



An inspection of probation services in the
Wales division of Kent, Surrey and Sussex
Community Rehabilitation Company

HM Inspectorate of Probation

JULY 2019

This inspection was led by HM Inspector Joseph Simpson, supported by a team of inspectors, operations, communications 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.

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1 Bridge Street West
Manchester
M3 3FX

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Foreword

The Wales Community Rehabilitation Company (CRC) was one of three CRCs owned, until recently, by Working Links. We previously expressed concerns about work in two of those organisations, in the Gloucestershire area (part of the Bristol, Gloucestershire, Somerset & Wiltshire CRC) and more recently in Dorset, Devon & Cornwall CRC (DDC CRC). In this inspection we found some of the same difficulties arising from the Working Links operating model and corporate approach.

The ownership and governance arrangements in Wales have changed significantly this year, and the organisation is now in transition. After the original owner, Working Links, went into administration, Seetec assumed responsibility for the CRC in February 2019, pending transfer to the National Probation Service in Wales at the end of 2019. The new name for the organisation is the Wales division of Kent, Surrey and Sussex CRC which we will refer to in this report as the CRC. The CRC provides probation services within a legal and policy framework set by the Welsh government.

The fieldwork for this inspection was conducted in February 2019 and therefore focused on case supervision undertaken while the CRC was still under the control of its previous owners. While future inspections will assess the impact of the change of ownership, this report inevitably focuses on the previous Working Links operating model. We found that this was well embedded (as in DDC CRC), but in Wales there is also a strong and positive organisational ethos built around improving the life chances of those under probation supervision and contributing to their rehabilitation.

The quality of practice is better than we reported in DDC CRC earlier this year, but it is mixed, and needs to improve considerably. We have rated the CRC as 'Requires improvement'. When we last inspected in part of this CRC area, in 2017, we identified practice deficits in case planning, particularly in respect of risk of harm and safeguarding. These are still evident.

Management and staff understand the risks and needs of those the CRC supervises. A sufficient range of community-based and specialist services are in place, including services for women. Professional staff have high workloads, but they nevertheless prioritise engagement with those they supervise. They work hard to support individuals with the everyday challenges they face. However, poor record-keeping is commonplace.

The standard of unpaid work services differs across Wales, and Through the Gate services require improvement across the organisation, to address risk of harm and to better coordinate their work with others.

As elsewhere, team managers have a broad range of responsibilities, and this dilutes the attention given to overseeing practice. The organisation needs to do more to provide relevant training to staff and promote a culture of learning and improvement.

With its strong rehabilitative ethos and the clear commitment of staff, and the drive shown by leaders, much better service provision is certainly within this CRC's grasp.



Justin Russell
Chief Inspector of Probation

Overall findings

Overall, Wales division of KSS CRC (the 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:



Probation provision in Wales is reserved to the UK government. However, the devolved aspects of social policy and the laws introduced by the Welsh Government require probation providers in Wales to also work in a coherent way within this framework. This offers opportunities for agencies in Wales to work together to address the priorities and needs of Welsh communities. This includes addressing the offending and criminal justice challenges faced in Wales. These are many and varied and reflect the complex mixture of urban/rural environments, geographical constraints on transport and service accessibility and the diverse needs of the people living and working in Wales. The CRC is fully engaged in this agenda.

- **The CRC has a strong leadership team that is committed to the provision of effective services**

The CRC's original owning company (Working Links) has recently gone into administration but its operating model remains in use. The transition to the new owners (Seetec) was handled well by senior managers. Managers and staff in Wales understand probation and are passionate about delivering quality probation services.

The operating model is designed to support a personalised and strengths-based approach to helping those who are subject to supervision to achieve rehabilitation goals, but this is not always achieved.

- **Lean staff resourcing at all levels has inhibited progress in delivering quality services**

Staff workload pressures compound the challenges in delivering quality services consistently. This is particularly complex for the smaller teams in rural locations.

Staff welcome the support that is available via their line managers but local managers have insufficient capacity to effectively oversee the quality of work done by team members. Many staff report that the learning and development available do not always meet their needs.

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

The CRC engages well with strategic partners in Wales. This is resource intensive, but the investment is in line with the CRC's aim to enable individuals to access relevant services, both during the period of supervision and beyond.

The CRC commissions services based on an analysis of needs and assessments of the effectiveness of services.

- **Information and communication technology (ICT) facilities do not adequately support practitioners in their day-to-day work**

Management information systems are used well to understand performance. Relevant policies and practice guidance are in place.

The estates strategy promotes delivering services in innovative ways, such as community hubs. Not all buildings have been upgraded satisfactorily.

The CRC faces ICT challenges and these have impeded progress in delivering services in line with the operating model's expectations.

	<h2>Case supervision</h2>
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In the period leading up to the inspection, the CRC implemented the newly imposed contractual requirement for minimum levels of face-to-face contact with individuals. This resulted in cases and staff being transferred out of the operational hubs and into community teams. Overall, more progress on improving the nature and frequency of contact with individuals is needed.

Practitioners use the BRAG (blue, red, amber, green) case assessment system as a method of controlling the allocation of their time. We found many cases of staff offering contact levels above those envisaged under the BRAG system. Risk of harm classifications are sound.

- **The emphasis for many staff is on providing practical assistance and enabling individuals to access a range of services**

Staff engage well with individuals and offer more than appears in the records.

Assessments focus on engagement and diversity. However, poor recording practice too often results in an inadequate description of the nature of the work being done with individuals.

- **Planning for work to address the risk of harm 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.

Hubs promote active and inclusive face-to-face engagement with individuals.

Work to manage non-compliance was well recorded.

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.

	<h2>Unpaid work and Through the Gate</h2>
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Arrangements for unpaid work focused on supporting the individual's engagement and compliance with the sentence. Unpaid work promoted opportunities for participants' personal development. The sentences of the courts were being implemented appropriately.

The arrangements for unpaid work did not sufficiently maximise the opportunity for the service user's personal development, however.

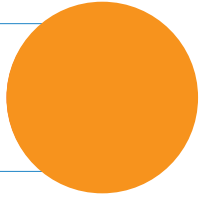
Through the Gate staff engaged well with prisoners but resettlement planning did not focus sufficiently on risk of harm issues. Improvements are also needed in the coordination of resettlement activity.

Service: Wales division of KSS CRC

Fieldwork started: February 2019

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	Requires improvement	
2.3	Implementation and delivery	Requires improvement	
2.4	Reviewing	Requires improvement	

4.¹ CRC specific work

4.1	Unpaid work	Requires improvement	
4.2	Through the Gate	Inadequate	

¹ CRC aspects of domain three work are listed in HM Inspectorate of Probation's standards as 4.1 and 4.2.

Recommendations

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

The Wales division of KSS CRC should:

1. better manage the workloads of staff, and provide sufficient staff to deliver services as intended
2. improve the quality of planning to address risk of harm and safeguarding
3. provide training and development that meet the needs of staff and monitor the impact of training on practice
4. enable team managers to provide effective management oversight of practice
5. improve the coordination of resettlement activity.

KSS CRC should:

6. make sure that all buildings and ICT support staff to deliver effective services.

Background

An explanation of probation services

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

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

These services are currently provided by a publicly owned National Probation Service and 21 privately owned Community Rehabilitation Companies that provide services under contract. The government intends to change the arrangements for delivering probation services, and has given notice to CRCs of its intention to terminate their contracts early, by October 2020. It is currently considering alternative models of delivery of probation services, following a consultation exercise.

The NPS advises courts on sentencing all offenders, and manages those who present a high or very high risk of serious harm or who are managed under Multi-Agency Public Protection Arrangements (MAPPA). CRCs supervise most other offenders who present a low or medium risk of harm.

The Wales division of KSS CRC

Ownership of the CRC transferred to Seetec in February 2019. Before this, the CRC was owned by Working Links, a privately-owned company that was acquired by Aurelius in 2016. Given that the change in ownership took place three days before this inspection commenced, the Working Links arrangements set the context for this inspection. The three CRCs owned by Working Links worked collaboratively to a common operating model. Many senior managers worked across the Working Links group.

Under Working Links, each individual CRC was led by a director with overall responsibility for business management and performance, supported by assistant chief officers.

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

² Ministry of Justice. (2018). Offender management caseload statistics, as at 30 September 2018. <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

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.

The role of HM Inspectorate of Probation

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

HM Inspectorate of Probation standards

We inspect against 10 standards. These standards are based on established models and frameworks, which are grounded in evidence, learning and experience. They are designed to drive improvements in the quality of work with people who have offended.⁴

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

Contextual facts

151,788

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

8,899

The number of individuals supervised by Wales CRC ⁵

47.9%

The adjusted proportion of Wales CRC's service users with a proven reoffence ⁶

77%

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

68%

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

92%

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

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

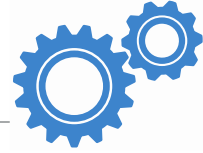
⁶ Ministry of Justice. (2019). Proven reoffending, Payment by results, January - March 2017 cohort.

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

⁸ Ministry of Justice. (2018). CRC Assurance Metric J, Community performance quarterly statistics, July 2017 - September 2018, Q2.

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

1. Organisational delivery



From early in the contract, Working Links faced financial pressures. This led to a prolonged period of ever-tightening resources. Leaders in Wales were constrained by having limited financial authority. Spending restrictions, primarily limiting the numbers of staff, disrupted the delivery of high-quality work.

The financial pressures culminated in Working Links going into administration three days before this inspection began. The termination of the contract required senior leaders in Wales (and the new owners, Seetec) to move quickly, and with skill, to address the concerns of staff, partners and individuals about the ongoing delivery of services. This was done in a way that reassured all concerned that it was 'business as usual'. Senior staff in Wales and in Seetec have stabilised the situation and are working to renew the emphasis on the delivery of effective probation services in Wales. They continue to prepare for the realignment of NPS and CRC activities in Wales at the end of 2019.


This CRC, alongside the NPS Wales division, provides a national service in Wales. While probation provision is a reserved function, the devolved aspects of social policy and the laws introduced by the Welsh Government create an imperative for probation providers in Wales, along with others, to engage in the Welsh strategic environment. This offers opportunities for agencies in Wales to work together to address the priorities and needs of Welsh communities. The CRC is fully engaged in this agenda.

Strengths:

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

Areas for improvement:

- Staff, at all levels, face high workload pressures and do not have sufficient capacity to consistently deliver high-quality case management.
- Management capacity to oversee the quality of practice is stretched.
- Despite a range of quality management activities, plans of work with individuals do not adequately address risk of harm issues.
- ICT provision does not adequately support the delivery of services.

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.	

In exercising its powers, the Welsh Government created a strategic environment that necessitates agencies in Wales to work together to address the needs of Welsh communities. In the CRC, there is a coordinated approach to reducing reoffending. The All Wales Criminal Justice Board sets a strategic framework for reducing reoffending. The 'Framework to Support Positive Change for Those at Risk of Offending in Wales' establishes seven pathways. This has strategic leads for each pathway shared across the wider partnership. The CRC Chief Executive has a high profile in this and the CRC leads two of the pathways and is appropriately linked to the other pathways. As an illustration of this commitment, despite resource constraints, the CRC funds the programme manager post for the 'Framework to Support Positive Change for Those at Risk of Offending in Wales'. This manager reports to the IOM Cymru Board, which feeds up to the All Wales Criminal Justice Board.

The CRC and the NPS in Wales work jointly with the four Police and Crime Commissioners (PCCs) in Wales. This had led to joint approaches to work on organised crime, on information exchanges with the police and with delivering the Integrated Offender Management (IOM) Cymru scheme.

The Working Links vision and strategy remain the platform for the CRC's annual Service Plan and Continuous Improvement Plan. These set out the aspirations of:

1. Providing a great service
2. Being a great place to work
3. Delivering ambitious growth
4. Being pioneering – innovative yet responsible.

The Working Links operating model is almost fully implemented in Wales. Although the model is based on group delivery of many of the elements of the sentence, senior staff in Wales negotiated local variations to the model. For example, there is flexibility in using one-to-one options for delivering induction and rehabilitation activity requirements (RARs) when appropriate. Recent changes to the operating model, such as the move to face-to-face contact and changes to the operational hubs, have been welcomed by staff.


There is a sense across all grades of staff that the ambition for service delivery was driven both by contractual targets and also by 'doing the right thing', i.e. delivering effective services to those under supervision. When we asked staff about their views of the organisation's vision and strategy to deliver a high-quality service for all individuals, only 24 per cent said their service prioritised quality. For many, this was not a failure in the vision or ambition of Wales CRC leaders, but a sense that the organisation did not have the resources needed to deliver quality services as intended.

Financial pressures have both shaped and limited the resources the CRC has to deliver services. Managers have maintained the morale of staff and their commitment to the work of the organisation. The senior and middle management

tiers are 'stretched' by having wide-ranging organisational responsibilities and accountability for large teams and caseloads. The span of responsibilities has diluted their ability to ensure the quality of practice. Despite this, CRC leaders have sought to retain a focus on the quality of service delivery. From the summer of 2018, the CRC introduced a number of measures to better manage the quality of service delivery but these have not had the desired impact on practice.

Risks to the organisation are sufficiently understood, with ongoing work to address or mitigate concerns. The identified risks primarily focus on resource limitations, and the impact on staff relations and potential practice quality deficits arising from this.

Locally identified risks and strategic risks are discussed by the CRC's senior leadership team and inform the organisations risk register. Senior managers held quarterly calls with the head of risk assurance for Working Links to monitor risk issues. The CRC has business continuity plans and these are regularly tested. The last test was for pandemic flu in November 2018.

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

The commitment to working with offenders and helping them to change flows throughout the organisation. Many staff are proud of the services they have delivered, despite the challenging organisational context. The service benefits from high staff retention rates. Staff face challenging workloads and are not satisfied with their access to training. Staff are positive about the support offered by managers in Wales, but recognise managers are 'thinly spread'. The all-Wales agenda provides a sense of belonging to a large and well-positioned organisation. Case transfers within Wales are straightforward.

The CRC's Justice Innovation Unit (which worked across all three Working Links CRCs) developed a workload indicator tool that suggests there is sufficient capacity to manage the caseload requirements should all posts be occupied. However, the perception of most responsible officers in Wales (60 per cent) is that their workload is unmanageable. This is slightly higher than the national average of 56 per cent across all CRCs.

As at 10 December 2018, the CRC was responsible for managing 9,180 offenders. The average number of cases per responsible officer was 51.6 at that time (this compared positively with the average caseload of 54 in December 2017). The highest caseload was 75, with over one-quarter holding 60 or more cases. For probation service officers the highest caseload was 152 cases, with 14 per cent of staff holding more than 90 cases. This is unacceptable and needs to be resolved urgently.

The workload situation for staff is made more pressing due to the need for staff to cover the work of colleagues who are not available, e.g. through sickness, maternity leave or vacancies. As at September 2018, the total shortfall in staff capacity (vacancies, maternity leave and sickness) was in the order of 11 per cent of the staff complement.

Managers acknowledge that some staff do not agree with the picture presented by the workload measurement tool. In particular, staff believe the resourcing model is

insufficiently resilient to address staff absences. We noted that the lack of resilience afforded by the workload measurement tool is compounded in rural teams that have small numbers of staff, and are consequently more vulnerable to capacity issues.

A member of staff said,

“We would all like more time, but I still pride myself on the work I do, and that I do a good job”.

For some staff the situation is untenable. Several told us they are feeling overwhelmed and believe that risk of harm issues in their caseload are not being adequately managed. We found this to be borne out in the practice deficits noted in respect of addressing risk of harm issues.

Managers have processes to redeploy staff across the area to cover gaps on a temporary basis. Covering shortfalls in staffing leads to a large ‘churn’ in the CRC caseload, with disruption caused to staff and individuals alike. In our sample, one-third of cases had two responsible officers and 11 per cent had three or more responsible officers. This is higher than the national aggregate figure of 9 per cent, from our CRC inspections thus far.

Senior and middle managers are thinly spread. Middle managers report high workloads. They are stretched and have insufficient time to devote to practice quality issues. They have little in the way of corporate support resources. With the Working Links contract ending, there are wider gaps in business support services. The range of responsibilities for these managers includes managing staff, performance management, practice oversight and servicing local partnerships. They also have local building and health and safety responsibilities.

Team managers are experienced, but it is difficult for staff to have contact with team managers where they are not located in the same office. Despite this, staff see team managers as being accessible, approachable and knowledgeable. Supervision is valued by staff and the majority report a good balance to the content of supervision. It addresses performance and practice issues. Three-quarters of staff surveyed indicated that they receive supervision that enhances and sustains good-quality work with individuals. Our inspection findings suggest that supervision is stronger on supporting staff in their work than in influencing the quality of practice.

The overall approach to quality management is based on the system created by the Working Links Justice Innovations Unit. This includes practice observations, case auditing and a feedback system (described as Learning Loops). Structures and processes are in place for connecting the roles involved in managing quality. There is a detailed quality team schedule describing the range of activity to be undertaken. Since the summer of 2018, each team manager has been required to audit eight cases per month from their team. The approach has made a positive difference to enforcement practice but the quality of sentence planning has not improved significantly.

More recently, the peer review arrangements under Dysgu Cymru (‘Learning Wales’) have been in operation. Several staff are critical of this process, as peer review feedback from colleagues in the same office can cause tensions.

The CRC benefits from having, in the main, an experienced and skilled staff group. Almost all (95 per cent) of staff interviewed said they have the skills, ability and knowledge necessary to supervise their caseload.

Working Links had a corporate approach to staff training, based mainly on eLearning. There is a broad learning and development offer but financial restrictions have limited induction and face-to-face training. Senior managers keep training issues under review but management information on the impact of training on practice is limited. CRC managers monitor the take-up of training events, but not satisfaction levels and how training is applied in practice.

Many staff do not like online training but some have completed every online opportunity available. One said,

“It feels like ‘tick box’ training. You read it, answer the questions, get the score, and move on, there is little retention of information. This is not conducive to deeper learning and nothing really sinks in, in the longer term”.

Managers point out that some staff do not always recognise the workshops they attend as also being training.

The training offer did not fully meet the needs of new members of staff. We spoke with new members of staff who told us they had had no formal induction or training. One stated that she had been given a ‘Gateway to Work’ booklet to complete, along with a caseload of 65. She had not previously worked for probation services and she was reliant on the good-will of colleagues in her team to help her to understand the basics.

The majority of staff surveyed (63 per cent) perceived their access to in-service training to be insufficient to support the delivery of high-quality services. A similar proportion of staff felt the organisation did not promote and value a culture of learning and continuous improvement. These shortfalls were mainly explained by staff saying they either did not have the time to be able to participate in training or that the form the training took – mainly eLearning – did not meet their needs.

The CRC has retained a commitment to training probation officers through the Professional Qualification in Probation (PQiP). There are currently ten staff undergoing/earmarked for training. There is a training curriculum for staff working with women offenders. This is monitored by the women’s champions in each LDU.

Senior managers are visible and responsive but there is not a consistent structure for staff engagement. There has not been a staff survey since 2015. Plans to conduct a survey at the end of 2018 were delayed due to uncertainty over the outcome of the Working Links decisions to continue with the contract. While considerable effort is made by managers in each of the LDUs to stay abreast of staff concerns, the absence of an up-to-date staff survey limits the CRC’s understanding of levels of staff satisfaction.

Building on a probation officer survey in 2018, there have been focus groups with probation officers to ascertain their views. The feedback led to recommendations for action. Managers acknowledged that they were not able to act on many of these due to resource limitations.


Managers at operational LDU meetings discuss staff concerns and attempt to solve problems as they emerge. Senior managers audit supervision and team meeting minutes. However, there is no system for collecting data on staff perceptions.

The CRC has been in dispute with the unions for several years. The unions have agreed to come back to meetings since the change to Seetec ownership and meetings with trade unions have been re-established.

Just under half of the staff interviewed (44 per cent) said they felt that insufficient attention is paid to staff safety and wellbeing. Examples included there being no escape route from interview rooms in some offices. Staff told us that the absence of telephone landlines means that staff have to log onto Skype if they need to contact anyone.

Many staff welcomed the flexibility associated with the ability to work from home.

Over three-quarters of staff who required reasonable adjustments to their work felt this had been done.

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

Many of the wrap-around services needed for work with individuals are commissioned in Wales. There is a strong focus on engagement with the local and national structures in Wales that address reoffending.

To help deliver its aims, the CRC works in collaboration with others in the Welsh Criminal Justice context. The CRC has positioned itself as a key partner, rather than simply another provider. Among other things, the CRC provides operational intelligence to influence policy development at the national level. The CRC has a high profile in key strategic bodies. This includes the overarching All Wales Criminal Justice Board. The Welsh Government's reducing reoffending pathways are aligned with the work of this Board.

The CRC's stakeholder engagement strategy aligns with the broader Her Majesty's Prison and Probation Service (HMPPS) governance arrangements. Many aspects of the legal context are unique to Wales. The Welsh 'Future Generation and Health' and 'Well Being Acts' add to the need to embrace service delivery in an all-Wales context.

The CRC has developed as a community-oriented organisation, with a clear commitment to partnership work. This is seen through a range of services, including IOM Cymru, Prevent, hate crime, serious organised crime, Restorative Justice, women's services, community payback individual placements and community hubs.

The Wales division of KSS CRC Offender OASys Criminogenic Need analysis outlines the needs of the offender population in Wales CRC (based on OASys assessments completed since February 2015). This has been used to make evidence-based choices on how best to target resources to deliver the best outcomes for those under supervision.

The CRC demonstrates a good understanding of the needs of females and has developed women-specific RARs. The CRC women's strategy builds on the women's pathfinder. This is a partnership initiative to support the needs of women who come into contact with the criminal justice system. This was established in 2013, and is led by HMPPS in Wales, the four Welsh police forces and four Police and Crime Commissioners with support from the Welsh Government and a wide range of other partners, in particular, female-focused third- sector agencies already delivering local services. The CRC plays a leading role in this strategy, in particular by co-chairing the women's champions group and chairing case conferences on all new female cases in

the NPS and CRC. The pathfinder includes a diversion scheme. All CRC offices have women-only reporting slots.

In many offices there is co-location of NPS and CRC probation services with third-sector and local authority partners. The co-location can also be with specialist services, such as those providing domestic violence support. This helps CRC staff to access resources on behalf of individuals.

A CRC senior leader undertakes the IOM Cymru programme manager role. The local IOM Cymru steering groups are co-chaired by lead partners Wales division of KSS CRC, NPS Wales and the four Welsh police forces across the various regions. The PCC office also sits on these steering groups, along with the substance misuse service, HM Courts & Tribunals Service, the fire brigade and the Youth Offending Service. The partners are currently reviewing the targeting matrix, county lines and organised crime and gangs. This work involves key partners, such as police and local government, to ensure that the service addresses strategic priorities in Wales.

Justice Cymru came into being because of the housing legislation changes in Wales, their accommodation advisers are integrated within the CRC offices as a supply chain partner and can access all CRC information systems.

The CRC is a signatory to a partnership agreement with the Welsh Government and public health to address crime and health issues. Public Health Wales published research in 2016 on children who experienced traumatic events within the family and the links to their health and criminal justice experiences. This has informed practice development in the CRC.

A partnership involving public health and criminal justice agencies resulted in the design of RAR interventions that focus on trauma-informed practice. The CRC is a member of the programme board for addressing ACE (Adverse Childhood Experiences) alongside 30 partners. The CRC attends the Early Action Together national board and regional delivery boards. These links have been effective and help with translating research into practice.

Four of the CRC's new RAR activities have been put before the HMPPS effective interventions panel for non-accredited interventions to be quality assured.

Local delivery unit (LDU) heads link into the local PCC criminal justice boards. All LDU heads have strategic leads nationally. They engage with a matrix of national strategic and local statutory arrangements. e.g. public service boards, safeguarding adults and children's boards. Across the 22 local authorities in Wales, there are different priorities and delivery arrangements. The partnership environment in Wales is ambitious and complex and there is a current exercise to rationalise existing initiatives.

The CRC set up initial supply chain contracts in 2015, which continue to this day. The main supply chain provision is Through the Gate services delivered by St Giles Trust (male prisons) and Safer Wales (female prison). The other three contracts are smaller and more limited in scope. The CRC has also commissioned Crest in North Wales to deliver unpaid work services. There is a robust partnership management process. The assessment of risks to the delivery of services arising from financial constraints has come to fruition as some partnership providers are awaiting payment for services delivered, pending the Working Links administration processes.

There is a good range of services available. This includes two accredited programmes: the Thinking Skills Programme (TSP) and Building Better Relationships (BBR). Also available is a menu of RAR activities. This includes Addictive Behaviours,

Children and Families, Emotional Resilience, Managing Aggression, Respectful Relationships, Victim Awareness and Women's RAR.

The CRC has developed a network of reporting facilities (community hubs) away from mainstream offices. At the time of the inspection, 19 were in operation, with plans to extend this to 26 across the whole of Wales. During the inspection, we visited several hubs and found real strengths in this method of working. For example, Hartshorn House is funded by the Welsh Government and is managed by G4S. It is located in Maesteg town centre, where 41 agencies, including the Wales division of KSS CRC, are co-located in the building.

Other services include Bridgend Women's Aid, the Terrence Higgins Trust, Hafan Cymru, Bridgend Drug and Alcohol Team, the West Glamorgan Council for Alcohol and Drug Abuse, Alcoholics Anonymous, Shelter Cymru, Pregnancy Care, Cruise Bereavement Counselling, ETE providers, Change Step and Support for Veterans. Reporting to Hartshorn House reduces the stigma of reporting for probation supervision. Individuals supervised by the CRC attend along with those not subject to supervision. The Mayor of Maesteg recently stated that he is *"grateful to the organisations and to the people in those organisations who give their time and energy to supporting those in the local area"*.


A head of interventions was appointed in May 2018. Interventions staff and managers have the capacity to deliver the CRC's intervention services. The operating model assumes 80 per cent of interventions will be provided in groups. Intervention take-up rates have improved and are currently at 50 per cent. Clearly more progress is needed, and the CRC has identified that some responsible officers are reluctant to refer to the provision. Monitoring of RAR attendance is done by the interventions manager.

The sentencers we surveyed during the inspection were positive about the work of the CRC. Performance information is routinely provided by the CRC in North Wales, and sentencers were able to give examples of the information received. One said: *"We have a very good working relationship and are very satisfied"*.

The CRC's service delivery brochure is available to courts as well as CRC and NPS staff. Arrangements with courts vary according to locality. The small group of magistrates we spoke with told us that excellent arrangements are in place for liaising with sentencers in their areas. Information was available in reports and in retiring rooms and if they needed further information this would be provided.

One of the main concerns for sentencers was not having breach matters brought back in time. This is now being addressed, with cases brought back within four weeks of a breach. The district judge was complementary about the work of the CRC. He saw CRC staff as being responsive and providing him with the information he needs.

There is a long history of delivering restorative justice (RJ) services in Wales. The CRC has built on that and has created a Restorative Service Quality Mark (RSQM) accredited service. All RJ staff are trained in best practice and there is staff capacity to deliver services across Wales. There is good take-up of these services by CRC staff, who have generated over 400 referrals in 2018. There has been little take-up of RJ services by NPS staff, which is disappointing.

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.	

Working Links had developed systems for ICT management and estates provision but these were not managed with sufficient attention to the experience of end-users. Many of the CRC teams remain co-located in buildings with the NPS and the quality of the buildings varies. Some offices were modern and had all the necessary facilities; others were older buildings in need of upgrading.

In the CRC there is a commitment to using information, knowledge and learning to drive improvement but there is insufficient resource capacity to fully implement these improvements. There has been two workshops for all responsible officer staff in the past year to follow up learning from the Operational and System Assurance Group (OSAG) case management audit.

Learning from serious further offences and other significant reviews is gathered and disseminated through quality management systems. The Learning Loop process has been used to highlight issues from serious further offences (SFOs) reviews. These are kept in the electronic reference library and are available to all staff.

Performance against contract targets has been a focus. There is a comprehensive reporting system that identifies and alerts managers to potential target shortfalls. The CRC has met all contract targets for the past two years. Each of the LDUs and operational hubs have a lead for performance, who is held to account for performance. The CRC links performance measures to the offender journey. This explains the rationale behind each metric and links quality and performance in practice.

Staff access policies and procedures through the CRC intranet. We found that this was up to date and covered a wide range of policies, procedures, processes, practice directions and guidance for staff. A clear majority (83 per cent) of staff surveyed considered that policies and guidance are communicated effectively.

Almost two-thirds of the staff surveyed thought that the ICT systems support staff to deliver a high-quality service. We were concerned about the limited provision of suitable telephone services, fixed line and mobile, which made communication between staff and with individuals difficult. We found poorly functioning IT, with poor Wi-Fi connections that failed regularly. Some staff were using their personal mobiles to improve communication with individuals and partner agencies.

In the year leading up to the inspection, systems to improve the management of the quality of service delivery had been implemented. The initial priorities centred on recording, enforcement, sentence planning and risk management planning.

Management information from case audits show a weakness in reviewing risk of harm. In particular, this highlighted that domestic abuse and safeguarding are not always being reflected in risk management planning. This is echoed in our inspection findings. Case reviews are not routinely being done as needed. Training has been provided in assessment, planning and reviewing practice. Sparse case recording has also been addressed. However, middle managers are too stretched to fully follow

through on this, and are not able to check that the improvements they identified have been actioned.

In Wales, the CRC and NPS have undertaken joint audits of thematic areas. The CRC continues to use this Dysgu Cymru initiative. We welcomed the fact that this involves staff doing peer reviews of cases. To date, quality management activities have not had the desired impact on practice.

2. Case supervision



Staff are well supported in their local teams, but they have high workloads. Case recording is generally not of a good standard. Plans are often cursory and too many do not adequately address risk of harm issues. Risk of harm classifications were generally sound.

In the period leading up to the inspection, the service implemented the new requirement for minimum levels of face-to-face contact with individuals. This had led to some 'churn' in the sample we looked at, with cases and staff being transferred out of the operational hubs and into community teams. This had mainly been handled well, but for some cases in our sample we noted that the change had not gone smoothly.


Many operational staff are focusing on providing practical assistance and enabling individuals to access a range of services through face-to-face contact and positive engagement. Staff engage well with individuals and the interviews we held with case officers suggests they offer more than appears in the records. For many staff, the emphasis is on the doing, and not the recording, of the service on offer.

Strengths:

- Assessments focus on engagement and diversity.
- Community Hubs promote active and inclusive engagement with individuals.

Areas for improvement:

- The quality of plans of work to keep potential victims safe needs to improve.
- More progress on improving the nature and frequency of contact with individuals is needed.
- Home visits were not being used to support the effective management of risk of harm.
- Case oversight by managers does not ensure sufficient focus on risk of harm.
- Poor recording practice by many staff has resulted in an inadequate description of the nature of the work being done with individuals.

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, 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 person's diversity needs and individual circumstances. Appropriate consideration had been given to how diversity factors might affect the individual's capacity to engage with interventions to support desistance in 83 per cent of cases. In over six in ten cases, we saw that the individual had been meaningfully involved in their assessment, and their views taken into account.

We found, in over two-thirds of cases, that assessments focused sufficiently on the factors linked to offending and desistance. In 83 per cent of cases, assessments identified factors associated with offending; however, these factors were analysed in only just over half of the cases. In almost three-quarters of the cases, the assessment was personalised and identified the individual's strengths and protective factors.

In six of ten cases practitioners used information available from a range of sources to support their assessments.


We found sufficient initial assessments of offending and desistance factors, within an appropriate period, in almost three-quarters of cases. The quality and accuracy of the analysis suffered in cases where too much emphasis had been placed on the current offence, with insufficient attention given to understanding previous offending and past behaviours.

The quality of assessment work focusing on keeping other people safe varied. In 57 per cent of the sample, the assessment focused sufficiently on keeping other people safe.

We agreed with most of the risk classification decisions. In three-quarters of the inspected cases, the responsible officer had considered past behaviours and convictions when reflecting on risk of harm issues.

Staff had not sought information from other agencies to support assessment in almost two-thirds of relevant cases. In such circumstances, important information on the risk of harm can be missed and may lead to potential victims and their families not being adequately protected. An inspector noted:

“In some cases, the assessments of offending and risk of harm have been one dimensional, with a focus on the index offence. They missed other critical factors. This is surprising, as safeguarding children and domestic abuse checks are generally completed and the response is quick, but the information is not always taken into account in assessments, plans and reviews”.

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

In 61 per cent of the cases we inspected, we found that planning focused sufficiently on engagement issues. Planning took sufficient account of the individual's readiness and motivation to change and engage with the requirements of their sentence in three-quarters of cases.

In over six out of ten cases, planning had taken sufficient account of diversity and personal circumstances that may affect engagement and compliance. Staff were generally good at responding to diversity needs and individual circumstances. For example, we saw a case where a mother with four children had difficulty attending a female-only group. The group was available on one day each week and she had no child care available. The responsible officer arranged for interventions to be delivered at the family home. We noted that efforts were routinely being made to arrange suitable reporting times for people with employment.

In 61 per cent of cases, we could see that the individual had been meaningfully involved in their plan, and their views taken into account. 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 almost two-thirds of the cases. In over two-thirds, it had set a level, pattern and type of contact sufficient to engage the individual and to support the effectiveness of specific interventions.

We found that, generally, the correct interventions were identified to address risk and desistance factors. Planning had focused sufficiently on reducing reoffending and supporting the individual's desistance in almost two-thirds of cases in the sample. In over two-thirds of cases, it had sufficiently reflected offending-related factors and prioritised those that were most critical.

Planning built on the individual's strengths and protective factors in almost two-thirds of the relevant cases. In a similar proportion, planning set out the services most likely to reduce reoffending and support desistance. In almost three-quarters of cases, there was a clear written record of the plan to reduce reoffending and support desistance. The plan had been produced in a timely fashion in just over two-thirds of instances.

The quality of planning work focusing on keeping other people safe varied considerably, and was adequate in only 50 (48 per cent) of the 105 relevant cases.

Planning sufficiently addressed risk of harm factors and prioritised those that were most critical in just over half of the cases. In a similar proportion, it had adequately set out the necessary constructive and/or restrictive interventions to manage the risk of harm. In 51 per cent of cases, planning had made appropriate links to the work of other agencies involved.


In only 46 per cent of cases, planning had set out necessary and effective contingency arrangements to manage the risks that had been identified. It was concerning to note that sufficient planning to address domestic abuse issues was found in only 43 per cent of the 53 relevant cases. In only one-third of the 33 relevant cases, there was adequate planning to address child safeguarding or child protection issues.

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.

For example, in the case of Kieran, we noted that he was made subject to a 12-month community order with 15 RAR days. This was for a public order offence in a wider domestic context. Substance misuse and mental health issues also featured.

A key deficit was the failure to analyse, plan and deliver a service in respect of the domestic violence and safeguarding issues. There was a child involved but little information about their wellbeing, and we found an over-reliance on Kieran's word as to whether the child was safe.

We noted a number of instances where potential victims' needs had not been adequately addressed in planning. There was a clear written record of the plan to keep other people safe in 57 per cent of cases. Risk management plans, while mostly in evidence, had little detail and poor contingency planning. Many had a standardised feel and focused solely on breach procedures and risk escalation.

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

The CRC serves an area with below-average recorded crime rates.¹⁰ However, several indicators of deprivation and associated social need are in evidence. This includes lower than average earnings and employment rates and above-average unemployment, economic inactivity and claimant levels. The CRC works across four PCC areas and 22 local authorities. This complex mix of needs and structures makes the delivery of standardised services unrealistic.

The CRC's approach to service delivery, with its emphasis on delivery in the community, supports individuals' desistance journeys. The use of local venues, community hubs, as centres of service delivery helps to bring accessible partnership resources to bear. This helps individuals to reintegrate into the communities in which they live. Staff report that they can see participants more efficiently in the hubs than in centralised offices. The relaxed atmosphere in the hubs was welcomed by the participants we talked to, several of whom commented on the stigma associated with reporting to a traditional probation office.

We found, in almost eight in ten cases, that the sentence/post-custody period had been implemented effectively, with a focus on engaging the service user. In our inspection sample, responsible officers clearly showed a commitment to maintaining effective working relationships with those they supervised. In almost nine out of ten 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 that Tony, a 41-year-old male with a long history of offending, had been sentenced to a 12-month community order for shoplifting. The assessment fully considered historical information and used this to develop a picture of Tony's needs alongside the factors that were leading him to offend. Tony is a chaotic drug user who had recently been released from custody. The responsible officer used the IOM police and drugs services to support desistance. Tony found new accommodation and ended the relationship. These were positive steps and helped Tony to address his substance misuse. This case demonstrated an effective

¹⁰ Police recorded crime by offence group and police force area, English regions and Wales, rate of offences, year ending September 2018

partnership approach in supporting desistance. Tony has come to see that he has much to gain from engaging with the drug services and the CRC. At the time of inspection, Tony had not offended for four months.

Risks of non-compliance had been identified and addressed in a timely fashion in almost three-quarters of cases. The recording of appropriate professional judgement in relation to decisions about missed appointments was evident in 79 per cent of the 112 relevant cases. In over three-quarters of the 71 relevant cases, enforcement action had been taken when appropriate.

In almost nine out of ten cases, sufficient efforts had been made to re-engage the individual after enforcement action or recall to prison.

The implementation and delivery of services effectively supported desistance in two-thirds of the cases we inspected. In a similar proportion, the delivered services were those most likely to reduce reoffending and support desistance. In almost three-quarters of our sample, the delivery of services had, where possible, built on the individual's strengths and enhanced protective factors. When reviewing the cases in our sample, we asked staff, *"In this case, do you have access to an appropriate range of services (in-house or from commissioned providers) to meet the identified needs and risks?"*; almost three-quarters said that they had.

In 59 per cent of the cases we inspected, the level and nature of contact were sufficient to help reduce reoffending and support desistance.

The involvement of other organisations in the delivery of services was sufficiently well coordinated in almost three-quarters of the relevant cases. Key people in the life of the person subject to supervision had been engaged to support desistance in just over half of the cases.

Local services had been engaged to support desistance during the sentence and beyond in just under half of the cases. The scope of the offer to individuals via the hubs varies across the area. Some hubs have many accessible resources on hand, either close by or delivered by agencies coming into the hubs. Others are less well supported. We asked staff if, in this case, there were effective relationships with other agencies to support desistance through access to mainstream services, both during and after the sentence. Almost all said there were.

We visited the 'One Stop Shop' in Swansea. The provision for females in Swansea sees the CRC co-located with the Swansea domestic abuse services. There are two dedicated PSOs, with PO oversight, offering the service. The accommodation provides a safe and welcoming environment. The building offers internet access so that individuals can access online services. The building has a secure entrance with an intercom. There is a reception for those accessing the CRC and other women's services within the same building, such as woman's aid and domestic abuse services. There are a number of interview rooms to enable confidential appointments with individuals. The staff attend safeguarding groups and bespoke sex workers groups. They support black and ethnic minority individuals and those with language needs.

We noted good practice in the case of Amanda. She had been sentenced to a 12-month community order with 15 days of RAR. The index offences were assaults against three members of the public who intervened when she displayed aggressive behaviour. Amanda has acute mental health issues and a diagnosis of complex trauma and psychosis. Amanda was allocated to a female officer and is seen at the women-only centre. The officer liaised with the community psychiatric nurse throughout the order. This enabled a joined-up approach to monitoring risks posed

by, and to, Amanda. Good-quality assessments, planning and implementation, with regular and responsive reviewing, underpinned this work.


In the Bridgend Hub, the staff provide a number of services in addition to offence-focused work. This includes mental health services and substance misuse support. There are also nurturing programmes to support parenting skills, healthy relationships, self-esteem programmes, resilience programmes, mindfulness for woman, craft and other skills opportunities.

We found that the implementation and delivery of services effectively supported the safety of other people in 59 per cent of cases. The level and nature of contact offered were sufficient to manage and minimise the risk of harm in two-thirds of the cases. Sufficient attention was given to protecting actual and potential victims in only 53 per cent of the 94 relevant cases.

Poor practice was seen in the case of Jack. He is a 23-year-old male sentenced to a 12-month community order with 10 days of RAR and 80 hours of unpaid work. The index offence was common assault against his female partner. Initial assessments were completed as a paper exercise by a team manager to meet contract timeliness targets. There was no analysis of the offence or associated risks. This resulted in insufficient case planning. No checks had been undertaken with children's services or the police. It later emerged that Jack's child is on the child protection register and this was not known to the responsible officer. The focus of the work was on completing unpaid work. No interventions had been delivered to reduce the risks of further domestic assaults.

The involvement of other agencies to manage and minimise the risk of harm was sufficiently well coordinated in almost two-thirds of the 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 half of relevant cases.

In almost two-thirds of relevant cases, home visits had not been undertaken to support the effective management of risk of harm. When asked, *"In this case, were there effective relationships with other agencies to manage the risk of harm to others?"*, nine in ten staff said that such relationships were in place. Our case reviews, however, found that this is an area of practice that needs to be improved.

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

Reviewing focused sufficiently on supporting compliance and engagement in over three-quarters of the cases. Welsh language materials to deliver programme work were not generally available, with at least one person who spoke Welsh as a first language attending a programme where he required additional support. All Welsh-speaking individuals had a Welsh-speaking responsible officer in the cases we saw.

Necessary adjustments to the plan of work, to take account of compliance, engagement and barriers, were seen in almost three-quarters of the relevant cases. Individuals had been meaningfully involved in reviewing their progress and

engagement in just over half of the cases. Written reviews formed a formal record of actions to implement the sentence in 84 per cent of the cases.

An inspector noted that reviews were being completed every six months. A good example of an appropriate review was one where the risk was reduced from medium to low with a good explanation; the old objectives were closed as achieved (including unpaid work); and new objectives identified. This included maintenance of previous objectives and was motivational for the individual being supervised.

Reviewing focused sufficiently on supporting desistance in 74 per cent of the cases. Factors linked to desistance and offending were identified and addressed in 72 per cent of cases. Just over two-thirds of the reviews focused sufficiently on building on strengths and enhancing protective factors. However, reviews were informed by input from other agencies in less than half of the cases. In three-quarters of the cases, we found that written reviews made up a formal record of the progress towards desistance.

Overall, we judged that reviewing focused sufficiently on keeping other people safe in only 36 (54 per cent) of the 67 relevant cases. In the 68 relevant cases, just over half of the reviews had identified and addressed changes in factors related to risk of harm. In under half of the cases, adjustments were made to the ongoing plan of work, to take account of changes in the risk of harm.

The quality of reviewing varied, and many responsible officers failed to focus on reviewing risk of harm issues. Almost seven in ten of the relevant cases had written reviews that acted as a formal record of the management of the individual's risk of harm.

In almost two-thirds of the 57 relevant cases, the review of risk of harm had been informed by the necessary input from other agencies involved in managing the risk of harm. 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 just under one-third of cases.

4. Unpaid work and Through the Gate

Unpaid work is a requirement of a community order or suspended sentence order. Individuals undertake between 40 and 300 hours of work within a year of the sentence being passed. Within these hours, there is scope to offer educational and employment-related interventions, for up to 20 per cent of the time, to optimise the development of individuals on the scheme.


The CRC is the lead provider of the Through the Gate service at HM Prisons in Wales. Through the Gate provision was established in June 2015 as a central part of the *Transforming Rehabilitation* policy. The scheme focuses on the resettlement needs of CRC and NPS prisoners alike and, locally, is delivered in prison by CRC staff and staff employed by the charities Prison Advice and Care Trust (Pact), the St Giles Trust and Safer Wales.

Strengths:

- Arrangements for unpaid work focused on supporting the individual's engagement and compliance with the sentence and supporting personal development.
- The sentences of the courts were being implemented appropriately.
- Prisoners had been given opportunities to contribute to establishing their own resettlement needs, with plans taking account of the individuals' diversity and personal circumstances.

Areas for improvement:

- Resettlement planning did not focus sufficiently on the participants' resettlement needs or on factors linked to offending and desistance.
- Improvements are needed in the effective coordination of resettlement activity.
- There are low levels of contact between responsible officers and serving prisoners in the Through the Gate scheme.

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

As part of the move to the Working Links operating model, unpaid work staff numbers reduced and responsibilities increased. Staff sickness has compounded capacity pressures. The CRC uses overtime payments to cover capacity gaps, but this can still lead to work parties being cancelled. Managers recognised there were problems with unpaid work and have recently put extra resources in place.

Enforcement of unpaid work has been problematic and the CRC has improved the administrative processes to support this. Performance data shows the situation is improving, as the total number of stand-downs from April to June 2018 was 2.3 per cent of all appointments arranged. In July to September 2018, the figure was 1.2 per cent and from October to December 2018, it was 1.5 per cent.

The Cardiff team has recently introduced a female-only unpaid work induction. There is provision of both unpaid work group activity for females as well as placements in charity shops if the risks are assessed as manageable. The service to women often depends on the availability of female unpaid work staff. This is mixed across the country, with some teams having no female unpaid work supervisors.

We found that assessments focused on the key issues relevant to unpaid work in 64 per cent of cases. Assessment considered the individual's motivation and willingness to comply with unpaid work in 66 per cent of cases. Assessments considered the individual's diversity and personal circumstances in 83 per cent of cases. Assessments considered risk of harm to other individuals, staff or the public in two-thirds of cases.

Unpaid work teams deliver workbooks to individuals in partnership with Adult Learning Wales. A health and safety workbook is delivered at induction and there are other books available to use during the order. Individuals complete workbooks at induction and they evidence learning during the subsequent three work appointments. They gain a nationally recognised qualification on successfully completing the workbook.

The arrangements for unpaid work focused sufficiently on supporting the individual's engagement and compliance with the sentence in almost three-quarters of cases. The allocated work was suitable, taking appropriate account of the individual's diversity and personal circumstances in over eight of ten cases. The arrangements for unpaid work encouraged the individual's engagement and compliance with the order in just under three-quarters of cases.

The arrangements for unpaid work took account of risk of harm in 70 per cent of cases. In over three-quarters of the cases, the sentence of the court had been implemented appropriately. Unpaid work commenced promptly in almost eight in ten cases.


Arrangements for unpaid work maximised the opportunity for the individual's personal development in just over half of the cases. In many cases, the records were sparse. We judged, from the available evidence, that under half the cases showed that unpaid work supported desistance by providing opportunities for reparation and rehabilitation.

We were impressed by the unpaid work service offered by Crest. Crest was established in 1998 as a social enterprise. It has had the unpaid work contracts in Colwyn Bay for 18 years. Crest often links individuals with volunteers, and some 30 per cent of individuals who complete unpaid work stay on as volunteers. Four have gained paid positions with Crest. Crest works with individuals with a range of skills and abilities and has a specialist who works with those with learning disabilities.

In some parts of the country, staff told us there were barriers to communication between responsible officers and unpaid work staff regarding availability of sessions, changes to appointments and feedback on progress. Several responsible officers said, in their opinion, there was a rigid process in arranging unpaid work sessions and this was not always responsive to meeting the needs of individuals.

Unpaid work staff were critical of the constraint on resources in which they worked. They cited reductions in both staffing levels and vehicles.

In one part of the country, staff argued that problems with information from courts not being uploaded to nDelius led to individuals frequently being sent away from pre- placement work sessions. Others complained of inaccurate assessments for unpaid work suitability at court. A recent example of this was described. An alcohol-dependent heavy drug user was sentenced to unpaid work following a proposal by the NPS. This had to be taken back to court as being unworkable.

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

The strategy for Through the Gate was centrally driven and this saw the work being contracted to providers. Through the Gate staff have worked hard to become integrated into the prisons. The model has had to be different in each prison because of the different prison cultures and prisoner populations.

The Through the Gate Quality Management System reports on performance. The CRC performs well against Through the Gate contract measures. However, the CRC lacks wider management information systems to track the outcomes achieved with prisoners.

Through the Gate provision showed that much has been done to develop the team's ability to deliver services to support resettlement activity. However, improvements in addressing risk of harm issues and coordinating work with community-based staff are required.

Resettlement planning focused sufficiently on the individual's resettlement needs and on factors linked to offending and desistance in only 45 per cent of cases. There had been a sufficient focus on supporting the participant's resettlement in just 39 per cent of the cases inspected. In less than one-third of the cases, resettlement services had been delivered in line with the participant's resettlement needs. In 41 per cent of relevant cases, resettlement activity had taken account of the participant's diversity and personal circumstances.

We found that Through the Gate staff worked hard to engage with prisoners, but much of the work was based on what prisoners had said in interview. In many cases, there was no evidence that the responsible officer's perspective on release planning, or on risk issues, had informed the work. Not all resettlement staff in the prisons could access OASys to see if risk of harm issues needed to be addressed. This is a serious deficiency. Less than a quarter of plans took account of factors related to the risk of harm.

Over two-thirds of resettlement plans were completed on time but just under half had drawn sufficiently on available information. Over three-quarters of individuals had been given opportunities to contribute to establishing their own resettlement needs. Almost three-quarters of plans took account of the individual's diversity and personal circumstances.

Effective coordination of resettlement activity was a mixed picture. There was evidence of effective coordination of resettlement activity, with other services being

delivered in the prison in just over one-third of the cases inspected. There had been effective communication with the responsible officer in the community, prior to and at the point of release, in just over half of the cases. In one-third of cases, we found evidence of resettlement services supporting an effective handover to local service providers in the community. Overall, in half of the cases, we judged that there had been effective coordination of resettlement activity.

For example, David was sentenced to seven months in custody for theft. He has an extensive criminal history, with significant violence, including domestic abuse. We were impressed with the work to sort out his benefits and help with ETE issues. A bank account was set up for him and he was signposted to appropriate drug services. However, the risk he poses to his partner had not been addressed. This omission undermined the otherwise good resettlement work done in this case.

Many responsible officers complained that communication between custody staff and community teams was poor. This undermined information-sharing on risk of harm issues. ICT challenges compounded this, as staff could not telephone, so had to use email, and not all of the teams could view Nomis entries. This picture differed across Wales. Responsible officers in the north of the country said they thought the situation was improving, as they could view Nomis entries on nDelius. Staff there said release paperwork supported resettlement practice.

An example of poor practice concerned the case of Glen. He is 37 years old and received an eight-month prison sentence for offences of dishonesty and burglary. A custody screening failed to verify information about the proposed release address and, as a result, it failed to identify accommodation as a key resettlement need. Glen was transferred to HMP Berwyn, where positive Through the Gate work on ETE and on drug treatment was done. However, despite contact with the responsible officer about the release address, the inspector noted that the professionals involved in this case failed to realise that Glen is a domestic violence perpetrator and poses a risk to his partner. The release to her address had been agreed by staff involved in the case even though there was no safeguarding in place for his partner.

Managers recognised that Through the Gate providers need to do more to improve the recording of their work. Due to the turnover of prisoners, recording is more limited in the local prisons. In other prisons, recording is better and there is more time for follow-up work. They agreed that more consistency in following up on referrals and in sharing information to inform risk of harm assessments was needed.

HMP Swansea has a release board and there was evidence in our sample that this was being well used.

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 83 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 31. The evidence explored under this domain was judged against our published ratings characteristics¹¹.

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

¹¹ 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, Probation Officer/Probation Service Officer cases and 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 53 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 33 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 middle manager group 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?	68%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	57%
2.2. Planning Planning is well-informed, holistic and personalised, actively involving the service user.	Requires improvement
2.2.1. Does planning focus sufficiently on engaging the service user?	61%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	64%
2.2.3. Does planning focus sufficiently on keeping other people safe? ^{12 13}	48%
2.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user	Requires improvement
2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	78%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	66%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	59%

¹² 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.

¹³ In arriving at the rating for planning, 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.

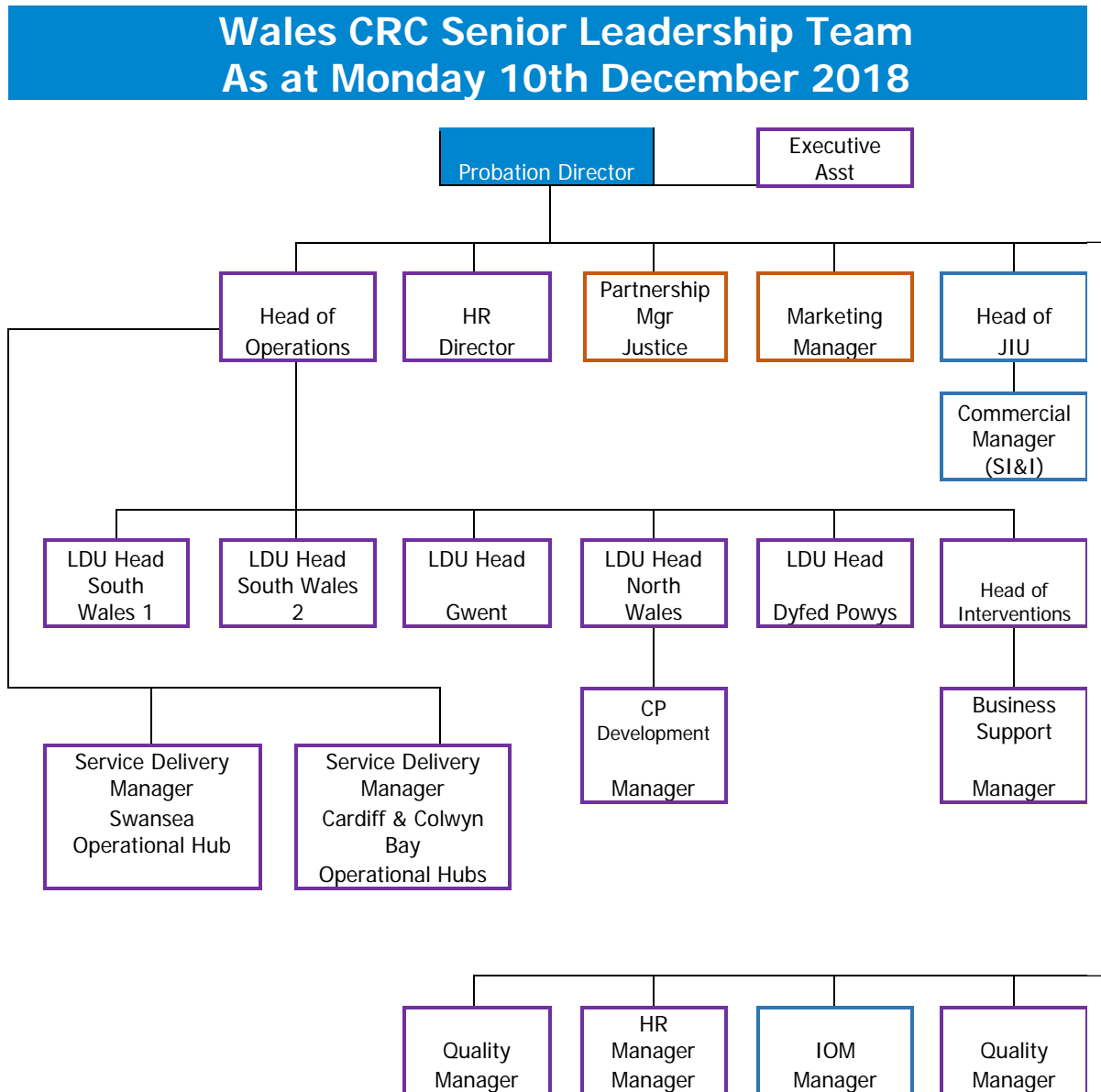
2.4. Reviewing	
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user	Requires improvement
2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?	78%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	74%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	54%

4. CRC-specific work

Standard/Key question	Rating/% yes
4.1. Unpaid work	Requires improvement
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court	
4.1.1. Does assessment focus on the key issues relevant to unpaid work?	64%
4.1.2. Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?	72%
4.1.3. Do arrangements for unpaid work maximise the opportunity for the service user's personal development?	51%
4.1.4. Is the sentence of the court implemented appropriately?	79%
4.2. Through the Gate	Inadequate
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs	
4.2.1. Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	45%
4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?	39%
4.2.3. Is there effective coordination of resettlement activity?	50%

Annex 3: Operating model

Wales CRC: Organisational Structure



(Organogram supplied by Wales CRC)

The Wales CRC operating model in practice

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

Probation Officers and Probation Service Officers deliver case management in local offices (the front office) throughout a five Local Delivery Unit footprint within Wales. These LDU's are co-terminus with the NPS Wales Division.

Probation Service Officers in the operational hubs have also delivered Case Management activities, primarily through telephone contact, to some service users in custody and also to those assessed as a low risk in the community. A large proportion of which are subject to single unpaid work requirements Orders. In October 2018, contractual changes to support a Minimum Case Manager Contact on a face to face basis have supported developments to the operating model. As a result, from 01 November 2018 newly sentenced Green cases (assessed as low risk of causing serious harm) have been managed by Front Office Probation Service Officers from the sentence start.

Furthermore, contact frequencies for Green cases (assessed as medium risk of causing serious harm) have increased to a minimum of a monthly basis to support a higher frequency of face to face contact with Case Managers within front office teams. Single requirement Unpaid Work Orders (assessed as low risk of causing serious harm) will continue to be managed through Operational Hub Probation Service Officers.

There are three operational hubs located in Wales in Cardiff, Swansea and Colwyn Bay. The delivery of most administrative functions is in the operational hubs. This is to ensure that processes are streamlined, that other agencies have an effective single point of contact and to maximise the support required for front line delivery. As noted, we are in the process of adapting the operating model so that we are able to deliver most case management (except low risk single requirement unpaid work orders) from the front office from point of sentence which will meet the minimum contact specification requirements. Front office delivery includes services delivered through community hub arrangements.

Available services and involvement of the third sector: Since 2015, Wales Community Rehabilitation Company have adopted a strategy of developing the delivery of core services within appropriate community based settings through the Community Hubs. These arrangements are often sited within projects that are embedded within local communities and alongside organisations with services that support the needs of our service users. As such, they often tend to not be restricted to service users from a criminal justice background and can help support community re-integration. To date there are 19 Community Hubs within Wales CRC, ranging from small operations, open a day a week in smaller towns, to those in large towns and cities which can be open up to five days per week. Central to the community hub experience, are many of the known Pathways to support rehabilitation that probation services have adopted over many years. These include access to housing and debt support, addiction services, employment and training opportunities.

Drug and Alcohol services across Wales involve cross sector delivery at a local level. In many Front Office and Community Hub locations, CRC staff are co-located fully or on a part time basis with specialist drug and alcohol workers.

The Community Hubs are diverse in nature and range from those specifically targeted to deliver Women's services (Women's Pathfinder, Cardiff) to those who provide services alongside a wide range of partners in geographically advantageous locations (Hartshorn House, Maesteg). This approach is supported by the research on desistance as enabling self-efficacy and community engagement. We have a plan to develop community hubs where they are still needed and develop the range of services in those that already exist.

Case Allocation: We use a tool to ensure that we allocate cases either to Probation Officers or Probation Service Officers based upon their risk profile. Initial allocation is made by Administrative staff within the operational hubs, with Team Manager oversight. The appropriateness of case allocation is then confirmed after the initial face-to-face contact and initial risk and BRAG assessment by Probation Officers and Probation Service Officers.

Induction: We have developed a case management induction model for all service users, generally delivered in groups. However, the approach is undertaken on a 1:1 basis for some female and vulnerable service users and in some rural areas. Service users with diversity issues, for example learning disabilities and those who have need for interpreter services also receive tailored induction arrangements where this is required. This approach ensures that Service Users benefit from a consistent understanding of the requirements of the sentence and have access to valuable information about available services and support. The induction session and supporting materials aim to identify diverse needs and prepare the service user for the one-to-one meeting with their Case Manager to complete the sentence plan. This is separate from any induction process for Interventions and Unpaid Work.

Case Management Model: A key element of this model is the use of a BRAG rating system. This is an assessment that builds upon the initial OASys and determines the intensity of case management for each case. This approach is applied regardless of the type of sentence and associated requirements. The assessed level of risk, both of reoffending and of causing serious harm, are the overriding factors in the BRAG rating. All cases are assigned either a Blue (custody) Red, Red/Amber, Amber or Green rating. Red cases which are assessed as posing the highest risk of serious harm and/or reoffending, often with associated complex needs, will attract the most intensive intervention and the highest resources. These Service Users require regular 1:1 Case Manager contact and close risk oversight which are supported by Sentence and Risk Management Plans which prioritise the delivery of interventions and multi-agency working/services.

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

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

a key principle unless a change of Responsible Officer is the most appropriate way to manage the risks posed.

Women: Female service users are offered a female Case Manager and they have opportunities to be seen in an all-female environment, either in a suitable community hub setting where available or through women only reporting arrangements in Front Office locations.

Integrated Offender Management Cymru (IOM Cymru): Wales CRC support the delivery of IOM in locality schemes throughout all five LDU's within alongside our lead partners. CRC Case Managers are an integral part of this multi-agency approach to reducing re-offending and associated harm in the identified cohorts. The BRAG model applies a Red or Red/Amber weighting to IOM cases to reflect both the risk posed and the level of resources required to manage those cases posing a high/very high risk of reoffending and who often pose a risk of causing serious harm to others.

Interventions Teams: Our operating model ensures skilled Interventions teams that deliver Accredited Programmes and groups RARs across Wales. The portfolio of RARs reflects the service user needs profile and an effective practice evidence base. We are in the process of refreshing the RARs, as part of which we have been submitting them for evaluation by the Wales HMPPS effectiveness panel. Each RAR has selection criteria, which the Case Manager will consider when determining the allocation and sequencing of RAR days. There are women specific RARs. The Senior Attendance Centre delivers specific modules to meet the needs of the 18-25 age group.

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

Resettlement: Resettlement Services are provided through prison-based CRC staff (HMP Parc) and through the supply chain. We allocate a Case Manager at point of sentence. Their engagement with the service user increases from 12 weeks prior to release so that they can reflect and build on work done in custody in the sentence plan.

Through the Gate: Within Wales, PACT provide a Through the Gate mentoring service from local resettlement prisons as part of our supply chain. Mentors provide intensive individualised advice, guidance, signposting and brokerage of mainstream service support. The supply chain partner for our Through the Gate offer from local resettlement prisons are St Giles Trust. They deliver a programme consisting of accommodation and employability support, assistance with finances, benefit and debt, health and family and relationships. We have also commissioned services from organisations such as Safer Wales, an independent charity, to work with women who are victims or at risk of sexual exploitation, domestic abuse and sexual violence. Working closely with our prison-based Resettlement Officers, a high level and bespoke support package is provided to women who are leaving prison.

<http://www.walescrc.co.uk>

Map of the area



(Map supplied by Wales CRC)

Annex 4: Glossary

Accountability	When people are responsible for making decisions and taking actions on areas of work within their remit
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. Such programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending
Allocation	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
Approach	The overall way in which something is made to happen; an approach comprises processes and structured actions within a framework of principles and policies
Assessment	The process by which a decision is made about the things that an individual may need to do to reduce the likelihood of them reoffending and/or causing further harm
Barriers	The things that make it difficult for an individual to change
BBR	Building Better Relationships: a nationally accredited group work programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
BRAG	Assessment process that identifies a case as blue, red, amber or green and thus determines the method of supervision
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
Child protection	Work to make sure that all reasonable action has been taken to keep to a minimum the risk of a child coming to harm
Child safeguarding	The ability to demonstrate that a child or young person's wellbeing has been 'safeguarded'. This includes – but can be broader than – child protection. The term 'safeguarding' is also used in relation to vulnerable adults
CRC	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present low or medium risk of serious harm
Criminal justice system	Includes 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
Enforcement	Action taken by a responsible officer in response to an individual's non-compliance with a community sentence or licence.

	Enforcement can be punitive or motivational
Escalation	The term used to describe the process where a case allocated to a CRC is referred to the NPS for reallocation because an increase in the risk of harm posed by the offender now places that person within the category of those who should be supervised by the NPS
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
HMP	Her Majesty's Prison
HMPPS	Her Majesty's Prison and Probation Service: from 1 April 2017, HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the MoJ 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)
ICT	Information and communications technology
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 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
Integrated Offender Management (IOM) Cymru	Integrated offender management: a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
Licence	This is a period of supervision immediately following release from custody, and is typically implemented after an offender has served half of their sentence. Any breaches to the conditions of the licence can lead to a recall to prison where the offender could remain in custody for the duration of their original sentence
Local delivery unit	An operational unit comprising an office or offices, generally coterminous with police basic command units and local authority structures
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
Mentoring	The advice and guidance offered by a more experienced person 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
OASys	Offender Assessment System: currently used in England and Wales by the CRCs and the NPS to measure the risks and needs of offenders under supervision
Offender management	A core principle of offender management is that a single practitioner takes responsibility for managing an offender throughout their sentence, whether in custody or the community
PACT	Prisoner Advice and Care Trust
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
Probation officer	This is the term for a responsible officer who has completed a higher-education-based professional qualification. The name of the qualification and content of the training varies, depending on when it was undertaken. They manage more complex cases
PQiP	Probation Qualification in Practice
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
Post-sentence supervision	Introduced by the <i>Offender Rehabilitation Act 2014</i> , post-sentence supervision is a period of supervision following the end of a licence. Breaches are enforced by the magistrates' court
RAR	Rehabilitation activity requirement: from February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts can specify a number of RAR days within an order; it is for probation services to decide on the precise work to be done during the RAR days awarded
Responsible officer	The term used for the officer (previously 'offender manager') who holds lead responsibility for managing a case
Risk of serious harm	A term used in OASys. All cases are classified as presenting a low/medium/high/very high risk of serious harm to others. HM Inspectorate of 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
Serious further offence	Where an individual subject to (or recently subject to) probation commits one of a number of serious offences (such as murder, manslaughter or rape). The CRC and/or NPS must notify HMPPS of any such individual charged with one of these offences. A review is then conducted with a view to identifying lessons learned
Suspended sentence order	A custodial sentence that is suspended and carried out in the community
Stakeholder	A person, group or organisation that has a direct or indirect stake or interest in the organisation because it can either affect the organisation, or be affected by it. Examples of external stakeholders are owners (shareholders), customers, suppliers, partners, government agencies and representatives of the community. Examples of internal stakeholders are people or groups of people within the organisation
Supply chain	Providers of services commissioned by the CRC
Thinking Skills Programme	An accredited group programme designed to develop an offender's thinking skills, to help them stay out of trouble
Third sector	The third sector includes voluntary and community organisations (both registered charities and other organisations, such as associations, self-help groups and community groups), social enterprises, mutuals and cooperatives
Through the Gate	Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around
<i>Transforming Rehabilitation</i>	The government's programme for how offenders are managed in England and Wales since June 2014
Unpaid work	A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision. Since February 2015, unpaid work has been delivered by CRCs
Youth Offending Service/Youth Offending Team	A local authority-funded service working with children and young people up to the age of 18 who get into trouble with the law. They look into the background of a young person and try to help them stay away from crime. They run crime prevention programmes, help young people if they are arrested, help young people and their families at court, supervise young people serving community sentences and work with young people in custody



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

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