



An inspection of

West Yorkshire

Community Rehabilitation Company

HM Inspectorate of Probation

OCTOBER 2018

Contents

Contents	2
Foreword.....	4
Overall findings.....	5
Summary of ratings.....	8
Recommendations.....	9
Background	10
Key facts	12
1. Organisational delivery	13
1.1. Leadership	13
1.2. Staff	15
1.3. Services.....	17
1.4. Information and facilities.....	18
2. Case supervision	20
2.1. Assessment.....	20
2.2. Planning	22
2.3. Implementation and delivery	23
2.4. Reviewing	25
4. Unpaid work and Through the Gate	27
4.1. Unpaid work.....	27
4.2. Through the Gate	28
Annex 1: Methodology.....	30
Annex 2: Inspection results: domains two and three.....	32
Annex 3: Operating model.....	34
Annex 4: Glossary.....	38

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

© Crown copyright 2018

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

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

This publication is available for download at:

www.justiceinspectorates.gov.uk/hmiprobation

Published by:

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

Foreword

This is the third report in our new series of annual, rated inspections of probation service providers in England and Wales.

The management and staff of the West Yorkshire Community Rehabilitation Company (CRC) have done much to develop their organisation, in straitened circumstances, but more needs to be done to improve service delivery. As a result of deficiencies in practice, mainly due to staff capacity issues, we have given the CRC a 'Requires improvement' rating.

Leaders and staff in the CRC strive to do well. They seek to provide services that will improve the life chances of those under probation supervision and contribute to their rehabilitation. Much of the CRC's operating model is embedded but some key aspects (such as the organisation's estate strategy and information and communication technology strategy) are not fully implemented. These compound the already demanding workload pressures on staff. While staff are stretched, they remain motivated to deliver effective services.

Some case managers have gaps in their knowledge and skills, and this limits their ability to deliver good-quality, personalised services. Skilled team managers are spread too thinly to oversee practice and help staff to improve the quality of their work. A key area of practice that requires prompt improvement is managing risk of harm. Case planning in general is not sufficiently robust and reviews of work need to be improved across the board.

The CRC understands the risks and needs profiles of those it supervises. Wider management information systems help leaders to identify issues and find solutions. Partnership working is strong but, despite this, not all individuals being supervised get access to the services they require. Specialist services, such as services for women, are in place. Through the Gate and unpaid work services show promise.

This CRC's senior leaders understand the challenges faced by the organisation. They promote a culture of learning from mistakes and they actively respond to findings from audits and independent inspection. Consequently, we expect that the findings and recommendations in this report will assist their efforts to address practice shortfalls and improve the quality of the services provided.



Dame Glenys Stacey
Chief Inspector of Probation

Overall findings

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



Our key findings about the organisation were as follows:

- **West Yorkshire CRC has a strong leadership team which is committed to the provision of effective services**

The CRC's owning company (Interserve) has its own values, aspirations and goals for its CRCs. Managers in West Yorkshire understand the probation business, and have used this knowledge to build upon the company's values and to inform their approach to business transformation.

The Interserve operating model is conceptually credible. It supports a personalised and strengths-based approach to helping those subject to supervision to achieve rehabilitation goals. There are many aspects to the model. They cover practice issues and the supporting infrastructure surrounding service delivery – for example, estates, team structures and information and communication technology (ICT).

There have been delays in fully deploying all aspects of the operating model, however, and this has hindered progress on delivering services as intended. The delays have restricted the ability of the CRC to deliver on its vision. While staff and managers are passionate about probation work and seek to offer quality services, challenging staff resourcing (at all levels) has inhibited progress on delivering quality services.

- **Some staff lack the skills, knowledge and experience to undertake the tasks they have been given**

Many staff report that the learning and development support on offer does not always meet their needs. Local managers have insufficient capacity to contribute systematically to the quality of work done by team members, but staff welcome the support that is available via their line managers.

- **Service provision to support rehabilitation is well developed and there are mechanisms in place to keep provision under review**

The CRC commissions services based on an analysis of needs and an assessment of the effectiveness of services. CRC managers take an active approach to engaging with strategic partners in the area. They have lead roles in key strategic fora – for example, chairing local Reducing Reoffending Partnership Boards. This is resource intensive but the investment is in line with their aim to enable individuals to access relevant services, both during the period of supervision and beyond.

- **Relevant policies and practice guidance are in place, although staff are critical about the methods of communicating these**

Mobile ICT is being used to enable flexible working arrangements for practitioners. There have been substantial ICT challenges, however, which have impeded progress on delivering services in line with the operating model expectations. A major ICT blockage still exists in relation to the CRC gaining access to the Strategic Partner Gateway (SPG), to enable the full implementation of their case management system. Similarly, ICT support arrangements (for both hardware and software) do not adequately support practitioners in their day-to-day work.

The estates strategy promotes delivering services in innovative ways, but not all buildings have been upgraded in this respect. Management information systems are well used to understand progress, identify problems and underpin developments.



Our key findings about case supervision were as follows:

- **Assessments focused on factors related to offending but these factors were not analysed well enough**

Too many responsible officers did not demonstrate an understanding of the reasons why those they were supervising had offended. Many had only considered current offences and missed looking at historic offences and behaviour. Information from available sources was not always considered within assessments. Attention to diversity factors was mixed.

- **Planning for work to reduce reoffending was not good enough in too many cases**

Plans often did not adequately address how best to keep actual and potential victims safe. Plans were not always personalised and did not build on protective factors. Contingency planning was weak.

- **Responsible officers formed effective working relationships with individuals but interventions did not always meet individuals' needs**

Work to manage non-compliance was recorded. Responsible officers did not focus enough on promoting the safety of others when delivering services. They did not always exchange information on risk of harm with partner agencies and other service providers. Despite efforts to make available a range of intervention and partnership services, not all individuals got access to the services they required.

- **Reviews of work, particularly in relation to risk of harm, were poor**

The quality of work to review progress in cases was variable. Individuals under supervision were not consistently involved in reflecting on how their risk of harm had, or had not, changed. Practitioners did not seek timely information from other agencies and few reviews led to amended plans, even when there had

been substantial changes in the individual's circumstances. The purpose of reviewing was not fully understood by many case managers.

	Unpaid work and Through the Gate
---	---

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

- **Assessments generally focused on the critical issues relevant to unpaid work**

A new system to manage unpaid work had been implemented recently and this had highlighted several problems with the delivery of the service. Managers were aware of these and were working to resolve them. In our sample, personal circumstances and individual diversity needs had been appropriately considered.

- **The coordination of resettlement activity and communication with responsible officers was promising**

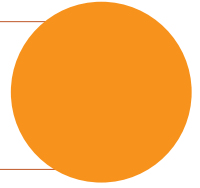
We saw many examples of good work in Through the Gate practice. Resettlement plans were completed and individuals could contribute to their plans. Diversity needs were being appropriately considered but not all plans adequately built on individuals' strengths and protective factors.

Service: West Yorkshire Community Rehabilitation Company

Fieldwork started: July 2018

Overall rating

Requires improvement



1. Organisational delivery

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

2. Case supervision

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

4. CRC specific

4.1 ¹	Unpaid work	Good	
4.2	Through the Gate	Good	

¹ CRC aspects of domain three work are listed in HMI Probation's standards as 4.1 and 4.2. Those for the NPS are listed as 3.1 and 3.2.

Recommendations

As a result of our inspection findings, we have made eight recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in the West Yorkshire CRC.

The West Yorkshire Community Rehabilitation Company should:

1. better manage the workloads of staff, so that they have the capacity to deliver services as intended
2. improve the quality of work to assess, plan for, manage and review risk of harm
3. equip all staff with the skills and knowledge needed for work to keep people safe
4. better involve individuals in producing and reviewing supervision plans
5. enable team managers to provide effective management oversight of practice
6. provide sentencers with the information they require.

Interserve should:

7. make sure that all buildings and information and communication technology support (both for hardware and software) enable staff to deliver effective services.

The Ministry of Justice should:

8. promptly ensure that the Strategic Partner Gateway, or a suitable alternative, enables Interserve to deploy the case management aspects of its operating model.

Background

Probation services

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

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

These services are currently provided by a publicly owned National Probation Service (NPS) and 21 privately owned Community Rehabilitation Companies (CRCs) that provide services under contract. Government intends to change the arrangements for delivering probation services, and is consulting on some aspects of the future arrangements, at the time of writing.

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.

West Yorkshire CRC

Purple Futures took formal ownership of the West Yorkshire CRC on 01 February 2015. The five Purple Futures CRCs work collaboratively with one another, sharing learning and resources wherever practicable. The West Yorkshire Chief Executive Officer (CEO) is the senior leader of both West Yorkshire and the neighbouring Humberside, Lincolnshire and North Yorkshire CRC.

Purple Futures is a consortium led by Interserve. It comprises Interserve Justice (a subdivision of Interserve, a global support service and construction company), 3SC (Third Sector Consortium: a company managing public service contracts on behalf of third-sector organisations), P3 (People Potential Possibilities: a charity and social enterprise organisation) and Shelter (a charity focusing on homelessness and accommodation issues).

The CRC's organisational priorities reflect the enduring requirements of probation services. They include reducing reoffending and managing the risk of harm that offenders pose to others. The CRC takes a 'strengths-based' approach to its work.

² Offender Management Caseload Statistics as at 31 March 2017, Ministry of Justice.

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

This means that it focuses on the positives in individuals' lives, to encourage them to desist from offending.

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

The role of HM Inspectorate of Probation

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

HM Inspectorate of Probation standards

The standards against which we inspect are based on established models and frameworks, which are grounded in evidence, learning and experience. These standards are designed to drive improvements in the quality of work with people who have offended.⁴

⁴ HM Inspectorate of Probation's standards can be found here:
<https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

Key facts

155,939

The total number of individuals supervised by CRCs across England and Wales⁵

8,136

The number of individuals supervised by the West Yorkshire CRC

5

The number of CRCs owned by Purple Futures

45.7%

The adjusted proportion of the West Yorkshire CRC's service users with a proven reoffence⁶

75%

The proportion of individuals who are recorded as having successfully completed their community orders or suspended sentence orders for the West Yorkshire CRC. The performance figure for all of England and Wales is 78%, against a target of 75%⁷

83%

The proportion of positive completions of unpaid work requirements for the West Yorkshire CRC. The performance figure for all England and Wales is 88%, against a target of 90%⁸

99%

The proportion of resettlement plans completed by the CRC. The performance figure for all England and Wales was 96%, against a target of 95%⁹

⁵ Offender Management Caseload Statistics as at 31 March 2018, Ministry of Justice.

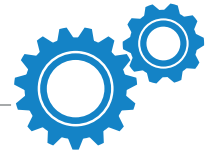
⁶ Proven reoffending, payment by results, July-September 2016 cohort, Ministry of Justice, April 2018.

⁷ CRC Service Level 8, Community Performance Quarterly Statistics, January-March 2018, Q4, Ministry of Justice.

⁸ CRC Service Level 10, Community Performance Quarterly Statistics, January-March 2018, Q4, Ministry of Justice.

⁹ CRC Service Level 13, Community Performance Quarterly Statistics, October-December 2017, Q4, Ministry of Justice.

1. Organisational delivery



West Yorkshire CRC has strong and experienced leaders who are focused on delivering good-quality services. Not all aspects of the operating model have been implemented. Staff are stretched and not all have the skills and experience to deal with the challenges of their caseloads. Partnership working is strong.

Strengths:

- There is a committed, skilled and knowledgeable senior management team who have a clear vision for service delivery.
- The interchange operating model is well understood.
- There are strong partnerships in place that support service delivery.
- Management information systems are well developed.
- Staff are dedicated to delivering high-quality, personalised services.

Areas for improvement:

- Not all aspects of the operating model are in place.
- Staff, at all levels, face workload pressures.
- Practice development for work on public protection and safeguarding is limited.
- Management capacity to oversee the quality of practice is stretched.
- Despite strong partnership working, available services are not always being used.
- Communication with sentencers is not delivering the information they need.

Organisations that are well led and well managed are more likely to achieve their aims. We inspect against four standards.

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

The West Yorkshire CRC Service Plan sits under the wider Interserve strategy for the provision of justice services. The CRC sees a clear linkage between performance and quality, and their stated goal is to use contractual performance requirements as a starting point for effective practice.

The vision for the West Yorkshire CRC is as follows:

“West Yorkshire CRC provides services in a manner to promote confidence in and promote the effectiveness of the criminal justice system, working continually towards the aims of: protecting the public; reducing reoffending; the punishment of offenders and ensuring offenders’ awareness of the effect of crimes on the victims of crime and the public; and the rehabilitation of offenders.”

We found managers and staff who were committed to providing effective services in line with these goals.

The CRC’s approach to the provision of services is based on implementation of the Interserve operating model. Much has been done in this respect. Implementing the model has seen substantial disruptions to ICT this year, and these, combined with office moves, have proved challenging for staff and individuals subject to supervision. The operating model is understood and owned by the CRC’s management team but it is acknowledged that not all components of the model have been fully implemented. Some key blockages in implementation are outside the control of the West Yorkshire CRC.

The interchange operating model requires a positive and personalised approach to working with individuals. The model is rooted in research on desistance and is generally well understood by staff. It focuses on individuals’ strengths and needs. The six modules – induction, dynamic assessment, planning, networking, reviewing and planning for the longer-term future – are consistent with desistance work.


Opportunities for staff and others to contribute to developments in the organisation are provided in several ways. These include senior managers attending local offices, cluster meetings, business unit meetings, suggestions from the Service User Council, regular question-and-answer sessions with senior managers, and staff meetings at all levels. Considerable effort has been put into helping staff to understand and ‘buy into’ the delivery model. Delays in its implementation have left some, initially enthusiastic, staff uncertain about whether the model will ever be fully implemented.

The risk register accurately reflects the known risks faced by the organisation, and plans are in place to address priority issues. The CRC has processes to identify and address business risks. There is a health and safety strategy in place, the Interserve Developments Health and Safety Operational Management Plan; Justice Division. This is monitored and regularly reviewed by senior managers.

We found an impressive example of engagement and leadership through the work of the Service User Council. The skills and knowledge of the members, who are, or have been, subject to probation supervision, are harnessed and used to inform developments in service delivery; we heard of concrete examples of the Council influencing the work of the CRC. The Council is chaired by the CEO, and this means that ideas emanating from the Council can be progressed quickly. The 12 Council members reflect the diversity of the local population. Council members can use their work on the Council as evidence for work towards gaining a national vocational qualification from the Open College Network.

Members of the Council have been involved in staff training and in providing feedback to staff. Members were rightly proud of their achievements in this respect. One example of the influence of the Council included a change to the venue for

women’s services to a more suitable location. Members had also put pressure on the CRC to open a reporting facility in Shipley when the local office closed.

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

Challenging staff resourcing, at all levels, has inhibited progress on delivering quality services. Staff and managers are passionate about providing quality services but many report being overwhelmed by workload pressures and being weary of organisational change.

Only 24 per cent of the responsible officers we interviewed reported their workloads as being manageable. In addition to supervising cases, workload pressures for staff included responsibility for other tasks, such as running programmes. Staff told us that these pressures were exacerbated by not having sufficient cover for vacancies, leave or sickness.

Several told us that, to stay on top of things, they had to work during their leave or face coming back to large backlogs of work. In one example, we noted a worker with a dual case manager and programme tutor role. This worker held 65 cases and had to deliver three programme sessions per week. They said that they did not have the time to do structured work with the individuals they supervised. The term “breaking point” was used by several practitioners to describe their sense of their workload. One worker said:

“I am unable to maintain any quality work. I only have the time to signpost the service user.”

As some aspects of the operating model have not been fully implemented, this has also compounded the workload pressures on staff. Not all frontline staff are applying the operating model in their practice.

Another aspect of the operating model has seen reduced local administrative support. This has arisen following the introduction of centralised administrative processes operated by staff in the Professional Services Centre (PSC). This initiative is seen as a detrimental step by many case managers. It was clear to us that many staff struggled with managing high workloads; these were exacerbated by new case administration responsibilities.

Local team managers (interchange managers) have a crucial role to play in translating organisational plans into practice reality. Their span of work has expanded under the Interserve management structure and they now have responsibilities for staffing, line management, quality management, partnerships, training, buildings and finance. The span of responsibilities for managers at all levels is broad and this undermines their ability to help staff to deliver services as required.

The staffing model sees senior case managers (qualified probation officers) providing first-line practice support for case managers, but their own caseloads are too high for them to offer this service consistently.

Local managers have insufficient capacity to contribute systematically to the quality of work done by team members. Staff welcome the support that is available via their line managers, but this is often focused on 'fire-fighting'. Despite this, two-thirds of staff interviewed said that they receive supervision that enhances the quality of their work. Cases are allocated to probation officers or probation services officers using banding criteria. Case allocation is done remotely, by the PSC. This does not ensure that cases are allocated to staff members on the basis of their workload and experience.

We saw clear effort being made by managers to address staff concerns. Managers, at all levels, are visible and make themselves available to staff. This is done through a variety of mechanisms. For example, the CEO runs quarterly question-and-answer briefing events. He addresses questions on a live link teleconference, often with over 200 open telephone lines. These are on speakerphones, to enable as much participation as possible. An audio recording of the call can be accessed via the website for those who missed the call. There are regular leadership meetings on Skype for managers, usually involving 60 participants. Weekly 60-second briefings are sent out each Monday by email.

The most recent staff survey (which had a response rate of 49 per cent) contained responses that showed most staff to be critical about their experience of working for the CRC. Several themes have been identified from the survey and other sources of information. Managers are in the process of addressing these. These themes echoed our findings; for example, we found that only one-third of staff interviewed felt that there is sufficient attention paid to staff safety and well-being.

To illustrate this, we were told of a recent incident where two opposing gang members met in reception. A staff member had to calm the situation down and concerns were raised about one being in possession of a knife. Staff felt that risk considerations had not been taken into account by the PSC when allocating these appointments.

Staff reported (in eight of eleven instances) that, where necessary, reasonable adjustments had been made to enable them to work effectively.

Learning and development is an important part of the CRC's stated approach to delivering high-quality services, and is linked to quality assurance processes. A variety of training options are available to staff, but many staff reported that workload pressures prevent them from participating in training or in applying any learning acquired. Less than half stated that the organisation provides them with sufficient access to in-service training.

In our view, the take-up and effectiveness of training does not adequately support the delivery of good-quality services.

The CRC has a small number of staff who feel that they do not have the skills, experience and knowledge necessary to supervise their caseload. Over one-third of responsible officers interviewed felt that they had been allocated cases for which they had not had appropriate training or experience.

Staff can complete various training modules through the 'virtual college'. Feedback from focus groups suggested that the quality and utility of the modules are inconsistent. One practitioner said:

“Training is poor; the virtual campus does not meet the learning needs of the team. It feels like ‘tick box’ training; you read it, answer the questions, get the score and move on. This is not conducive to deeper learning and nothing really sinks in longer-term.”

Only 20 per cent of staff interviewed felt that the CRC prioritises quality. Most said that the priority is accountability for meeting performance targets, with quality of practice a secondary consideration. Managers acknowledged that risk of harm practice issues had not had sufficient attention in the period preceding the inspection. This echoed our findings on risk of harm practice quality. By the end of the inspection fieldwork, specific training on that area of practice was under way.

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

Interserve takes the lead in ensuring the consistency of programme provision across all five of their CRCs. A suite of interventions has been developed and evaluated on their value for money, consistency of delivery, and usefulness. The priority areas that were addressed included: victim awareness; thinking skills; substance misuse; domestic abuse; anger management; education, training and employment; and a social capital intervention. Other services developed locally include specialist services – for example, a service for South Asian men, mental health services and women’s services. In common with many other areas, securing access to accommodation services remains problematic.

The CRC has a structured, needs-led approach to commissioning, and currently spends £4.9m per annum on commissioned services. Responsibilities at senior and team level for monitoring and improving these services are clear. The CRC has a good understanding of the strengths and areas for improvement for commissioned services. The volume, range and quality of services is generally well developed but, inevitably, provision varies across the area. Of the staff interviewed, 81 per cent said that they have access to the range of services required to work with those they supervise.


Caseload profile analysis, and other analysis tools, are used to inform service commissioning decisions. The recently introduced reoffending analysis tool will further help with this. Information systems support the production of a range of management reports, so that performance trends can be regularly monitored.

The CRC leads on pathways provision across all of its CRCs; the approach is entitled Pathways to success. 3SC helps with building and managing the supply chain across all five CRCs in the Interserve group. 3SC has lost a number of staff, however, and now just oversees existing contracts, undertaking field visits to monitor services. A network developer role was created to manage relationships with non-contracted services and contracted services. The post holder covers two CRCs and the role is spread thinly over a vast area.

The CRC has good working relationships with the safeguarding boards in West Yorkshire and works closely with the local Police and Crime Commissioner. There is good representation at meetings, where the needs and views of the CRC are heard

and valued. The Reducing Reoffending Board is chaired by the CRC’s head of operations. Notes from these meetings show evidence of effective partnership working. West Yorkshire CRC senior staff hold joint meetings with NPS representatives, to maintain relationships and find joint solutions to shared problems.

We noted some weaknesses in partnership working at the operational level, however. Responsible officers did not always exchange and use information relating to risk of harm, particularly while reviewing progress. This led to some potential risk of harm issues being missed.

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

ICT systems support the production of a range of management information. Performance trends and outcomes are regularly monitored. Policies and guidance are intended to enable staff to deliver high-quality services. Key messages about quality are reinforced by senior leaders and local team managers.

Many staff said that they felt overwhelmed with information, however. Not all had read and incorporated the available practice guidance into their day-to-day work. Staff reported that plans and procedures are communicated in a variety of forms, although not always effectively. Policies and practice guidance are available on the WISDOM intranet platform. The CRC monitors how frequently pages are opened. This shows that 40 per cent of staff regularly open WISDOM. WISDOM also holds a considerable amount of information that is made available to a range of staff and managers to support research and analysis of issues.

There has been substantial investment in ICT facilities to support the implementation of the operating model. Office, home and mobile working is increasingly available across the area. Delays in the provision of ICT facilities have hindered the full roll-out of the operating model, however. These delays have come from several sources and have compounded the workload pressures faced by staff.

A key blockage stems from the CRC being able only to partially implement its preferred case management system. This system is designed to reduce double entry of information, support case administration, help with producing quality sentence plans, and deliver required interventions. Through time-saving, it is also designed to help staff to manage high caseloads. For full implementation to be achieved, the CRC’s system must be able to link to the Ministry of Justice’s SPG, the facility that will enable the various systems to work together.

The approval process for this is onerous, however. In the meantime, staff face the additional time demands of servicing multiple electronic recording systems. Almost two-thirds of staff interviewed felt that the ICT systems do not enable them to plan, deliver and record their work. Staff further complained of inadequate support for the existing ICT facilities, as the Interserve contract for ongoing ICT support is based on the new, not yet implemented, system.

The Interserve estates strategy is a cornerstone of the operating model. It has not been fully implemented across the area. Upgraded offices provide a positive environment for effective engagement with those being supervised, and this was noted in some of the sites we visited. Other buildings are dated and do not support the delivery of services in line with the operating model expectations.

There is a senior lead for communication at the Interserve level. West Yorkshire CRC managers feel that they do not have sufficient local capacity to address aspects of communication – for example, keeping key partners (such as sentencers) fully informed about the work of the CRC. There is a quarterly newsletter to sentencers which is forwarded via the Justices Clerk. The CRC does not produce 'hard copies' for the retiring rooms. Nonetheless, sentencers reported that they have insufficient up-to-date information about the CRC's services, to support sentencing decisions.

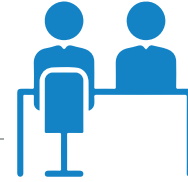
An Interserve-wide quality assurance model has been implemented in the West Yorkshire CRC and has been reporting for 12 months. Monitoring from this process provides valuable information on practice quality deficiencies in the area. Targeted improvement activity has shown modest improvement in some aspects of practice. The West Yorkshire CRC also has a process in place for learning from inspections and audits.

There are two PSCs, one in Wakefield and one in Liverpool; these serve all five CRCs. The two sites have different functions: one deals with routine letters and appointments, the other with breach and enforcement. Many case managers claim that there is confusion for them, and for the individuals subject to supervision, about which PSC to call, and that getting timely responses to queries can be problematic.

The research officer and the head of performance and research have pan-CRC responsibilities. They have limited capacity but, working with Manchester Metropolitan University, they have developed an evaluation framework. This framework has led to the decommissioning of some programmes, like the Safer Relationship Activity programme, which was deemed not to be consistent with desistance thinking. This programme has been replaced by a Merseyside CRC-developed programme. They are also evaluating a new drugs programme and have begun the evaluation of two pilots: an education, training and employment project and a National Health Service attention deficit hyperactivity disorder (ADHD) service in Leeds.

The CRC has designed a rehabilitation analysis tool. This is a Microsoft Excel spreadsheet that takes data from the national case management system (nDelius) on the reoffending of those supervised by the CRC. The data can be segmented in many ways, facilitating the analysis of effective practice – for example, considering cases with a high Offender Group Reconviction Score and reflecting on why some had not reoffended when they were predicted to have done so.

2. Case supervision




There is a general commitment from staff to deliver high-quality services but the quality of case supervision varies considerably between practitioners across the area. Workloads, and varying levels of skill and experience, present obstacles to delivering services that contribute to achieving goals in rehabilitation, protecting the public and delivering the sentences of the courts. Allied to this are several organisational impediments to delivering services in the way intended. These include insufficient capacity for local managers to promote high-quality services, and incomplete application of the operating model.

Strengths:

- Assessments are timely and focus on factors related to offending.

Areas for improvement:

- Analysis of offending behaviour does not always explore why the individual has offended.
- Planning for work to keep actual and potential victims safe is limited.
- There is a lack of focus on supporting the safety of those at risk of harm when delivering services.
- Reviewing risk of harm work is inadequate; responsible officers fail fully to analyse progress, respond to changing circumstances and adjust planning accordingly.

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

In two-thirds of the cases we inspected, we found that assessments focused sufficiently on engaging the individual. This included responsible officers giving appropriate attention to individuals' motivation to engage with the requirements of their sentences. Similarly, in the majority of inspected cases, there was a good analysis of the diversity needs and individual circumstances. Appropriate consideration had been given to how these factors might affect the individual's capacity to engage with interventions to support desistance. In over one-third of cases, however, we could not see that the individual had been meaningfully involved in their assessment and their views taken into account.

In the majority of inspected cases, assessments identified and analysed factors associated with offending. In over half of the cases, the assessment had identified the individual's strengths and protective factors. Where this occurred, this supported

personalised assessments. Not all practitioners used information available from a range of sources to support their assessments, however. This limited their ability to identify the issues they needed to address, to promote positive change. We found sufficient initial assessments of offending and desistance factors, within an appropriate period, in over two-thirds of cases. We largely agreed with the offence-related factors identified by staff. The quality and accuracy of the analysis of offending suffered when there was too much emphasis on the current offence, and insufficient attention given to understanding previous offending and past behaviours.

The quality of assessment work focusing on keeping other people safe varied. It was better where assessments had been completed by senior case managers. In over one-third of the inspected cases, risk of harm had not been analysed sufficiently, and the assessment did not focus sufficiently on keeping other people safe.

We agreed with most of the risk classification decisions. In over three-quarters of the inspected cases, the responsible officer had considered past behaviours and convictions when reflecting on risk of harm issues. For some practitioners, however, the importance of reviewing previous convictions and behaviours, to inform reoffending or risk of harm assessments, was not evident. In one case, we noted:


“At the time of this assessment, there were further charges of violence pending and the individual’s children had been removed from her care, pending investigation into an alleged assault against her son. This was not mentioned in the assessment. The assessment recognised the need for work on thinking and behaviour, problem solving, and peers and associates but it did not explore the individual’s lengthy pattern of offending behaviour.”

Not all staff knew where to find the Crown Prosecution Service preconviction information recorded on nDelius. In such circumstances, we saw a lack of an investigative approach by staff. This resulted in issues not being accurately identified and addressed. The quality of the risk of harm assessments was also limited when staff had not considered the foreseeable circumstances that would lead to an increase in the risk of harm posed to others. We found some isolated examples of good practice, however, as in the following case:

“The officer quickly recognised the individual had been subject to Youth Offending Team (YOT) supervision. She contacted the YOT officer and was sent his Asset Plus record. She also contacted his community nurse, with his consent, as she noted that his presentation indicated ADHD and a potential learning disability. She used this information to form a detailed assessment. This recognised his vulnerabilities – learning difficulties triggered by a sustained brain injury, experiences of abuse as a child and difficulty in retaining information and dates and, also the risks posed to the public arising from thinking deficits and risk-taking behaviours.”

In domestic abuse cases, some staff members failed to identify the potential risks posed to children. Police call-out information had not been sought at the start of the sentence in some cases, and responses to police check requests were delayed in many cases. In Leeds, the team has agreed an information-exchange protocol to improve the flow of information with the police on domestic abuse cases, and this should improve that flow of information locally.

Staff had not sought information from other agencies to support assessment in almost half of the of the relevant inspected cases. This meant that important information on the risk of harm could have been missed.

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

In almost two-thirds of the cases we inspected, we found that assessments focused sufficiently on engagement issues. This included responsible officers having given appropriate attention to how willing and motivated the individuals were to engage with the requirements of their sentence.

Planning had taken sufficient account of diversity and personal circumstances, which may affect engagement and compliance, in the majority of inspected cases. In over two-thirds of cases, we could see that the individual had been meaningfully involved in their plan, and their views taken into account. Planning mostly revealed the key factors that had contributed to the individual's offending behaviour. Objectives were not prioritised, however, and the sequencing of work to support desistance was limited.

Planning had set out how all the requirements of the sentence or licence/post-sentence supervision would be delivered within the available timescales in just over half of the cases. In just under half, it had set a level, pattern and type of contact sufficient to engage the individual and to support the effectiveness of specific interventions.

Planning had focused sufficiently on reducing reoffending and supporting the individual's desistance in just over half of the cases we reviewed. In a similar number, it had sufficiently reflected offending-related factors and prioritised those which were most critical. Planning had also built on the individual's strengths and protective factors. It set out the services most likely to reduce reoffending and support desistance in just over half of the cases. There was a clear written record of the plan to reduce reoffending and support desistance in the majority of the inspected cases. This had been produced in a timely fashion in just over half of instances.

The quality of planning work focusing on keeping other people safe varied considerably. Planning focused sufficiently on keeping other people safe in under half of the cases. Such plans were of better quality when they had been completed by senior case managers.


Planning sufficiently addressed risk of harm factors and prioritised those which were most critical in under half of the cases. In a similar proportion, it had set out the necessary constructive and/or restrictive interventions to manage the risk of harm. There was a clear written record of the plan to keep other people safe in just over half of the cases. To illustrate this, one inspector noted:

“The immediate concern was the potential for domestic abuse against his partner. This had not been explored and was not included in the plan. The individual’s history

would suggest that drug misuse, thinking and behaviour deficits, accommodation and relationships would be triggers for both offending and risk of harm, but these were not discussed with the individual or included in the plan.”

In just over half of the cases, planning had made appropriate links to the work of other agencies involved and had set out necessary and effective contingency arrangements to manage those risks that had been identified. It was concerning to note that sufficient planning to address domestic abuse issues was found in just one-third of relevant cases.

Evidence of sufficient planning to address child safeguarding or child protection issues and to keep other people safe was found in just under half of the relevant cases. We noted a number of instances where victims’ needs had not been adequately addressed in planning. In many plans, we noted that the wording of the objectives was standardised and had fixed target dates. This meant that the objectives were not always realistic or sufficiently personalised.

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

We found that the sentence/post-custody period was implemented effectively, with a focus on engaging individuals, in almost two-thirds of cases. Effective work at this stage in the supervision process can maximise the motivation of individuals, which is commonly weaker at this point than at the start of a sentence.

Responsible officers showed a commitment to maintaining effective working relationships with those they supervised. In almost three-quarters of cases, sufficient effort had been made to enable the individuals subject to supervision to complete the sentence, including flexibility to take appropriate account of their personal circumstances. In one case, we noted:

“Interventions included a referral to P3 (People Potential Possibilities) for support with accommodation, benefits and other tasks the individual struggled to address alone. A National Health Service referral ensured he had a full ADHD assessment and received support with his learning needs. The responsible officer liaised regularly with both agencies, and updated them about changes in circumstances. The individual was fully engaged in completing the plan and recognised the benefits of this work. Compliance had deteriorated, but the officer sought management approval to speak to a P3 manager, to ask them to continue trying to engage with him despite their policy; in light of his particular needs, this was successful.”

There had been a proportionate level of contact with the prisoner before release in most cases. This helps to set up the framework for effective work following release.

Risks of non-compliance had been identified and addressed in a timely fashion in almost two-thirds of cases. The recording of appropriate professional judgement in relation to decisions about missed appointments was not evident in almost one-quarter of relevant cases. Less than half of the 77 relevant cases showed that enforcement actions had been taken when appropriate. Staff complained that they

faced considerable delays, of up to three months, in taking cases back to court, and that breach proceedings were complex and slow. We saw examples of incorrect enforcement letters being sent by the PSC to individuals facing breach. In most cases, sufficient efforts had been made to re-engage the service user after enforcement action or recall to prison.

The implementation and delivery of services effectively supported desistance in only half of the cases we inspected. In just over half of the cases, the delivered services were those most likely to reduce reoffending and support desistance, and sufficient attention had been given to realistic timescales. To a similar degree, the delivery of services had built upon the individual's strengths and enhanced protective factors, where possible.

Staff reported that they faced long waiting lists to access programmes. Several were not aware of the range of programmes available, other than Building Better Relationships and the Thinking Skills Programme. We found, in general, quick referrals to domestic abuse rehabilitation activity requirements. Some staff complained that they were not aware of the range of services on offer and that services changed frequently. There were concerns about new staff not having a good enough introduction to the available interventions. Many staff were positive about the services offered by P3.

The involvement of other organisations in the delivery of services was sufficiently well coordinated in over half of the relevant cases. In less than half of the relevant cases, key people in the life of the person subject to supervision had been engaged to support desistance. Local services had been engaged to support desistance during the sentence and beyond in just over half of the cases. We found a number of instances where there had been signposting to other services but little follow-up of the progress made. In these circumstances, no substantial assessment of progress was carried out.

There is a women's specialty staff group. These staff work from women's centres twice per week, so women subject to supervision can be seen in a female-only environment. Not all of the staff involved had specialist training in working with women with additional and complex needs or domestic abuse, however. Several were struggling to cope with demanding caseloads, often with cases involving safeguarding concerns.


We did, however, find examples of effective work in this area, such as that of a woman who had faced a delay in accessing the Together Women's Project (TWP). During the period of delay, the case manager arranged for her to have a mentor, a mental health assessment and weekly counselling sessions. A housing assessment took place at TWP and the woman was accompanied by her mentor. This led to her quickly securing suitable independent accommodation. Accommodation had been a factor in the woman's previous offending. The case manager also supported work on her finances. The woman is due to start domestic abuse victim work and has completed work on her offence.

In most cases, the level and nature of contact were sufficient to help reduce reoffending and support desistance. Maintaining the continuity of the case manager had been achieved in most cases.

Overall, we found that the implementation and delivery of services effectively supported the safety of other people in less than half of the cases. While the level and nature of contact offered were sufficient to manage and minimise the risk of harm in just over half of the cases, sufficient attention was given to protecting actual and potential victims in only one-third of cases. The involvement of other agencies in managing and minimising the risk of harm was sufficiently well coordinated in just over half of cases. Key individuals in the life of the person subject to supervision had been engaged to support the effective management of risk of harm in just over one-quarter of relevant cases.

In less than one-fifth of relevant cases, home visits had been undertaken to support the effective management of risk of harm. We found that home visits are not being undertaken as a matter of routine or in response to changes in the circumstances of the case. Case managers told us that the expectation was that home visits would be undertaken only when there were children living in the property, or if compliance had reduced; however, even in these cases, we found home visits not being done. These points are illustrated by one case, where we noted:

“The level of reporting is not conducive to effective risk management. No home visits have been undertaken. Although a police check was requested one day after sentence, a response had not been received and a second request was not undertaken until five months later. Additionally, there was no evidence of any contact with children's social care services until five months after sentence, despite the individual having contact with his young son. Due to the uncertainty about domestic abuse and potential child safeguarding concerns, for the first five months of the sentence, the delivery of services cannot be said to have effectively supported the safety of others.”

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

The quality of reviewing varied and many responsible officers failed to focus on reviewing risk of harm issues. Only 40 per cent of cases had written reviews that acted as a formal record of the management of the individual's risk of harm.

Reviewing focused sufficiently on supporting compliance and engagement in over half of the cases. We asked if reviewing had considered compliance, engagement and relevant barriers, and found that it had in 65 per cent of cases. For example, in one case we noted:

“There was a change of responsible officer. The new responsible officer worked in the women offenders' team and she considered securing compliance to be a priority. She completed a home visit to build a relationship with the individual. The plan of action was changed so that it better met the individual's needs, and it was recorded in more accessible language.”

Necessary adjustments to the plan of work, to take account of compliance, engagement and barriers, were made in just over half of the relevant cases. Practitioners did not focus sufficiently on reviewing what was preventing individuals from complying with their sentence, however, and we found few examples of adjustments to plans to promote engagement following reviews. Many reviews just provided brief updates, with little analysis of the changes that had been made. Substantial changes in personal circumstances, or poor compliance levels, often did not trigger a review. Individuals had been meaningfully involved in reviewing their progress and engagement in less than half of the cases. Written reviews formed a formal record of actions to implement the sentence in just over half of the cases.

Reviewing had focused sufficiently on supporting desistance in half of the cases. Factors linked to desistance and offending were identified and addressed in 54% of cases. Less than half of the reviews focused sufficiently on building on strengths and enhancing protective factors. Similarly, reviews were informed by input from other agencies working in less than half of the cases. In half of the cases, we found that written reviews formed a formal record of the progress towards desistance.

Overall, we judged that reviewing focused sufficiently on keeping other people safe in only 27 of the 70 relevant cases. In less than half, the reviews had identified and addressed changes in factors related to risk of harm. In too few cases, adjustments were made to the ongoing plan of work, to take account of changes in the risk of harm. In one case with an inadequate review, we noted that:

“The individual was not residing where approved and there were no checks carried out on the addresses where he was residing. He had been arrested after a domestic abuse incident and although not charged, no consultation with the team manager was undertaken and no home visit carried out. The liaison with the police was only to check if a charge was forthcoming, and no specific details about the incident were ascertained. The responsible officer was subsequently told by the individual that he was living with the partner he was alleged to have assaulted the previous week. This did not trigger a review or any action by the responsible officer. The individual also disclosed that he was living with his daughter and her small child, and no contact was made with children's social care services.”

In too many cases, there was little use made of information held by other agencies. This meant that many reviews did not cover all relevant factors. In only 31 of the 67 relevant cases had the review had been informed by the necessary input from other agencies involved in managing the risk of harm. Police domestic abuse checks were often initiated at the beginning of supervision, and rarely during the course of the order or licence. This was in cases involving both perpetrators and victims of domestic abuse, even where there had been substantial changes in circumstances leading to an increase in the risk of harm posed.

Individuals subject to supervision were not sufficiently involved in exploring and addressing the risks of harm that had been identified. This was a concern as it restricted their opportunities to reflect on their progress in reducing the risks of harm they posed to others. Those subject to supervision, and other key individuals in their life, were meaningfully involved in reviewing their risk of harm in only one-third of cases.

4. Unpaid work and Through the Gate

A new system to manage unpaid work had been implemented and was still being rolled out at the time of our inspection. The unpaid work cases we inspected did not include stand-alone orders. Thus, cases supervised solely by the PSC were not considered as part of our sample. Our case findings, therefore, relate only to a particular cohort of individuals undertaking unpaid work – that is, those for whom unpaid work was one of several requirements imposed by the court. In arriving at the rating for unpaid work, we exercised professional discretion in relation to the case data, so as to take into account wider evidence gathered about this particular aspect of practice, including the CRC’s own self-assessment.


Through the Gate provision showed that much progress has been made in this area of work.

Strengths:

- Individuals’ personal circumstances and diversity needs are being appropriately considered, and arrangements for unpaid work take account of risk of harm.
- The planning for resettlement work is good and the critical factors associated with individuals’ offending behaviour is identified accurately.
- Resettlement plans identify the key areas of work to support desistance.

Areas for improvement:


- Recording about the detail of unpaid work placements is limited; this prevents responsible officers from managing these sentences fully effectively.
- The coordination of resettlement activity and communication between prison-based staff and community-based responsible officers is poor.

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

A new operating model to coordinate unpaid work was introduced in April 2018. This fell just after the period from which our inspection sample was drawn. All the cases we inspected were managed under the new arrangements. Managers responsible for overseeing the delivery of the service acknowledged that there was a range of issues having an impact on delivery that needed to be addressed. These included too many stand-downs, complex communication and case management systems, the control of placement quality, high levels of participant non-attendance, cumbersome breach processes, and issues relating to staff capacity and skills. Managers are currently

working to resolve these issues and are confident that we will see progress at our next visit.

In the cases we examined, on the critical issues relevant to unpaid work, individuals' personal circumstances and diversity needs were appropriately considered in the vast majority of cases. In nearly all cases, arrangements for unpaid work had taken account of risk of harm. In almost all of the cases, arrangements for unpaid work adequately supported the individual's engagement and compliance with the sentence. Similarly, arrangements for unpaid work maximised the opportunity for the individual's personal development in almost all of the cases. In over three-quarters of the cases, the sentence of the court had been implemented appropriately.

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

We found examples of promising practice in the delivery of some aspects of Through the Gate services. In the cases we inspected, we found that almost all resettlement planning had focused sufficiently on the individual's resettlement needs and on factors linked to offending and desistance. In almost nine in ten cases, resettlement activity focused sufficiently on supporting rehabilitation. In two-thirds of cases, there had been effective coordination of resettlement activity.

Resettlement plans were completed on time and most were well supported by information from a variety of sources. Individuals were consistently given opportunities to contribute to establishing their own resettlement needs, and we saw evidence in case files of these being included in plans. In addition, their motivation to change was assessed well. One inspector noted:

"In the recommendations provided by the responsible officer, a planned appointment was made during his release on temporary licence (ROTL). The responsible officer had contact with the prisoner prior to his ROTL and met with him during his ROTL. An initial plan, constructed with the individual, was completed within a week of his release. This included discussions with the individual on his fears about reintegration into his community. This objective was clearly identified in the plan and a referral was made to a partnership agency within the specified timescale."

The planning for resettlement work was good and the critical factors associated with offending behaviour had been identified accurately; however, there were gaps in the delivery of some resettlement services. There was a good focus on understanding and addressing diversity factors.

There was evidence of effective coordination of resettlement activity with other services being delivered in the prison in the majority of cases. In just under three-quarters of the inspected cases, we found evidence of resettlement services supporting an effective handover to local service providers in the community. Managers identified several areas of Through the Gate activity that needed further development. These included:

- improving links with prison health services, so that a community-based health appointment, arranged by prison health services, could be added to the resettlement plan
- allowing CRC staff to bring their laptop computers into the prison, to incentivise them to work within the prison and improve joint working
- ensuring that all individuals under CRC supervision are met just before release, to promote use of the 'departure lounge' service
- completing all or part of the induction module before release
- enabling relevant CRC resettlement staff to become key holders in HM Prison Leeds (work on this is under way).

Annex 1: Methodology

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

Domain one: Organisational delivery

The provider submitted evidence in advance and the CRC's Chief Executive Officer delivered a presentation covering the following areas:

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

During the main fieldwork phase, we interviewed 75 individual responsible officers, asking them about their experiences of training, development, management supervision and leadership. We held a total of 45 meetings and groups, which allowed us to triangulate evidence and information. The evidence explored under this domain was judged against our published ratings characteristics.¹⁰

Domain two: Case supervision

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

We examined 127 cases from across five local delivery units: Bradford, Leeds, Kirklees, Calderdale and Wakefield. 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.

¹⁰ HM Inspectorate's domain one ratings characteristics can be found here: <https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

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

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

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

Through the Gate

We examined 42 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
- a small group of middle managers responsible for Through the Gate services in specific prisons
- a group of CRC resettlement workers directly responsible for preparing resettlement plans and/or meeting identified resettlement needs.

Annex 2: Inspection results: domains two and three

2. Case supervision

Standard/Key question	Rating/% yes
2.1. Assessment Assessment is well-informed, analytical and personalised, actively involving the service user	Requires improvement
2.1.1. Does assessment focus sufficiently on engaging the service user?	67%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	65%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	59%
2.2. Planning Planning is well-informed, holistic and personalised, actively involving the service user.	Inadequate
2.2.1. Does planning focus sufficiently on engaging the service user?	61%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	52%
2.2.3. Does planning focus sufficiently on keeping other people safe? ¹¹	43%
2.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user	Inadequate
2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	60%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	50%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	40%

¹¹ Please note: percentages relating to questions 2.2.3, 2.3.3 and 2.4.3 are calculated for the *relevant* sub-sample – that is, those cases where risk of serious harm issues apply, rather than for the *total* inspected sample.

2.4. Reviewing	
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user	Inadequate
2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?	58%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	50%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	39%

4. CRC-specific work

Standard/Key question	Rating/% yes
4.1. Unpaid work	
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court	Good¹²
4.1.1. Does assessment focus on the key issues relevant to unpaid work?	85%
4.1.2. Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?	93%
4.1.3. Do arrangements for unpaid work maximise the opportunity for the service user's personal development?	96%
4.1.4. Is the sentence of the court implemented appropriately?	83%
4.2. Through the Gate	
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs	Good
4.2.1. Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	93%
4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?	88%
4.2.3. Is there effective coordination of resettlement activity?	67%

¹² The calculated scores against the standard suggested this was a borderline excellent rating. The ratings panel agreed that this was a marginal decision and was moderated by our findings on areas for improvement. We agreed that the rating be adjusted to reflect this.

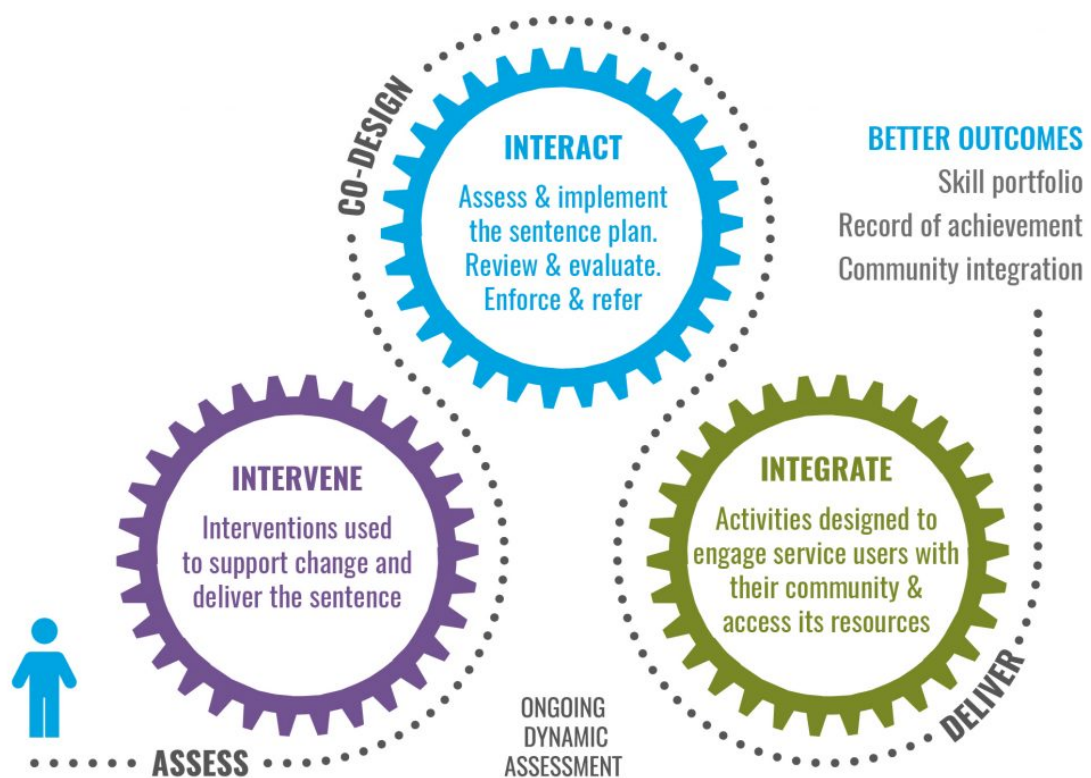
Annex 3: Operating model

Operating model

The operating model in practice – as described by West Yorkshire CRC

The Interchange Model is our approach to equipping people who have offended to make better choices.

It has a strong theoretical base and, is grounded in the latest and best research on what works in promoting desistance and reducing re-offending. It was developed with the support of Manchester Metropolitan University, who continue to evaluate its effectiveness in practice.



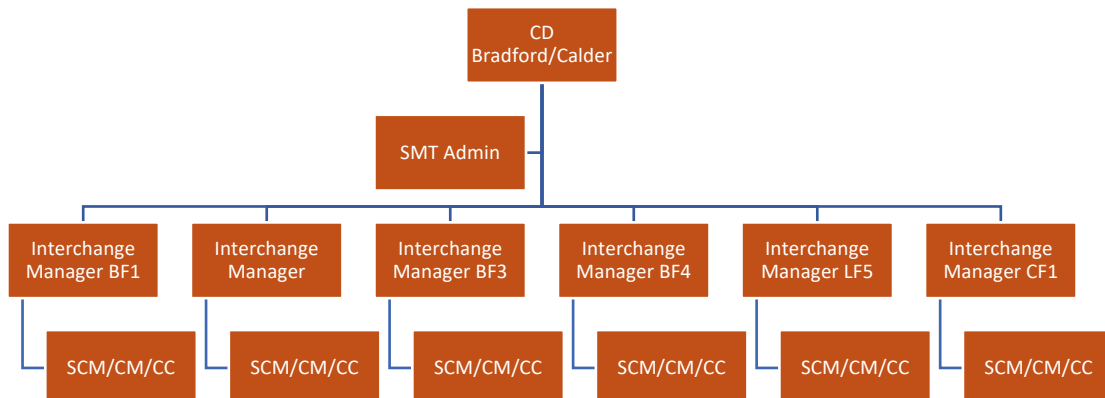
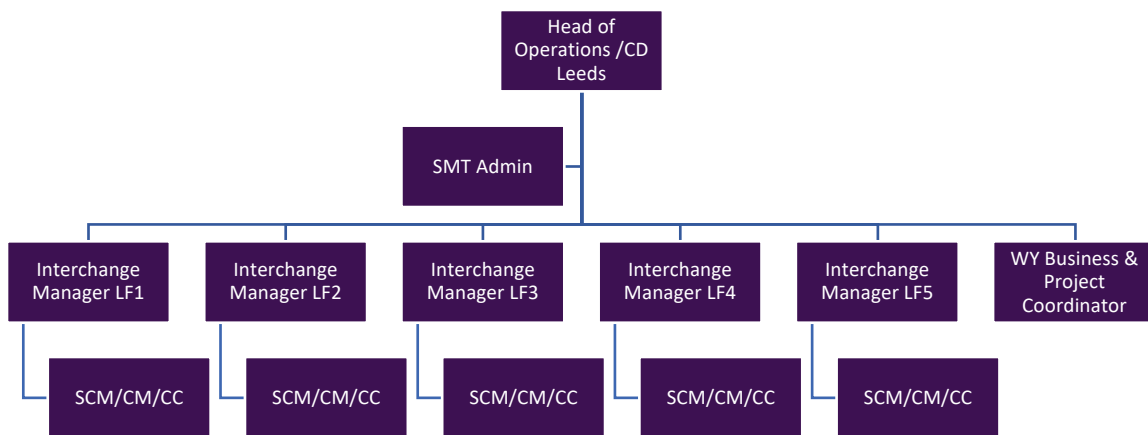
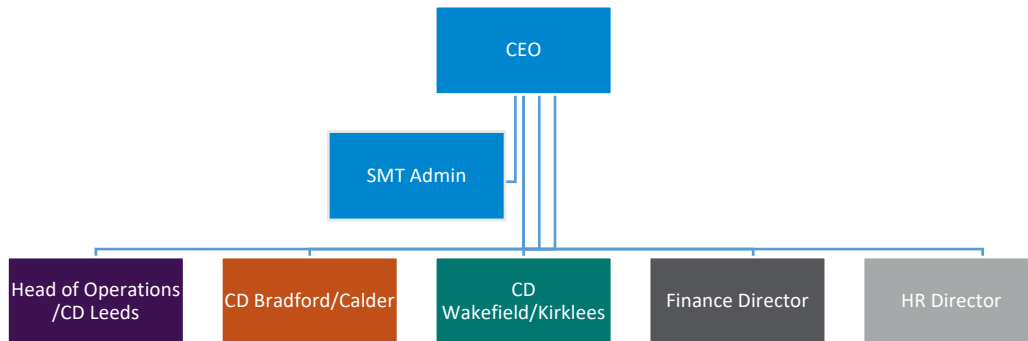
Focus on strengths and responsibility

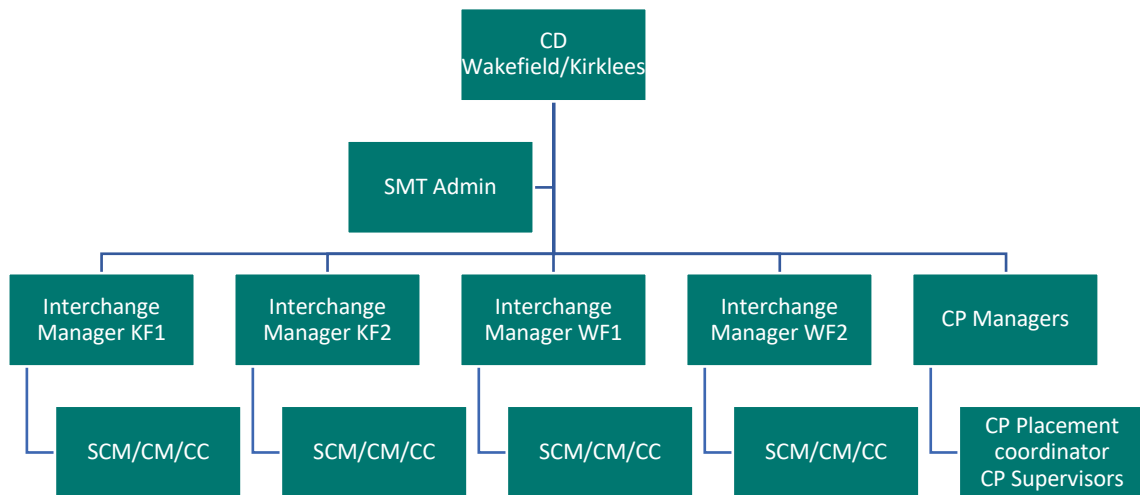
The model itself is simple. It follows the offender journey using three core activities:

- Interact: assessing, reviewing, enforcing, referring and co-designing a journey plan with the offender
- Intervene: delivering interventions to support change and deliver the sentence
- Integrate: activities designed to integrate offenders into their communities and the available resources

A key part of the model is a move away from focusing on service user's problems or barriers to rehabilitation and focusing on their strengths and opportunities. This approach encourages individual responsibility and active citizenship, as change is about looking towards the future.

West Yorkshire CRC Organogram

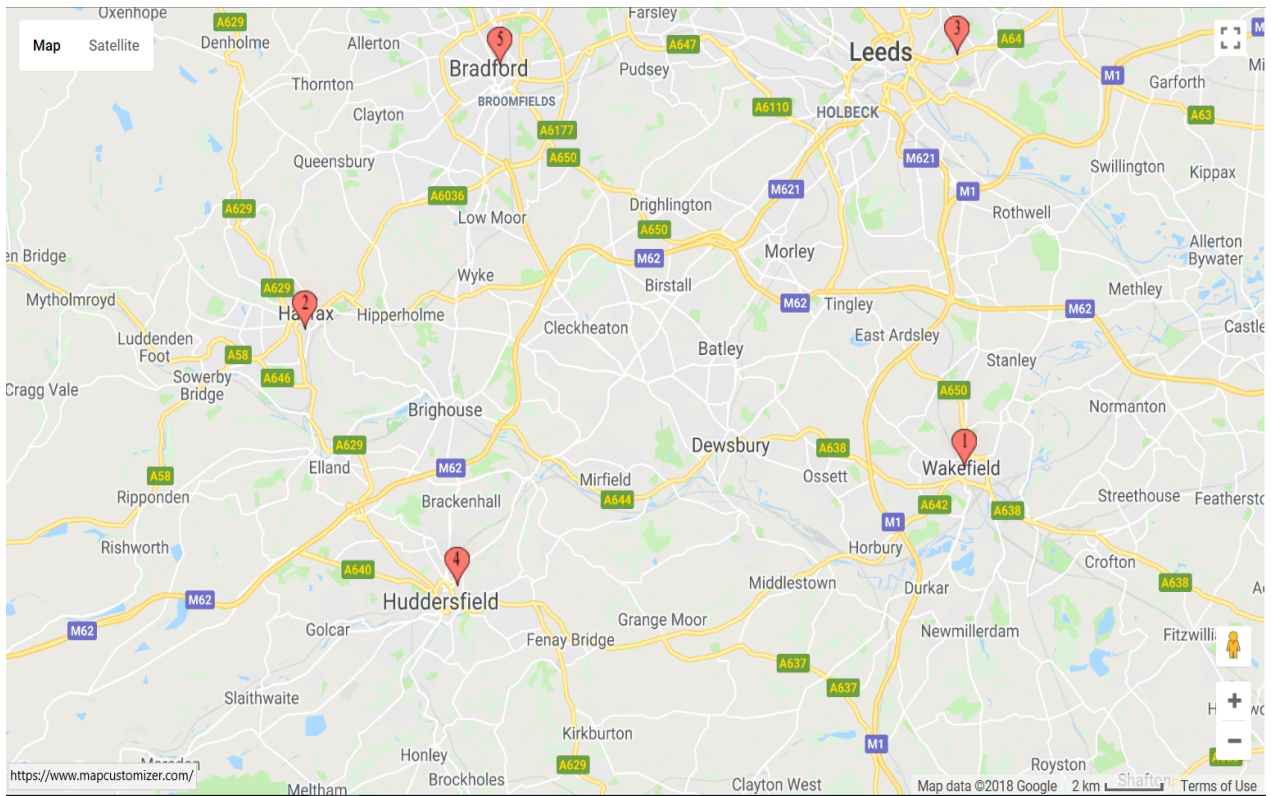




West Yorkshire CRC Rate Card services are described in their document [RateCardWestYorks3.0pdf](#). They are:

- Building Better Relationships
- Control of Violence for Angry Impulsive Drinkers
- Drink Impaired Drivers
- Resolve
- Thinking Skills
- Stop Binge Drinking
- Think Again
- Responsible Road User Group
- Safer Relationships
- South East Asian Intervention
- Action for Change
- Mentoring
- Women's Provision
- Senior Attendance Centre
- Community Payback
- Through the Gate services

Map and link to the West Yorkshire CRC website <http://www.westyorkshirecrc.co.uk>



- | | |
|----|--|
| 1. | 1 Burgage Square, Merchant Gate, Wakefield, WF1 2TS |
| 2. | First Floor, Westgate House, Market Street, Halifax, HX1 1PJ |
| 3. | 379 York Road, Leeds, LS9 6TA |
| 4. | Church House, 17 Old Leeds Road, Huddersfield, HD1 1SG |
| 5. | Fraternal House, 45 Cheapside, Bradford, BD1 4HP |

Annex 4: Glossary

3SC	Third Sector Consortium: a company managing public service contracts on behalf of third-sector organisations
Accredited programme	A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or as part of a custodial sentence or a condition in a prison licence. Accredited programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending
ADHD	Attention deficit hyperactive disorder. People with the condition usually find it challenging to multi-task and maintain their concentration
Allocation	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
Assessment	The process by which a decision is made about the things that an individual needs to do to reduce the likelihood of them reoffending and/or causing further harm
Asset Plus	Assessment and planning framework tool developed by the Youth Justice Board for work with children and young people who have offended, or are at risk of offending, that reflects current research and understanding of what works with children
Barriers	The things that make it difficult for an individual to change
Breach (of an order or licence)	Where an offender fails to comply with the conditions of a court order or licence. Enforcement action may be taken to return the offender to court for additional action or recall them to prison
Building Better Relationships	A nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
Case manager	The term used by some CRCs, including Purple Futures CRCs, for the probation services officer grade who holds lead responsibility for managing a case
CEO	Chief Executive Officer
Child safeguarding	The ability to demonstrate that a child or young person's well-being has been 'safeguarded'. This includes – but can be broader than – child protection. The term 'safeguarding' is also used for vulnerable adults
Cluster	A grouping of adjacent local delivery units, organised to assist in administration and monitoring
CRC	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present allow or medium risk of serious harm

Criminal justice system	Involves any or all of the agencies involved in upholding and implementing the law – police, courts, youth offending teams, probation and prisons
Desistance	The cessation of offending or other antisocial behaviour
Diversity	The extent to which people within an organisation recognise, appreciate and utilise the characteristics that make an organisation and its service users unique. Diversity can relate to age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex
Enforcement	Action taken by a responsible officer in response to an individual's non-compliance with a community sentence or licence. Enforcement can be punitive or motivational
HM Prison	Her Majesty's Prison
IOM	Integrated Offender Management: a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
Interchange manager	A member of staff within Purple Futures CRCs equivalent to a senior probation officer in the NPS
Interchange model	An individualised approach to rehabilitation that meets the needs and recognises the diversity of all service users; the model takes a modular approach to working to support desistance
Intervention	Work with an individual that is designed to change their offending behaviour and/or to support public protection. A constructive intervention is where the primary purpose is to reduce 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 programme; a restrictive intervention (to minimise their risk of harm) 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
Interchange Quality Assurance Model	The operating system for quality assurance of service delivery. The model is based on a continuous improvement cycle, which starts with internal audit and observations. Results from quarterly audits are fed into the local Operations and Quality Group, where improvements and areas of good practice are identified. Areas for improvement form actions on the quality improvement plan, which are then reviewed via subsequent audits

Licence	This is a period of supervision immediately following release from custody and is typically implemented after an offender has served half of their sentence. Any breaches to the conditions of the licence can lead to a recall to prison, where the offender could remain in custody for the duration of their original sentence
MAPPA	Multi-Agency Public Protection Arrangements: where NPS, police, prison and other agencies work together locally to manage offenders who pose a higher risk of harm to others. 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
Mentor	A person of greater experience who offers advice and guidance, to develop an individual's potential
Ministry of Justice	The government department with responsibility for the criminal justice system in the United Kingdom
NPS	National Probation Service: a single national service that came into being in June 2014. Its role is to deliver services to courts and to manage specific groups of offenders, including those presenting a high or very high risk of serious harm and those subject to MAPPA in England and Wales
Offender Group Reconviction Score	A predictor of reoffending based on static risks: age, gender and criminal history
Offender management	A core principle of offender management is that a single practitioner takes responsibility for managing an offender throughout their sentence, whether in custody or the community
P3	People Potential Possibilities: a charity and social enterprise organisation
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
Post-sentence supervision	Brought in via 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
Pre-sentence report	This refers to any report prepared for a court, whether delivered orally or in a written format
Probation officer	This is the term for a responsible officer who has completed a higher-education-based professional qualification. The name of the qualification and content of the training varies, depending on when it was undertaken. They manage more complex cases

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 probation services officers work within the court setting, where their duties include the writing of pre-sentence reports
PSC	Professional Services Centre: this provides for the centralisation of a number of administrative functions within the Purple Futures CRCs, including, from April 2018, the administration of unpaid work
Providers	Providers deliver a service or input commissioned by and provided under contract to a CRC or the NPS. This includes the staff and services provided under the contract, even when they are integrated or located within a CRC or the NPS
Rehabilitation Activity Requirement	Since February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts have been able to specify a number of rehabilitation activity requirement (RAR) days within an order; it is for probation services to decide on the precise work to be done during the RAR days awarded
Reoffending analysis tool	The tool provides a proxy measure of reoffending, drawn from a range of data sources, including from the police and the Ministry of Justice. The data gathered allows for the scrutiny of reoffending by CRC, cluster, sentence, gender, IOM flag, and so on
Responsible officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
ROTL	Release on temporary licence: ROTL is an important part of the process of the resettlement and rehabilitation of offenders. For many prisoners, especially those serving long sentences, an opportunity to access ROTL is a key element for preparing them for safe release
Senior case manager	The term used by some CRCs, including Purple Futures CRCs, for the probation officer grade who holds lead responsibility for managing a case
SPG	Strategic Partner Gateway
Suspended sentence order	A custodial sentence that is suspended and carried out in the community
Thinking Skills Programme	An accredited group programme designed to develop an individual's thinking skills to help them stay out of trouble
Through the Gate	Through the Gate services help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support, so they can turn their lives around

Unpaid work	A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision. Since February 2015, unpaid work has been delivered by CRCs
TWP	The Together Women’s Project: TWP works closely with West Yorkshire CRC to deliver an enhanced service to women with experience of the criminal justice system across Leeds and West Yorkshire. All women receiving community orders can access the full range of support at TWP centres, with agreed appointments being counted as part of the order. TWP delivers support services across West Yorkshire
YOT	Youth offending team: YOTs work with young people who get into trouble with the law. They look into the background of a young person and try to help them stay away from crime. They run crime prevention programmes, help young people if they are arrested, help young people and their families at court, supervise young people serving community sentences and work with young people in custody



ISBN: 978-1-84099-830-6

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