

An inspection of

# Norfolk and Suffolk

## Community Rehabilitation Service

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HM Inspectorate of Probation

SEPTEMBER 2019

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This inspection was led by HM Inspector Trevor Worsfold, supported by a team of inspectors, and operations, corporate and communications 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

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This is the 20th of our inspections of Community Rehabilitation Companies (CRCs) in the first round of inspections of CRCs using our new standards and ratings system. We have rated Norfolk and Suffolk CRC as 'Requires improvement'. We previously inspected the Suffolk area of the Norfolk and Suffolk CRC as part of our Quality and Impact Inspection in 2017. At that time, we assessed the work of the CRC as 'nowhere near good enough'.

Since then, a new Chief Executive Officer has been appointed for Sodexo CRCs in the south of England. A permanent director has also been appointed to this CRC and has led a relatively new and recently expanded team of deputy directors. Together, they completed an action plan following the last inspection, which has resulted in an increase in frontline staffing, a recent reduction in caseloads, improved liaison with sentencers and the creation of more private interview space. In common with other CRCs, all supervision is now conducted face-to-face, and a new enhanced model for Through the Gate services has been implemented, although the very low proportion (41 per cent) of released prisoners recorded as having settled accommodation remains a major concern.

It is disappointing, therefore, that the quality of case management remains unacceptably poor. This is the first occasion where we have found case management to be inadequate in the majority of cases for all four of our key standards of assessment, planning, delivery and reviewing. The greatest deficiencies lie in work to manage the risk of harm to others, in cases where the safeguarding of children or domestic violence is a concern. In more than half of the cases we reviewed, we found action to assess, plan and manage the risk of harm to others to be insufficient, including a failure to make the relevant enquiries of police domestic abuse units in many cases where our inspectors felt this should have happened. Rapid improvement is essential, to ensure that vulnerable people are protected.

While staff engagement has improved over the past two years from a low base, action is required to ensure that management take staff with them as they seek to improve services. Staff are working hard and now have more manageable workloads, but the levels of knowledge and skills displayed in some of the cases inspected need to improve. Staff development must be a priority, to ensure that all staff are competent, skilled and reflective practitioners.

The CRC has demonstrated that it can deliver outstanding unpaid work services. It now needs to focus its efforts on a relentless drive to improve the quality of its case management to an acceptable level.



**Justin Russell**  
Chief Inspector of Probation

## Overall findings

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

|   |                                |
|---|--------------------------------|
|  | <b>Organisational delivery</b> |
|---|--------------------------------|

Leadership is rated as 'Requires improvement'. While leadership has been strengthened since we last inspected in this area, the fact that all the standards relating to case supervision are rated as 'Inadequate' demonstrates that the CRC's approach to quality improvement has been ineffective at raising standards sufficiently. The rating for staff is also 'Requires improvement', for while the workloads are no longer excessive, there needs to be a renewed focus on staff development, to raise the quality of case management. Services are rated as 'Good', reflecting the extensive range of services that are now available, provided both in-house and through operational partners. Information and facilities are also rated as 'Good'; information systems are impressive, premises are adequate, and health and safety systems are externally audited to a high standard.

Our key findings about the organisation were as follows:

- the CRC is good at planning and engaging with key stakeholders, but its approach to ensuring the quality of case management is ineffective
- workloads have reduced over the past six months, are now more reasonable and are actively managed. Not all responsible officers are sufficiently well engaged, however, or receive sufficient development through improvement activity and high-quality supervision by middle managers
- a wide range of high-quality services are available, and sentencers interviewed expressed growing confidence in their use
- policies are communicated effectively to staff, and management information systems are well developed. Most premises are sufficiently accessible. Improvement plans following audit and inspection are followed through.

|   |                         |
|---|-------------------------|
|  | <b>Case supervision</b> |
|---|-------------------------|

Inspectors undertook a detailed review of 98 cases from five local management centres and interviewed the 39 individual responsible officers who were responsible for these cases. Assessment, planning, implementation and delivery, and reviewing are all rated as 'Inadequate' overall. This is the first occasion when all four standards have been rated as such. When assessment is inadequate, it often follows, as in this case, that the other standards will also be rated as 'Inadequate', as insufficient assessment leads to inadequate planning and implementation. Across the four standards, the lowest scores related to addressing risk of harm to others, which results in each of the standards being rated as 'Inadequate'. Scores for engagement,

and addressing offending and desistance are more variable; while many aspects require improvement, a few are good, although the delivery of reducing reoffending is inadequate.

Our key findings about case supervision were as follows:

- assessments engaged individuals in 66 per cent of the cases we inspected, but in too many of these cases they were insufficiently well informed or analytical
- planning was insufficient at engaging individuals in 50 per cent of cases, and at addressing offending-related factors in 40 per cent of cases. It was inadequate at addressing risk of harm to others in the majority of cases
- responsible officers engaged well with individuals on a personal level in 66 per cent of the cases we inspected. Individuals were insufficiently involved, however, with the most appropriate services to reduce reoffending, and with services and other agencies to manage their risk of harm to others
- formal reviews had resulted in improved plans to address offending, but too often they failed to involve individuals. In the majority of cases where reviews were required, they failed to address adequately the factors linked to risk of harm to others, or to result in improved risk management plans.

|  |                          |
|--|--------------------------|
|  | <b>CRC-specific work</b> |
|--|--------------------------|

Based on a detailed analysis of 28 cases which had started unpaid work at least three months previously, we rated unpaid work services as 'Outstanding'. They were good when we last inspected them and they have continued to improve ever since, providing a personalised service which engages individuals and ensures that the sentence of the court is implemented appropriately. The Through the Gate service is rated as 'Requires improvement'. While the new enhanced services show promise, and release planning is strong, this has yet to translate into sufficient resettlement activity taking place, and there is an urgent need for improvements in accessing accommodation for released prisoners.

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

### **Unpaid work**

- Unpaid work is delivered safely and effectively, offering a wide range of placements across the area. Individuals provide reparation to the community and learn skills, while meeting the expectations of the court.

### **Through the Gate**

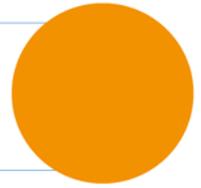
- Resettlement planning is good, but subsequent activity and coordination is insufficient in too many cases. There is a need to improve linkage between resettlement and risk management plans, and to increase individuals' access to accommodation on release.

Service: Norfolk and Suffolk CRC

Fieldwork started: May 2019

## Overall rating

Requires improvement



### 1. Organisational delivery

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

### 2. Case supervision

|     |                             |            |  |
|-----|-----------------------------|------------|--|
| 2.1 | Assessment                  | Inadequate |  |
| 2.2 | Planning                    | Inadequate |  |
| 2.3 | Implementation and delivery | Inadequate |  |
| 2.4 | Reviewing                   | Inadequate |  |

### 4. CRC-specific work

|                  |                  |                      |  |
|------------------|------------------|----------------------|--|
| 4.1 <sup>1</sup> | Unpaid work      | Outstanding          |  |
| 4.2              | Through the Gate | Requires improvement |  |

<sup>1</sup>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

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As a result of our inspection findings we have made six recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in Norfolk and Suffolk CRC.

**Norfolk and Suffolk Community Rehabilitation Company should:**

1. improve the quality of assessments and reviews, ensuring that checks are made of children's social care and police domestic abuse units in all relevant cases, and that assessments draw on all relevant sources of information
2. improve the quality of risk management plans, with particular attention to the use of constructive and restrictive interventions, links with other agencies and planning for specific contingencies
3. strengthen the resources available for staff development, so that all responsible officers are appropriately skilled, knowledgeable and professionally curious about identifying, analysing and reviewing the factors related to risk of harm and reoffending, and can produce plans to address these
4. evaluate, review and improve their approach to ensuring the effectiveness of their quality strategy for case management
5. work with strategic and operational partners to improve individuals' access to settled and stable accommodation
6. ensure that there is effective continuity of supervision, information exchange and risk management, as individuals start custodial sentences and are released from prison.

## Background

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### Probation services

Around 260,000 adults are supervised by probation services annually.<sup>2</sup> Probation services supervise individuals serving community orders, provide offenders with resettlement services while they are in prison (in anticipation of their release) and supervise, for a minimum of 12 months, all individuals released from prison.<sup>3</sup>

To protect the public, probation staff assess and manage the risks that offenders pose to the community. They help to rehabilitate these individuals by dealing with problems such as drug and alcohol misuse and the lack of employment or housing, to reduce the prospect of reoffending. They monitor whether individuals are complying with court requirements, to make sure that they abide by their sentence. If offenders fail to comply, probation staff generally report them to court or request recall to prison.

These services are currently provided by a publicly owned National Probation Service (NPS) and 21 privately owned Community Rehabilitation Companies (CRCs) that provide services under contract. The government 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.

### Norfolk and Suffolk CRC

Sodexo Justice Services is part of a large multinational private company with a wide range of commercial interests. It took over formal ownership of the Norfolk and Suffolk CRC on 01 February 2015. It operates a strategic partnership with a well-known charity, Nacro. With contracts to deliver probation services across six CRCs,<sup>4</sup> it is the third-largest owning company in the country by contract value, and has 18 per cent of the market share.<sup>2</sup> Sodexo also runs 4 of the 14 private prisons in England and Wales, with all 4 located in England.<sup>5</sup>

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<sup>2</sup> Ministry of Justice. (2018). *Offender management caseload statistics* as at 31 December 2018.

<sup>3</sup> All those sentenced, for offences committed after the implementation of the *Offender Rehabilitation Act 2014*, to more than one day and less than 24 months in custody, are supervised in the community for 12 months post-release. Others serving longer custodial sentences may have longer total periods of supervision on licence.

<sup>4</sup> The six CRCs owned by Sodexo are: BeNCH; Cumbria and Lancashire; Essex; Norfolk and Suffolk; Northumbria; and South Yorkshire.

<sup>5</sup> Private prisons run by Sodexo are: HMP Bronzefield; HMP/YOI Forest Bank; HMP Peterborough; and HMP Northumberland. Source: MoJ website, 30 January 2017.

Two Sodexo senior staff (Chief Executive Officers) each have oversight of a region – one in the north and one in the south of England – with each responsible for three CRCs, and working to the Director of Operations (Community) in Sodexo Justice Services. Corporate support services are provided by colleagues based in London and Salford, and supplemented by regional CRC personnel covering human resources, finance, business development and communications.

Each individual CRC is led by a director with overall responsibility for business management and performance, supported by deputy directors.

The Norfolk and Suffolk CRC area is coterminous with the boundaries of the two county councils and serves a population of about 1.66 million people. It is one of the smallest CRCs by contract value. The area is largely rural and agricultural, and the CRC has five offices, located in Norwich, Kings Lynn, Ipswich, Bury St Edmunds and Lowestoft, which serve the larger centres of population. It has Through the Gate teams in the local resettlement prisons – HMP Norwich, HMP Wayland and HMP Hollesley Bay – and provides resettlement services to the two non-resettlement prisons – HMP Bure and HMP Warren Hill – and to women released to the area from HMP Peterborough.

The two police forces collaborate on many functions and there is a joint criminal justice board. In Norfolk, there is a joint community safety partnership for the seven district authorities, and this also convenes a reducing reoffending board. In Suffolk, there are four district authorities and three community safety partnerships. Unemployment across the area is at 3.5 per cent, compared with 4.1 per cent nationally. This is a relatively low-crime area; in 2018, the police-recorded crime level was 65.6 crimes per 1,000 population in Norfolk, and 71.5 per 1,000 in Suffolk, compared with the 87.0 per 1,000 average across England. In December 2018, the CRC supervised 3,018 individuals, with approximately 2,100 managed by staff in the five local offices and about 900 offenders, currently in custody or on stand-alone unpaid work requirements, managed by an operational hub in Norwich. The top four offence categories for those supervised were violence, theft, drink driving and other motoring offences.

The CRC employs 128 full-time-equivalent staff, of whom 42.8 are case-holding responsible officers. Over the 2018/2019 financial year, the CRC achieved, or was close to achieving, all the financially linked performance targets in its contract with Her Majesty's Prison and Probation Service (HMPPS). It is a challenge recruiting qualified staff to this large rural area, and the CRC has decided to train its own probation officers internally.

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

## **The role of HM Inspectorate of Probation**

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

## **HM Inspectorate of Probation standards**

We inspect against 10 standards. These standards are based on established models and frameworks, which are grounded in evidence, learning and experience. They are designed to drive improvements in the quality of work with people who have offended.<sup>6</sup>

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<sup>6</sup> HM Inspectorate of Probation's standards can be found here:  
<https://www.justiceinspectrates.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 Wales<sup>7</sup>

**3,018**

The number of individuals supervised by Norfolk and Suffolk CRC<sup>7</sup>

**6**

The number of CRCs owned by Sodexo

**51.1%**

The adjusted proportion of Norfolk and Suffolk CRC's service users with a proven reoffence<sup>8</sup>

**74%**

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders with Norfolk and Suffolk CRC. The performance figure for all England and Wales was 78%, against a target of 75%<sup>9</sup>

**74%**

The proportion of positive compliance outcomes with licences and, where applicable, post-sentence supervision periods for Norfolk and Suffolk CRC. The performance figure for all England and Wales was 69%, against a target of 65%<sup>10</sup>

**94%**

The proportion of positive completions of unpaid work requirements for Norfolk and Suffolk CRC. The performance figure for all England and Wales was 89%, against a target of 90%<sup>11</sup>

<sup>7</sup> Ministry of Justice. (2018). *Offender Management Caseload Statistics*.

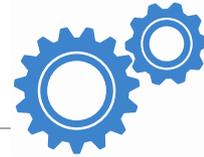
<sup>8</sup> Ministry of Justice. (2019). *Proven reoffending, April to June 2017 cohort*.

<sup>9</sup> Ministry of Justice. *CRC Service Level 8, Community Performance Quarterly Statistics, October 2017 - December 2018, Q3*.

<sup>10</sup> Ministry of Justice. *CRC Assurance Metric J, Community Performance Quarterly Statistics, October 2017 - December 2018, Q3*.

<sup>11</sup> Ministry of Justice. *CRC Service Level 10, Community Performance Quarterly Statistics, October 2017 - December 2018, Q3*.

# 1. Organisational delivery



The management capacity of the CRC has been increased and strengthened in recent months, to drive forward planning and allocation of resources, and the range of rehabilitation activity requirements available to service users. The implementation of layer 3 Offender Assessment System (OASys) assessments for most cases, ensuring that face-to-face contact takes place for the large majority of cases, and the implementation of the new enhanced Through the Gate service have led to some improvements. There is, however, no comprehensive quality improvement plan for case management. Approaches to staff engagement, development and supervision, combined with a shortage of qualified probation officers in some offices, have proved ineffective at achieving a sufficient quality of work in the majority of cases.

## Strengths:

- External stakeholders speak highly of the CRC, which is seen as integral to the delivery of their criminal justice objectives.
- Workloads have been brought down to a reasonable level of 49 cases for a probation officer (PO) and 43 for a probation services officer (PSO) over the past six months. The Resource Allocation Management Programme (RAMP) is used effectively to manage workload.
- A wide range of appropriate services is available, including group rehabilitation activity requirements (RARs), women's centres, a strong integrated offender management (IOM) partnership and services contracted through operational partners.
- Quality assurance arrangements for accredited programmes, RAR groups and unpaid work activities are comprehensive.
- There are well-developed management information systems for monitoring contract performance and workloads, allocating cases to activities and monitoring subsequent progress.
- Health and safety arrangements are robust, with both internal monitoring and external accreditation of quality standards.

## Areas for improvement:

- The quality framework for case supervision focuses heavily on putting things right after the event, rather than building in quality in the first place.
- There is discontinuity of supervision when some current cases receive short custodial sentences and are moved to the operational hub, before being returned to staff in local management centres. Of the cases inspected, 37 per cent had more than one responsible officer, for a variety of reasons, including the rebalancing of caseloads and the move of some cases from the hub to achieve face-to-face reporting.

- Middle managers are stretched, and there is insufficient capacity in case management teams to support staff development, embed learning and enable staff to reflect on their practice.
- Staff engagement at the local level requires improvement, with specific actions taken to address the weaker dimensions of engagement contained in the staff survey and to communicate responses.
- Work is needed with strategic partners to improve the availability of settled accommodation for individuals.

|   |   |
|---|---|
| 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. |  |

While the CRC has a clear vision and strategy designed to provide high-quality services in line with desistance theory, this was not seen consistently in the cases inspected. Governance arrangements are sound and leaders engage well with key stakeholders; however, structures for improving staff engagement are not effective enough. Operational risks are managed well, although managers have not succeeded in raising the quality of case management sufficiently. Recent changes to the CRC's operating model have been implemented carefully and systematically, but the move to full (layer 3) OASys assessments requires further work to improve their quality.

The vision and strategy are set out in the Annual Service Plan available on the CRC's website; however, only 49 per cent of responsible officers questioned thought that the organisation prioritises quality. We shared these concerns in relation to case management. Within the CRC's quality assurance framework, the focus on case management has taken the form of auditing several hundred cases, to obtain a baseline understanding of quality. The reasons why the quality of case management remains poor, however, have not been clearly identified or brought together into an effective quality improvement plan.

The Chief Executive Officer convenes a regional staff engagement group, which a small group of Norfolk and Suffolk CRC staff attends. Local engagement is less effective. As a result, frontline staff are not empowered to deliver high-quality work. The CRC director meets the National Association of Probation Officers representative regularly and holds meetings with staff by functions; however, staff in some focus groups said that they would like to be listened to more by senior managers.

There is a clear governance structure for implementing the Annual Service Plan, which is delivered through the regional senior leadership team, the CRC senior leadership team and the leadership forum, which involves all middle managers. The CRC Annual Service Plan is reviewed by the senior leadership team quarterly but measures of effectiveness are underdeveloped.

All external stakeholders interviewed provided positive views about their engagement with the CRC, including sentencers, the police, the Norfolk Police and Crime Commissioner's (PCC's) office and prison governors.

There is a comprehensive regional risk register, and key operational risks are delegated to and reviewed by the CRC director and deputy directors. Effective mitigations and controls are in place for most risks, but there is a failure to evaluate the extent of shortfalls in the quality of case management in the CRC and put in place effective measures to address this. This was evidenced in our findings about case management. There are comprehensive business continuity plans for all key functions and delivery sites. These have been tested and reviewed, following a recent incident of flooding, which was managed well.

The transition to enhanced Through the Gate services in the three resettlement prisons where the CRC is the sole host provider has been managed well, ensuring that all new staff have been appropriately trained in relevant systems and security arrangements.

Contact between staff and service users is regular and well documented. There are good examples of services being personalised and tailored to the needs of those with protected characteristics.

The CRC ensures that all service users in the community have regular face-to-face contact with responsible officers, operational partners or interventions staff, in line with the revised requirements of the CRC contract. Some existing service users who receive a short custodial sentence have recently been moved to the care of responsible officers in the hub, creating discontinuity of supervision. Inspectors considered that this was inappropriate, as information was being lost, and preparation for release hampered.

There are comprehensive arrangements offering a personalised service to female offenders, and the CRC is recruiting to a new post to provide appropriate interventions for Eastern European service users. The CRC has developed the 'Fearless Futures' RAR for young adult offenders, and a men's programme specifically for those who have experienced past trauma. Some staff are confused about the priority they should give to completing individual work with service users who are not suitable for RAR group interventions. RAR groups are scheduled according to the assessed need for them in each local area, in line with data from OASys assessments about the factors that underpin the offending of local individuals.

Full (layer 3) OASys assessments have been implemented across the CRC since October 2018, supported with training, and all OASys assessments are quality assured by line managers until they consider that individual staff have reached an appropriate standard of competence; however, we did not share the confidence of the managers about the level of quality in some of the cases. In 55 per cent of cases inspected, assessment was insufficiently focused on keeping other people safe.

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

Caseloads for responsible officers have in the past been too high, but by the time of the inspection these had been reduced to reasonable levels, with an increase of 8 per cent in full-time-equivalent responsible officers over the preceding 12 months.

As of 18 March 2019, the average caseload of a qualified PO was 49 cases, and of a PSO was 43 cases, against a target of 45 cases for a PO and 55 cases for a PSO. The equivalent figures 12 months previously had been 62 for a PO and 52 for a PSO. PSOs in the operational hub in Norwich, which combines all administrative functions area-wide with some case management, hold an average of 135 cases, comprising stand-alone unpaid work orders and custody cases.

Of the responsible officers interviewed during our inspection, 72 per cent said that their workloads are manageable, with an average of 52 cases for a full-time-equivalent member of staff.

Detailed workforce planning involving middle managers has mapped out the requirements for staff in each team and unit. The Chief Executive Officer has agreed to increase the establishment of staff in interventions, unpaid work and local management centres, to ensure that there is coverage for any vacancies. A RAMP was implemented in January 2019, in consultation with the trades unions, which enables managers to allocate work and redeploy resources more effectively. It is used daily to manage the workloads of responsible officers, and three-quarters of them confirmed that workloads are now actively managed.

Of the responsible officers interviewed, 85 per cent said they have the necessary skills and knowledge to supervise their caseload, but only 69 per cent said that they are always allocated cases for which they have the appropriate training and experience. There is a disproportionate split among PO/PSO grades across the various offices in the CRC, with a shortage of POs in some offices and a surplus in others. The CRC's plan is to rebalance the staffing complements over the next two years as newly identified Professional Qualification in Probation (PQiP) candidates complete their training.

The CRC has attempted to achieve a more balanced staffing profile by holding recruitment fairs in local armed forces bases, with the intention of attracting more male applicants, who are under-represented. The percentage of black and minority ethnic persons in the local population is 4.1 per cent, and among service users is at least 5.7 per cent, although 12.6 per cent of ethnicity data is missing. The percentage of black and minority ethnic staff is 2.5 per cent, including two service managers, but recent recruitment initiatives have not resulted in any new starters of this ethnicity, although 22.7 per cent of ethnicity data is missing, and this is a recognised area for improvement.

The CRC has taken in-house the recruitment and support of volunteer mentors, which was previously provided by an operational partner, Open Road; 20 transferred and are currently deployed. It has recruited students from the local university who are studying courses such as social work, law, criminology and psychology, and trained them on core skills to co-deliver RAR groups. Two such students have progressed into employment with the CRC.

Middle managers in local management centres are stretched. They would normally manage between 8 and 14 responsible officers, in addition to functional responsibilities. At the time of the inspection, however, one manager was managing 18 staff while the CRC recruited a manager for the Kings Lynn office. Middle managers take prime responsibility for quality assurance work, which has left them without the time to undertake staff observations or focus on developing staff.

Of the responsible officers interviewed, 74 per cent said that they receive supervision that enhances and sustains high-quality work; this is lower than in all other Sodexo CRCs. Supervision does not appear to enable staff to be reflective practitioners. Individual supervision in some offices takes place every two months, although in Lowestoft it is quarterly and there have been gaps in Kings Lynn while a permanent manager was recruited. Managers have been trained in Skills for Effective Engagement and Development (SEEDS) observations of practice, to improve delivery and enable staff to reflect on their work; however, these observations have not been taking place.

There are clear expectations set out for inducting new staff. The induction of the new cohort of staff and operational partners for the enhanced Through the Gate services was well planned and extensive. Other staff recounted mixed experiences of induction. All staff are subject, and contribute, to the standard Sodexo appraisal process, which covers performance, development and career progression. There have been no formal disciplinary or capability cases completed in the past year.

Extensive training programmes are available, but the ability to embed learning largely falls on the shoulders of middle managers, not all of whom are qualified in probation work.

There is a comprehensive training matrix, which sets out the expectations for staff training by grade, function and stage of induction. This can be supplemented with additional training for individuals in the light of performance appraisals. All PSO responsible officers complete, and are assessed for, a Vocational Qualification Level 4, accredited by Skills for Justice, in their first 12 months in the service.

Of the responsible officers interviewed, 67 per cent said that they have had sufficient training to deliver a high-quality service. Some staff commented that they have to travel a long way to access some of the training provided by Laurus on behalf of Sodexo, which is delivered on a regional basis, and that this is a barrier for them, although some training is delivered locally and much training is online. Responsible officers have received a two-day training package on domestic violence and safeguarding, 'So What Now?', in the past year, which has been supplemented by online training on child safeguarding.

Of the responsible officers interviewed, 64 per cent said that the organisation promotes and values a culture of learning and continuous improvement, which is considerably lower than in most other Sodexo CRCs. Structures for embedding learning fall mainly to middle managers in the case management teams, who are responsible for taking the learning forward with individuals and assessing its effectiveness. Apart from a member of staff who has been selected to assess and develop the PQiP candidates, there are no other practice development staff to assist other responsible officers more generally with embedding learning in local offices.

Staff retention is good and levels of sickness absence are reasonable. Staff turnover in the last financial year was low, at 5.73 per cent. The CRC is on target to reduce sickness absence to its target of 6.5 days per staff member per year. Sodexo carried out a staff engagement survey in 2018 which demonstrated that, although staff engagement in this CRC had improved by 13 per cent over the previous year from a low base, it remained lower than in the other southern Sodexo CRCs. Of those responding, 51 per cent were characterised as 'actively disengaged'. In our opinion, the CRC has not taken effective action locally to identify and address sufficiently areas for improvement in relation to staff engagement.

Of the responsible officers we interviewed, too few (42 per cent) considered that managers recognise and reward exceptional work, and only 51 per cent considered that appropriate attention is paid to staff safety and wellbeing.

All staff have access to 'Solo Protect' devices for home visits, when out and about and for use in the office, but some staff told inspectors that they lack confidence in using them. Of the 14 responsible officers who said that they require reasonable adjustments related to their protected characteristics, 11 confirmed that these have been made.

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

There have been recent improvements in obtaining and analysing data, which has enabled the CRC to improve its planning and targeting of services to meet the needs and risks of the profile of service users.

The CRC now has seven months of OASys needs data, and has used this to plan which RARs need to be delivered in each local management centre. Having identified the need for improved access to mental health services, the CRC has employed a dedicated mental health specialist to enable people to access treatment pathways. An analysis has been completed of the top 100 offenders by Offender Group Reconviction Scale score, to identify their needs, risks and sentence types. This information is being shared with the police, to identify the crossover with IOM cohorts and improve the targeting of offenders for the IOM scheme. This analysis has identified that there is a safeguarding issue in 56 per cent of these cases.

An analysis of service users' breach, recall and completion rates has been undertaken by protected characteristics, and the newly formed Equality and Inclusion Group is examining the resulting data. This analysis is hampered by some missing and contradictory data, and this needs to be addressed.

Sentencing trends for unpaid work, accredited programmes and RARs, combined with data from NPS commissioning intentions, have been used to assess demand and plan for delivery of these services.

A wide range of services, provided both internally and through operational partners, is available, to meet diverse needs. The quality assurance of accredited programmes, RAR groups and unpaid work is impressive.

Of the responsible officers interviewed, 79 per cent said that an appropriate range of services are available. The CRC has a combined accredited programmes and interventions team, which, in addition to the two accredited programmes (the Thinking Skills Programme and Building Better Relationships), delivers a wide range of group RAR programmes, some of which have been devised recently to meet identified needs. The scheduling of programmes and RARs has been overhauled in the last few months to reduce waiting lists; 406 service users completed these internally delivered group RARs in 2018/2019, and the team is planning to deliver 858 RAR completions in the current financial year.

Contracts with operational partners have been reviewed and recommissioned, with an increased focus on outcome measurement. These partners include St Giles Trust,

which delivers education, training and employment (ETE) advice and guidance; Anglia Care Trust and Ipswich Housing Action Group, which deliver accommodation advice and brokerage, and finance, benefit and debt services; and Ormiston Families, which delivers family support services. Operational partners have their own internal quality assurance systems.

IOM works across both police force areas and is underpinned by a strong partnership. The CRC makes a full contribution to this carefully targeted, co-located initiative. The scheme currently includes 157 CRC service users; there is a RAR jointly delivered with the police, and there is access to drug and alcohol services, and mentors and link workers funded by the PCC.

There are long-established women's centres in Ipswich, delivered by The Lighthouse, and Norwich, delivered by Home Group, with a satellite group in Great Yarmouth. They provide a wide range of supportive services for women, including a women's emotional wellbeing RAR, the Women of Wisdom group and unpaid work placements. Specific women's provision is being commissioned in Bury, Lowestoft and Kings Lynn this year.

The CRC has completed a rurality assessment, to ensure that services are available in appropriate locations, including all major centres of population. Interventions are delivered at each centre; most are accessible by public transport, and bus and train warrants are provided, where necessary, to assist service users' attendance.

All accredited programmes and group RARs delivered internally are supported by treatment managers, who use video recording or live observations of practice. Participant feedback is sought and analysed. Quality management of unpaid work includes site observations by the manager and deputy manager, daily checklists completed by supervisors, and beneficiary and service user feedback. Operational partners are required to have their own quality assurance systems; contract management focuses largely on hours of service delivered, supplemented by any outcome data provided by the contractor.

The CRC has a good working relationship with strategic partners in Norfolk and is making efforts to improve engagement with the PCC in Suffolk. There remains a problem in accessing settled accommodation for service users across the area. Liaison arrangements with sentencers have improved considerably over the past two years.

The CRC is actively involved in the PCC's reducing reoffending group in Norfolk and contributes financially to the Women Offenders in Norfolk Diversion, Engagement and Rehabilitation (WONDER) project, which is diverting women away from criminal justice processes and into mainstream services, such as health and accommodation. The CRC contributes to the organised crime strategies in both Norfolk and Suffolk, and in Ipswich takes part in conferencing aimed at addressing the needs of those under 30 years of age who are associated with gangs and 'county lines' supplying drugs.

Of service users released from prison in 2018/2019 who are being managed by this CRC, 41.3 per cent were recorded as having settled accommodation, a very poor performance, compared with 58.8 per cent nationally. Anglia Care Trust, in Suffolk, supported about 14 service users per month into permanent or temporary accommodation in 2018/2019. They now deliver this service in Norfolk, along with Ipswich Housing Action Group.

Provision is made for drug rehabilitation requirements (DRRs) and alcohol treatment requirements in Norfolk and Suffolk, and the CRC has been involved in the contract review process; however, effective coordination with treatment providers was absent in some of the cases inspected. DRR review courts are operating, but there is no provision for drug testing on licence, except for IOM cases.

Of the responsible officers interviewed, 77 per cent said that there are effective arrangements with other agencies for service users to access mainstream services, but only 56 per cent said that there are effective arrangements with other agencies to manage risk of harm. The main reason for this is because of perceived problems in obtaining safeguarding information from the multi-agency safeguarding hubs, and domestic abuse call-out information from the police. When inspectors tested these arrangements, however, they seemed to work well; the shortfall appeared to be in staff's understanding of how these processes should work.

Liaison arrangements with the courts appear to be sound, with sentencers confirming that the CRC is actively involved in providing information to them through monthly newsletters, attendance at probation forums, magistrates' training and meetings with judges to explain the services available and to receive feedback. This has resulted in improved confidence in the work of the CRC, which has previously been problematic. There is a comprehensive guide to services available to sentencers.

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

Necessary policies and guidance are in place, regularly reviewed and communicated effectively to staff.

Of the responsible officers interviewed, 76 per cent said that policies and guidance are communicated well. Policies supplied are in date and include dates for review. Previously, policies were communicated via email, but the advent of the local intranet has made information more easily available. This is still under development and there is scope to provide more 'how to' guides to assist staff in understanding how to operate policies and procedures.

Case recording was comprehensive and timely in the cases we inspected; 95 per cent of responsible officers interviewed said there is a clear policy on case recording, in line with the Check-in Review Intervention, Summarise Set Tasks (CRISS) model.

There is a new information and communications technology (ICT)-based scheduling system for RARs, which provides information on which RARs are available, when and where, and enables responsible officers to book individuals onto RAR groups directly.

Interface meetings between the CRC and NPS are held regularly at middle and senior manager level, and most matters are resolved within these meetings. There were no reported problems with risk escalation. The NPS has been concerned about getting service users onto interventions in a timely fashion, but better scheduling has resulted in some improvement. The rate card is reviewed and re-issued every six months and is currently up to date.

The majority of premises are sufficiently accessible to staff and service users, provide a safe working environment and support effective engagement and delivery of

appropriate personalised work. There are some limitations, however, in relation to two of the three Sodexo-managed premises.

The CRC is co-located with the NPS in Bury, Lowestoft and Norwich, and has its own offices in Kings Lynn and Ipswich, with a separate hub office in Norwich. All offices are accessible for wheelchair users and those with limited mobility. Signage is poor in two of the three CRC-managed offices, with staff based on the third floor and contact made via intercom. This is problematic for those with hearing difficulties, sight impairment or a limited understanding of English. Opening times at these offices are not displayed.

There are individual interview rooms and group rooms in the co-located offices, and reception facilities are shared with the NPS. The Kings Lynn office is not ideal, with no division between the waiting area, interview booths and staff office, and, although there is a separate interview room and group room, privacy and confidentiality cannot always be achieved. The Ipswich office is shared with the police IOM team, and there has until recently been pressure on space. There are two separate group rooms and an interview room, but the booths do not afford sufficient privacy for confidential discussions. Recent acquisition of additional space may alleviate this issue.

Health and safety audits are regularly conducted by Sodexo, and also by an assessor for ISOQAR accreditation, and all appropriate standards are achieved. Visitors to the offices are given a comprehensive health and safety briefing.

The ICT systems enable staff to plan, deliver and record their work in a timely way, and to access information as required. The systems facilitate the exchange of information with partners and other key stakeholders. The management information capabilities are fully developed, providing timely, targeted and user-friendly reports.

Of the responsible officers interviewed, 76 per cent said that ICT systems enable them to record and access information as required. The CRC uses the national case management system, nDelius, and OASys for case recording. There are few instances of downtime on the Sodexo systems; any downtime is usually due to national outages. All operational partners have CRC laptop computers, many are co-located with the CRC staff and all can record contacts direct onto nDelius. The Through the Gate team in HMP Norwich can access and record onto nDelius.

The ICT enables operational staff to work remotely; however, the CRC does not use community reporting centres and most responsible officer contact occurs in the local management centre offices.

The CRC has developed a number of ICT-based tools to support the timely production and use of management information. These include the RAMP resource management tool for monitoring the workload of responsible officers; a scorecard for monitoring contract performance, segmented down to individual officer level; and Schedule Master, for planning and monitoring group activities and unpaid work attendance.

There is a clear understanding of contract performance across the organisation, but there is no consistent view of the quality of case management. The views of service users and other key stakeholders are routinely obtained, but not always analysed, so some opportunities to make improvements are missed. Audits and inspection result in improvement plans which are monitored, and actions are followed through to completion. There are some current initiatives to evaluate the effectiveness of interventions, led by external researchers.

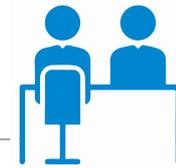
The CRC has a robust system for monitoring and assuring compliance with their contract, with effective use of information, and regular empowerment and accountability meetings between directors and middle managers. A few contract measures fell short of target at some points during 2018/2019. Systems for assuring health and safety, and information security are routine and effective. The quality management of group activities and unpaid work is thorough, although extensive quality assurance of cases has yet to result in a comprehensive improvement plan. Performance scorecard information is accessible to staff at all levels in the organisation and is used routinely to achieve contract targets.

The CRC has commissioned 'Evidence Works' to evaluate two of the RAR groups, and is participating in a forthcoming study on the effectiveness of services for female offenders being undertaken by a researcher from the Institute of Criminology at Cambridge University. The principal route for communicating learning in this CRC is to cascade information from senior managers to frontline staff via middle manager attendance at regular leadership forums.

The most recent stakeholder survey drew a limited response, with only 13 surveys returned from the 65 individuals contacted. The CRC is revamping its regular newsletter to stakeholders, to improve communication with them. There is a service user council, run by User Voice, operating largely in Norwich, which undertakes regular surveys of individuals in that area and brings proposals to managers. Feedback is sought from those attending RAR groups and unpaid work, and has resulted in some changes to programmes and procedures. No analysis or improvement plan resulted from the 2017 service user survey.

A comprehensive improvement plan resulted from the 2017 HMI Probation Quality and Impact Inspection report of the work of the CRC and NPS in Suffolk, and detailed actions have been taken and tracked through to completion by the CRC over the past two years.

## 2. Case supervision



Inspectors undertook a detailed analysis of 98 cases across all five local centres, and interviewed the 39 officers responsible for these cases. They found case supervision to be inadequate across all four standards. Improvements are gradually being made with the introduction of layer 3 OASys assessments, but they are hampered by missing information and insufficient analysis of relevant factors, along with a lack of professional curiosity. While engagement with individuals is better in relation to assessment and implementation, it is insufficient in planning and reviewing. Insufficient analysis of offending-related factors inevitably leads to insufficient planning and implementation. Inadequate assessment of the risk of harm to others follows through to inadequate planning, implementation and review.

### Strengths:

- Individuals are sufficiently well engaged in their assessment, with routine completion of a self-assessment questionnaire, which is reviewed in the comprehensive New Directions meeting induction.
- Responsible officers work flexibly with individuals to maintain engagement, while enforcing requirements appropriately.
- Interviews are structured using the CRISS model, which facilitates regular reviews of progress.
- Formal reviews of cases are conducted regularly, and management oversight of case records is evident.

### Areas for improvement:

- Identification of factors related to risk of harm to others, and analysis of these factors and of those related to offending, are insufficient in too many cases.
- Individuals should be engaged more frequently in planning and reviewing, and plans should take into account the impact of an individual's diversity and personal factors when assessing and planning the delivery of services.
- Assessment, planning and reviewing should draw on all relevant sources of information, including checks with children's social care and police domestic abuse units where relevant.
- Planning to manage risk of harm to others requires radical improvement, with particular attention to the use of constructive and restrictive interventions, links with other agencies and planning for specific contingencies.
- The range of services available to support reducing reoffending should be used more consistently, with attention given to improving links with mainstream services such as housing, ETE and substance misuse services.
- The quality assurance of OASys requires improvement, to ensure that assessments take account of all relevant information and are of a good standard.

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

Assessment is rated as 'Inadequate' overall. The vast majority of assessments were timely, and completed using the full (layer 3) OASys assessments. Responsible officers were good at obtaining individuals' perspectives on their offending, using the self-assessment questionnaire. Assessment of the reasons why individuals had offended were often insufficient, however, with failures to take into account information previously available, or to analyse appropriately offending-related factors. Assessment and analysis of risk factors in keeping other people safe from harm were sufficient in only 45 per cent of cases, thus resulting in the overall 'Inadequate' rating for assessment. There were important gaps in obtaining information from police and children's social care in circumstances where domestic abuse and safeguarding were an issue.

Assessment focused sufficiently on engaging the service user in 66 per cent of the cases inspected. In a reasonable majority of cases, there was a comprehensive induction, usually completed by the member of staff who was responsible for the case. In most cases, the individual under supervision had completed the self-assessment questionnaire, which outlined their needs and the factors they considered relevant to their offending. Diversity needs that might have an impact on supervision were usually identified and analysed, and their impact on an individual's ability to comply and how supervision might be arranged was considered in 76 per cent of cases where this was relevant.

Assessment focused sufficiently on the factors linked to offending and desistance in 57 per cent of cases. The CRC had moved to implementing full (layer 3) OASys assessments on all except stand-alone unpaid work cases in Autumn 2018. Most cases had undergone a full assessment, although information was missing from some OASys assessments, and it was clear that some staff were still getting used to completing these more comprehensive assessments. Some assessments were 'pulled through' from previous OASys assessments, without updating information relating to the most recent offences or the individual's current circumstances. While, in 84 per cent of cases, the assessments identified offending-related factors, these factors were analysed sufficiently in only 53 per cent of cases, with POs providing better analysis more often than PSOs. In too few cases, the assessment of offending and desistance failed to draw sufficiently on available sources of information – from pre-sentence reports, prisons or the police. This is illustrated by the following case, where an inspector noted:

*“The initial assessment fails to consider the mental health and emotional wellbeing concerns that are apparent and discussed pre-release. This, along with his drug and alcohol use, are the main factors related to risk and need and, as they are not sufficiently analysed, the overall assessment is insufficient”.*

It is of great concern that the assessment focused sufficiently on the risk of harm to others in only a minority (45 per cent) of cases. The assessment clearly identified all relevant factors in only 42 per cent of cases in which there was an identifiable risk of harm, and in only 44 per cent of cases did the assessment clearly analyse the risk of harm posed. Despite inspectors being informed that all OASys assessments were

countersigned by middle managers until members of staff were deemed competent, in 12 of the 98 cases inspectors identified that the assessed level of risk was incorrect, with key information left out of these assessments. This is concerning and raises issues regarding the level of management competence. The following case illustrates where information from previous assessments was omitted, as noted by the inspector:

*“The service user has a history of violence against police officers and a former partner, in the presence of their child. He has also threatened others with weapons, including an axe, when under the influence of alcohol, and has been previously assessed as posing a high risk of causing serious harm. Although this history is not recent, it is still relevant and would indicate medium rather than low risk of harm”.*

In 47 per cent of community sentence cases for which inspectors considered that enquiries should have been made of children’s services prior to allocation, these had not been made. In 73 per cent of community sentence cases, enquiries had not been made to police domestic abuse units, even in a number of cases where there was clearly a current or previous history of domestic abuse. Failure to make timely enquiries potentially exposes people to unnecessary risks, as noted by one inspector:

*“The assessment fails fully to consider all the risks in the case, as a result of relevant information not having been gathered, specifically domestic violence checks. When this was completed a week prior to the inspection, it revealed a number of significant incidents of both self-harm/suicide attempts and assaults against family members and her partner that were not taken into consideration previously”.*

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

Planning was judged to be ‘Inadequate’ overall. Timely plans were completed in most cases, but the quality of plans was too often insufficient. Individuals were often insufficiently involved in the planning process; this followed on from the CRC moving from the Justice Star assessment and planning tool, which was completed collaboratively with individuals, in favour of layer 3 OASys assessments, where the same level of involvement was not built in. Although planning was better at addressing the factors linked to individuals’ offending and desistance, deficiencies in assessment meant that planning was also deficient in 40 per cent of cases. Planning failed to focus sufficiently on keeping other people safe in 59 per cent of medium risk of serious harm cases. This was due to gaps in assessment, poor inter-agency coordination and insufficient planning to address contingencies that might arise in individual cases.

Planning focused sufficiently on engaging the service user in only half of the cases examined. In two-thirds of the cases, planning took account of individuals’ motivation and readiness to change, and set out an appropriate level and type of contact to achieve the requirements of the sentence. In too few cases, however, were individuals meaningfully involved in planning, and there was evidence of their views being taken into account in only 57 per cent of cases. Previously, the CRC had

used the completion of Justice Star with those subject to supervision as a way of involving individuals in planning and setting objectives; however, inspectors considered that planning was often done to, rather than with, individuals. Planning took sufficient account of individuals' diversity and personal circumstances, where relevant, in only 47 per cent of cases. The following case was typical of what inspectors found:

*“The level of contact is set appropriately as weekly; however, the planning does not seek to consider the goals of the service user, or his personal or diversity needs, and does not focus sufficiently on seeking his engagement. For example, he is homeless and sofa surfing, initially, which turns into him living in a tent from Christmas Eve, yet the accommodation referral is not progressed until 20 January. His mental health and substance misuse factors are also not featured in the planning”.*

As a consequence of not sufficiently analysing the factors related to offending, planning focused sufficiently on reducing reoffending and supporting individuals' desistance in just 60 per cent of cases. In some cases, it appeared that the responsible officer was unclear about what they should be focusing on, as identified in the following case:

*“There is a failure to plan for most relevant criminogenic needs, which is likely to be attributable to the assessor having failed to identify those most relevant. nDelius records evidence that planning activity included referring to a veteran's service and a wellbeing service, which was positive. However, there was nothing to support attendance at Alcoholic Anonymous, nothing to address accommodation issues and, most significantly, there is no planning to address the main factor linked to offending in this domestic violence case: relationships and attitudes”.*

Planning prioritised the most critical factors in 60 per cent of cases; it was sufficient at addressing issues of thinking and behaviour, accommodation and alcohol misuse in a reasonable majority of instances, but was insufficient at addressing other factors in 54 per cent of instances where inspectors judged there was a need. Where it was identified that individuals had particular strengths or other factors that might protect them from reoffending, such as motivation to change, planning identified how these factors could be built on in 65 per cent of cases. For example, in the following case one inspector noted:

*“Planning involves an excellent level of communication with Isiah's family, his mother in particular. She attends some supervision sessions with him and both she and Isiah's step-dad attend the professionals' meeting to discuss Isiah's housing predicament. The responsible officer does an excellent job of establishing an important relationship with her, as she certainly acts as a protective factor against reoffending”.*

Planning to address factors associated with the risk of harm to others was inadequate in 59 per cent of cases for which risk of harm was an issue, which was in the bottom quartile for all CRCs. This shortfall included 74 per cent of cases where domestic abuse was a concern, and 57 per cent of cases where there were child safeguarding issues. Failure to identify or analyse appropriately all risk of harm issues in the majority of cases led to failures in planning, and in many cases this reflected a lack of understanding or professional curiosity. Planning set out the

necessary constructive and/or restrictive interventions to manage the risk of harm in only half of relevant cases.

Planning to address contingencies is especially weak, and was sufficient in only a quarter of relevant cases. There was insufficient planning to link with other agencies, and with multi-agency plans, in three-fifths of relevant cases, including referral to Multi-Agency Risk Assessment Conferences (MARACs) for domestic abuse cases. Planning to liaise with children’s social care and police domestic abuse units is frequently absent. The following case illustrates this shortfall, as noted by one inspector:

*“There was no risk management plan or contingency plan in place until last week. No domestic violence checks were completed throughout the order to date, despite this being the service user’s 4th conviction for harassment of his ex-partner, him continuing to exhibit concerning attitudes and residing with a new partner and her children. There is also a lack of planning to manage the potential risks to children, with checks not having been completed in relation to all relevant children and lack of follow-up with children’s social care”.*

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

Implementation and delivery of orders and licences was judged to be ‘Inadequate’. Responsible officers were generally good at engaging on an individual level with service users and ensured that most complied with their sentences. In a majority of cases, however, there was a failure to deliver the services necessary to support individuals’ desistance from reoffending, due to inadequate planning, inappropriate prioritisation of activities or failure to engage in one-to-one work when group activities were not immediately available. Insufficient attention was given to delivering services that effectively support the safety of other people in 60 per cent of medium risk of serious harm cases. This results from inadequate assessment and planning; deficiencies in coordination with other agencies; and a lack of home visits in cases where these should take place.

The sentence/post-custody period was implemented appropriately, with a focus on engaging the service user, in a reasonable majority of cases. Three-quarters of cases started promptly, and there was a strong focus on engaging the service user, and some flexibility in the way that services were delivered, to take account of work and family commitments, as noted by the inspector in the following case:

*“There is evidence of the responsible officer developing a trusting and meaningful relationship with Tracy, who is going through a very difficult time in her life, with her children being placed into care and personal issues which are complex in nature. The responsible officer shows appropriate flexibility in delivering the sentence of the courts, ensuring that Tracy engages with social workers, drugs workers, housing officers and women’s services”.*

A proportionate level of contact prior to release was lacking in the majority of custodial cases, with most of these cases, including many frequent reoffenders subject to short custodial sentences, managed by the operational hub in Norwich.

Where there were absences, reasons for these were usually recorded and appropriate professional judgements made about acceptability. There was good follow-up of absences by telephone and effective use of text reminders for appointments. Enforcement was appropriate in the large majority of cases, and in more than two-thirds of cases sufficient efforts were made to re-engage individuals following breach or recall.

Supervision focused sufficiently on reducing reoffending and supporting the service user's desistance in a minority (44 per cent) of cases. The reasons for this are various; in part, it is due to insufficient planning or the wrong interventions being prioritised. Although there is a wide range of services available, at the time the cases subject to this inspection commenced, there were delays to the start of some programmes, and the new schedule for RAR groups had not yet been implemented, with the result that service users' motivation was lost in some cases. Where service users were deemed unsuitable for groups, or these groups were not immediately available, staff did not feel supported or encouraged to do offending behaviour work on an individual basis. As a result of the combination of the deficiencies outlined above, inspectors judged that insufficient services were delivered in most cases against the range of priority factors for reducing reoffending.

By contrast, where individuals' strengths, or factors protecting them from reoffending, were recognised, such as motivation to change, employment or maintaining a non-criminal identity, these factors were built on in a reasonable majority of cases. Coordination with other organisations to deliver services, however, was insufficiently well coordinated in too many cases. This was particularly evident in relation to coordination with alcohol and drug treatment agencies in some cases, as described by an inspector in the following case:

*"An alcohol treatment requirement was imposed, yet no checks were made with the provider to monitor attendance, compliance and progress until last week. The responsible officer relied on self-report of the service user that he was attending".*

In only 40 per cent of cases was supervision focused appropriately on managing and minimising the risk of harm to others. It inevitably follows that, where assessments are faulty, or relevant information is missed or not obtained, leading to inadequate planning, the management of risk of harm to others will be flawed. In too many cases, the level or nature of the contact offered was insufficient to manage the risk of harm.

Although there were some cases where there was effective liaison with police, IOM, mental health, children's or adult's services, these were in a minority. In the majority of relevant cases (62 per cent), the involvement of other agencies in managing and minimising the risk of harm was insufficiently well coordinated. There were some alarming gaps, which also reflected inadequate supervision of staff, as in the following case:

*"Stefan was subject to a community order for a domestic abuse offence. This case was assessed as high risk of harm by the National Probation Service (NPS) at court but this decision was later overridden by the senior probation officer, and the case*

*remained with the CRC. The original offence involved a serious assault while his partner was pregnant. During the third appointment, the service user informed the responsible officer that he has seen his partner and children but the responsible officer did not share this with children's services. Once a further assault on his partner occurs, children's services call a case conference and the responsible officer presents a report indicating that he now believes that the individual presents as high risk of harm to the partner and children. The case is not discussed in supervision, nor is it escalated to the NPS until three months later”.*

In only 24 per cent of cases were home visits undertaken in circumstances where inspectors thought they were required, and this included cases where the individual was living with the victim of domestic violence. It was clear that in too many cases responsible officers lacked professional curiosity about issues of potential harm, and inspectors concluded that in three-fifths of cases insufficient attention was given to protecting actual or potential victims.

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

Reviewing overall was judged to be 'Inadequate'. The CRC has adopted the CRISS model of recording, which entails reviewing progress at each appointment, and a reasonable majority of cases had formal reviews completed prior to the inspection taking place, although the quality of these reviews was too often insufficient. Although most reviews focused sufficiently on making adjustments to individual plans to reduce the likelihood of reoffending, too often they failed to engage with individuals in reviewing problems with their compliance and engagement when these were evident. More seriously, reviews failed to make adjustments to keep others safe in the majority of instances where this was needed.

In 58 of the 98 cases examined, inspectors considered that a review of compliance and engagement was needed. They judged that reviewing effectively supported the service user's compliance and engagement in about half of these cases, however, which was too few. When adjustments to the plan of work were required to address compliance or to remove barriers to engagement, this was done sufficiently in only 52 per cent of cases.

While it is acknowledged that some individuals were out of contact and subject to breach or recall proceedings, the individual was involved in reviewing in only 36 per cent of cases where compliance and engagement was an issue. In some instances, following reoffending, breach or a change of responsible officer, the opportunity was taken to reset the order and re-motivate the individual, but too often the opportunity was missed to consider what could be done differently, as one inspector noted in following case:

*“While there is evidence of reviewing within the contact records and there have been two formal OASys reviews, they do not sufficiently record the reasoning for the service user's lack of compliance with the conditions of his order and why he is reported missing so often. The review lacks details of what can be done differently*

*and how the responsible officer can make changes to support re-engagement and compliance by the service user”.*

There were 48 cases where inspectors considered that reviewing was required to address factors linked to offending and desistance. In 70 per cent of these cases, reviewing effectively supported progress towards desistance. Many formal reviews had been conducted in the weeks prior to the inspection, and in a reasonable majority of cases had resulted in improved plans to address offending and desistance, as noted by one inspector in the following case:

*“A review of OASys is completed two weeks prior to inspection. This is a much more detailed assessment of risk and need factors, with a more informed sentence plan to address drugs, alcohol and accommodation needs”.*

Of the 48 cases where reviewing was indicated to address offending and desistance, 38 involved other agencies. Input from these other agencies informed the reviewing in 28 of these cases.

In 42 out of 98 cases examined, inspectors considered that reviewing was required owing to changes in factors related to risk of harm; however, reviewing focused sufficiently on the risk of harm to others in only 40 per cent of these cases. In 79 per cent of these cases, there was a formal written review, and most cases had been reviewed at least once by managers prior to the inspection. Reviews were often not triggered, however, by factors that indicated increases in risk of harm. In only 38 per cent of cases were necessary changes made to the risk management plan, even where there had been a management review.

There were examples where risk management plans had improved following review, often in the light of checks being made with police domestic abuse units and information received from children’s social care. Some reviews were insufficient, however, because relevant information was not included, and in 59 per cent of cases input was not sought or obtained from other agencies where it should have been. In about two-thirds of cases, the individual or other key people were not meaningfully engaged in the review of the case. In some instances, the responsible officer appeared to lack knowledge about managing risk of harm issues, lacked professional curiosity or failed to focus on relevant issues, as noted by an inspector in the following case:

*“Despite the new responsible officer completing a formal review following re-release, this does not incorporate information from the prison, and still no domestic abuse checks were completed. Children’s social care checks were done a few weeks ago; however, when the result came back that the children were known, this was not followed up and the service user’s account of not having contact was taken as fact. In discussing the lack of checks with the responsible officer in interview, she reported that her focus had been upon the service user himself, rather than other factors. The review is an enhancement of the previous assessment, but still lacks analysis”.*

Unpaid work arrangements in the Norfolk and Suffolk CRC are strong and have been developed over several years. They provide a consistent service across the whole of the area and are responsive to the needs of individuals and communities. There are opportunities to expand the ETE arrangements that are available, to enable those individuals who are unemployed to gain skills that will increase their chances of obtaining work.

The enhanced Through the Gate service was launched on 01 April 2019, following a comprehensive implementation phase. It is now available in the three men's prisons where the CRC is lead host, and in the women's prison at HMP Peterborough, where it is subcontracted to BeNCH CRC, for women from Norfolk and Suffolk.

It is too early to judge the effectiveness of these new arrangements; however, there is an urgent need to provide more opportunities for individuals to access accommodation on leaving prison, as an essential part of release arrangements in Norfolk and Suffolk. Planning for release is good, but interventions prior to release require improvement, and coordination with other services in the prison and with responsible officers on release needs strengthening.

### Strengths:

- Unpaid work is well led, with a passionate, enthusiastic and committed staff group.
- Careful attention is paid to protected characteristics and personal circumstances, to ensure that appropriate unpaid work placements are available for individuals with a range of diverse needs.
- There is a good spread of group and individual unpaid work placements, providing opportunities for individuals to make reparation to the community and for personal development.
- Health and safety arrangements for unpaid work delivery are comprehensive and monitored effectively with daily checks and regular audits.
- The expanded staff team for the enhanced Through the Gate service has been well trained, and staff have undergone a thorough induction to their new roles.
- The interventions staff from Anglia Care Trust and Ipswich Housing Action Group are thoroughly integrated with the work of the Through the Gate team.

### Areas for improvement:

- ETE opportunities require further development in unpaid work, so that individuals can access work-related training and achieve recognised qualifications.
- The assessment of individuals starting unpaid work needs to be strengthened, so that all information relating to risk to others is taken into account.

- Improved access to accommodation is required for individuals on release from prison as part of the enhanced Through the Gate service.
- Release planning should take full account of the risk that individuals pose to others when considering where they will be living.
- The respective responsibilities of the CRC operational hub and responsible officers in the Norfolk and Suffolk CRC local management centres should be clarified, to ensure effective communication with the Through the Gate services when planning release.

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

In 82 per cent of unpaid work cases, assessment focused on the key issues relevant to unpaid work. Individuals received a comprehensive induction to their unpaid work requirement, where their diversity and personal circumstances were considered in all but one of the cases inspected. In 37 per cent of cases, however, the impact of these circumstances on the individual's ability to comply and engage with unpaid work was not fully considered.

The initial assessments conducted by responsible officers in local management centres draw on information gathered by the operational hub, where responsible officers complete a layer 1 OASys assessment for stand-alone unpaid work cases, which are then managed by the hub. Three-quarters of assessments drew sufficiently on available sources of information, although in a few cases information concerning risk to others was missed.

Inspectors considered that the assessed level of risk of harm to others was correct in all but two cases, with one being low rather than medium, and the other being medium rather than low. Assessment considered issues of individuals' vulnerability and risk of harm to others appropriately in four-fifths of cases. Risk codes had been allocated to individual cases, to alert staff to restrictions on placements, and unpaid work supervisors to the concerns that they should be aware of when managing work groups. The following case illustrates how assessment and appropriate work placement are linked, as noted by one inspector:

*“The assessment identifies the diversity needs of the service user, and the fact that he poses a risk to females as a registered sex offender and has a sexual harm prevention order at the time of the unpaid work. The assessment identified the risk he posed and the fact that he was only suitable for male-only group work”.*

Arrangements for unpaid work focused sufficiently on supporting the service user's engagement and compliance with the sentence in three-quarters of cases inspected. In four-fifths of cases, the allocated work was considered appropriate to the individual's diversity and personal circumstances, and arrangements were flexible enough to enable individuals with different work patterns to attend.

There were several examples of how the work provided was fitted to the needs of individuals, including placements at the women's centre for female service users,

work instructions in a range of Eastern European languages and arrangements to accommodate an amputee with limited mobility. The following example illustrates how the service was personalised, and how individuals were enabled and encouraged to attend, as described by one inspector:

*“Jeremy was assessed as physically and mentally suitable, and his sporadic employment was also taken into account. Jeremy was communicated with via text, letter and telephone calls. Intensive working was identified as appropriate when Jeremy was not in agency employment”.*

In 89 per cent of cases, inspectors judged that arrangements for unpaid work maximised the opportunity for an individual's personal development. Much of the work undertaken was outdoor group work of a reparative nature, including churchyard maintenance. There were a number of placements at animal sanctuaries or care farms, which enabled some vulnerable individuals to develop skills and empathy in working with animals. There were examples of individuals gaining subsequent employment after working on a sports and recreation project. Individual placements were largely with chains of charity shops, which provided opportunities for developing customer service skills.

Feedback to responsible officers was limited, often restricted to information about an individual's attendance and any problems encountered, without any more detailed information on behaviour or learning.

In 81 per cent of cases, inspectors judged that the sentence of the court was implemented appropriately. Individuals started their first work session following sentence within two weeks in 86 per cent of cases. Appropriate professional judgements were made about any missed appointments in 92 per cent of cases where there were failures, although in three cases the reasons for failures were not recorded. Enforcement action was taken where appropriate in all but one case. In one-third of cases where there were issues with compliance and engagement, this was not reviewed periodically, or the reasons for this were not addressed sufficiently.

In 12 of the cases inspected, individuals were stood down from work – five on one, six on two and one on three occasions. There were difficulties in providing sufficient staff cover at various times in recent months. Monitoring data showed that the stand-down rate had been around 3 per cent, but had now fallen to around 2 per cent of attendances. Additional staff are in the process of being recruited, with the aim of exceeding the normal staffing numbers to provide cover for any absences.

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

HMP Norwich is the main prison where Norfolk and Suffolk CRC provides Through the Gate services. Inspectors reviewed 13 cases from HMP Norwich, two from HMP Wayland and one from HMP/YOI Hollesley Bay, where the CRC also provides these services. Inspectors judged that resettlement planning focused sufficiently on the service user's resettlement needs and on factors linked to offending and desistance in 75 per cent of the cases reviewed. There were timely plans completed in 13 cases,

but these were missing in the other 3 cases. There have been problems with Through the Gate staff gaining access to prisoners in HMP Norwich at times because of operational reasons, but this is expected to improve when the staff have their own accommodation on the reception wing.

Individuals were meaningfully engaged in developing their resettlement plans in four-fifths of cases, and in three-quarters of cases these plans took into account their protected characteristics and personal circumstances. Plans sufficiently addressed accommodation; finance, benefit and debt; and ETE needs in two-thirds of cases. Additional needs, such as for drug and alcohol misuse and mental health issues, were addressed sufficiently in about 60 per cent of cases. Many of the Through the Gate staff had been recruited recently, and trained extensively to deliver the revised specification for enhanced Through the Gate services. They contributed to an enthusiastic and motivated team, as described by an inspector in the following case:

*“Julian was released on licence but recalled on a two-week fixed-term recall earlier this year. Given the short timeframe, the Through the Gate worker did well to see him, understand and explore all the resettlement issues, and formulate a basic plan. She emailed all the information to the responsible officer, taking into account risk issues, as well as uploading the plan. Given the timeframe, this helped towards getting key resettlement issues resolved”.*

Resettlement planning was less effective at taking account of factors linked to harm to others, which were considered appropriately in just over half of cases where these factors were present.

Resettlement activity focused sufficiently on supporting the service user's resettlement in too few cases. There were examples of positive work completed to support resettlement, as described by an inspector in the following case:

*“Julian is a 29-year-old male sentenced to 10 months for possession of indecent images. The Through the Gate team identified that he needed resettlement help with accommodation, ETE, finance and liaising with his employers. They put this in a timely plan, and then delivered it. They organised appointments with the Citizens Advice Bureau within custody for him to sort out his financial issues; they got him housing advice, and advocated on his behalf, enabling him to keep his tenancy; they called his employers to reassure them where he was, so he could work there again on release; and they referred him for ETE support, and he was enrolled to begin an art and design course in September”.*

Inspectors judged that only 9 of the 16 individuals had their resettlement needs met, with 56 per cent of accommodation needs, 29 per cent of finance, benefit and debt issues and 33 per cent of ETE needs met. There were no examples of the Through the Gate team finding accommodation for individuals before release, and three individuals were released with nowhere to go. The newly enhanced services included an expanded housing and benefits service, delivered by Anglia Care Trust and Ipswich Housing Action Group, but this service has only been operating fully since 01 April 2019 and it is too early to judge its effectiveness.

While resettlement activity took sufficient account of service users' diversity and personal circumstances in two-thirds of cases, it took sufficient account of factors

related to risk of harm in only 45 per cent of cases where this was relevant, as described by an inspector in the example below:

*“There was a good deal done to secure an appointment at the council, as Lionel was being released with no fixed abode. They also sorted out a homeless pack for him. He then asked for this to be cancelled, however, and the Through the Gate worker cancelled this without question. It turned out that he was going back to live with the victim. When the responsible officer in the community discovered this, they tried to reinstate the appointment at the council, but by this time all the appointments were filled”.*

Effective coordination of resettlement activity was seen in too few cases (63 per cent). Inspectors judged that there was effective coordination between the Through the Gate team and other services delivered in the prison in two-thirds of cases where other activities were taking place. The Through the Gate team had access to nDelius, which enabled them to see and communicate more effectively with responsible officers in the community; however, communication with responsible officers was judged effective in just 63 per cent of cases. In the CRC, there was confusion in some cases about who the Through the Gate team should be liaising with in the community, following the move of more custody cases to the operational hub from local management centres, as described by one inspector:

*“The plan was uploaded to OASys, and an email was sent to the hub. At the time of the lead-up to release, the case was managed by the hub on paper, but in reality, it was a PSO in a community team making important decisions about licence conditions. While the Through the Gate team emailed the hub, they did not email the PSO in the community because his name is nowhere on the file. The hub was not coordinating his release and resettlement; therefore, it is unclear why the Through the Gate information was sent to it”.*

## Annex 1: Methodology

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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 39 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 33 meetings, which included meetings with senior managers, operational partners and stakeholders, and focus groups with middle managers and frontline staff. The evidence explored under this domain was judged against our published ratings characteristics.<sup>12</sup>

### **Domain two: case supervision**

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

We examined 98 cases from across all 5 local management centres. 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.

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

In some areas of this report, data may have been split into smaller sub-samples – for example, male/female cases, PO/PSO cases. Where 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 28 cases with unpaid work requirements that had begun at least three months previously. The sample included cases managed by the NPS, as well as cases managed by the CRC. We ensured that the ratios in relation to gender and risk of serious harm level matched those in the eligible population. We used the case management and assessment systems to inspect these cases.

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

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

#### *Through the Gate*

We examined 16 custodial cases in which the individual had been released on licence or post-sentence supervision six weeks earlier from the CRC's resettlement prisons, over a two-week period. The sample included those entitled to pre-release Through the Gate services from the CRC who were then supervised post-release by the CRC or the NPS. We used the case management and assessment systems to inspect these cases.

We also held meetings with the following individuals/groups:

- the senior manager in the CRC responsible for Through the Gate services
- the governor responsible for resettlement at HMP Norwich
- the middle manager responsible for Through the Gate services in specific prisons
- a group of CRC resettlement workers directly responsible for preparing resettlement plans and/or meeting identified resettlement needs.

## Annex 2: Inspection results: domains two and three

In this inspection, we conducted a detailed examination of a sample of 98 domain two cases. In each of those cases, we inspect 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      |
|---|-------------------|
| <b>4.1. Assessment</b>  |                   |
| Assessment is well-informed, analytical and personalised, actively involving the service user | <b>Inadequate</b> |
| 4.1.1. Does assessment focus sufficiently on engaging the service user?                       | 66%               |
| 4.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?  | 57%               |
| 4.1.3. Does assessment focus sufficiently on keeping other people safe?                       | 45%               |

|   |                   |
|---|-------------------|
| <b>4.2. Planning</b>  |                   |
| Planning is well-informed, holistic and personalised, actively involving the service user.                    | <b>Inadequate</b> |
| 4.2.1. Does planning focus sufficiently on engaging the service user?   | 50%               |
| 4.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance? | 60%               |
| 4.2.3. Does planning focus sufficiently on keeping other people safe? <sup>13</sup>                           | 41%               |
| <b>4.3. Implementation and delivery</b>   |                   |
| High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user    | <b>Inadequate</b> |
| 4.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user? | 66%               |
| 4.3.2. Does the implementation and delivery of services effectively support the service user's desistance?    | 44%               |
| 4.3.3. Does the implementation and delivery of services effectively support the safety of other people?       | 40%               |
| <b>4.4. Reviewing</b>   |                   |
| Reviewing of progress is well-informed, analytical and personalised, actively involving the service user      | <b>Inadequate</b> |
| 4.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?          | 53%               |
| 4.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?                         | 70%               |
| 4.4.3. Does reviewing focus sufficiently on keeping other people safe?  | 40%               |

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

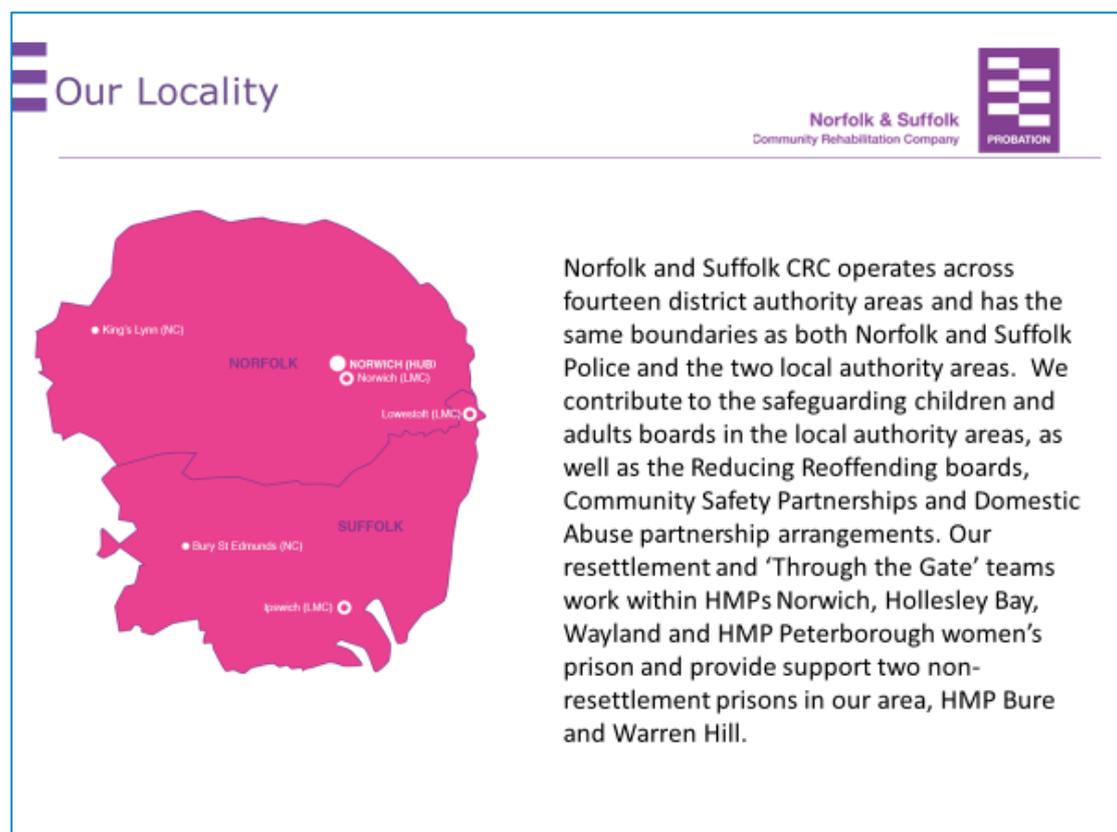
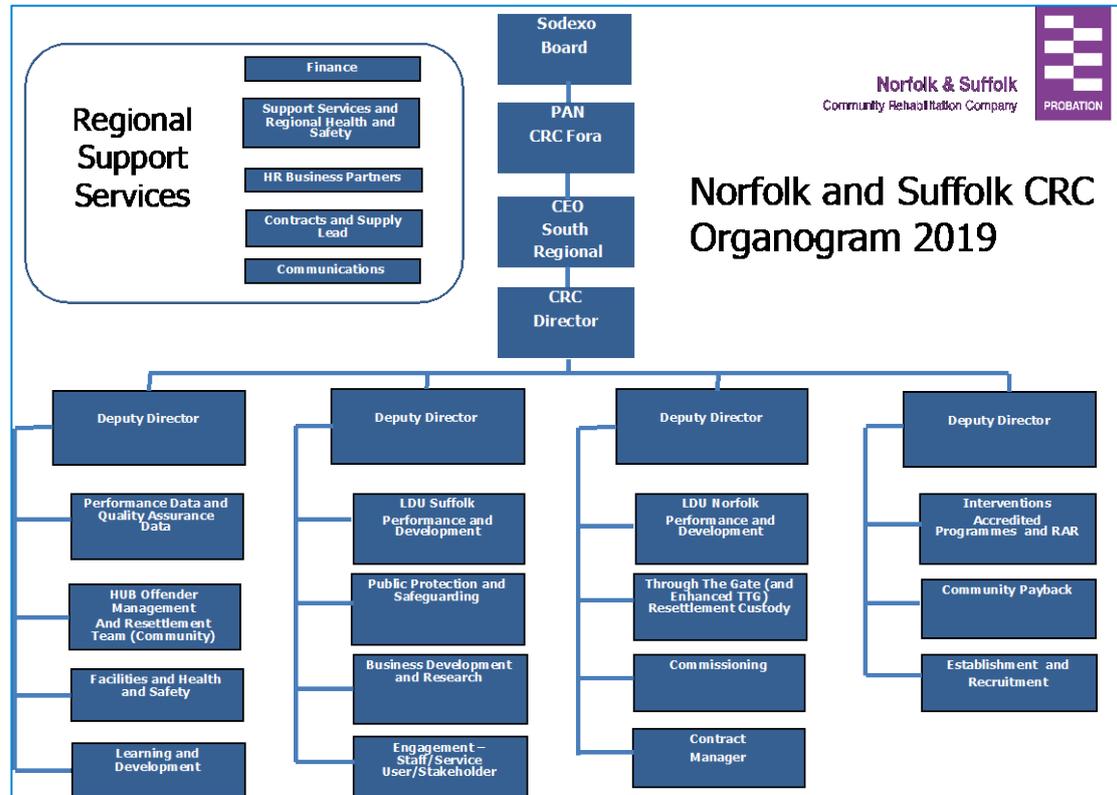
## 4. CRC-specific work

| Standard/Key question  | Rating/% yes                    |
|--|---------------------------------|
| <b>4.1. Unpaid work</b>  |                                 |
| Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court.                           | <b>Outstanding<sup>14</sup></b> |
| 4.1.1. Does assessment focus on the key issues relevant to unpaid work?  | 82%                             |
| 4.1.2. Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?          | 75%                             |
| 4.1.3. Do arrangements for unpaid work maximise the opportunity for the service user's personal development?                                     | 89%                             |
| 4.1.4. Is the sentence of the court implemented appropriately?   | 81%                             |
| <b>4.2. Through the Gate</b>   |                                 |
| Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs.                                    | <b>Requires improvement</b>     |
| 4.2.1. Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance? | 75%                             |
| 4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?  | 56%                             |
| 4.2.3. Is there effective coordination of resettlement activity?   | 63%                             |

<sup>14</sup> In arriving at the rating for unpaid work, we have exercised professional discretion in relation to the case data, so as to take into account wider evidence gathered about this particular aspect of practice.

## Annex 3: Operating model

Images in Annex 3 have been provided by Norfolk and Suffolk CRC.



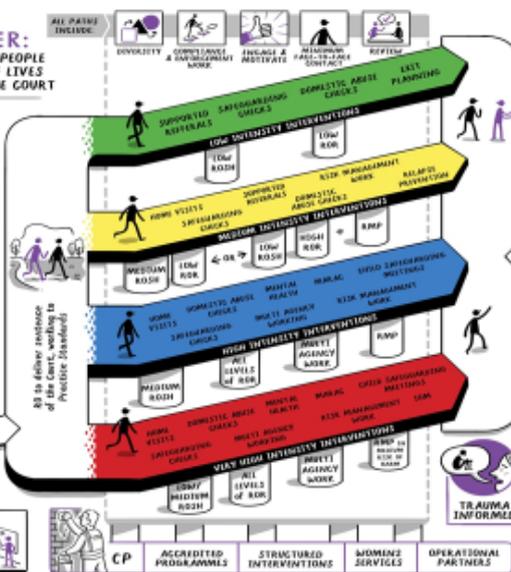
# Operating Model- Community

Norfolk & Suffolk  
Community Rehabilitation Company



**THE WAY WE WORK TOGETHER:**  
TO REDUCE REOFFENDING, KEEP PEOPLE SAFE, IMPROVE THE QUALITY OF LIVES & DELIVER THE SENTENCE OF THE COURT

SERVICE USERS & COMMUNITIES AT THE HEART OF EVERYTHING

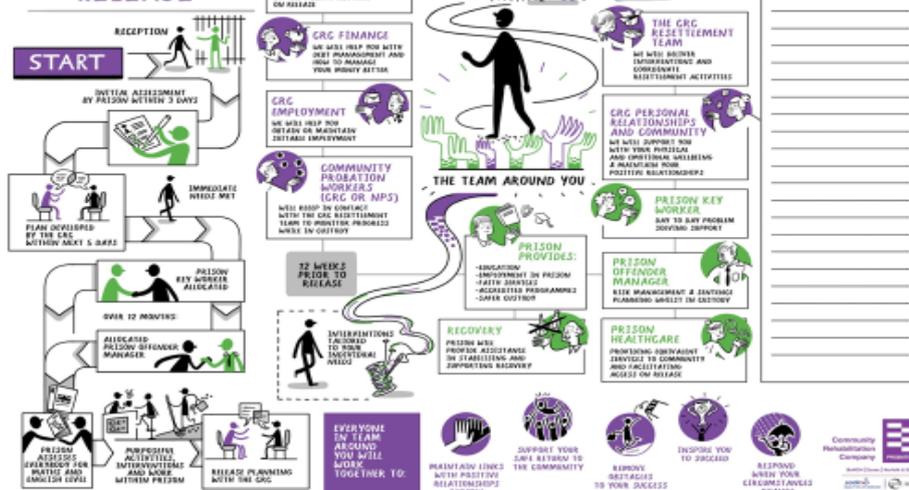


# Operating Model- TTG

Norfolk & Suffolk  
Community Rehabilitation Company



**GETTING READY FOR SUCCESSFUL RELEASE**



## Operational Partners

|                          |  |  |     |                                |
|--------------------------|--|--|-----|--------------------------------|
| <b>Anglia Care Trust</b> | Community Suffolk and Norfolk from 1/3/19            | Accommodation, Finance, Benefit & Debt | Yes | Hours of face-to-face delivery |
| <b>Home Group</b>        | Community Norfolk (to 28/2/19)                       | Accommodation, Finance, Benefit & Debt | Yes | Hours of face-to-face delivery |
| <b>Ormiston Trust</b>    | Community Norfolk and Suffolk                        | Family Services                        | Yes | Hours of face-to-face delivery |
| <b>St Giles Trust</b>    | Community Norfolk and Suffolk                        | ETE services                           | Yes | Hours of face-to-face delivery |
| <b>Home Group</b>        | Community Norwich and Waveney (Norfolk)              | Women's service                        | Yes | Hours of face-to-face delivery |
| <b>Lighthouse</b>        | Community Ipswich                                    | Women's service                        | Yes | Hours of face-to-face delivery |
| <b>Open Road</b>         | Community Norfolk and Suffolk<br>Until October 20-18 | Mentor scheme                          | Yes | Hours of face-to-face delivery |
| <b>User Voice</b>        | Community (Norwich)                                  | Service User Council and feedback      | No  | Councils held                  |

## Annex 4: Glossary

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|--|---|
| <b>Accountability</b>                  | When people are responsible for making decisions, and taking actions on areas of work within their remit  |
| <b>Accredited programme</b>            | A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or as part of a custodial sentence or a condition in a prison licence. Accredited programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending |
| <b>Alcohol treatment requirement</b>   | A requirement that a court may attach to a community or suspended sentence order aimed at tackling alcohol abuse  |
| <b>Approach</b>                        | The overall way in which something is made to happen; an approach comprises processes and structured actions within a framework of principles and policies  |
| <b>Assessment</b>                      | The process by which a decision is made about the things an individual may need to do to reduce the likelihood of them reoffending and/or causing further harm  |
| <b>Barriers</b>                        | The things that make it difficult for an individual to change   |
| <b>Breach (of an order or licence)</b> | Where an offender fails to comply with the conditions of a court order or licence. Enforcement action may be taken to return the offender to court for additional action or recall them to prison   |
| <b>Building Better Relationships</b>   | A nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence   |
| <b>Case manager</b>                    | The term used by some CRCs, for the probation services officer grade who holds lead responsibility for managing a case  |
| <b>Child safeguarding</b>              | The ability to demonstrate that a child or young person's wellbeing has been 'safeguarded'. This includes – but can be broader than – child protection. The term 'safeguarding' is also used in relation to vulnerable adults   |
| <b>CRC</b>                             | Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present a low or medium risk of serious harm   |

|                    |   |
|--------------------|---|
| <b>CRISS</b>       | Check-in Review Intervention, Summarise Set Tasks: a way of structuring and recording an interview with an individual   |
| <b>Desistance</b>  | The cessation of offending or other antisocial behaviour  |
| <b>Diversity</b>   | The extent to which people within an organisation recognise, appreciate and utilise the characteristics that make an organisation and its service users unique. Diversity can relate to age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex  |
| <b>DRR</b>         | Drug rehabilitation requirement: a requirement that a court may attach to a community order or a suspended sentence order aimed at tackling drugs misuse  |
| <b>Empowerment</b> | Giving people the authority or power and/or confidence to make and implement decisions  |
| <b>Enforcement</b> | Action taken by a responsible officer in response to an individual's non-compliance with a community sentence or licence. Enforcement can be punitive or motivational   |
| <b>Equality</b>    | Ensuring that everyone is treated with dignity and respect, regardless of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex. It also means recognising that diverse groups have different needs, and ensuring that they have equal and fair access to appropriate opportunities  |
| <b>Escalation</b>  | The term used to describe the process where a case allocated to a CRC is referred to the NPS for reallocation because an increase in the risk of harm posed by the offender now places that person within the category of those who should be supervised by the NPS   |
| <b>ETE</b>         | Education, training and employment: work to improve an individual's learning, and to increase their employment prospects  |
| <b>HMP/YOI</b>     | Her Majesty's Prison/Young Offender Institution   |
| <b>HMPPS</b>       | Her Majesty's Prison and Probation Service: from 01 April 2017, HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the Ministry of Justice took on responsibility for overall policy direction, setting standards, scrutinising prison performance and commissioning services. These used to fall under the remit of the National Offender Management Service (the agency that has been replaced by HMPPS) |

|                     |  |
|---------------------|--|
| <b>Host CRC</b>     | A CRC, which is not the lead host of Through the Gate services, that provides services to some but not all prisoners in a particular prison. They are likely to deliver services exclusively to prisoners who will be released within their contract package area  |
| <b>ICT</b>          | Information and communications technology  |
| <b>Intervention</b> | Work with an individual that is designed to change their offending behaviour and/or to support public protection. A constructive intervention is where the primary purpose is to reduce the likelihood of reoffending. A restrictive intervention is where the primary purpose is to keep to a minimum the individual's risk of harm to others. With a sexual offender, for example, a constructive intervention might be to put them through an accredited sex offender treatment programme; a restrictive intervention (to minimise their risk of harm to others) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. Both types of intervention are important |
| <b>IOM</b>          | Integrated offender management: a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together   |
| <b>Lead host</b>    | The CRC delivering the main Through the Gate services in a prison, to all prisoners except those who are the responsibility of another host CRC  |
| <b>Licence</b>      | This is a period of supervision immediately following release from custody, and is typically implemented after an offender has served half of their sentence. Any breaches to the conditions of the licence can lead to a recall to prison, where the offender could remain in custody for the duration of their original sentence   |
| <b>MAPPA</b>        | Multi-Agency Public Protection Arrangements: where the NPS, police, prison and other agencies work together locally to manage offenders who pose a higher risk of harm to others. Level 1 is ordinary agency management, where the risks posed by the offender can be managed by the agency responsible for the supervision or case management of the offender. This compares with levels 2 and 3, which require active multi-agency management  |
| <b>MARAC</b>        | Multi-Agency Risk Assessment Conference: part of a coordinated community response to domestic abuse, incorporating representatives from statutory, community and   |

voluntary agencies working with victims/survivors, children and the alleged perpetrator

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| <b>Mentoring</b>                        | The advice and guidance offered by a more experienced person to develop an individual's potential  |
| <b>MoJ</b>                              | Ministry of Justice: the government department with responsibility for the criminal justice system in the United Kingdom   |
| <b>Multi-agency safeguarding hub</b>    | The first point of contact for new safeguarding concerns or enquiries. They usually include representatives from the local authority (children and adult social care services), the police, health bodies, probation and other agencies  |
| <b>nDelius</b>                          | National Delius: the approved case management system used by the CRCs and the NPS in England and Wales   |
| <b>NPS</b>                              | 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 |
| <b>OASys/eOASys/OASys R</b>             | 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  |
| <b>Offender management</b>              | A core principle of offender management is that a single practitioner takes responsibility for managing an offender throughout their sentence, whether in custody or the community   |
| <b>Offender Rehabilitation Act 2014</b> | Implemented in February 2015, applying to offences committed on or after that date, the <i>Offender Rehabilitation Act 2014</i> is the Act of Parliament that accompanies the <i>Transforming Rehabilitation</i> programme   |
| <b>Partners</b>                         | Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS  |
| <b>PCC</b>                              | Police and Crime Commissioner  |
| <b>PO</b>                               | Probation officer: this is the term for a responsible officer who has completed a higher-education-based professional qualification. The name of the qualification and content of the training varies depending on when it was undertaken. They manage more complex cases                          |
| <b>Post-sentence supervision</b>        | Introduced by the <i>Offender Rehabilitation Act 2014</i> , this is a period of supervision following the end of a licence. Breaches are enforced by the magistrates' court  |

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| <b>PQiP</b>                 | Professional Qualification in Probation   |
| <b>Pre-sentence report</b>  | This refers to any report prepared for a court, whether delivered orally or in a written format   |
| <b>Providers</b>            | Providers deliver a service or input commissioned by and provided under contract to a CRC or the NPS. This includes the staff and services provided under the contract, even when they are integrated or located within a CRC or the NPS  |
| <b>PSO</b>                  | Probation services officer: this is the term for a responsible officer who was originally recruited with no professional qualification. They may access locally determined training to qualify as a probation services officer or to build on this to qualify as a probation officer. They may manage all but the most complex cases, depending on their level of training and experience. Some PSOs work within the court setting, where their duties include writing pre-sentence reports   |
| <b>RAMP</b>                 | Resource Allocation Management Programme  |
| <b>RAR</b>                  | Rehabilitation Activity Requirement: since February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts have been able specify a number of RAR days within an order; it is for probation services to decide on the precise work to be done during the RAR days awarded   |
| <b>Rate card</b>            | A directory of services offered by the CRC for the NPS to use with its offenders, detailing the price   |
| <b>Responsible officer</b>  | The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case  |
| <b>Risk of serious harm</b> | A term used in OASys. All cases are classified as presenting a low/medium/high/very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term 'risk of harm' when referring to the analysis which must take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term 'risk of serious harm' only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to those offenders for whom lower impact/severity harmful behaviour is probable |
| <b>SEEDS</b>                | Skills for Effective Engagement Development and Supervision: a skills-based practice framework for enhancing offender engagement  |

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| <b>Senior probation officer</b>    | First-line manager   |
| <b>Stakeholder</b>                 | A person, group or organisation that has a direct or indirect stake or interest in the organisation because it can either affect the organisation, or be affected by it. Examples of external stakeholders are owners (shareholders), customers, suppliers, partners, government agencies and representatives of the community. Examples of internal stakeholders are people or groups of people within the organisation |
| <b>Thinking Skills Programme</b>   | An accredited group programme designed to develop an offender's thinking skills to help them stay out of trouble   |
| <b>Through the Gate</b>            | Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around  |
| <b>Transforming Rehabilitation</b> | The government's programme for how offenders are managed in England and Wales from June 2014   |
| <b>Unpaid work</b>                 | A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision. Since February 2015, unpaid work has been delivered by CRCs  |
| <b>Women's centre</b>              | A centre dedicated to services for women. This may include education, training and interventions to help with confidence and self-esteem   |



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