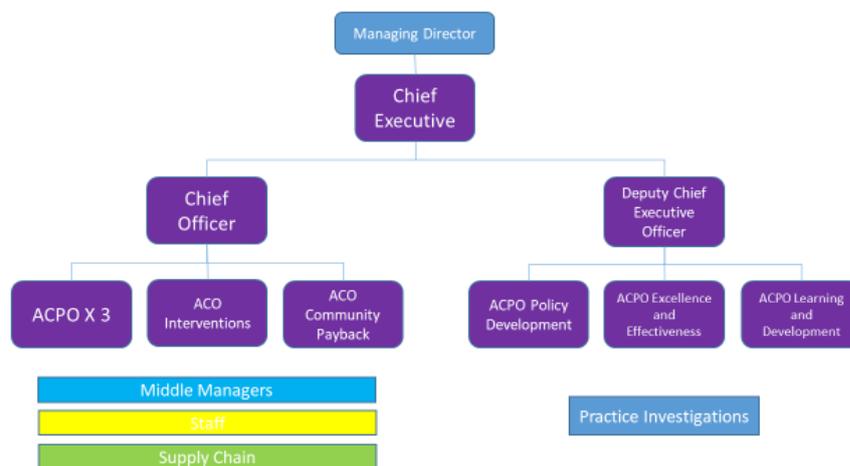
The Framework is designed to support meaningful contact with service users by addressing risk and desistance factors in a way which will optimise their ability to benefit from services and have the greatest impact on the wider communities.

It is purposefully holistic and person-centred to ensure that risks are fully explored, understood and managed so diversity factors - including any potential barriers to responsibility - are addressed. As an example, a low risk female service user who is a victim of domestic abuse will require additional support despite a relatively low offending needs profile (Complexity & Vulnerability Quadrant).

This example represents meaningful contact since practical assistance in a service user's day-to-day life must be prioritised to prevent further offending & harm, even beyond contact with the service.

To support a holistic and evidence-based approach, the top two quadrants focus on Risk and Offending Related Needs and the remaining two quadrants focus on Desistance Factors and Individual Service User Needs. (Drawing on info available in OASys)

There is a natural over-lap in some cases, however the over-arching framework is designed to support practitioners give the right service to the right service user at the right time.



The operating model in practice

The Working Links' CRCs have developed a high/low intensity case management model supported by a BRAG rating system. It takes account of both contractual requirements and research findings. It recognises that risk is dynamic and that reoffending often occurs early in the sentence. Therefore, it is important to achieve effective engagement with the service user from the outset of contact. The supervisory relationship is recognised as the key vehicle for behaviour change and to help support desistance.

Probation Officers and Probation Service Officers deliver case management in local offices (referred to as front offices) throughout the Local Delivery Unit footprint within BGSW. Probation Service Officers in the operational hubs have also delivered Case Management activities, primarily through telephone contact, to some service users in custody and to those assessed as a low risk of harm in the community. A large proportion of whom are subject to single unpaid work requirement orders. In

October 2018, contractual changes to support a Minimum Case Manager Contact on a face-to-face basis have supported developments to the operating model.

As a result, from 1st November 2018 newly sentenced Green cases (assessed as low risk of causing serious harm) have been managed by Front Office Probation Service Officers from the sentence start. Furthermore, contact frequencies for Green cases (assessed as medium risk of causing serious harm) have increased to a minimum of a monthly basis to support a higher frequency of face-to-face contact with Case Managers within front office teams. Single requirement unpaid work Orders (assessed as low risk of causing serious harm) will continue to be managed by PSOs work from the Operational Hubs in Swindon and Bristol.

There are two operational hubs one located in Swindon the other in Bristol. The delivery of most BGSWs administrative functions are from these hubs. This is to ensure that processes are streamlined, other agencies have an effective single point of contact and to maximise the support required for front line delivery. As noted, we are in the process of adapting the operating model so that we are able to deliver most case management (expect low risk single requirement unpaid work orders) from the front office from point of sentence which will meet the minimum contact specification requirements. Front office delivery also includes services delivered through local Community Hub arrangements (document ref.40a in the evidence pack)

Case Allocation: We use a tool (document ref. 19d in the evidence pack) to ensure that we allocate cases either to Probation Officers or Probation Service Officers based upon their risk profile. Initial allocation is undertaken by administrative staff within the operational hubs, with Team Manager oversight. The appropriateness of case allocation is then confirmed after the initial face-to-face contact and the completion of the OASys risk/needs and BRAG assessments by Probation Officers and Probation Service Officers.

Induction: We have developed a case management induction model for all service users, generally delivered in groups. However, the approach is undertaken on a 1:1 basis for some female and vulnerable service users and for those in some rural areas. Service Users with diversity issues such as learning disabilities and those who have need for interpreter services, also receive personalised induction arrangements where this is required. This approach ensures that Service Users benefit from a consistent understanding of the requirements of the sentence and have access to valuable information about available services and support. The induction session and supporting materials aim to identify diverse needs and prepare the service user for the one-to-one meeting with their Case Manager to complete the sentence plan. This is separate from any induction process for Interventions and Unpaid Work. We introduced a new sentence plan format "My Action Plan" (document ref. 5k in the evidence pack) in response to feedback from service users that they did not feel well engaged with the process.

Case Management Model

A key element of this model is the use of a BRAG rating system. This is an assessment that builds upon the initial OASys and determines the intensity of case management required for each case. This approach is applied regardless of the type of sentence and associated requirements. The assessed level of risk, both of reoffending and of causing serious harm, are the overriding factors in the BRAG

rating. All cases are assigned either a Blue (custody) Red, Red/Amber, Amber or Green rating (document ref. 5f in the evidence pack).

Red cases that are assessed as posing the highest risk of serious harm and/or reoffending, often with associated complex needs, will attract the most intensive intervention and the highest resources. These Service Users require regular 1:1 Case Manager contact and close risk oversight, which are supported by Sentence, and Risk Management Plans that prioritise the delivery of interventions and multi-agency working/services.

At the other end of the scale, Green cases assessed as posing the lowest risk of harm and/or reoffending and have the least complex needs, will attract the least intensive intervention and the lowest resources in line with the principle of resources following risk. Responsivity and levels of Service User engagement are further factors considered in the BRAG assessment (document ref. 5f in the evidence pack). Contact frequencies are set to match the BRAG status. These frequency levels are currently subject to a schedule 8 change notice.

As risk levels are dynamic and in line with good risk management practice, a further risk assessment should be undertaken immediately if there is any cause for concern or there is a significant change in the service user's circumstances. The BRAG rating of all Service Users is reviewed every 6 weeks to ensure that the risk and offending related factors are continuously re-assessed with priority given to risk management and rehabilitative activities. This re-assessment may lead to a change in BRAG status and thus a change in resource allocation, reflected in the sentence plan. This could involve a change of Case Manager e.g. from PSO to PO, oversight by a PO or in the case of reducing risk, the involvement of a PSO as a designated Case Manager. Continuity of case management is a key principle unless a change of Officer is the most appropriate way to effectively manage the risks posed.

Women: All female service users are offered the option of a female offender manager. Where possible women are seen in locations away from Probation Offices, such the CRC managed Eden House and external Women's Centres that offer female only environments. Where alternative arrangements are not available, each office can offer female only reporting sessions. We deliver a Women's only Rehabilitation Activity Requirement (RAR), a specific intervention for female service users and in addition, there are opportunities to provide RAR sessions for example Beyond Anger and Violence, to female only groups where there is sufficient demand.

Integrated Offender Management (IOM): Where there are IOM schemes CRC Case Managers are an integral part of this multi-agency approach to reducing re-offending and associated harm in the identified cohorts. The BRAG model applies a Red or Red/Amber weighting to IOM cases to reflect both the risk posed and the level of resources required to manage those cases posing a high/very high risk of reoffending and who often pose a risk of causing serious harm to others.

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

Interventions Teams: Our operating model has interventions teams that deliver Accredited Programmes and groups RARs. The portfolio of RARs reflects the service user needs profile and the effective practice evidence base. We are in the process of refreshing the RARs, as part of which we have been submitting them for evaluation by the Wales HMPPS effectiveness panel. Each RAR has selection criteria, which the Case Manager will consider when determining the allocation and sequencing of RAR days.

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

Resettlement: Resettlement Services are provided through the supply chain. For male service users the provider is Catch 22 and for female the service is delivered by Safer Wales. We allocate a Case Manager at point of sentence. Their engagement with the service user increases from 12 weeks prior to release so that they can reflect and build on work done in custody in the sentence plan.

Available services and involvement of the third sector

During the past two years, Bristol, Gloucestershire, Wiltshire and Somerset CRC have adopted a policy of moving probation out into the community through the development of Community Hubs. These hubs are sited within projects that are already in local communities, run by organisations with strong links to and acceptance by those communities. They are actual hubs (not virtual) and are made up of a number of different agencies, services and facilities. They are not restricted to service users from a criminal justice background and enable probation service users to become part of a community that can help to reduce isolation, improve integration and provide positive opportunities.

To date there are 12 hubs within the BGSW CRC, ranging from small operations, open half a day a week in rural market and coastal towns, to those in large towns and cities where they can be open up to five days per week.

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

Parts of BGSW are very isolated and rural, especially Somerset, where community hubs are also used as a way of providing a service that is accessible to service users. Without such hubs, the issues of rurality and a lack of public transport would have a big impact on compliance and engagement.

Drug and Alcohol providers across the southwest are predominantly Voluntary Community Sector (VCS) organisations. Community Hubs provide them with an opportunity to engagement with Case Managers as well as delivering services and support to service users. In addition to specific rehabilitation services many of the

organisations also deliver a peer support programme that is based on mentoring principles utilising the individuals with lived experience.

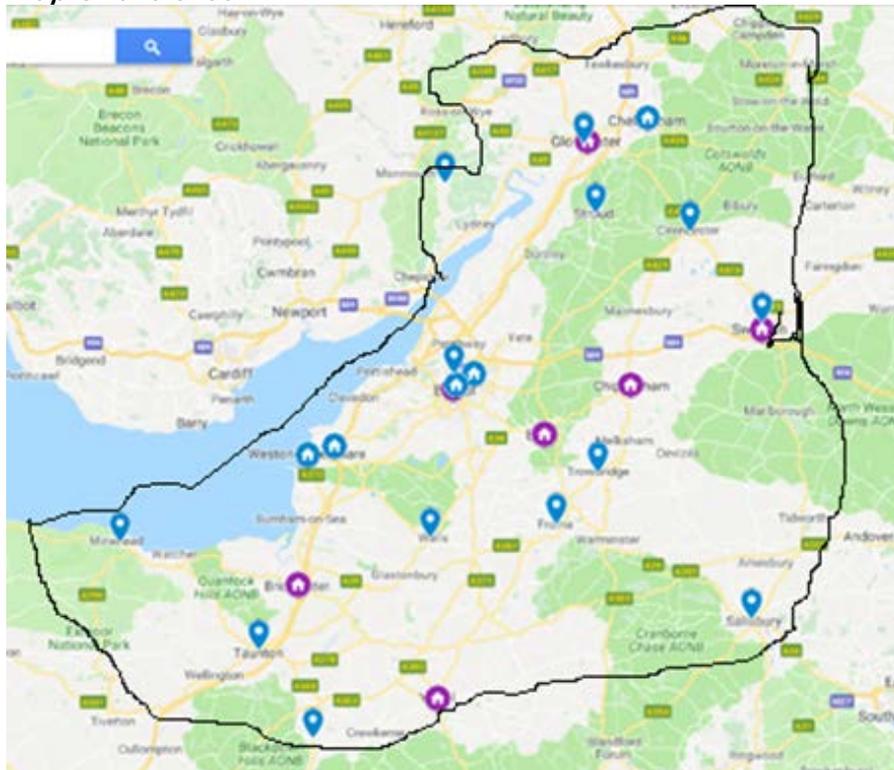
PACT: In addition to community mentoring provision PACT provides a TTG mentoring service from local resettlement prisons as part of our supply chain. Mentors provide intensive individualised advice, guidance, signposting and brokerage of mainstream service support. PACT deliver Through the Gate mentoring across Wales, BGSW and DDC. They meet Service Users in custody for an initial appointment and assessment. They will then pick them up at the gate and take them to any appointments/meetings as required just after release. They will then meet with them for a third time in the community to address any other needs. PACT can also offer light touch support (via phone/drop in) for up to 12 weeks post release, should the service user request it.

Catch 22: The supply chain partner for our TTG offer from local resettlement prisons is Catch 22 They deliver a programme consisting of accommodation and employability support, assistance with finances, benefit and debt, health and family and relationships. Catch 22 provide Through the Gate Resettlement services in all of our southwest male prisons: Bristol, Guys Marsh, Leyhill, Portland, Exeter & Channing's Wood.

The Nelson Trust: The Nelson Trust are a female specialist provision providing interventions and partner link work in BGSW. They have a number of specialist women's centres with a time table of activities to support women.

HomeGroup: HomeGroup provide accommodation advice and guidance across BGSW and DDC for service users in the community to support service users who are homeless or at risk of homelessness.

Map of the area



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 well-being sectors.

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.

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 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.

Originally, KSS CRC was the only CRC owned by Seetec.

Information provided by Bristol, Gloucestershire, Somerset and Wiltshire probation service.

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
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
Case manager	The term used by some CRCs, e.g. Purple Futures' CRCs, for the probation services officer grade who holds lead responsibility for managing a case
Child protection	Work to make sure that all reasonable action has been taken to keep to a minimum risk of a child coming to harm.
Child safeguarding	The ability to demonstrate that a child or young person's wellbeing has been 'safeguarded'. This includes – but can be broader than – child protection. The term 'safeguarding' is also used in relation to vulnerable adults
CRC	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present low or medium risk of serious harm
Desistance	The cessation of offending or other antisocial behaviour
Diversity	The extent to which people within an organisation recognise, appreciate and utilise the characteristics that make an organisation and its service users unique. Diversity can relate to age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex
DRR	Drug Rehabilitation Requirement: a requirement that a court may attach to a community order or a suspended sentence

	order aimed at tackling drugs misuse
Enforcement	Action taken by a responsible officer in response to an individual's non-compliance with a community sentence or licence. Enforcement can be punitive or motivational
Equality	Ensuring that everyone is treated with dignity and respect, regardless of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex. It also means recognising that diverse groups have different needs, and ensuring that they have equal and fair access to appropriate opportunities
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
Licence	This is a period of supervision immediately following release from custody, and is typically implemented after an offender has served half of their sentence. Any breaches to the conditions of the licence can lead to a recall to prison where the offender could remain in custody for the duration of their original sentence
Local delivery unit	An operational unit comprising an office or offices, generally coterminous with police basic command units and local authority structures
Mentoring	The advice and guidance offered by a more experienced person to develop an individual's potential
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
ORA 2014	Offender Rehabilitation Act 2014: implemented in February 2015, applying to offences committed on or after that date, the Offender Rehabilitation Act (ORA) 2014 is the Act of Parliament that accompanies the Transforming Rehabilitation programme
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
PO	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
Pre-sentence report	This refers to any report prepared for a court, whether delivered orally or in written format
Providers	Providers deliver a service or input commissioned by and provided under contract to a CRC or the NPS. This includes the staff and services provided under the contract, even when they are integrated or located within a CRC or the NPS
PSO	Probation services officer: this is the term for a responsible officer who was originally recruited with no professional qualification. They may access locally determined training to qualify as a probation services officer or to build on this to qualify as a probation officer. They may manage all but the most complex cases depending on their level of training and experience. Some PSOs work within the court setting, where their duties include writing pre-sentence reports
RAR	From February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts can specify a number of rehabilitation activity requirement days within an order; it is for probation services to decide on the precise work to be done during the rehabilitation activity requirement days awarded
Recidivism	An individual's relapse into offending after being given or undergoing an intervention to stop offending
Responsible officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
RoSH	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
Senior probation officer	First line manager within probation services
SSO	Suspended sentence order: a custodial sentence that is suspended and carried out in the community
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
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
Women's centre	A centre dedicated to services for women. This may include education, training and interventions to help with confidence and self-esteem
YOT/YOS	Youth offending service/team: a local authority funded service working with children and young people up to aged 18 who get into trouble with the law. They look into the background of a young person and try to help them stay away from crime. They run crime prevention programmes, help young people if they are arrested, help young people and their families at court, supervise young people serving community sentences and work with young people in custody



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