Her Majesty's Inspectorate of Probation

An inspection of probation services in:

South Yorkshire

Community Rehabilitation Company

Acknowledgements

This inspection was led by HM Inspector Avtar Singh, supported by a team of inspectors and colleagues from across the Inspectorate. 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.

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.

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

The fieldwork for this inspection started on Monday 25 November 2019.

Contents

Foreword

This is the seventh of our inspections of community rehabilitation companies (CRCs) in the second round of inspections against our new standards. We previously inspected South Yorkshire CRC in March 2019. At that time, we rated the work as 'Requires improvement'. We are pleased to report that, based on our most recent findings, we have given South Yorkshire CRC an overall 'Good' rating, with three of the standards achieving a rating of 'Outstanding'.

The senior leadership team in the organisation are committed to providing high-quality, personalised services that will support individuals to turn away from crime. They listen to the experiences and views of service users, and work hard to incorporate learning into service delivery. Senior leaders are visible, sensitive and approachable, and they empower staff to bring about positive lasting change in the lives of those under probation supervision.

Since our last inspection, there has been considerable investment in staffing and staff development. This has led to a reduction in average caseloads held by responsible officers and improvements in casework. Relationships with supply chain providers are excellent. The CRC embraces evidence-based practice and has developed its interventions based on this principle. Interventions are subject to internal and external evaluation, with changes made as necessary. The type and number of programmes to support rehabilitation activities have increased, and the Thinking Skills accredited programme will be available shortly. This is encouraging.

While the offer of short duration programmes to support desistance is comprehensive, completion rates need to be improved. There is also more to do to make sure that all aspects of case supervision consistently pay attention to and effectively manage risk of harm to potential victims and the wider public.

The coordination and management of unpaid work have improved and many aspects are very good. Enhanced Through the Gate work has been implemented well and has many outstanding features. The CRC has access to excellent management information and uses this well to drive performance and quality.

This CRC and all its staff are to be congratulated on the improvements they have contributed to since our last inspection. We hope that the organisation will use the findings from this inspection to consolidate and further develop the effectiveness of its case supervision.

Justin Russell
Chief Inspector of Probation

Ratings

South Yorkshire Community Rehabilitation Company	Score	**20/30**

Overall rating	**Good**	🟢

1. Organisational delivery

1.1	Leadership	Outstanding	☆
1.2	Staff	Outstanding	☆
1.3	Services	Good	🟢
1.4	Information and facilities	Good	🟢

2. Case supervision

2.1	Assessment	Good	🟢
2.2	Planning	Requires improvement	🟠
2.3	Implementation and delivery	Requires improvement	🟠
2.4	Reviewing	Requires improvement	🟠

3. CRC-specific work

4.1	Unpaid work	Good	🟢
4.2	Through the Gate	Outstanding	☆

Executive summary

Overall, South Yorkshire Community Rehabilitation Company (CRC) is rated as: **'Good'**. This rating has been determined by inspecting this provider in three areas of its work, referred to as 'domains'. We inspect against 10 'standards', shared between the domains. 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.[1] Published scoring rules generate the overall provider rating.[2] The findings and subsequent ratings in those three domains are described here.

1. Organisational delivery

South Yorkshire CRC has a strong vision, coupled with a clear purpose and set of established values. The operating model supports the delivery of personalised services, and both staff and partners are clear about what is expected of them. The senior leadership team is responsive and has built excellent relationships with many stakeholders. There is a culture in the organisation which promotes engagement, transparency, empowerment and healthy challenge.

The CRC has worked hard to establish a stable workforce at both practitioner and manager level, including reducing the internal movement of staff. There are effective measures to plan for and respond to changes in workload pressures. Learning and development are coordinated well, with staff having access to a variety of online, group and classroom-based learning through Sodexo's commissioned provider, Laurus. Probation services officer (PSO) induction is robust. Despite the uncertainty associated with the probation reform programme, the CRC has continued to invest in training probation officers (POs) and developing staff across all grades.

The range of services and interventions available in the CRC is very good. The number of referrals into rehabilitation activity requirement (RAR) interventions is high, although completion rates are disappointing. Interventions are offered during the day and evenings. Many of the RAR interventions are rooted in evidence-driven practice and based on research. Provision for women is strong, and services are available across all four local management centres (LMCs). The delivery and coordination of unpaid work and Through the Gate services have improved since our last inspection, with the latter now rated 'Outstanding'.

The CRC has the necessary policies to inform staff what is expected of them. Information and communications technology (ICT) works well, and staff are provided with individual laptops and mobile telephones to enable them to carry out their duties in a timely and efficient manner. The four LMCs are generally bright and welcoming, although interviewing facilities are not adequate, and the Doncaster office is cramped.

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

[2] Each of the 10 standards is scored on a 0–3 scale, in which 'Inadequate' = 0; 'Requires improvement' = 1; 'Good' = 2; 'Outstanding' = 3. Adding these scores produces a total score ranging from 0 to 30, which is banded to produce the overall rating, as follows: 0–5 = 'Inadequate'; 6–15 = 'Requires improvement'; 16–25 = 'Good'; 26–30 = 'Outstanding'.

The CRC has consistently met all but one of its service level performance measures for the past 21 consecutive months. A focus on quality has been consolidated in the past 12 months, and management information supports improvements in service delivery.

Key strengths of the organisation are as follows:

- Senior leaders are both impressive and effective.
- There is a commitment to make sure that work delivered to support desistance is evidence-based and can be evaluated.
- Investment in developing staff is excellent.
- Relationships with supply chain providers are exceptionally good.
- Management information is used effectively to drive improvement.

The main areas for improvement are as follows:

- Management oversight is not yet consistently effective.
- The Doncaster office is overcrowded.
- Not enough short duration programmes are completed.
- Relationships with sentencers at a strategic level are difficult.

2. Case supervision

We inspected 58 community sentence cases and 42 post-release supervision cases; interviewed 49 responsible officers and 15 service users; and examined the quality of assessment, planning, implementation and delivery, and reviewing. Each of these elements was inspected in respect of engaging the service user and addressing issues relevant to offending and desistance. In the 85 cases where there were factors related to harm, we also inspected work to keep other people safe. The quality of work undertaken in relation to each element of case supervision needs to be above a specific threshold for it to be rated as satisfactory.

Overall, within case supervision, we found that the quality of assessment and planning work was better than delivery and reviewing, and that there had been improvements made across all the standards. Assessments did identify factors relating to offending, and this element of casework was rated as 'Good'. In a reasonable majority of cases (75 per cent), the planning that followed set out activities aimed at reducing the likelihood of further offending, although the strengths and protective factors of individual service users were not always identified. Similarly, individual service users were not always meaningfully involved and their views taken into consideration in assessment and planning for their sentence. Assessment and planning since the last inspection had an improved focus on keeping others safe in the majority of cases we inspected, although this needs to progress further.

The requirements of sentences mostly started promptly, with an emphasis on engaging the service user to maximise opportunities that would lead to positive change in behaviour. We were disappointed that, despite the impressive availability of rehabilitation services, only a small number of the cases benefited from these short duration programmes. In too many cases we found that, despite good assessment and planning, activities and interventions were not delivered

consistently. Unfortunately, the failure to implement plans contributed to missed opportunities to help service users reduce the likelihood of further offending.

Some aspects of the quality of work to review cases needed to improve. For example, service users were not always meaningfully involved in the review of their progress; and reviews, where required, did not result in changes to plans. Written reviews, where needed, were completed in 87 per cent of inspected cases but the quality varied. In too many cases, changes relating to risk of harm were not identified and information was not sought from other relevant partner agencies.

Key strengths of case supervision are as follows:

- Assessments identified offending-related factors.
- Plans set out how work to support desistance and keep other people safe from harm will be delivered within agreed timescales.
- Work to re-engage individuals following enforcement decisions is strong.
- Risk of harm classifications are accurate in the majority of cases.

Areas of case supervision requiring improvement include:

- Insufficient services delivered to address factors linked to offending in too many cases, despite the availability of a range of short duration programmes.
- Service users are not always meaningfully involved in reviewing their progress while under supervision.
- Risk of harm work has improved, but is still not managed comprehensively, and contingency planning is particularly weak.

3.   CRC-specific work

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

Unpaid work

We inspected the management of 35 unpaid work requirements, looking at assessment and planning, safety, and implementation of the court order. We also observed two induction sessions and nine work parties to examine the extent to which unpaid work was delivered in a way that supports desistance.

Over 80 per cent of the unpaid work cases we inspected had personalised assessments and plans. Unpaid work was delivered safely in 74 per cent of the inspected cases, and in 91 per cent of cases the sentence of the court was implemented appropriately, leading to an overall rating of 'Good' for unpaid work in this inspection.

The CRC has continued to improve its delivery of unpaid work since the last inspection. Training for new staff is comprehensive, new procedures to manage individuals who pose a risk of harm to others have been introduced, and the mobile technology provided for supervisors is supporting better information exchange. Staff involved in unpaid work delivery are extremely positive about their roles. They model good behaviours during inductions and within the groups they manage. During this inspection, we visited sites where unpaid work was carried out, and observed effective management of health and safety, with consistent rules and procedures applied.

Key strengths of unpaid work are:

- Assessments consider the diversity and personal needs of individuals, and work allocated is suitable.
- Risks to the public and potential victims are identified and managed appropriately.
- Arrangements for unpaid work positively encourage the service user's engagement and compliance with their order.
- Unpaid work staff communicate effectively with responsible officers.

An area for improvement for unpaid work is:

- Recording of risk of harm codes is not always complete.

Through the Gate

We inspected the management of 24 cases where the CRC had delivered pre-release Through the Gate work, looking at resettlement planning, delivery of resettlement services and release coordination. We also held meetings with the senior manager in the CRC responsible for Through the Gate services; three governors from two prison establishments with responsibility for resettlement; the middle manager responsible for Through the Gate services; and a group of CRC resettlement workers directly responsible for preparing resettlement plans and/or meeting identified resettlement needs.

In our previous inspection, we rated Through the Gate services as 'Requires improvement', having found some areas of good practice but a lack of effective work to support resettlement. In the current inspection, we were delighted to find an impressive picture, with a well-coordinated, personalised service offered to support individuals being released from prison.

Through the Gate services have benefited from an increase in resources since the introduction of the enhanced national specification by Her Majesty's Prison and Probation Service (HMPPS) in April 2019. The new specification has been implemented effectively. Through the Gate services are provided in five prisons in the South Yorkshire area. The National Association for the Care and Resettlement of Offenders (Nacro) provides services in the male prisons, and Changing Lives delivers resettlement services in the female prison, HMP New Hall. There has been an increase of seven per cent in resources to support resettlement work. These resources have been used effectively to improve outcomes for individuals.

Key strengths of Through the Gate work are:

- Plans are completed promptly with effective engagement of the individual due for release.

- Risk of harm issues are recognised and managed appropriately in most cases.

- The resettlement services provided deal with the most critical needs of the individual in most cases.

- There is good communication with responsible officers.

- Handover to community services on release is effective and supports resettlement.

Recommendations

Achievement of recommendations from the previous inspection[3]

In our previous inspection report, we made six recommendations to the CRC. During this inspection, we reviewed the extent to which these recommendations have been achieved.

We recommended that South Yorkshire CRC:

1. *Works with the NPS to improve liaison arrangements with the courts, including the provision of information about the availability and performance of rehabilitative services, to improve sentencers' confidence in the effectiveness of community sentences.*

   The CRC has made some progress on this recommendation.

   Liaison with sentencers has remained a challenge for both the CRC and the NPS. We found evidence of considerable efforts made by senior managers to increase engagement. However, this has not been without difficulties. In May and September 2019, the CRC delivered probation briefings to magistrates in Doncaster to promote its services. Additionally, two sessions on the rate card have been delivered to magistrates who sit across the region. A recent meeting with judges at the Judicial Delivery Group, has resulted in an agreement to the CRC attending this Group every six-months. The CRC continues to provide quarterly performance data to the North East NPS relationship manager: this is shared with sentencers.

2. *Increases the range of accredited offending behaviour programmes available, to reduce the likelihood of individuals reoffending.*

   The CRC has made some progress on this recommendation.

   As of March 2019 (date of publication of the previous report), the CRC only delivered the Building Better Relationships (BBR) accredited programme. In April 2019, the CRC received approval from Sodexo to train five tutors for other accredited programmes. A treatment manager is now in place and the Thinking Skills Programme (TSP) will be implemented in early 2020.

3. *Minimises the number of changes in practitioners that individuals experience, to improve engagement and the consistency of supervision.*

   The CRC has made sufficient progress on this recommendation.

   Information from our findings showed that 95 per cent of service users now had either one or two responsible officers during the course of their supervision compared with 77 per cent at the last inspection.

   The CRC has recognised that frequent changes of responsible officers can have a negative effect on bringing about lasting change. As a result, the CRC put in place a tracking tool to monitor changes in responsible officers, and introduced a practice direction with clear guidelines concerning responsible officer changes. Additionally, arrangements were established to validate the effect of the improvements, via the service user council. Reports have been favourable. The chief executive officer (CEO) continues to prioritise this action through the

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[3] HMI Probation. (2019). *An inspection of South Yorkshire Community Rehabilitation Company*.

employee engagement network meetings, and the director meets regularly with team managers to monitor progress.

4. *Improves the quality of assessment, planning, service delivery and reviewing, to reduce reoffending and to help keep actual and potential victims safe.*

   The CRC has made some progress on this recommendation.

   The CRC has set itself ambitious quality improvement targets. Implementation has been supported by closer scrutiny of countersigning, assessment of the effectiveness of management oversight and auditing and quality assurance of cases. Briefings to staff have been delivered, and staff engagement has been improved through practice development forums. Our ratings for the quality of assessment, planning and delivery have all improved since the last inspection, although quality of reviewing remains at 'Requires improvement'.

5. *Equips staff with the knowledge and understanding of effective risk assessment and management, to work effectively with domestic abuse perpetrators and to deal with child safeguarding concerns.*

   The CRC has made some progress on this recommendation.

   Our findings from this inspection show that, while there have been improvements in work to address child safeguarding concerns and to manage domestic abuse issues, there is still more to do.

   The CRC has introduced enhanced case management to support risk escalation work and to provide support to responsible officers working with the 'critical few' (those within their cohort who pose the highest risk of harm). It is too early to comment on the impact of this initiative. All new responsible officers have completed safeguarding training, and work is ongoing to ensure all current staff attend at least one safeguarding refresher event. The CRC held a safeguarding week to focus on child protection, risk review, risk management and risk escalation. This was received favourably by staff. Spousal Assault Risk Assessment and domestic abuse training through Laurus have also been provided. Additionally, the CRC delivers domestic abuse advice and interventions to the public.

6. *Ensures that Through the Gate staff better coordinate risk management plans and resettlement plans, and communicate with local community services in good time, in preparation for individuals' release from custody.*

   The CRC has made sufficient progress on this recommendation.

   The CRC has worked hard with its supply chain providers, prison governors and stakeholders to improve the quality of Through the Gate services. It has introduced tools to audit and quality assure its work. Our findings clearly show that considerable progress has been made as a result of the additional investment from the Ministry of Justice (MoJ) and collective efforts of all involved. We have rated this area of work as 'Outstanding' in this inspection.

New recommendations

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

South Yorkshire CRC should:

1. work with the NPS to increase communication with sentencers at a strategic level, to improve information exchange and build confidence.
(**this recommendation has been repeated from the previous inspection**)

2. improve the implementation and delivery of sentences, to ensure that suitable interventions are delivered.

3. ensure that planning, delivery of interventions and reviewing take comprehensive account of risk of harm issues, and that adjustments to ongoing plans are made, where necessary.

4. ensure that management oversight through supervision is effective, and that actions identified are followed through by responsible officers.

5. ensure that service users who require home visits receive them.

Background

South Yorkshire CRC

South Yorkshire CRC operates over 600 square miles and delivers probation services across four local authority areas: Barnsley, Doncaster, Rotherham and Sheffield. The organisation works closely with the local authorities based in each of these districts, and covers the same geographic area as South Yorkshire Police.

There are four male prisons on five sites across South Yorkshire. All are situated on the far east of the county in the Doncaster local authority area. There are three resettlement prisons: HMP Doncaster, HMP Hatfield (Hatfield Open and Hatfield Lakes) and HMP Moorland, for which the CRC is designated lead host to deliver Through the Gate services. The CRC is co-lead host for female prisoners in HMP New Hall, which is located across the border in West Yorkshire.

The hub, located in the Sheffield local management centre (LMC), is the central point for all administration, performance and corporate services activity. It uses operational partners to undertake interventions on the CRC's behalf. Staff in the hub contribute to all key processes involved in managing a community order, including case allocation, dealing with breaches and the purchase of interventions.

Local management centres provide the primary offices within the CRC's areas of operation where services users report in person. Neighbourhood centres are smaller offices and do not have a dedicated reception facility, but staff are able to 'hot desk' and meet service users in them.

The CRC is currently resourced for 200 full-time-equivalent (FTE) staff, of whom 190 are in frontline supervisory or administrative roles. The organisation works alongside operational partners who employ 49 FTE of their own staff and deploy volunteers to work with service users. The CRC has a relatively stable staff group, with a low turnover and few vacancies. Staff turnover has reduced from 14 per cent in the 12 months to 31 October 2018 to 4.7 per cent in the 12 months to 31 October 2019.

During 2018/2019, the CRC caseload figures have shown a decrease of 11 per cent. The CRC has continued to work closely with HMPPS and South Yorkshire Police to monitor this trend, with the HMPPS recently reporting a 15 per cent decrease in people being dealt with by the courts in South Yorkshire. This area remains a joint strategic focus for all these organisations.

The CRC caseload figures at October 2019 were:

- 2,289 people serving community orders or suspended sentence orders, who are low or medium risk to the public
- 850 people who have been released from prison on licence
- 515 people in prison.

(Women make up 14.07 per cent of the caseload and black, Asian or minority ethnic service users account for 10.6 per cent.)

Key issues within the current caseload, as at August 2019, include:

- 40 per cent of service users reported issues linked to their mental health
- 41 per cent of service users were identified as having a drug or alcohol problem[4]
- women were disproportionately represented in the 'high frequency' cohort[5] (14 per cent in overall caseload but 22 per cent of female service users) and over 45 per cent had issues linked to mental health
- 48 per cent of the integrated offender management (IOM) cohort were unemployed
- 61 per cent of reoffending was attributed to acquisitive crime, predominantly theft (shoplifting)
- 21 per cent of cases were assessed as having no fixed address.

South Yorkshire remains an area with one of the highest reoffending rates in England and Wales for both binary and frequency measures.[6] As a result, the CRC has invested heavily in partnership working. Relationships with key partners through the county-wide reducing reoffending steering group and the community safety partnerships to develop multi-agency wrap-around plans, particularly for those who are vulnerable, are commendable. The CRC has met all but one of its contractual targets for the past 21 consecutive months.

Sodexo Justice Services CRCs

Sodexo Justice Services is part of a large multinational private company with a wide range of commercial interests. It took over formal ownership of the South Yorkshire CRC on 1 February 2015. It operates a strategic partnership with a well-known and long-standing national charity, Nacro, with contracts to deliver probation services across six CRCs.[7] It is the third largest CRC-owning company in the country by contract value, and has 18 per cent of the market share.[8] Sodexo also runs 4 of the 14 private prisons in England and Wales, with all 4 located in England.[9]

Two Sodexo senior staff (chief executive officers) each have oversight of a region - one in the north and one in the south of England - with each responsible for three CRCs, and working to the director of operations (community) in Sodexo Justice Services. Corporate support services are provided by colleagues based in London and Salford, and supplemented by regional CRC personnel covering human resources, finance, business development and communications.

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[4] Note: this proportion is much lower than that within our main case inspection sample, where we judged 79 per cent of service users to have a drug or alcohol problem.

[5] The high frequency cohort are those who most frequently offend (as determined by Police National Computer data) and who have high levels of need.

[6] The binary rate is the proportion of offenders who reoffend; the frequency rate is the average number of reoffences per reoffender. www.gov.uk/government/statistics/proven-reoffending-statistics-january-to-march-2018.

[7] The six CRCs owned by Sodexo are: Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire (BeNCH); Cumbria and Lancashire; Essex; Norfolk and Suffolk; Northumbria; and South Yorkshire.

[8] Ministry of Justice. (2018). *Offender management statistics quarterly, April to June 2018.*

[9] Private prisons run by Sodexo are: HMP Bronzefield; HMP/YOI Forest Bank; HMP Peterborough; and HMP Northumberland (MoJ website, 30 January 2017).

Individual Sodexo CRCs are led by a director with overall responsibility for business management and performance, supported by deputy directors.

For more information about this CRC's organisational structure, including details of its operating model, please see Annexe 3 of this report.

Contextual facts
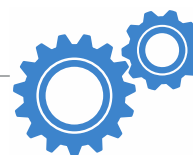
2,289	The number of individuals supervised by South Yorkshire CRC on community sentences and suspended sentence orders[10]
515	The number of individuals currently in prison, who will be released under the supervision of the South Yorkshire CRC[10]
850	The number of individuals supervised post-release by South Yorkshire CRC[10]
1,639	The number of individuals commencing community sentences for South Yorkshire CRC in the previous 12 months[10]
486	The number of individuals commencing post-release supervision for South Yorkshire CRC in the previous 12 months[10]
45.6%	The proportion of South Yorkshire CRC service users with a proven reoffence[11]
41.7%	The proportion of CRC service users (England and Wales) with a proven reoffence[11]

Performance against targets

75%	The proportion of individuals recorded as having successfully completed their community orders or suspended sentence orders for South Yorkshire CRC. The performance figure for all England and Wales was 76%, against a target of 75%[12]
57%	The proportion of positive compliance outcomes with licences and, where applicable, post-sentence supervision periods for South Yorkshire CRC. The performance figure for all England and Wales was 66%, against a target of 65%[13]
96%	The proportion of positive completions of unpaid work requirements for South Yorkshire CRC. The performance figure for all England and Wales was 92%, against a target of 90%[14]

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[10] Figure supplied by CRC.

[11] Ministry of Justice. (2019). *Proven reoffending, payment by results, October to December 2017 cohort.*

[12] Ministry of Justice. (2019). *CRC Service Level 8, community performance quarterly statistics, April 2018 to June 2019, Q1.*

[13] Ministry of Justice. (2019). *CRC Assurance Metric J, community performance quarterly statistics, April 2018 to June 2019, Q1.*

[14] Ministry of Justice. (2019). *CRC Service Level 10, community performance quarterly statistics, April 2018 to June 2019, Q1.*

1. Organisational delivery

South Yorkshire CRC has a strong vision with a clear purpose and set of established values. The operating model supports the delivery of individualised services, and both staff and partners are clear about what is expected of them. The organisation culture promotes empowerment and welcomes healthy challenge. There is a stable workforce at both practitioner and manager level. Learning and development provision is well coordinated. Despite the uncertainty associated with the probation reform programme, the CRC has continued to invest in training POs and developing staff across all grades.

The range of services and interventions provided by the CRC is very good. However, while the number of referrals into rehabilitation activity requirement (RAR) interventions is high, completion rates are disappointing. This is acknowledged by the CRC. The delivery and coordination of unpaid work and Through the Gate services are strong. The CRC has consistently met all but one of its service level performance measures over the past 21 consecutive months. A focus on quality has been consolidated in the past 12 months, and management information supports improvements in service delivery.

Strengths:

- Senior leaders are impressive and effective.
- There is a commitment to make sure that work delivered to support desistance is evidence-based and can be evaluated.
- Investment in developing staff is excellent.
- Relationships with supply chain providers are exceptionally good.
- Management information is used effectively to drive improvement.

Areas for improvement:

- Management oversight is not yet consistently effective.
- The Doncaster office is overcrowded.
- Not enough short duration programmes are completed.
- Relationships with sentencers at a strategic level are difficult.

	Previous inspection	Current inspection
1.1. Leadership	☆	☆
The leadership of the organisation supports and promotes the delivery of a high-quality, personalised and responsive service for all service users.	Outstanding	Outstanding

Key data

	Previous inspection	Current inspection
Proportion of staff interviewed who agreed that the organisation prioritised quality[15]	73%	70%

In making a judgement about leadership, we take into account the answers to the following three questions:

Is there an effective vision and strategy driving the delivery of a high-quality service for all service users?

The CRC vision and strategy has three priorities: to reduce reoffending, improve the quality of risk management work, and enhance its staff and stakeholder engagement. Its purpose is: 'to change lives for the better by reducing reoffending and improving the quality of life of those in our supervision and care.' The organisation champions its values of 'service spirit', 'team spirit', and 'spirit of progress'. Staff, partners and stakeholders understand what the organisation is attempting to achieve.

We found demonstrable evidence of the contribution the CRC was making to support crime reduction in Sheffield. The director chairs the reducing reoffending board and a responsible officer is seconded into the multi-agency safer neighbourhood services team based at Moorfoot. The CRC tracks cohorts of people to better understand repeat offending in South Yorkshire. This includes both those serving their sentences in the community and those who have been released on custodial licences.

Partnership working with service providers is a strength, and there are excellent relationships with providers in the supply chain. Prison governors we met spoke positively about the vision and the work of the CRC. The police, NPS and local statutory and voluntary partners described relationships as mature, professional and purposeful. Seventy per cent of the staff we interviewed reported that the CRC prioritised quality. This score is roughly similar to last year but better than the average score nationally from our first year of CRC inspections (48 per cent).

A group representing staff from across the three northern Sodexo CRCs take part in an engagement network which is held quarterly. This forum is effective in driving the strategy of the CRC to deliver high-quality services. The meeting is chaired by the CEO.

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[15] HMI Probation inspection data.

The CRC uses a range of communication tools, including mail boxes (for example, for probation reform queries), weekly newsletters and a general 'Ask Nick' email box (directed towards the CEO). Senior leaders are visible, available and approachable. They regularly visit and speak to staff in the different LMCs. Middle managers are connected into the senior leadership forum and feel empowered to contribute. Offices display appropriate information on the CRC's vision and strategy. The governance and meeting structure, internal and external, is clear, with clear explanations of how it operates within the CRC and with the parent company.

Each strategic area of work has a nominated 'owner', responsible for driving high-quality service delivery. The annual service plan is reviewed every three months, and an annual service report analyses progress against objectives. The information contained in these documents is comprehensive and identifies strengths and areas for improvement. The CRC regularly conducts audit and assurance work.

The Directors of the CRCs in the north east of England meet regularly with the NPS divisional deputy director to ensure continuity of service delivery in the light of the impending probation reform.

Integrated offender management (IOM) arrangements are well established. These arrangements have delivered effective practice, as evidenced in this inspection and findings from our recent IOM thematic inspection. The CRC is an active partner in multi-agency work to support desistance and public protection; CRC staff at varying levels attend all relevant partnership forums.

Are potential risks to service delivery anticipated and planned for in advance?

The CRC has a risk register which it uses to monitor and manage business risks. We found evidence of the senior leadership team reviewing risks and taking remedial action. Quality improvement remains a key focus. The register contains key risks, for example, the quality of work undertaken with service users and the quality of management oversight in casework. We noted actions flowing from these risks, such as the scheduling of practice development forums to improve case supervision, a learning and development plan, and a review of the span of control of team managers.

There are appropriate plans and arrangements to ensure business continuity. This was demonstrated well by the effective way the CRC responded to minimise the impact of recent heavy flooding in the region on service delivery.

Two significant changes to the operating model have been implemented since our last inspection. In October 2018, the CRC re-established the use of full OASys (offender assessment system) assessments and introduced new planning tools. The CRC implemented these changes well, with effective briefings, training and communication to staff.

Does the operating model support effective service delivery, meeting the needs of all service users?

The number of face-to-face contacts with service users has increased since the full implementation of the new standards for minimum contact. In the cases inspected, around two-thirds received between 11 and 30 contacts over the sample period (6 to 7 months). This is impressive. We also found encouraging levels of continuity of responsible officers. At the last inspection, only 44 per cent of service users had been supervised by one responsible officer. In this inspection, we found that 63 per cent of service users had the same responsible officer. This is in line with the national average from year one of our inspection programme.

The operating model is strengths-based and encourages the use of personalised approaches that embrace an individual's diversity. The organisation has delivered practice development forums on local mental health provision and pathways; issued a practice direction on learning disability; and carried out a black, Asian and minority ethnic provision gap analysis to better understand and improve its services to meet complex needs. Additionally, the number of interpreter services requested has increased from 225 (between September 2017 and September 2018) to 516 (between September 2018 and September 2019), which supports the CRC's ambition to provide personalised services.

We found, similarly to the last inspection, that responsible officers had continued to invest their time in building on an individual's strengths when delivering interventions. Local plans are aligned with the operating model, and senior leaders work hard to ensure that the services delivered by suppliers incorporate the principles of the model.
The model permits differing levels of input, depending on the needs of the individual. There are separate women-only services across the CRC. We found evidence of women, receiving personalised and meaningful help which supported them to make better decisions about their futures.

The operating model is understood by staff who have access to guidance about what is expected of them. Operational partners are clear about how their contribution links to the purpose and vision of the CRC. Staff and partners take part in regular joint training events and other forums, such as practice development forums and team meetings. This collaboration is a real strength and supports enhanced service delivery.

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

Key staffing data[16]	Previous year	Current year
Total staff headcount (FTE)	165.32	182.45
Total number of probation officers (POs) or equivalent (FTE)	13.7	17.9
Total number of probation service officers (PSOs) or equivalent (FTE)	66.76	69.38

[16] Data supplied by CRC.

Vacancy rate (total number of unfilled posts as a percentage of total staff headcount)	10.6%	10.7%
Vacancy rate of PO or equivalent grade only (total number of unfilled posts as a percentage of total number of required PO posts)	1.67%	0.5%
Sickness absence rate (all staff)	5.5%	4.8%
Staff attrition (percentage of all staff leaving in 12-month period)	13.3%	7.6%

Staffing recruitment

Total number of POs recruited in the 12 months leading up to this inspection	2
Total number of PSOs recruited in the 12 months leading up to this inspection	19

Caseload data	Previous year	Current year
Average caseload PO (FTE)[17]	46	37
Average caseload PSO (FTE)[17]	48	45
Proportion of POs (or equivalent) in this CRC describing workload as unmanageable[18]	55%	33%
Proportion of PSOs (or equivalent) in this CRC describing workload as unmanageable[18]	35%	52%

In making a judgement about staffing, we take into account the answers to the following five questions:

Do staffing and workload levels support the delivery of a high-quality service for all service users?

Of the responsible officers we interviewed, 57 per cent reported that their workload was manageable. Most indicated that as long as there were no lengthy staff absences or vacancies, there were enough resources to manage their work. For them, caseloads felt more 'under control'. Unpaid work and Through the Gate staff said they were fully occupied, but with manageable workloads. Team managers (senior probation officers, SPOs) reported being satisfied with their workloads. Senior managers said that they were busy and stretched but their workloads were also manageable. The CRC has put additional resources in place to help team managers oversee building management and the management of human resource processes, including support from the regional human resource unit within Sodexo. There are

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[17] Data supplied by CRC.
[18] HMI Probation inspection data.

currently very few vacancies and staffing levels are sufficient. This is a positive development and reflects the progress the CRC has made in nurturing and developing its staff.

The CRC is implementing a new workload measurement tool, Ramp 2. While staff have concerns about the reliability of workload measurement, it is currently too early to make a judgement about the effectiveness of the tool. The CRC is phasing implementation of the tool to ensure that it learns from any early problems.

Administrative staff are primarily based in a hub in the Sheffield office. Reception staff are managed from the hub and cover is arranged across the CRC. The tasks completed by staff are systematically rotated. This minimises the risk of staff not knowing what others do, so that they can each cover all the tasks. This is effective contingency planning.

The CRC takes a range of measures to respond to workload demands and fluctuations. For example, responsible officers provide cover in other offices where there are staff shortages. The CRC also uses sessional and temporary staff to fill unexpected absences. Staffing and particular pressure points are regularly reviewed at the workforce planning meeting.

Do the skills and profile of staff support the delivery of a high-quality service for all service users?

While 89 per cent of the staff we interviewed believed they possessed the necessary practice skills and knowledge, our casework data indicated that there were some skills, knowledge or practice gaps, although this is an improving picture.

There is a gender imbalance in the workforce (27 per cent male and 73 per cent female);[19] although this is a national issue. The CRC has taken steps to attract more male staff, with limited success. This has involved radio campaigns, open days and targeting local universities. The ethnic breakdown of staff is largely reflective of the local population.

SPOs allocate cases to responsible officers, using a colour-banding system. The process for allocation is clear. We saw some good examples where this was done sensitively and in conversation with responsible officers. Eighty-five per cent of responsible officers interviewed felt they were always allocated cases for which they had the appropriate training and experience.

The CRC does not recruit its own volunteers but has successfully worked with Remedi[20] to ensure there is a mix of volunteers from diverse backgrounds.

Access to diversity training for staff is good. This includes mandated 'unconscious bias' training, 'spirit of inclusion', a Sodexo-designed package, and bespoke training provided by local authorities. Recently over 40 staff from the CRC attended events to develop their understanding of issues around sexuality. This training was delivered by the SAYiT charity and contributed to raising awareness about wellbeing support for LGBT+ young people in Sheffield.

Up-to-date job descriptions are in place. These describe relevant accountability and reporting arrangements.

There is an appropriate development strategy that describes pathways for staff to follow to support their development. The CRC is currently funding eight staff to undertake modules at the local university, which will enable them to be ready to apply for the Professional Qualification in Probation (PQiP). Some staff have transitioned

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[19] Data supplied by CRC

[20] Remedi is a registered charity delivering restorative justice interventions and mentoring services.

from administrative to responsible officer positions, and all new PSOs joining the organisation are registered to undertake the level four vocational qualification in community rehabilitation.

Does the oversight of work support high-quality delivery and professional development?

Eighty-five per cent of responsible officers interviewed told us that the supervision they receive is meaningful, meets their learning needs and enables them to deliver high-quality services. Compared with the previous inspection, we found an improvement in the quality of casework, with all but two of our judgements either equalling or improving on those from last year. Supervision is regular and frequent for the majority of staff. Managers are viewed as approachable, accessible and knowledgeable. They ordinarily base themselves with staff in open-plan offices. This encourages informal case discussions and supports staff learning from one another. Management oversight does, however, need to be more consistently effective.

The induction process for new PSOs is robust, consisting of a six-week introduction to a range of topics, processes and systems to support them to understand their role and gain practice skills. Shadowing takes place, and tasks are set and assessed. The coverage of equality and diversity issues in service delivery is impressive. Once the induction process has been completed, caseload allocations take place gradually, based on performance and confidence.

A new appraisal system has been introduced. This process is more collaborative, fair and evidence-based than the previous one. We consider that this will better support staff development. We found that all staff actively working in the organisation had received timely appraisals.

Poor performance is identified and managed well through both formal and informal processes designed to support development. Where there is insufficient progress, appropriate actions are taken sensitively. There have been occasions when staff have had their employment appropriately terminated following due process.

Are arrangements for learning and development comprehensive and responsive?

The CRC completes a training needs analysis for all staff and this is reviewed regularly. The analysis is informed by a range of factors: the need for mandatory training; learning needs raised by individual staff; requests from team managers; and training needs identified through quality assurance, inspections and audit outcomes.

Of responsible officers interviewed, 78 per cent told us they had sufficient access to in-service training. This compares well to the average score of 63 per cent for all 21 CRCs inspected in year one of our inspection programme. Staff reported that the training was varied, being both online and classroom-based. The quality of the classroom training is generally good and underpinned by appropriate quality assurance. We were pleased to find examples of refinements made to programme content and delivery style following assurance monitoring.

Eighty-three per cent of responsible officers interviewed reported that there is a healthy culture in the organisation which embraces learning and continuous improvement. This is evidenced through staff engagement with the practice development forums, supervision meetings, and learning through quality assurance and auditing activities.

Succession planning is a noticeable strength in the organisation. The CRC invests heavily in its PQiP learners, despite the financial challenges it faces. Currently, there are 11 PQiP learners in the CRC and 3 were due to start in January 2020. Staff

undertaking the PO training report that they are impressed with the CRC's commitment to supporting their training and development. Several managers are undertaking diploma-level qualifications with the Institute of Leaning and Management (level five).

Do managers pay sufficient attention to staff engagement?

Staff are passionate and committed to making a real difference to the lives of the people they are supervising. Their positivity is compelling. They receive affirmation from managers for good work, supported by reward and recognition. Only 17 per cent of those interviewed did not feel that managers recognised and rewarded exceptional work. In 2019, 17 formal nominations were made, spread across a wide range of staff with different protected characteristics. A 'thank you' e-card can be used by all staff. Colleagues can make a nomination via the intranet and a 'thank you' pops up on the recipient's computer. 'Star' awards are presented by the director each month. Long-service awards have been expanded to celebrate the commitment of staff serving over 20 years in probation.

Staff are able to ask questions specific to the probation reform programme via a mailbox. The CRC organises pulse surveys and regular staff surveys to measure and encourage staff engagement. The CEO chairs employee engagement network meetings with staff across all grades and functions in the three northern Sodexo CRCs. Attendance is good and a range of topics are covered. Recent ones included: reducing plastic waste; health and wellbeing; and feedback from local and regional listening events. Opportunities are given to staff to share 'bright ideas'. We saw several examples of senior leaders taking forward staff suggestions. These staff often received a small monetary 'thank you'. The CRC holds regular consultations with the trade unions to address issues raised by staff.

Staff reported that managers handle and respond to issues relating to stress and anxiety sensitively. Impressively, almost every member of staff who requested reasonable adjustments to be made received positive action promptly. Display screen equipment assessments are completed, and a health and safety committee meets regularly; we saw several examples demonstrating the real difference the group was making.

A mental health champion scheme has been implemented and staff appreciate the support this initiative has provided. All the champions have been trained as mental health first aiders. The CRC has facilitated a series of events to support staff resilience, including the provision of reusable water bottles to keep staff hydrated.

The 'Sodexo supports me' facility offers advice and counselling. This resource is currently under review, and we were pleased to find that the CRC wanted to enhance this provision for staff. All employees can access a Sodexo scheme where they can collect or be awarded 'points' which they can exchange for various products and services. Only a small proportion of the responsible officers interviewed thought that insufficient attention was paid to their safety (26 per cent) and wellbeing (20 per cent). Staff have access to development and promotion opportunities which are all advertised internally.

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

In making a judgement about services, we take into account the answers to three questions.

Is a sufficiently comprehensive and up-to-date analysis of the profile of service users used by the organisation to deliver well-targeted services?

Characteristics of inspected domain two cases[21]	All CRCs in year one	This CRC in current inspection
Proportion of caseload who are female	17%	18%
Proportion of inspected cases who are black or minority ethnic	14%	13%
Proportion of inspected cases with a disability	49%	49%
Proportion of inspected cases where inspectors identified substance misuse problems	72%	79%
Proportion of inspected cases where inspectors identified domestic abuse issues	41%	45%
Proportion of inspected cases where inspectors identified child safeguarding issues	32%	34%

The CRC generates a comprehensive needs analysis of its service users. This is informed by data from OASys assessments, the service user council, partners such as health service providers, local patterns of sentencing, and local trends in offence types. The analysis includes a breakdown of factors related to offending and risk of harm. From this, the CRC identifies and develops relevant interventions. More recently, in partnership with a local prison, the CRC tracked a cohort of people who were returning to custody repeatedly. This led to an increase in the intensity of interventions planned for this cohort to reduce their reoffending.

Additional analysis has been carried out to explore areas linked to risk of harm, domestic abuse, mental health, drug or alcohol dependencies. Accommodation has also been identified as a priority need. In relation to mental health, the CRC has commissioned Mind, the mental health charity, to provide a counselling resource for

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[21] HMI Probation inspection data.

its IOM cases. Between August 2019 and November 2019, the Mind service, which is based in the CRC offices, received 58 referrals of service users across the CRC.

Good practice example
In our inspected sample, we found three cases which demonstrated the benefit of the service offered by Mind. All three service users had been struggling to comply with their orders, because of mental health, social, or substance misuse problems. In all cases, involving the Mind worker improved the service user's level of compliance. One of the three was clearly benefiting from the counselling offered to deal with their loss of family support. Information exchange between the Mind workers and the responsible officers was effective, which helped with the overall management of the risks and needs of the service users.

The CRC collects detailed information to enable analysis of diversity and disproportionality across a range of protected characteristics. This information has provided the CRC with data to better understand the service user profile in specific categories and has, for example, enabled the development of more personalised services for women. The CRC accepts that it could do more to design interventions for ethnic minority groups. Encouragingly, a project, 'Cohesion and Inclusion', to be delivered by Touchstone[22], has recently been commissioned to provide a bespoke programme for south Asian service users. The programme has been informed by the findings from the 2017 Lammy Review[23] and financed through the CRC's innovation fund. This demonstrates the CRC's commitment to improve services for people from different backgrounds and learn from wider national findings.

Does the CRC provide the volume, range and quality of services to meet the needs of the service users?[24]

	Previous inspection	Current inspection
Average waiting time for BBR	No data available	4 weeks (from referral to initial one-to-one[25], as of May 2019)
Successful completion of BBR	70%	74%

The CRC has suitable services, in-house and provided through other agencies, to meet risk and need. Interventions (rehabilitation activity requirements, RARs) focus on building on strengths to help people desist from offending and keep others safe from harm. The in-house interventions have been designed in line with findings from

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[22] Touchstone is a registered charity that specialises in providing and delivering services to individuals from different minority ethnic backgrounds.

[23] Lammy, D. (2017). *The Lammy Review: An Independent Review into the Treatment of, and Outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System.* London: HMSO.

[24] Data supplied by CRC.

[25] The first BBR session takes place on a one-to-one basis to prepare the service user for the group work which follows.

research and effective practice. The CRC has begun to monitor and evaluate the impact of the 'Respectful Relationships' intervention for domestic abuse perpetrators. In addition, we saw several examples of quality assurance work to evaluate other RAR programmes, including anger management, victim awareness and driving matters. Of the responsible officers we interviewed, 82 per cent said that they had access to the services they needed for the people they supervised. However, as the CRC's own monitoring reveals, while referral rates for RARs are high (over 70 per cent), completion rates are significantly lower (around 20 per cent). This means that not enough short duration interventions are consistently delivered. This echoes our case inspection findings.

The quality of short duration programmes (RARs) is monitored through regular observations by interventions managers. These include the assessment of tutors delivering the programme to ensure that there is no bias or prejudice. Where deficits are identified, appropriate remedial action is taken.

The CRC uses all four local management centres (LMCs) to deliver interventions. Offices are generally accessible and have public transport links, but for some people the length of travel can be a challenge. The Sheffield LMC is located some distance from the heart of the city. Bus passes are available for individuals as required. The Respectful Relationships short duration programme, Driving Matters, Victim Awareness, Alcohol Awareness and Re-think are run weekly during the day in all LMCs. When there is a demand for evening short duration programmes, the CRC is able to facilitate this.

Additionally, there is flexibility to place service users in groups closest to their home addresses or to keep service users with assessed risk of harm issues separated. Other short duration programmes are delivered according to the volume of referrals. We were told that waiting times for those under supervision to commence interventions are not a problem; however, waiting time data is not currently analysed systematically. The BBR accredited programme is delivered (daytime and evenings) from the Sheffield LMC. The Thinking Skills Programme (TSP) will commence in early 2020. While it has taken some time to introduce TSP, we are satisfied that the CRC has taken significant action to implement our previous recommendation to increase the number of accredited programmes available.

Unpaid work is an improving service with an increasing focus on providing opportunities for enhancing learning and employability. There is a good variety of placements aimed at beneficiaries from different community groups. These include decoration work at an Islamic centre in Rotherham, lunch clubs for senior citizens and various projects with vulnerable people.

A range of operational partners are contracted to deliver services designed to support desistance and enhance protective factors. These include Prison Advice and Care Trust (PACT) (strengthening family relationships), Inspiring Intelligence (mentoring of veterans and the IOM cohort), and Remedi. We saw evidence of the CRC monitoring outcomes from these services, via monthly contract meetings, with examples of progress being made.

Nacro provides enhanced Through the Gate and community services in relation to accommodation, education, training and employment, and finance, benefit and debt advice. Its main emphasis has been the provision of accommodation services. Work to provide enhanced Through the Gate services with the additional MoJ funding is excellent and making a tangible difference.

Commitment to IOM remains a clear priority in all four local authorities, with good co-location with police and substance misuse services in Sheffield. Intensive support

and interventions are provided by a specialist group of staff who focus on the most prolific and/or chaotic offenders within the IOM caseload.

There is a comprehensive range of services made available to the NPS via the rate card. Interface meetings support the targeting of interventions and services to reduce reoffending and public protection.

Dedicated services for women are provided in local women's centres and other women-only premises by a consortium of three voluntary sector partners: Changing Lives, Together Women and Grow. The service delivery is personalised and well-coordinated.

Are relationships with providers and other agencies established, maintained and used effectively to deliver high-quality services to service users?

There continues be a high level of integration with partners, including the police, local authorities, accommodation providers, and drug and alcohol services.

Of responsible officers interviewed, 81 per cent said there are effective relationships with other agencies to support desistance, and 86 per cent said there are effective relationships to manage the risk of harm. While liaison with children's social care services is positive in most local authorities, responsible officers told us that communication with this service in Doncaster remains problematic at times.

There are meaningful quarterly strategic interface meetings between the CRC deputy directors and local NPS leads, combined with both formal and informal regular middle management interface meetings.

Operational partners meet regularly to explore individual contract arrangements, and together resolve operational challenges and share learning. The CRC is well connected with a wide network locally, and we found good evidence of effective working relationships to support desistance and public protection. Relationships with the police at a strategic and operational level are strong, as demonstrated in the following example of effective practice.

> **Good practice example**
>
> A data analyst from the CRC is partly seconded into a multi-agency team in the main council building in Sheffield (Moorfoot). The analyst provides information to a number of partnership boards by analysing the 'connect' live data system held by the police to report on information to support public protection. Additionally, the CRC has invested in an innovative approach where a responsible officer, based in Moorfoot, provides a detached service working with vulnerable and street homeless people in Sheffield. The officer delivers personalised services to support desistance. This initiative is rare and impressive.

Relationships with partners are strong. Processes to exchange information with local agencies enable appropriate management of risk of harm to others. Commissioned partners delivering services in the community and custody are able to access and input information into case records held by the CRC. Many of the partners have been issued with CRC mobile telephones and laptops. There are professional links with the NPS, and jointly the organisations have addressed issues to improve risk and general offender management. Such work has focused on improving the quality of breach information, risk escalation and information from court.

A rate card brochure is provided to sentencers, and newsletters are distributed quarterly online. Relationships with sentencers at a strategic level have continued to be a problem for both the NPS and the CRC. We saw considerable evidence of the CRC making many attempts to engage with sentencers at a strategic level, either directly or through the NPS, but the impact has been limited. In December 2019, the CRC attended the Judiciary Delivery Group meeting and negotiated future attendance. The sentencers we met reported a very mixed relationship with the CRC. Clearly, there is more work to be done in this area to manage and respond to sentencer expectations.

Service user involvement

South Yorkshire CRC has for many years had an established service user council to hear the views of service users. The council is supported by the national charity, User Voice, run by former service users, and meets every three months. The meeting is chaired by the CRC director. By commissioning User Voice, the CRC has access to independent and impartial analysis of service user views. Between 14 August and 11 November 2019, 30 engagement sessions were conducted by User Voice staff, in which 270 service users were invited to give their views, with a focus on the quality of the services received. Conversations between User Voice staff and service users to better understand their experiences take place most days. These can be in LMCs, women's centres, during unpaid work placements and in custody.

When service users express a wish to join the council, the responsible officer completes a risk assessment before suitable training is identified. The latter involves shadowing until the service user becomes confident in the role. The CRC also asks people to complete exit questionnaires to review their experiences of the services they received.

A variety of issues have been taken to the council over the past 12 months. These have included photo identification for service users, and a discussion on this topic has now been inserted into the service user induction course. The issue of travel expenses was also raised, and this has been resolved through the CRC authorising better promotion and use of bus passes. Proposals were generally well received and their progress tracked.

User Voice staff collect and pass on positive feedback to responsible officers. Service users can be nominated for 'service user inspiration awards', the third of which was held in autumn 2019. Achievements are celebrated and awards favourably received.

Housing is a key concern and the service user council has set up a group to address and progress this issue. Service users were glad that counselling services are now available to support them with their emotional and wellbeing needs.

During this inspection, 27 service users consented to be contacted by telephone, and we successfully spoke to 15. An overwhelming number from this relatively small sample reported that they had received the necessary help to desist from offending. Generally, service users were happy with the services they were receiving. We also spoke to eight people undertaking unpaid work. Almost everyone interviewed told us that they were treated with respect, and their sentences were managed well.

At the time of the inspection, there were no volunteer or peer mentor routes into employment with the CRC.

Unpaid work

The CRC has continued to improve its delivery of unpaid work. Training for new staff is robust, new procedures to manage individuals who pose a risk of harm to others have been introduced, and the mobile technology provided for supervisors is supporting better exchange of information. Staff directly involved in unpaid work delivery are extremely positive about their roles. They model good behaviours during inductions and within the groups they manage. During this inspection, we visited sites where unpaid work was carried out, and observed effective management of health and safety, with consistent rules and procedures applied.

Through the Gate

The coordination of Through the Gate services is strong and is supported by good partnership working. There is effective engagement of individuals and plans to inform resettlement needs are completed promptly. Attention to and management of risk of harm issues are done well, and there is good communication between resettlement workers and responsible officers.

	Previous inspection	Current inspection
1.4. Information and facilities	🟢	🟢
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.	Good	Good

In making a judgement about information and facilities, we take into account the answers to the following four questions:

Do the policies and guidance in place enable staff to deliver a quality service, meeting the needs of all service users?

South Yorkshire CRC maintains its own intranet, which we reviewed. It contains all relevant policies and guidance. Some items are flagged as mandatory reading and compliance with this can be monitored. In addition, staff reported that they regularly receive practice directions, briefings and emails to keep them informed of changes in policies and procedures. The main policies are reviewed on a three-year cycle, and a tool on the intranet sets up reminders to review specific policies and guidance.

There is a clear policy on case recording, and this includes additional guidance about the need for specific recording and coding of events. The latter has helped improve the coordination of unpaid work. Of the responsible officers interviewed, 98 per cent reported that the process for case recording is clear. However, we found that too often there was under-recording or limited recording of key areas of work carried out. Details of services and how to access operational partners are articulated well, through an up-to-date rate card, for the use of both CRC and NPS staff. Instructions about how to refer to services and eligibility for interventions are clear.

Do the premises and offices enable staff to deliver a quality service, meeting the needs of all service users?

While most premises are accessible, there continue to be issues at the Doncaster office, as noted at the last inspection. Here, working conditions are cramped and staff

working on this site remain dissatisfied with the environment, despite the best efforts of local managers and staff.

Reception areas are open and welcoming with no physical barriers between reception staff and service users. However, we remain concerned about confidentiality, as service users are routinely supervised in open-plan booths. While a small amount of private interview space is available, at busy times this is insufficient to deal with the volume of structured or sensitive work that is required. Some staff and partners are also unhappy with the booths and feel that the lack of privacy sometimes limits the scope of work they can undertake on a one-to-one basis.

There are comprehensive health and safety procedures in place, and monthly inspections by team managers. Additionally, Sodexo health and safety personnel carry out regular health and safety inspections. Responsivity to matters within the CRC's control is good.

Offices have informative signage in reception areas. The Doncaster office remains inaccessible to wheelchair users through the front door, despite concerted efforts by the CRC to improve the situation. Where offices are not accessible, managed solutions have been put in place.

Just under two-thirds of responsible officers interviewed reported feeling safe in their workplaces. Personal safety devices are widely used and work well, and staff appreciate this facility to support home visiting.

Do the information and communications technology (ICT) systems enable staff to deliver a quality service, meeting the needs of all service users?

There is a robust ICT strategy which is continuing to develop. The systems enable staff to plan, deliver and record their work promptly. ICT leaders have a very good understanding of business needs, and engage with CRC staff and managers to improve the efficiency of systems on an ongoing basis. Staff are supported when their technology malfunctions.

Staff have access to laptops and mobile telephones which enable flexible working. The organisation promotes mobile working and staff appreciate the flexibility this allows them to deliver services more effectively. Operational partners have full access to the CRC's case management systems. This enables timely recording and effective communication of information with responsible officers.

There is a comprehensive range of information-sharing agreements with partners providing child and public protection services. However, some staff report that they are restricted in accessing some domestic abuse information from the police. The sharing of information between the NPS and CRC about the detail and outcome of court attendances has improved since our last inspection. This is encouraging, and demonstrates effective joint working and problem solving.

There is a wealth of appropriate management information in the CRC, and performance reports are produced routinely. Ad hoc performance reports can also be produced. Workforce information is organised and reports produced as required. This feeds into the Ramp 2 tool to assist in the monitoring of workloads.

Is analysis, evidence and learning used effectively to drive improvement?

The CRC manages performance well, using a range of methods to prompt staff to complete work in a timely way. There is a good understanding of performance across the CRC. Performance against service level measures continues to be strong.

Over the past 18 months, the CRC has invested in and continues to use a case management audit tool to assess performance and drive improvement. This tool is

impressive and has the capacity not only to enable the auditing of individual cases against a range of criteria, but also provide for thematic evaluations. Thematic reports have recently been produced on the quality of case recording and reviewing of work.

Members of the operational assurance team work to a detailed quality assurance schedule that includes actions and objectives for performance improvement. With assistance from selected responsible officers and team managers, the assurance team audits 50 cases every month. Different staff take part in this exercise so that learning can be maximised. SPOs and a development officer from the assurance team audit one case per responsible officer per quarter. The results are recorded on nDelius (the national case management system) and then forwarded to the individual officer and their manager for discussion and attention. This is improving areas of practice, although our case inspections identified that work to keep other people safe continues to be the most significant area for development.

Management information is available, segmented to team and individual level, and discussed in a range of management meetings, as well as group meetings and individual supervision sessions, to drive improvement.

A designated manager has responsibility for completing review reports when serious further offences occur; this work is overseen by a deputy director. Four serious further offence reviews were completed by the CRC between April 2019 and the time of the inspection; one of these subsequently did not meet the criteria for a review. Learning from these reviews is disseminated well. Appropriate information is collected from this activity and action plans are put in place.

There was a comprehensive action plan addressing our previous recommendations. The CRC has worked hard to address the areas that we assessed as requiring attention.

2. Case supervision
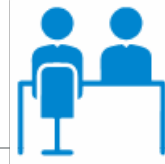
We inspected 58 community sentence cases and 42 post-release supervision cases; interviewed 49 responsible officers and 15 service users; and examined the quality of assessment, planning, implementation and delivery, and reviewing. Each of these elements was inspected in respect of engaging the service user and addressing issues relevant to offending and desistance. In the 85 cases where there were factors related to harm, we also inspected work to keep other people safe. The quality of work undertaken in relation to each element of case supervision needs to be above a specific threshold for it to be rated as satisfactory.

There has been noticeable progress in all but two areas across the case supervision standards since the last inspection. We found, in particular, that responsible officers are now taking better account of desistance and offending-related factors when assessing, planning and directing interventions, and in reviewing progress.

The weaknesses in practice lie in how consistently staff consider risk of harm to others when they are planning, delivering interventions and reviewing cases. Information from agencies working with an individual is not always sought. Additionally, plans are often not adjusted following change in the risk of harm presented by an individual to actual or potential victims.

Strengths:

- Assessments identify offending-related factors.
- Plans set out how work to support desistance and keep other people safe from harm will be delivered within agreed timescales.
- Work to re-engage individuals following enforcement decisions is strong.
- Risk of harm classifications are accurate in the majority of cases.

Areas for improvement:

- Despite the availability of a range of short duration programmes, in too many cases insufficient services are delivered to address factors linked to offending.
- Individuals are not always meaningfully involved in reviewing their engagement and progress while on supervision.
- Risk of harm work has improved, but is still not managed comprehensively, and contingency planning is particularly weak.

	Previous inspection	Current inspection
2.1. Assessment	🟠	🟢
Assessment is well informed, analytical and personalised, actively involving the service user.	Requires improvement	Good

Our rating[26] for assessment is based on three key questions:

Comparison with South Yorkshire in previous inspection and all CRCs	Previous inspection	Current inspection	All CRCs[27]
Does assessment focus sufficiently on engaging the service user? [28]	61%	**63%**[29]	68%
Does assessment focus sufficiently on the factors linked to offending and desistance?[28]	55%	74%	63%
Does assessment focus sufficiently on keeping other people safe?[28][28]	48%	67%	55%

South Yorkshire CRC has achieved an overall score of 'Good' for its assessment work. There have been noticeable improvements in the work carried out by responsible officers to identify the reasons linked to an individual's offending, and to assess the actual and potential risk of harm to others. Scores across these two areas are also better than the national averages for all CRCs inspected in our first round of inspections against the new standards. More effective work is needed to better involve service users in the assessment process.

Does assessment focus sufficiently on engaging the service user?

Work to determine how ready a service user was to engage with their sentence has improved. For 71 per cent cases we inspected,[30] appropriate attention was paid to their readiness and motivation to comply with their sentence. However, not enough attention was consistently given to analysing and considering how the service user's personal circumstances and diversity needs might affect their ability to engage successfully with the requirements of their sentence. This was an issue in just over 40 per cent inspected cases. More discipline is needed to ensure that a wider range of diversity needs are considered and understood. Furthermore, individuals were not

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[26] The rating for the standard is normally driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 2 for a more detailed explanation.

[27] HMI Probation inspection data, from inspections conducted between June 2018 and June 2019.

[28] The answers to these key questions are underpinned by more detailed 'prompts'. The table in Annexe 4 illustrates the percentage of the case sample with a satisfactory 'yes' response to each prompt.

[29] Professional discretion was exercised to raise the ratings for assessment from 'Requires improvement' to 'Good', in the light of wider evidence gathered in relation to this standard.

[30] This figure, and others used in this section, relate to the prompts detailed in Annexe 4.

always asked why they thought they had become involved in offending and repeat offending. This limited self-reflection and affected meaningful engagement in the supervisory process.

Does assessment focus sufficiently on the factors linked to offending and desistance?

In October 2018, the CRC implemented changes to its assessment processes. OASys was reintroduced as its assessment tool. We have seen improvements that we believe are attributable to this decision, combined with the introduction of the assessment toolkit issued to all responsible officers. Indeed, many staff we spoke to told us that they were glad to be using the OASys tool as it provided a far more robust and integrated system.

Overall, this aspect of assessment work is progressing well. Compared with the last inspection, responsible officers had invested more time at the beginning of supervision to identify the reasons behind an individual's offending. Often these reasons can be complex and we were pleased to see that there was much more analysis. This meant that responsible officers better understood the linkages and patterns of offending with relevant behaviours. In 80 per cent of inspected cases, strengths and protective factors were identified well. Additionally, responsible officers were now more consistently accessing information from other sources (statutory partners), and using it to inform their assessments. The example below shows good assessment practice as identified by an inspector.

> **Good practice example**
>
> Khalid is a 42-year-old convicted of burglary and sentenced to a suspended sentence supervision order. He has an extensive record of repeat offending. The factors surrounding his current and past offending behaviour had been fully considered and analysed. The responsible officer had a good understanding of the critical issues in what was a complex case involving organised crime. Information from a drugs agency and children's social care services was used well to understand triggers to offending. Motivation to change was considered well, and what was important to Khalid was explored sensitively.

This is an encouraging development as this type of work produces a high-quality assessment, filled out with relevant information to support a properly directed sentence plan and interventions to bring about change.

Does assessment focus sufficiently on the risk of harm to others?

Our inspection found that the assessment of the risk of harm to others was better but more consistency was needed. Evidence showed that risk of harm factors were identified and the analysis of risk of harm to others was improving in 60 per cent of the cases we inspected. Disappointingly, in the remainder, identification and analysis of risk of harm factors were lacking. We were, however, pleased to find that responsible officers were better at exploring and including in their assessments those who were at risk and the nature of the risk posed to them. This provided a clearer focus and allowed specific plans and interventions to be generated. More attention is needed to exercising professional curiosity to assess the specific concerns and needs of actual and potential victims.

We found that in just over 40 per cent of the inspected cases where domestic abuse checks needed to be undertaken, these were not completed. It was not entirely clear whether this was due to responsible officers not completing the checks or their misunderstanding of what the information-sharing arrangements were. Either way, this needs to improve. The sharing of child safeguarding risk information was better. We would expect to see much more information-sharing, and domestic abuse checks carried out, as this information helps to assess risk of harm to others.

Overall, the CRC was performing better with its assessment of risk of harm work than for other CRCs we have inspected. Two-thirds of the cases we inspected were satisfactory on this aspect of assessment, compared with only half for all CRCs in our last round of inspections.

	Previous inspection	Current inspection
2.2. Planning	🔴	🟠
Planning is well informed, holistic and personalised, actively involving the service user.	Inadequate	Requires improvement

Our rating[31] for planning is based on three key questions:

Comparison with South Yorkshire in previous inspection and all CRCs	Previous inspection	Current inspection	All CRCs[32]
Does planning focus sufficiently on engaging the service user?[33]	59%	74%	63%
Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance? [33]	72%	74%	64%
Does planning focus sufficiently on keeping other people safe? [33]	46%	**59%**	46%

South Yorkshire CRC has achieved an overall score of 'Requires improvement' for its planning work, falling short of the 'Good' threshold (that two-thirds of cases should be managed satisfactorily). This was due to shortcomings in relation to robust plans to keep other people safe. The CRC has improved its performance across all three of our key summative questions since the last inspection. Its planning work compares favourably to the national average figure for all CRCs.

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[31] The rating for the standard is normally driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 2 for a more detailed explanation.

[32] HMI Probation inspection data, from inspections conducted between June 2018 and June 2019.

[33] The answers to these key questions are underpinned by more detailed 'prompts'. The table in Annexe 4 illustrates the percentage of the case sample with a satisfactory 'yes' response to each prompt.

Does planning focus sufficiently on engaging the service user?

Compared to our last inspection, responsible officers engaged with service users far more to ensure that planning was completed jointly. Additionally, in 70 per cent of inspected cases,[34] the specific views of service users were considered in the planning cycle. This helps ensure that the objectives in the plan are owned by the service user, therefore increasing the probability of successful engagement. We were pleased to find that there had been considerable work to explore how motivated individuals were to change and how far their motivation stretched. Disappointingly however, this positive engagement did not extend to all the diversity needs that might impact on engagement and compliance. This is a missed opportunity.

In three-quarters of inspected cases, we found evidence of plans containing clear information about the level, pattern and type of contact that would be used to support the effective delivery of the identified interventions and programmes. Encouragingly, in the vast majority of inspected cases, written plans included how each of the requirements of the sentence would be delivered within the available timescales. This area of work had improved since the last inspection and was markedly better than the national average.

Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?

In almost three-quarters of the inspected cases, planning referred to and appropriately prioritised the key offending-related factors that needed to be addressed in supervision. This helped the sequencing of interventions. Performance in this area remained similar to the last inspection. We were disappointed to find that planning work did not build on and include the strengths and protective factors of individuals. Too often, in almost 40 per cent of inspected cases, responsible officers had not fully considered how best to build on the strengths of an individual, even when these had been identified. The example below reflects this shortfall.

Poor practice example
While the responsible officer has recognised the positive influence of Peter's mother in supporting desistance and his current employment as a protective factor, very little mention has been made of what contact the responsible officer would be having with Peter's mother or how the employment situation would be monitored. This weakened planning and did not robustly build on strengths.

Overall, as at the last inspection, the appropriate interventions and services were identified within plans to meet the needs of individuals under supervision.

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[34] This figure, and others used in this section, relate to the prompts detailed in Annexe 4.

Does planning address appropriately factors associated with the risk of harm to others?

Overall, planning of work to address risk of harm factors shows an improving picture since the last inspection, and is better than the national average for CRC cases as a whole. However, work remains inconsistent and far too many cases lack the attention needed for effective public protection and safeguarding work. For those cases where it was felt to be required, 40 per cent of plans failed to address risk of harm factors appropriately and flag those which were the most critical. This often meant that important risk of harm issues were overlooked. Similarly, for cases where it was required, plans did not consistently include restrictive or constructive interventions to manage risk of harm. When this was done well, however, it was done very well. When not, there were significant gaps, as shown by extracts from two cases below.

Good practice example
Planning included the role of the multi-agency risk assessment conference (MARAC), domestic abuse police unit, use of home visits and constructive interventions around relationships. Overall this is a good plan which addressed those areas linked to risk of harm and the ongoing assessments produced by children's social care services. Gerry, the service user, reported during a call (with an inspector) that he was fully aware of what was contained in his plan.

Poor practice example
The risk management plan and planning activity does not explain or evidence actions to manage the risk of harm to Denis's partner. There is a history of domestic abuse against different partners, and insufficient attention is given to prioritising the likelihood of the risk of harm to his current partner. Denis is in breach of his suspended sentence supervision order and not engaging with his responsible officer. All planning and activity has been placed on hold until he engages. However, there are clear and recent indicators of ongoing and increasing risk of harm to his partner, which are not recognised in the plan.

In just over 60 per cent of inspected cases, we found positive indicators showing that responsible officers had made effective links with the work of other agencies involved with the service user where these were relevant. In these instances, appropriate linkages had also been made with plans produced by these agencies. More of this practice is needed going forward.

Plans setting out realistic and effective contingency arrangements to manage those risks that had been identified were weak. Indeed, just over half the cases in the inspected sample had significant shortfalls in this area of work. We believe that more effective management oversight is needed here.

Planning to manage domestic abuse meaningfully and address safeguarding issues needs to improve significantly. In just under 60 per cent of inspected cases, this work was not done consistently well. While responsible officers reported that they possessed the skills needed to deliver high-quality services, and additional domestic

abuse and safeguarding training has been provided, this area of work requires further focus.

	Previous inspection	Current inspection
2.3. Implementation and delivery	🔴	🟠
High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user.	Inadequate	Requires improvement

Our rating[35] for implementation and delivery is based on three key questions:

Comparison with South Yorkshire in previous inspection and all CRCs	Previous inspection	Current inspection	All CRCs[36]
Is the sentence/post-custody period implemented effectively, with a focus on engaging the service user?[37]	58%	76%	70%
Does the implementation and delivery of services effectively support the service user's desistance? [38]	55%	**59%**	52%
Does the implementation and delivery of services effectively support the safety of other people? [38]	45%	60%	41%

South Yorkshire CRC has achieved an overall score of 'Requires improvement' for its implementation and delivery. It fell short of the 'Good' threshold (in which two-thirds of cases should be managed satisfactorily). Sentences begin promptly and are well managed. Flexibility in reporting arrangements is used appropriately to maximise service users' attendance and support them to complete their sentences successfully. The volume of face-to-face contact has increased with service users now having only one or two responsible officers during the course of their supervision. But work to manage the risk of harm to others remains inconsistent, with home visiting not always taking place when required.

Is the sentence/post-custody period implemented appropriately, with a focus on engaging the service user?

We were pleased to find that in just over 80 per cent of inspected cases,[38] responsible officers were appropriately investing their time in maintaining effective

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[35] The rating for the standard is normally driven by the lowest score on each of the key questions, which is placed in a rating band, indicated by bold in the table. See Annexe 2 for a more detailed explanation.

[36] HMI Probation inspection data, from inspections conducted between June 2018 and June 2019.

[37] The answers to these key questions are underpinned by more detailed 'prompts'. The table in Annexe 4 illustrates the percentage of the case sample with a satisfactory 'yes' response to each prompt.

[38] This figure, and others used in this section, relate to the prompts detailed in Annexe 4.

relationships with those they were supervising. A good working relationship supports desistance, and the majority of service users we spoke to confirmed that their responsible officer took time to understand their needs. Sentence supervision started promptly following a court appearance or release from custody in the majority of cases. We were pleased to find that sensitivity and flexibility were used to help people complete their sentences successfully. For example, in almost 90 per cent of inspected cases, appropriate changes had been made to appointment times or venues, and specific personal circumstances had been considered, as evidenced in the example below.

> **Good practice example**
>
> It is evident that the responsible officer has spent time developing a positive relationship with Archie. Some sessions have been welfare-focused, enabling the responsible officer to understand Archie's diversity needs. There were several examples where the responsible officer had correctly adjusted her reporting instructions, given his mental health needs resulting from a recent traumatic experience.

For those in custody, the level of contact and engagement before release was limited, with almost half the inspected cases not receiving any contact. This was disappointing and had a negative impact on engagement on release. Clearly, face-to-face contact in custody is not always possible or practical, but there are other ways that contact can be made and kept, such as by letters and telephone. While resettlement providers may well be delivering services to people held in custody, the CRC needs to do more to ensure contact is maximised. This will support all aspects of case supervision.

Additional work was required to address the need for enforcement action. In around one-third of the inspected cases, risks were identified and enforcement action was not taken when required. The following exemplifies a recurring theme we found in a number of cases.

> **Poor practice example**
>
> Non-compliance has not been identified or addressed in a timely fashion. Tom breached his curfew from the start of the order and continued to do so until enforcement proceedings were initiated a month later. The responsible officer had been flexible in respect of Tom's personal circumstances and made adjustments. However, too much time elapsed before enforcement action was taken. The recommendation of a curfew requirement was not suitable for the address provided at court.

Encouragingly, in cases where enforcement action was taken, responsible officers made concerted efforts to re-engage the service user after enforcement action or recall to custody. This element of case supervision is to be commended.

Do the services delivered focus sufficiently on reducing reoffending and supporting the service user's desistance?

Overall, sufficient services were not fully delivered to address offending-related factors, although the score for this CRC is marginally better than the national average. While the volume of referrals to interventions was generally good,

completion rates for some short duration RAR programmes were low. There was often very little preparation or motivational work done while service users were waiting to start their rehabilitation activities. This may have affected their engagement.

There has been a marked improvement in the proportion of cases where responsible officers have built on the service user's strengths and worked hard to consolidate protective factors in this element of case supervision. The following example shows this operating in practice.

<blockquote>

Good practice example

The responsible officer had worked hard to carry out motivational work with Wayne. She spent a lot of time listening to him as he talked about what was hindering him from establishing himself in the community. Through these conversations, Wayne began to confide in the responsible officer. This generated many topics that he felt passionate about, including the positive influence of his uncle and ambition to have his own business one day. The responsible officer worked with this positivity and was able to encourage Wayne to complete the short duration alcohol RAR intervention. Building on this achievement, he then started the alcohol treatment requirement within his sentence before successfully completing a detoxification programme. Wayne continues to comply with his community sentence and is exploring starting a business with his uncle.

</blockquote>

Responsible officers did not consistently coordinate the involvement of other organisations in the delivery of services, although engagement with these services both during and post-sentence was better than previously. The latter has improved significantly since the last inspection. Much more needs to be done to include key people in the life of the service user during the supervisory process. We were encouraged by how receptive responsible officers were to the feedback we gave them about how they could engage more with the important people in the lives of service users. We would expect to see this area of practice improve.

The volume and continuity of face-to-face contacts with service users have improved, with most now having only one or two responsible officers during their sentence. This should provide a solid foundation from which to undertake effective interventions.

Do the services delivered focus appropriately on managing and minimising the risk of harm to others?

Where risk of harm issues had been identified, we found that in two-thirds of inspected cases responsible officers had considered the amount and nature of contact needed in their delivery of interventions to help them manage and minimise the risk of harm to others. This score is better than the national average for CRCs as a whole.

Work to protect victims or potential victims was much better than the national average. This was encouraging. Within case records, we found that names of victims had been included, other personal details were clear, and the nature of risk of harm properly considered. This ensured that actual and potential harm featured in work with service users.

It was disappointing that contact with other agencies involved in managing the risk of harm that individuals presented to others was not coordinated well enough in just

over 40 per cent of inspected cases. Safeguarding and public protection agencies have access to valuable information and more needs to be done to utilise this. Similarly, not enough time had been invested in involving key people in the lives of service users to support the effective delivery of services. This is a recurring theme in case supervision, and needs to be revisited so that outcomes can be improved.

The use of home visits when required was inconsistent. In just under 40 per cent of inspected cases, home visits that would have enhanced risk management had not taken place. While home visiting is time-consuming, such visits can provide highly useful information to keep others safe. Additionally, these visits can support better engagement, provide insight into the impact of personal circumstances, involve key people in the life of service users, and help to ensure suitable interventions are delivered to protect others from harm. The following example describes a missed opportunity where home visiting should have taken place.

> **Poor practice example**
>
> The current sentence plan states that the risk of harm to children is greatest when Michael has unsupervised contact with his children. The risk is mitigated by his parents facilitating supervised contact. However, there are several entries on case records indicating that Michael has looked after his children by himself. On these occasions, he has telephoned his responsible officer to say he cannot keep his appointments because of child care responsibilities. His explanations have been accepted by the responsible officer and noted as acceptable absences. The explanations should have been challenged and they were not. When Michael later reported that he was residing at the home of his partner and children for part of the week, this should have triggered a home visit to assess these circumstances, given the identified risk of harm issues.

	Previous inspection	Current inspection

2.4. Reviewing

	Previous inspection	Current inspection
Reviewing of progress is well informed, analytical and personalised, actively involving the service user.	Requires improvement	Requires improvement

Our rating[39] for reviewing is based on three key questions:

Comparison with South Yorkshire in previous inspection and all CRCs	Previous inspection	Current inspection	All CRCs[40]
Does reviewing focus sufficiently on supporting the service user's compliance and engagement?[41]	74%	68%	65%
Does reviewing focus sufficiently on supporting the service user's desistance?[41]	75%	72%	60%
Does reviewing focus sufficiently on keeping other people safe?[41]	56%	**59%**	44%

South Yorkshire CRC has achieved an overall score of 'Requires improvement' for its reviewing work. It fell short of the 'Good' threshold (in which two-thirds of cases should be managed satisfactorily). This was due to shortcomings in relation to keeping other people safe. Reviewing is weaker than the other areas of case supervision. There is a slight dip in performance in two of the questions compared with the 2019 inspection, but scores on this aspect of case management are generally better than the average for all CRCs. The CRC needs to do much more to ensure that service users and people significant to them are better involved in reviewing their risk of harm.

Does reviewing effectively support the service user's compliance and engagement?

Overall, reviewing to support compliance and engagement is done well and is in line with the national average. However, there are some areas that can be improved. In just under one-third of inspected cases,[42] reviewing did not robustly consider service user engagement or why people had failed to comply fully with the requirements of their sentences. Additionally, in a similar number of inspected cases, changes in the plan of work did not adequately take account of compliance, engagement and any other relevant barriers. The active involvement of individuals in reviewing their progress is critical to maximising the likelihood of positive change. Disappointingly, this was not done well in just over half the inspected cases. This too often resulted in further challenges with compliance and engagement. It was encouraging to see evidence of written reviews being undertaken in most of the inspected cases.

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[39] The rating for the standard is normally driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 2 for a more detailed explanation.

[40] HMI Probation inspection data, from inspections conducted between June 2018 and June 2019.

[41] The answers to these key questions are underpinned by more detailed 'prompts'. The table in Annexe 4 illustrates the percentage of the case sample with a satisfactory 'yes' response to each prompt.

[42] This figure, and others used in this section, relate to the prompts detailed in Annexe 4.

Does reviewing effectively support progress towards desistance?

Arrangements for reviewing changes in factors linked to offending worked well. In the majority of cases, responsible officers had made time to focus on what service users themselves had found useful and understand what was less useful in helping them to desist from offending. Changes to plans were usually well-informed and took into account individual circumstances. More could have been done to build on the strengths and achievements of individuals. This would have affirmed protective factors and enhanced positive engagement.

We were pleased to find that where other agencies were delivering offence-focused work to individuals supervised by the CRC, responsible officers had contacted these organisations appropriately and used information from them to inform their reviews. This good practice applied to almost 80 per cent of inspected cases. The example below highlights this element of case supervision.

Good practice example
The responsible officer had completed a detailed risk management plan and had referred Jason to the local 'community' MARAC, in an attempt to bring agencies together. This included the mental health service and the adult safeguarding team to assist Jason to participate with structured interventions to support desistance. The review in this case was comprehensive. It was clear that the responsible officer had spoken to all the agencies involved and properly used information from them to help her review the progress Jason was making to desist from offending.

Does reviewing focus sufficiently on keeping other people safe?

Case reviews of work were weakest in relation to work to keep other people safe, although the CRC was still performing better than the national CRC average on this aspect of supervision. Where there had been changes in factors related to risk of harm, reviewing had not fully identified these in just under half the inspected cases. Given the dynamic nature of risk, it is essential that any changes are acknowledged properly and monitored effectively. Where other agencies are involved in work to manage the risk of harm, up-to-date information must be sought from them. Furthermore, plans need to be adjusted when factors linked to risk of harm have changed. Again, we found that this work had not been done well in almost 60 per cent of 10 cases. The case below highlights these points.

Poor practice example
The reviewing of risk of harm in the case of Amir was not done well. It had become clear that Amir's use of alcohol and cocaine had increased, and it was known that while he was under the influence of drugs he had the propensity to become volatile and put others at risk of harm. This knowledge was not effectively used in reviewing. Neither mental health services or children's social care services, who were working with him to address his risk of harm, were contacted in a timely manner. Furthermore, there had been changes in his personal circumstances, including the loss of employment and deteriorating relationships in the family home due to his drug use. These did not trigger significant changes in the plan to manage risk of harm issues. Unsurprisingly, non-compliance followed.

Written reviews were completed as required in the vast number of inspected cases but the quality and analysis of information were inconsistent. Again, we found that for too many individuals subject to statutory supervision, people significant in their lives had not properly been given opportunities to contribute to reviewing the risk of harm. This applied to almost two-thirds of inspected cases.

3. CRC-specific work[43]

CRC

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

*Due to changes in inspection standards and methodology between the first and second rounds of CRC inspections, the rating for unpaid work is **not** directly comparable with the rating for the previous year.*

We inspected the management of 35 cases with unpaid work requirements, looking at assessment and planning, safety, and implementation of the court order. We also observed two induction sessions and nine work parties to examine the extent to which unpaid work was delivered in a way that supported desistance. The projects we visited were spread across the CRC region, and included grounds improvements at a community park, maintenance of green spaces on a housing estate, renovation of local facilities and a lunch club.

In this inspection, we were pleased to find that the coordination and management of unpaid work were continuing to improve and were very good. Assessments and plans were personalised in the majority of inspected cases, and this ensured that the particular circumstances of individuals were properly considered. Some additional focus is needed to strengthen the safe delivery of unpaid work so that its provision can be outstanding. The implementation of this sentence is done well and is largely effective.

Strengths:

- Assessments consider the diversity and personal needs of individuals, and the work allocated is suitable.

- Risks to the public and potential victims are identified and managed appropriately.

- Arrangements for unpaid work positively encourage the service user's engagement and compliance with their order.

- Unpaid work staff communicate effectively with responsible officers.

Area for improvement:

- Recording of risk of harm codes is not always complete.

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[43] CRC aspects of domain three work are listed in *HMI Probation's Standards* as 4.1 and 4.2.

Unpaid work key data

	12 months previously	To date of current inspection
Average unpaid work stand-down rate in previous 12 months[44]	0.8%	0.8%
Percentage of successful completions of unpaid work requirements in previous 12 months[44]	92%	93%

Our rating[45] for unpaid work is based on four key questions:

	Current inspection
Is the assessment and planning of unpaid work personalised? [46]	83%
Is unpaid work delivered safely? [46]	**74%**
Do arrangements for unpaid work maximise rehabilitative elements and support desistance?	This question produces qualitative evidence only, used to moderate the provisional rating calculated from case inspection data[47]
Is the sentence of the court implemented appropriately? [46]	91%

The overall quality of work undertaken by responsible officers was done well and, therefore, we have rated this CRC's unpaid work delivery as 'Good'. Assessments and plans considered personal circumstances and were largely tailored to the needs of an individual. While unpaid work was delivered safely in almost three quarters of inspected cases,[46] there needs to be more care taken to make sure that all risk of harm issues are robustly considered and appropriately recorded. The CRC's overall implementation of unpaid work is strong.

Is the assessment and planning of unpaid work personalised?

There are clear processes for the collection of important information to support the personalisation of placements, and we found that the allocation of work was suitable in 32 out of 35 inspected cases. This was impressive.

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[44] Data supplied by CRC.

[45] The provisional rating for the standard is normally driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table.

[46] The answers to these key questions are underpinned by more detailed 'prompts'. The table in Annexe 4 illustrates the percentage of the case sample with a satisfactory 'yes' response to each prompt.

[47] The ratings panel considers the range of qualitative evidence, and decided to make no change to the provisional rating. See Annexe 2 for a more detailed explanation.

We found that, in the vast majority of inspected cases, assessments included a range of diversity information and sensitivity had been appropriately shown, for example, where an individual had mental health needs, to determine the most suitable tasks

However, the impact of these different needs on compliance and engagement with unpaid work was not always considered so well in some of the inspected cases. And in almost half the inspected cases, assessments and plans for unpaid work did not comprehensively consider how the selection of the type of placement could build on an individual's strengths and support protective factors.

Women are ordinarily offered individual placements. Where increased risk of harm exists, women undertake their unpaid work on group placements. The CRC seeks to ensure that a female supervisor oversees these groups.

The CRC has available a range of group projects, as demonstrated from our site visits. Its relationship with the local community and partners is strong in identifying work to enhance the community. Impressively, unpaid work is delivered to support a broad range of community groups, such as vulnerable young people, religious groups and the elderly. The portfolio of testimonies from beneficiaries we read were uplifting. They spoke about the difference the work had made to their lives, and how the environment where work had been undertaken was much healthier as a result.

The CRC is very responsive in supporting local need. For example, during recent flooding in South Yorkshire, it offered unpaid work placements to the local authority to help assemble sandbags. This was appreciated by the community, and we read letters from partners who had valued the additional support from the CRC. The following narrative from an observation describes the positive impact of one project.

Good practice example
This project involved the restoration of an almost-derelict church, although it was still in use. A particular strength was the restoration of the entrance and installing a ramp for wheelchair users. The main place of worship has had the floor levelled and the damaged pews removed and replaced with chairs to enable wheelchair access. There was a real feel of inclusion for the whole community about the project. I spoke to a beneficiary who described how the project had enabled the community to use the church for a variety of different local organisations and events. The beneficiary described how when the project first started, local residents were wary of the service users, but that now, 18 months on, the barriers have been removed and there is positivity from the community and greater understanding. The beneficiary was very emotional about the work that had been completed and very grateful.

Is unpaid work delivered safely?

The assessed level of risk of harm at the start of the unpaid work requirement was correct in almost all the inspected cases. The delivery of unpaid work took account of risk of harm to other service users, staff and the public in 26 out 35 inspected cases. Risk codes had been accurately recorded in most cases, but some assessment fields remained incomplete. Therefore, it was difficult to ascertain whether the gaps were due to shortfalls in recording or whether risk issues had not been addressed. We were pleased to find that where unpaid work staff did not agree with the classification of risk of harm or this had changed due to additional information, they felt confident to

increase risk levels, as needed. This was supported by appropriate public protection and safeguarding checks, as indicated below by an inspector.

> **Good practice example**
>
> Andy was initially assessed as low risk of harm by the probation officer in court. However, the unpaid work supervisor appropriately increased this to medium risk of harm based on the current violent offence, which I agreed with. Risk codes have been identified. A safeguarding check has been completed. This ensured that the risk of harm was not only properly assessed but was managed well.

The CRC correctly considered health and safety issues and/or the vulnerability of individuals in the management of placements in most of the inspected cases. There was an effective approach to support the safe delivery of unpaid work on site. The sites we visited were safe, with frequent checks to assess the suitability of tools and equipment. Daily 'toolbox talks' on site ensured people were clear about how to use tools safely. Equipment was well maintained.

Staff delivering unpaid work regularly gave and exchanged information with responsible officers in most inspected cases. This was reassuring, as effective communication mitigates against risk of harm not being properly managed.

Do arrangements for unpaid work maximise rehabilitative elements and support desistance?

Overall, evidence from our direct observations of induction sessions and the delivery of unpaid work showed a very encouraging picture. There were some areas which were very well coordinated. The quality of group inductions was good, as the observation below demonstrates.

> **Good practice example**
>
> The presentation was clear, incorporating images in addition to words, which would have been easily understood by those with reading or language barriers. The supervisor clearly explained each slide, and repeated important information about the rules and the importance of compliance and communication with the responsible officer. After the group induction, individual inductions were held with each service user, enabling them to discuss personal information in private with the supervisor. During the individual inductions, the supervisor obtained information on the service users' existing skills and what skills they would like to improve or develop. There was clear information about education, training and employment (ETE) opportunities and how, if they wanted, service users could gain the construction skills certification scheme card.

To enhance ETE opportunities, the CRC has agreed service levels with nine different external providers. Referral processes have been agreed and terms of reference with partners prepared. These arrangements are comprehensive and we saw evidence of some of this provision working in practice. The CRC is ambitious in its aspirations and realises there is more to do.

Service users we spoke to were consistently favourable about their experiences in carrying out unpaid work. They said that they understood how the work they were doing benefited the community, and what additional learning and skills they could access. The supervisors we observed carried out their work in a highly professional

and engaging manner. They were good role models and dealt with individuals sensitively. The behaviour that was expected from service users was made clear, with rules reinforced at work sites. Supervisors applied these expectations fairly.

Is the sentence of the court implemented appropriately?

The CRC shows considerable strength in its ability to implement the unpaid work element of sentences of the court effectively. Work sessions and inductions start promptly, and the frequency of unpaid work activity is impressive. Individuals are supported to complete their unpaid work hours through flexible reporting, where this is necessary to reflect personal circumstances or diversity needs. Recording of absences is done well, and professional judgments are made appropriately. Enforcement action is generally taken when necessary, but in a small number of cases it should have been taken earlier.

	Previous inspection	Current inspection
4.2. Through the Gate	🟠	☆
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs.	Requires improvement	Outstanding

Strengths:

- Plans are completed promptly with effective engagement of the individual due for release.
- Risk of harm issues are recognised and managed appropriately in most cases.
- The resettlement services provided deal with the most critical needs of the individual in most cases.
- There is good communication with responsible officers.
- Handover to community services on release is effective and supports resettlement.

Area for improvement:

- None identified.

Our rating[48] **for Through the Gate is based on three key questions:**

Comparison with previous inspection and all CRCs	Previous inspection	Current inspection	All CRCs[49]
Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?[50]	87%	100%	69%
Does resettlement activity focus sufficiently on supporting the service user's resettlement? [50]	61%	90%	62%
Is there effective coordination of resettlement activity? [50]	39%	**86%**	59%

We found that resettlement planning focused appropriately on offending-related factors in all of the cases we inspected. Additionally, resettlement work addressed the resettlement needs of individuals relevantly in 22 out of 24 inspected cases. We have therefore rated Through the Gate work as 'Outstanding' in this inspection.

Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?

In almost every case we inspected, we found high-quality assessments and plans being produced to support the needs of individuals due for release. Service users were meaningfully involved in identifying their individual needs, and engagement was constructive, building on the strengths of individuals preparing to return to the community. Work to reflect particular diversity needs was impressive. An extract from one case exemplifies this excellent practice.

Good practice example
Hassan's assessment is detailed, containing all the relevant information about the factors that have contributed to his persistent offending. Strengths have clearly been discussed and religious needs properly considered. The resettlement plan identifies what has to happen if Hassan is to establish himself in the community without offending. His concerns are noted in the plan. This shows that the responsible officer has taken account of Hassan's views in terms of what he considers to be the barriers to change. Hassan is of no fixed abode and has been referred to Nacro initially, and then bail accommodation secured for his release. Financial needs linked to offending are also included in the plan as one of the resettlement pathways to be addressed to meet his outstanding court fines.

Excellent use was made of prison records and previous assessments to validate information and ensure a comprehensive assessment. Plans consistently identified the correct level of need and, in almost every inspected case, work to address risk of

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[48] The rating for the standard is normally driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 2 for a more detailed explanation.

[49] HMI Probation inspection data, from inspections conducted between June 2018 and June 2019.

[50] The answers to these key questions are underpinned by more detailed 'prompts'. The table in Annexe 4 illustrates the percentage of the case sample with a satisfactory 'yes' response to each prompt.

harm, where needed, was clear. This ensured that individuals were being released with the appropriate restrictions, licence conditions and controls.

Does resettlement activity focus sufficiently on supporting the service user's resettlement?

We saw some impressive work in relation to the delivery of resettlement activity, with appropriate attention paid to risk of harm in all the cases we inspected. The inspected cases had access to a variety of services before release, including employment courses, and substance misuse and mental health support. Having somewhere to live is a vital need for those being released, and we were encouraged to find some good work in this area, as the following example shows.

Good practice example
There was evidence of effective coordination between Nacro and drug services to make sure that Tony was picked up from the prison on release and taken to the appropriate services. He had a history of very quickly relapsing following release and this support was both practical and supportive. Tony was seen several times during the six weeks he spent in custody. His circumstances were reviewed regularly with a clear focus on his housing needs. Considerable work took place in between meetings with Tony as the responsible officer worked hard to secure housing. This was done and arrangements put in place for him to receive support from an extended family member who was important to Tony.

Is there effective coordination of resettlement activity?

Effective communication with responsible officers in the community and handover to services in the community were strong. In the cases we inspected, we found good examples of resettlement staff collecting information from other prison departments and making sure that responsible officers had the information they needed, particularly on substance misuse needs and health. Where needed, appointments were arranged with advice and support services in the community. Resettlement workers ensured that responsible officers were notified of the arrangements that had been made so that follow-up was seamless.

Annexe 1: Background of probation services

Around 255,000 adults are supervised by probation services annually.[51] 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.[52]

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

These services are currently provided by a publicly owned National Probation Service (NPS) and 18 privately owned community rehabilitation companies (CRCs) that provide services under contract. The government has announced its intention to change the arrangements for delivering probation services, and has given notice to CRCs that it will terminate their contracts early, by the middle of 2021, with responsibility for offender management passing to the NPS at that point.

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

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[51] *Offender management caseload statistics as at 30 June 2019*, Ministry of Justice (based on the average number of total offenders supervised in the previous four quarters to the end of June 2019).

[52] All those sentenced, for offences committed after the implementation of the *Offender Rehabilitation Act 2014*, to more than 1 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.

Annexe 2: 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 49 individual responsible officers, asking them about their experiences of training, development, management supervision and leadership. We held various meetings with groups and individuals, which allowed us to triangulate evidence and information. In total, we conducted 34 meetings, which included meetings with senior managers, operational partners and stakeholders, and with middle managers and frontline staff. The evidence collected under this domain was judged against our published ratings characteristics.[53]

Domain two: case supervision

We completed case assessments over a two-week period, examining service users' files and interviewing responsible officers and service users. 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 100 cases from across all local delivery units. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we ensured that the ratios in relation to gender, type of disposal and risk of serious harm level matched those in the eligible population.

In some areas of this report, data may have been split into smaller sub-samples – for example, male/female cases, PO/PSO cases. Where this is the case, the margin of error for the sub-sample findings may be higher than 5.

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[53] HMI Probation domain one ratings characteristics can be found here: https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf

Domain three: CRC work

We completed case assessments for two further samples: unpaid work and Through the Gate. As in domain two, the sample size for unpaid work is set to achieve a confidence level of 80 per cent (with a margin of error of 5).

Published data is insufficient to calculate accurate margins of error for Through the Gate work, so the size of the case sample for that element of work is estimated, based on overall workload and previous inspection data.

Unpaid work

We examined 35 cases with unpaid work requirements that had begun at least three months previously. The sample included cases managed by the NPS, as well as those 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 observed five unpaid work projects and two unpaid work induction sessions to gather qualitative evidence.

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

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

Through the Gate

We examined 24 custodial cases in which the individual had been released on licence or post-sentence supervision from the CRC's resettlement prisons over a 4-week period, shortly before the inspection fieldwork. The sample included those entitled to pre-release Through the Gate services from the CRC who were then supervised post-release by the CRC being inspected. We used the case management and assessment systems to inspect these cases.

We also held meetings with the following individuals/groups:

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

Ratings explained

Domain one ratings are proposed by the lead inspector for each standard. They will be a single judgement, using all the relevant sources of evidence. More detailed information can be found in the probation inspection domain one rules and guidance on the website.

Domain two and three standard ratings are based on the results of the inspection of individual cases. Ratings are at the standard level, and based on consolidated results (at key question level) of all cases inspected in the relevant domain. In CRC inspections only, the rating for unpaid work in domain three may also be influenced by evidence from observations.

For each standard, the rating is aligned to the lowest banding at the key question level, recognising that each key question is an integral part of the standard.

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

We use case sub-samples for some of the key questions in domains two and three. For example, when judging whether planning focused sufficiently on keeping other people safe, we exclude those cases where the inspector deemed the risk of serious harm to be low. This approach is justified on the basis that we focus on those cases where we expect meaningful work to take place.

An element of professional judgement may be applied to the standards ratings in domains two and three. Exceptionally, the ratings panel considers whether professional discretion should be exercised where the lowest percentage at the key question level is close to the rating boundary, for example between 'requires improvement' and 'good' (specifically, within five percentage points of the boundary or where a differing judgement in one case would result in a change in rating). The panel considers the sizes of any sub-samples used and the percentages for the other key questions within that standard, such as whether they fall within different bandings and the level of divergence, to make this decision.

Rating unpaid work

For the unpaid work standard, domain three case inspections provide data on key questions 4.1.1, 4.1.2 and 4.1.4. Analysis of that data provides an indicative rating for the unpaid work standard, aligned with banding, as above. Qualitative evidence for key question 4.1.3 is obtained from observations during the fieldwork, other written evidence provided by the CRC, and evidence obtained from relevant meetings. This qualitative evidence may be used to increase or decrease the indicative rating for unpaid work by one band. If the lead inspector believes that is justified, the proposal is put to the ratings panel, for ratification or rejection.

Overall provider rating

Straightforward scoring rules are used to generate the overall provider rating. Each of the 10 standards will be scored on a 0-3 scale as listed in the following table.

Score	Rating (standard)
0	Inadequate
1	Requires improvement
2	Good
3	Outstanding ☆

Adding the scores for each standard together produces the overall rating on a 0-30 scale as listed in the following table.

Score	Rating (overall)
0-5	Inadequate
6-15	Requires improvement
16-25	Good
26-30	Outstanding ☆

We do not include any weightings in the scoring rules. The rationale for this is that all parts of the standards framework are strongly linked to effective service delivery and positive outcomes, and we have restricted ourselves to those that are most essential. Our view is that providers need to focus across all the standards, and we do not want to distort behaviours in any undesirable ways. Furthermore, the underpinning evidence supports including all standards/key questions in the rating, rather than weighting individual elements.

Comparative data

Where HMIP have comparative data, our internal data analysis calculates whether any changes are statistically significant or not (using the Z-score test, with a significance level of 0.1). We do not publish that level of detail, but where inspectors are referring to changes in data that meet this significance test, they will use the word 'significant'. They use different words to describe other changes in data, which do not meet the significance test.

Annexe 3: Organisational design and map

Information supplied by South Yorkshire CRC.

South Yorkshire CRC Organisational Structure
September 2019

- Business Support Team
- SYCRC Director
  - Deputy Director
    - Team Manager Barnsley LMC
    - Team Managers Sheffield LMC
    - Team Manager Community Payback Countywide
      - Community Payback Practice Managers
  - Head of Rehabilitation & Business Development
    - Partnership Manager Countywide
    - Team Manager Enhanced Through the Gate Countywide
  - Deputy Director
    - Team Managers Doncaster LMC
    - Team Manager Rotherham LMC
    - Team Manager Interventions
  - Head of Reducing Reoffending & Compliance
    - Operational Support Officers HUB Admin
    - Team Manager Performance Team & HUB Officers
    - Quality Team Manager Operational Assurance

South Yorkshire Operating Model

SYCRC Operating Model
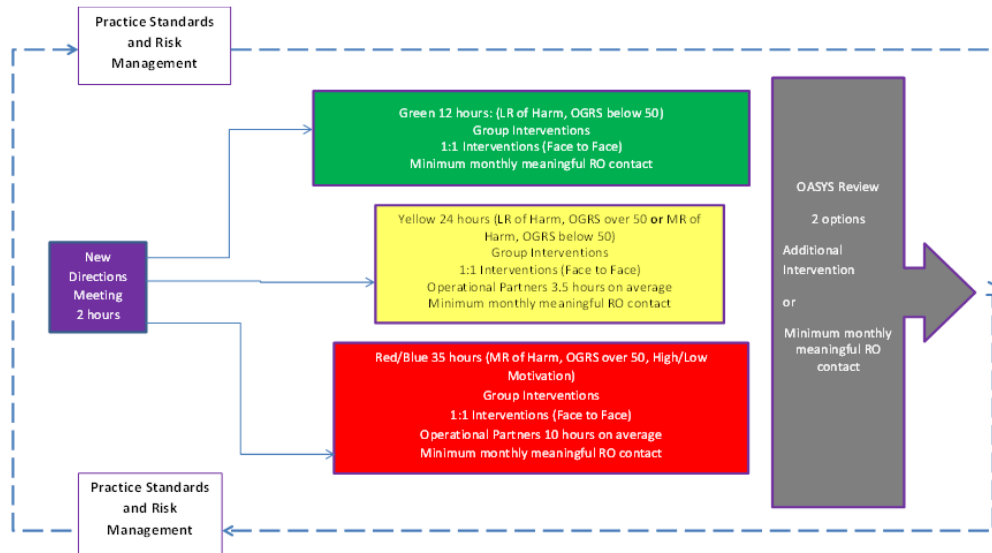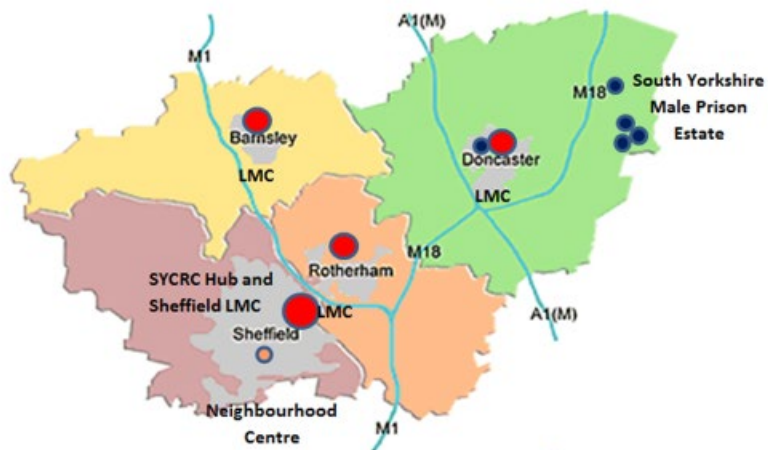
Annexe 4: Inspection data[54]

The answers to the key questions that determine the ratings for each standard are underpinned by answers to more detailed 'prompts'. These tables illustrate the proportions of the case sample with a satisfactory 'yes' response to the prompt questions. It should be noted that there is no mechanistic connection between the proportion of prompt questions answered positively, and the overall score at the key question level. The 'total' does not necessarily equal the 'sum of the parts'. The summary judgement is the overall finding made by the inspector, having taken consideration of the answers to all the prompts, weighing up the relative impact of the strengths and weaknesses.

Where we have changed the standard, key question or prompt since the previous round of inspections, no comparative data is available.

2.1. Assessment		
Does assessment focus sufficiently on engaging the service user?	**Previous inspection**	**Current inspection**
Does assessment analyse the service user's motivation and readiness to engage and comply with the sentence?	54%	71%
Does assessment analyse the service user's diversity and personal circumstances, and consider the impact these have on their ability to comply and engage with service delivery?	No comparable data available	43%
Is the service user meaningfully involved in their assessment, and are their views taken into account?	71%	67%
Does assessment focus sufficiently on the factors linked to offending and desistance?		
Does assessment identify and analyse offending-related factors?	44%	64%
Does assessment identify the service user's strengths and protective factors?	73%	80%
Does assessment draw sufficiently on available sources of information?	52%	70%

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[54] HMI Probation inspection data.

Does assessment focus sufficiently on the risk of harm to others?		
Does assessment clearly identify and analyse any risk of harm to others, including identifying who is at risk and the nature of that risk?	34%	58%
Does assessment analyse any specific concerns and risks related to actual and potential victims?	No comparable data available	60%
Does assessment draw sufficiently on available sources of information, including past behaviour and convictions, and involve other agencies where appropriate?	No comparable data available	52%
Were domestic abuse checks undertaken?[55]	No comparable data available	59%
Did child safeguarding information sharing take place in cases where required?[56]	No comparable data available	69%

2.2. Planning		
Does planning focus sufficiently on engaging the service user?	**Previous inspection**	**Current inspection**
Is the service user meaningfully involved in planning, and are their views taken into account?	55%	58%
Does planning take sufficient account of the service user's diversity and personal circumstances, which may affect engagement and compliance?	57%	66%
Does planning take sufficient account of the service user's readiness and motivation to change, which may affect engagement and compliance?	72%	75%
Does planning set out how all the requirements of the sentence or licence/post-sentence supervision will be delivered within the available timescales?	67%	84%

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[55] Expected in all cases.

[56] Expected in all cases where the service user has children, is in contact with children or presents a potential risk of harm to children.

Does planning set a level, pattern and type of contact sufficient to engage the service user and to support the effectiveness of specific interventions?	61%	75%
Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?		
Does planning sufficiently reflect offending-related factors and prioritise those which are most critical?	75%	74%
Does planning build on the service user's strengths and protective factors, utilising potential sources of support?	No comparable data available	62%
Does planning set out the services most likely to reduce reoffending and support desistance?	76%	75%
Does planning address appropriately factors associated with the risk of harm to others?		
Does planning sufficiently address risk of harm factors and prioritise those which are most critical?	48%	60%
Does planning set out the necessary constructive and/or restrictive interventions to manage the risk of harm?	54%	63%
Does planning make appropriate links to the work of other agencies involved with the service user and any multi-agency plans?	52%	62%
Does planning set out necessary and effective contingency arrangements to manage those risks that have been identified?	44%	49%

2.3. Implementation and delivery		
Is the sentence/post-custody period implemented appropriately, with a focus on engaging the service user?	**Previous inspection**	**Current inspection**
Do the requirements of the sentence start promptly, or at an appropriate time?	60%	78%
Is sufficient focus given to maintaining an effective working relationship with the service user?	55%	82%
Are sufficient efforts made to enable the service user to complete the sentence, including flexibility to take appropriate account of their personal circumstances?	74%	87%

Post-custody cases only: Was there a proportionate level of contact with the prisoner before release?	42%	51%
Are risks of non-compliance identified and addressed in a timely fashion to reduce the need for enforcement actions?	56%	64%
Are enforcement actions taken when appropriate?	63%	67%
Are sufficient efforts made to re-engage the service user after enforcement actions or recall?	75%	83%
Do the services delivered focus sufficiently on reducing reoffending and supporting the service user's desistance?		
Are the delivered services those most likely to reduce reoffending and support desistance, with sufficient attention given to sequencing and the available timescales?	55%	58%
Wherever possible, does the delivery of services build upon the service user's strengths and enhance protective factors?	57%	70%
Is the involvement of other organisations in the delivery of services sufficiently well-coordinated?	63%	60%
Are key individuals in the service user's life engaged, where appropriate, to support their desistance?	53%	43%
Is the level and nature of contact sufficient to reduce reoffending and support desistance?	40%	53%
Are local services engaged to support and sustain desistance during the sentence and beyond?	No comparable data available	72%
Do the services delivered focus appropriately on managing and minimising risk of harm to others?		
Is the level and nature of contact offered sufficient to manage and minimise the risk of harm?	60%	67%
Is sufficient attention given to protecting actual and potential victims?	43%	61%
Is the involvement of other agencies in managing and minimising the risk of harm sufficiently well-coordinated?	52%	58%

Are key individuals in the service user's life engaged, where appropriate, to support the effective management of risk of harm?	54%	52%
Are home visits undertaken, where necessary, to support the effective management of risk of harm?	59%	63%

2.4. Reviewing		
Does reviewing effectively support the service user's compliance and engagement?	**Previous inspection**	**Current inspection**
In cases where it is needed, does reviewing consider compliance and engagement levels and any relevant barriers?	70%	68%
In cases where it was needed, were any necessary adjustments made to the ongoing plan of work to take account of compliance and engagement levels and any relevant barriers?	66%	66%
Is the service user meaningfully involved in reviewing their progress and engagement?	48%	45%
Are written reviews completed as appropriate as a formal record of actions to implement the sentence?	80%	87%
Does reviewing effectively support progress towards desistance?		
Does reviewing identify and address changes in factors linked to offending behaviour, with the necessary adjustments being made to the ongoing plan of work?	71%	58%
Does reviewing focus sufficiently on building upon the service user's strengths and enhancing protective factors?	64%	68%
Is reviewing informed by the necessary input from other agencies working with the service user?	69%	77%
Are written reviews completed as appropriate as a formal record of the progress towards desistance?	85%	85%
Does reviewing focus sufficiently on keeping other people safe?		
Does reviewing identify and address changes in factors related to risk of harm, with the necessary adjustments being made to the ongoing plan of work?	44%	25%

Is reviewing informed by the necessary input from other agencies involved in managing the service user's risk of harm?	56%	53%
Is the service user (and, where appropriate, key individuals in the service user's life) meaningfully involved in reviewing their risk of harm?	42%	35%
Are written reviews completed as appropriate as a formal record of the management of the service user's risk of harm?	71%	85%

4.1 Unpaid work		
Is the assessment and planning of unpaid work personalised?	**Previous inspection**	**Current inspection**
Does assessment consider the service user's diversity and personal circumstances, and the impact these have on their ability to comply and engage with unpaid work?	No comparable data available	71%
Does unpaid work build upon a service user's strengths and enhance their protective factors?	No comparable data available	53%
Is the allocated work suitable, taking account of the service user's diversity and personal circumstances?	No comparable data available	91%
Is unpaid work delivered safely?		
Does the delivery of unpaid work take account of risk of harm to other service users, staff or the public?	No comparable data available	74%
Does unpaid work consider issues relating to the health and safety or potential vulnerability of the service user?	No comparable data available	77%
Where the responsible officer is engaged in other activity/work with the service user, does regular communication take place?	No comparable data available	85%

Is the sentence of the court implemented appropriately?		
Does unpaid work commence promptly and happen regularly?	No comparable data available	77%
Do arrangements for unpaid work encourage the service user's engagement and compliance with the order?	No comparable data available	94%
Are professional judgements made in relation to decisions about missed appointments?	No comparable data available	90%
Are enforcement actions taken when appropriate?	No comparable data available	76%

4.2 Through the Gate		
Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	Previous inspection	Current inspection
Is there a clear and timely plan for how the service user's resettlement needs will be addressed?	91%	92%
Does the plan sufficiently draw on available sources of information?	70%	92%
Is the service user meaningfully involved in planning their resettlement and are their views considered?	87%	92%
Does the resettlement plan identify the service user's strengths and protective factors and consider ways to build upon these?	78%	95%
Does the plan take sufficient account of the service user's diversity and personal circumstances?	83%	96%
Does the resettlement plan take account of factors related to risk of harm?	No comparable data available	94%

Does resettlement activity focus sufficiently on supporting the service user's resettlement?		
Are resettlement services delivered in line with the service user's resettlement needs, prioritising those which are most critical?	47%	No comparable data available
Wherever possible, do resettlement services build upon the service user's strengths and enhance their protective factors?	No comparable data available	77%
Does resettlement activity take sufficient account of the service user's diversity and personal circumstances?	No comparable data available	94%
Does resettlement activity take sufficient account of any factors related to risk of harm?	No comparable data available	73%
Is there effective coordination of resettlement activity?		
Is there effective coordination of resettlement activity with other services being delivered in the prison?	No comparable data available	89%
Is there effective communication with the responsible officer in the community, prior to and at the point of release?	No comparable data available	86%
Do resettlement services support effective handover to local services in the community?	No comparable data available	79%

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