



An inspection of

Essex

Community Rehabilitation Company

HM Inspectorate of Probation

OCTOBER 2018

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

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Foreword

We have not conducted a full performance inspection of probation services in Essex for some time, although we have inspected more recently in other Community Rehabilitation Companies owned by the parent company, Sodexo.

We have rated Essex Community Rehabilitation Company as requiring improvement. It is close to the boundary for a 'good' rating, however, and I am encouraged that we found the organisation well led. This organisation can rightly aspire to a better inspection rating in future, if it is able to deal with the shortcomings we found in the supervision of individuals in receipt of its probation services.

Marked improvements are required, and it is particularly important, of course, that any shortcomings in work to protect the public are dealt with as a matter of urgency. We found a lack of focus on the understanding, identification and management of risk of harm, and this must be remedied as a priority.

Dispiritingly, many individuals under this Community Rehabilitation Company's supervision are quickly relegated to telephone contact rather than face-to-face contact with their probation worker, despite pressing needs in the more complex cases. Telephone-only contact is part and parcel of Sodexo's current operating model for its Community Rehabilitation Companies. It provides nowhere near the level of supervision we expect, as we have said before.

Unpaid work is delivered to a good standard, however, with elements of delivery showing signs of an outstanding scheme. This is unusual, and a joy to see, given the potential of good quality unpaid work. The Community Rehabilitation Company also has an impressive range of specialist services available for those it supervises, and these are used regularly by the National Probation Service. This company's Through the Gate work has the constituent parts of a good scheme as well, but it does not deliver the service in a sufficiently systematic way currently.

I hope that by following our recommendations, Essex Community Rehabilitation Company's leaders (and owners) build on the strengths identified, and make the improvements required. In our new regime of inspections, we will return in 2019 to evaluate progress.



Dame Glenys Stacey
Chief Inspector of Probation

Overall findings

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



Our key findings about the organisation were as follows:

- **Essex CRC has many positive features as an organisation and has an outstanding reputation in local partnership work**

The CRC is part of the Sodexo group of companies, and the Essex Director reports to the Southern Region Chief Executive Officer. Strategy and policy cascade from the parent company, through the regional hierarchy to the locality. This model did not inhibit the contribution of Essex staff, whose role is clearly to translate wider strategy into work that is delivered on the ground. There is sufficient senior and middle management capacity to translate intentions into tangible progress.

- **Systems are in place, or are in the process of development, to support staff in delivering a high-quality service**

Staff have good access to an appropriate range of training opportunities. Based on staff survey results, the CRC has designed, and is delivering, a well-developed approach to staff engagement. We identified concerns in the staff group about the high caseloads they were expected to manage. An approach to workload management is being developed which has the potential to establish more effective use of staff resource.

- **We found an impressive range of services that supports the delivery of high-quality work**

There is a well-developed range of services delivered by the CRC staff, and mainstream and contracted voluntary sector providers. A pool of accredited programme facilitators delivers a suite of national accredited interventions. There is also a range of interventions available for delivery within Rehabilitation Activity Requirements (RAR). These services are accessed by the National Probation Service, and some bespoke interventions have been developed at their request.

- **Staff are well supported through a comfortable working environment and through Information Communication Technology which is maintained to a high standard**

Essex CRC occupies a modern and well-maintained estate and, where it is co-located with other organisations, the staff perceive that the benefits of closeness to accessible services outweigh the hazards associated with working in a busy environment. Information Communication Technology provides a reliable support to staff delivering the service, enabling staff rather than creating barriers to effectiveness.



Case supervision

Our key findings about case supervision were as follows:

- **Essex CRC needs to improve the quality of assessment work**

The use of Justice Star provides a platform for service user engagement through active involvement, and is adequate for considering the needs of the case. However, staff are not sufficiently focused on the risk of harm that individuals present.

- **Essex CRC needs to improve the quality of planning work**

Plans are formally recorded in most cases. The quality of these plans is mixed, however. Too many lose sight of the needs of the case and lack focus on the risk of harm to the public that the individual presents.

- **Essex CRC needs to improve markedly the implementation and delivery of work with those under probation supervision**

Progress is being made in the delivery of services to female service users, and this is to be applauded. Clear obstacles remain in delivery to black, Asian and minority ethnic service users, and these need to be addressed. Cases managed in the 'hub', where responsible officer contact is by telephone, showed a lack of attention to individual need and often appeared to lose sight of the risk of harm posed.

- **Essex CRC needs to improve the quality of reviewing in case supervision**

Reviews, when undertaken, engaged the individual adequately, and identified adjustments to the plan in a clear way. The reviews too often lost sight of matters concerning risk of harm to the public.



Unpaid work and Through the Gate

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

- **The unpaid work provision in Essex CRC is generally of good quality and has some elements of outstanding work**

Unpaid work provides a good range of activities, many of which have clear benefits to the local community. In the majority of cases, there was sufficient assessment and induction to provide safe and productive experiences for the individual. This is a well-managed scheme. More can be done to optimise the benefits of the scheme, by developing clearer links between the work undertaken and educational or employment-related interventions.

- **The Through the Gate service delivered by Essex CRC has the ingredients to deliver effective work but our inspection results suggest that improvement is required**

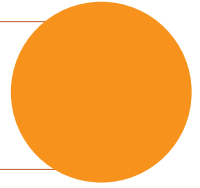
Staff and managers involved in the delivery of the Through the Gate service demonstrate a lot of enthusiasm and commitment to the work. There are some obstacles to delivery within the prison settings and these need to be overcome by senior managers through negotiation with prison governors. There are further obstacles in the complexities of access to specialist support services, and the lead manager in the Community Rehabilitation Company needs to oversee a review and streamlining of current processes to increase effectiveness.

Service: Essex Community Rehabilitation Company

Fieldwork started: June 2018

Overall rating

Requires improvement



1. Organisational delivery

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

2. Case supervision

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

4. CRC specific

4.1 ¹	Unpaid work	Good	
4.2	Through the Gate	Requires improvement	

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

Recommendations

As a result of our inspection findings, we have made six recommendations that we believe, if implemented, will have a positive impact on the quality of probation services in the Essex Community Rehabilitation Company.

Essex Community Rehabilitation Company should:

1. improve its understanding of service user need and risk of harm so as to support further development of commissioning and co-commissioning of services
2. develop and deliver a clear action plan to improve responsible officers' skills in identifying, managing and reducing service user risk of causing serious harm to others
3. review and refine the operating model, to reduce the numbers of complex cases supervised by the hub, as it has already done with female service users
4. review the processes underpinning the delivery of Through the Gate work, to make systematic and better use of the available resources
5. in conjunction with Sodexo Southern Community Rehabilitation Companies, accelerate the development of its workload management tool, to increase the effectiveness of staff deployment
6. develop specific support arrangements to increase the level of engagement and compliance among black, Asian and minority ethnic service users.

Background

An explanation of probation services

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

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

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

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

Essex CRC

Sodexo Justice Services is part of a large multinational private company with a wide range of commercial interests. It took over formal ownership of the Essex CRC on 01 February 2015. In delivering probation services, it works in partnership with a well-known charity, Nacro. With contracts to deliver probation services across six CRCs,⁴ it is the third largest owning company in the country by contract value, and has 18 per cent of the market share.⁵ Sodexo also runs four of the fourteen private prisons in England and Wales, with all four located in England.⁶

² Offender Management Caseload Statistics as at December 2017, Ministry of Justice. <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

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

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

⁵ Offender management statistics quarterly as at 31 December 2017, Table 4.10: Offenders supervised in the community at period end, by National Probation Service Region, Division and CRC, England and Wales.

⁶ Private prisons run by Sodexo are: HMP Bronzefield; HMP/YOI Forest Bank; HMP Peterborough; and HMP Northumberland. Source: Ministry of Justice website, 30 January 2017.

Two Sodexo senior staff (known as 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, based in Huntingdon and Newcastle-upon-Tyne, covering human resources, finance, business development and communications.

Each individual CRC is led by a Director with overall responsibility for operational delivery and performance, supported by deputy directors.

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

The role of HM Inspectorate of Probation

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

HM Inspectorate of Probation standards

The standards against which we inspect are based on established models and frameworks, which are grounded in evidence, learning and experience. These standards are designed to drive improvements in the quality of work with people who have offended.⁷

⁷ HM Inspectorate's standards can be found here: <https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

Key facts

158,727

The total number of individuals subject to probation supervision by CRCs across England and Wales⁸

3.6%

The rate of unemployment in Essex. This is lower than the England average (4.4%)¹⁰

4,171

The number of individuals supervised by Essex CRC⁸

43.8%

The adjusted proportion of Essex CRC's service users who reoffend¹¹

6

The number of CRCs owned by Sodexo

75%

The proportion of individuals who were recorded as having successfully completed their community orders or suspended sentence orders for Essex CRC. The performance figure for all England and Wales was 78%, against a target of 75%¹²

174.2

The number of full time equivalent staff employed by Essex CRC (as at June 2018)⁹

11:3

The ratio of probation services officers to probation officers in Essex CRC⁹

89%

The proportion of positive completions of unpaid work requirements for Essex CRC. The performance figure for all England and Wales was 89%, against a target of 90%¹³

133

Average caseload of responsible officers based in the hub⁹

215,421

The number of unpaid work hours delivered from April 2017 to March 2018⁹

55

Average caseload of responsible officers based in local management centres⁹

100%

The proportion of resettlement plans completed by Essex CRC. The performance figure for all England and Wales was 96%, against a target of 95%¹⁴

⁸ Offender Management Caseload Statistics as at 31 December 2017, Ministry of Justice.

⁹ Source: Essex CRC (CEO presentation to HMI Probation, May 2018).

¹⁰ Regional labour market statistics, Office for National Statistics, April 2018.

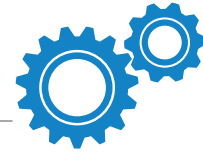
¹¹ Proven reoffending, Payment by results, April to June 2016 cohort, Ministry of Justice April 2018.

¹² CRC Service Level 8, Community Performance Quarterly Statistics, October 2016–December 2017, Q3, Ministry of Justice.

¹³ CRC Service Level 10, Community Performance Quarterly Statistics, October 2016–December 2017, Q3, Ministry of Justice.

¹⁴ CRC Service Level 13, Community Performance Quarterly Statistics, October 2016–December 2017, Q3, Ministry of Justice

1. Organisational delivery



Essex CRC shows many facets of a good organisation. It is well led by committed, able and forward-looking senior managers who take an outstanding approach to local partnership working.

Many of the strategies we inspected had been developed very recently; this demonstrates the agility of the organisation. Due to their relative newness, many of the strategies are still in the process of development and deployment.

The primary focus for the organisation since February 2015 has been on meeting contractual targets, and the CRC has been successful in this endeavour. Senior managers would acknowledge that the quality of service delivery has been defined by readily measurable aspects of service delivery, expressed as contractual requirements. The quality of service delivery, as determined by HMI Probation standards, has now become an organisational imperative. The CRC is demonstrating a commitment to this agenda and is intent on achieving the necessary step-up in the quality of work delivered. There is management capacity to drive changes through the company.

Strengths:

- Information Communication Technology (ICT) is used in a manner that supports staff to deliver the service, and the systems are reliable and appropriately supported.
- To support a culture of learning and continual improvement, there is very good and accessible training provision for staff in the CRC, and this can also be accessed by supply-chain partnership staff.
- In response to staff survey feedback, senior managers have adopted, and are delivering, a coherent approach to improving staff engagement.
- Essex CRC contributes in an outstanding way to local strategic partnerships; this was verified by the positive feedback provided by a range of stakeholders and the supply chain organisations.
- The range of services provided by Essex CRC, in-house, by partner organisations or by access to mainstream services, is impressive.
- The buildings occupied by Essex CRC are of a high standard, providing a light and airy environment in which to work and be received as a service user.

Areas for improvement:

- Black, Asian and ethnic minority service users do not have specific, culturally sensitive arrangements to support access to services provided by the CRC.
- Essex CRC's understanding of service user need and risk of harm is underdeveloped. It would be improved by producing aggregated data as part

of the roll-out of the electronic Justice Star and Closeness to Change elements of the offender management system.

- Operational staff do not all have the necessary skills or knowledge to manage and reduce risk of harm.
- The use of the hub and management of service user contact by telephone is appropriate for stand-alone unpaid work cases, but not for more complex cases.
- A workload management tool, vital for understanding and deploying resources, is lacking.

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

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

The CRC has a clear vision and strategy to deliver high-quality services. The Essex CRC Annual Service Plan (2018/2019) is part of the wider Sodexo Excellence in Quality of Life Services strategy. The plan identifies the range of services on offer under the aspiration 'to improve the quality of life of our service users'. The plan is understood and promoted by senior leaders in the CRC and a Community Quality Assurance and Continuous Improvement Framework has been in place since January 2018. The plan was communicated through a regional staff engagement group and was published electronically, both internally and externally.

An Essex Leadership Forum is held every month. It includes senior managers, team managers and different staff members who are invited to participate each time. As such, it is an inclusive meeting. The vision and strategy are promoted as part of the senior team's visible leadership and staff engagement process, and are shared with stakeholders through extensive networks. We found convincing evidence of effective engagement with stakeholders, partners and suppliers, and this was supported by the views expressed by many of them.

The management structure and processes for delivery of plans are clearly described. Plans originate at a national (all Sodexo CRCs), regional (Southern Sodexo CRCs) or local (Essex CRC) level and are cascaded through senior leaders to middle managers and to operational staff through team meetings (known as huddles).


We found good evidence that risks to service delivery are anticipated and planned for in advance. The Essex CRC risk register identifies current risks, and contains mitigating plans and strategies to control the risks. These are reviewed and refined by the senior management team. There is a clearly set out business continuity plan, with evidence of recent testing. There is a comprehensive health and safety monitoring system in place; this was formally reviewed at the Senior Management Governance Review (January 2018). ICT is provided to the contracted security specification.

The current operating model supports effective service delivery and met the needs of most individuals. The Sodexo operating model is described in a clear manner. A banding system determines allocation to either the local management centre (LMC) or the hub (based on the Offender Group Reconviction Score (OGRS), the assessed RoSH level and the responsible officer’s judgement about Closeness to Change). Essentially, this leads to face-to-face contact (via the LMC) or telephone contact (via the hub).

The model has been reviewed and there has been some progress towards increasing the proportion of the caseload managed by face-to-face contact. All female service users, for example, have been allocated to the LMCs since 01 May 2018. Our case sample pre-dated any of the changes taking place.

The operating model draws on desistance research and is underpinned by two assessment tools: Justice Star and Closeness to Change. These tools were designed to promote a personalised approach to the delivery of the sentence. The assessment tool is fully deployed but not in an electronic format, whereas the Closeness to Change tool is yet to be deployed. Of those staff interviewed, almost three-quarters were confident that the model allowed them to plan, deliver and record their work in a timely way.

The model is well understood by those working within the CRC. Staff expressed concerns where telephone contact was the only means of supervision, pointing to a contradiction in the organisation promoting a friendly approach, including welcoming buildings and the provision of refreshments, and then reverting to supervision via telephone contact.

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

The CRC is working hard to develop the skills, knowledge and experience to make sure that staffing and workload levels support the delivery of a high-quality service. Since *Transforming Rehabilitation* was implemented in February 2015, there had been an 8 per cent reduction in front-line staff and an 86 per cent reduction in back-office staff. Overall, this amounted to a 28 per cent reduction in the staffing complement. The CRC has now developed an initial workforce planning strategy and is in the process of developing a workload management framework. Staffing levels are carefully monitored and there are changes planned; for example, the CRC aims to increase the proportion of responsible officers who are qualified probation officers from the current 18 per cent to 27 per cent.

Of the staff interviewed, 69 per cent indicated that their workload is unmanageable. They reported little active management of difficulties such as arranging cover for the caseload of sick colleagues, leaving some cases unsupervised for the period of absence. Current caseloads range from an average of 133 in the hub to 55 in the LMCs. Given its proximity to London, Essex is an area which has traditionally found difficulty in recruiting appropriately trained staff. This is a substantial obstacle in

maintaining the necessary skilled workforce to support the delivery of high-quality services.

The skills and profile of staff support the delivery of a high-quality service for many, with the exception of those presenting an active risk of causing serious harm. The CRC is in the process of supporting nine existing members of staff through the Professional Qualification in Probation (PQiP), with the stated intention of having a suitably skilled workforce by 2020. Most staff feel that they are suitably skilled and able to supervise their caseload.

The Practice Enhancement Programme (PEP), on which there are 10 candidates, demonstrates the CRC's commitment to developing career pathways for current employees by providing additional training. For those receiving this training, there is an expectation that, in their role as responsible officers, they will supervise more complex cases.


The oversight of work supports high-quality delivery and professional development. All eligible staff received a formal appraisal in 2017/2018 and objectives have been set for 2018/2019; 80 per cent of the staff thought that they received supervision that enhanced and sustained good-quality work. New staff are thoroughly and appropriately inducted into their work roles, and performance improvement processes are in place, appropriately used and monitored by the organisation.

The CRC has deployed a 'Skills for Effective Engagement Development and Supervision' (SEEDS) approach to practice development. This includes gathering direct evidence of work through observed practice and requiring managers to provide four such pieces of work as part of the appraisal process. The approach is supported by a standard Check-in, Review, Implement, Summarise, Set tasks (CRISS) supervision agenda.

Arrangements for learning and development are comprehensive and responsive. Of the staff interviewed, the majority are provided with sufficient access to in-service training and think that the organisation promotes a culture of learning and continuous improvement. There is a comprehensive learning and development plan for Sodexo's Southern CRCs, delivered, in the main, by a training provider, LAURUS. Of note is the well-established approach to the maintenance of an accredited programme facilitator and treatment manager pool. Staff within the supply chain have access to Sodexo training and spoke positively about the opportunities for professional development that have been offered to them.

Managers pay sufficient attention to staff engagement. There is a documented south region employee engagement strategy, developed in conjunction with the staff engagement group which Essex representatives attend. In conjunction with a visible leadership strategy, a range of staff engagement activities are being delivered, including a 'bright ideas' scheme, 'back to the floor' exercises undertaken by senior managers, and staff support groups for those with protected characteristics.

The impact of positive staff engagement includes: a relatively low level of staff absence due to illness (average of 6.15 per cent of workforce absent in a month through sickness); staff turnover data suggesting a reducing number of leavers over time; and a range of staff nominations made for High Sheriff, Sodexo Star and Service Excellence, National Probation and Butler Trust awards. Where reasonable adjustments are required, most staff think that these have been provided.

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

There is a sufficiently comprehensive and up-to-date analysis of the profile of service users, based on information from Justice Star, to ensure that the organisation can deliver well-targeted services. Information about level of need is used for commissioning purposes and shared with partners. There is a well-developed rate card offer in relation to Rehabilitation Activity Requirements (RARs), distinct women’s provision, a range of substance misuse interventions, a comprehensive suite of accredited programmes, and a dynamic unpaid work scheme.

There is equality and inclusion monitoring of service users and staff, with actions reviewed and plans articulated. The proportion of medium and low risk of harm cases is clearly identified and the diverse needs of the service user population are also identified. As a result, the organisation provides the volume, range and quality of accessible services to meet the needs of those under probation supervision.


A range of accredited and non-accredited interventions is provided in-house, via partner agencies and through supply chain-commissioned work. The NPS appreciates that the CRC responded to their need to have a resettlement intervention. The NPS informed us that all their cases that receive a warning of licence revocation are referred to this option.

New projects are being developed to focus on mental health, substance misuse, women and accommodation, but there is no developed approach to support access to interventions for those from black, Asian and minority ethnic backgrounds. This is despite identifying, in the Essex CRC Equality and Inclusion Report (2017/2018), a higher representation of such individuals in the caseload than in the local population.

Of those responsible officers interviewed, 79 per cent said that they have access to an appropriate range of services to meet the identified needs and risks of those under probation supervision.

Relationships with providers and other agencies are used effectively to deliver high-quality services. Essex CRC is rightly proud of the relationships it has established and maintained across the partnership landscape. The senior team has made a commitment to conducting the full range of partnership meetings. In addition, relationships with the NPS are strong, and this is reflected in the impressive level of services purchased via the rate card. Stakeholder feedback is overwhelmingly positive in relation to the extent and quality of CRC engagement in local strategic partnerships; partner suppliers are equally enthusiastic about the working relationship with the CRC.

The Police and Crime Commissioner chairs the Essex Reducing Reoffending Board, overseeing the delivery of a comprehensive reducing reoffending plan. There are clear benefits to the CRC’s approach to engaging with stakeholders, maintaining and improving access to substance misuse interventions, and developing housing-related initiatives.

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

The necessary policies and guidance are in place to enable staff to deliver a quality service. Of the staff interviewed, 80 per cent stated that policies and guidance are communicated effectively, and all were clear about policies that support defensible decision-making and effective communication. Previous arrangements for sharing policies have been subsumed into the intranet. Policies are kept up to date and all incorporate review dates. There is also a full suite of good-quality printed communication materials for staff, service users and stakeholders (particularly the NPS and sentencers), outlining the range of services made available by the CRC.

Premises and offices enable staff to deliver a high-quality service. The overall vision is to establish open-plan, airy environments in central locations, co-located with other services where possible. This vision has been mostly realised. The office settings provide a clear message that the organisation is professional and that service users are valued.

We inspected in five of the office locations, including co-located facilities in Grays and Basildon. There are problems concerning privacy and temperature regulation in some of the locations but the CRC is working hard to address them. Staff viewed any such problems as overridden in the shared locations by greatly eased referral and service user access to other helping agencies. We found well-established health and safety procedures in each location; indeed, we received an appropriate health and safety briefing when being inducted into the use of Sodexo buildings.

In implementing its women’s strategy, the CRC has a target to ensure women-only reporting arrangements in the six main towns in Essex by October 2018.

ICT systems enable staff to deliver a quality service. There is an extensive service level agreement to support staff in the use of ICT and to reflect the organisation’s understanding of ICT as a key enabler for the provision of high-quality services; 74 per cent of staff took a positive view of the ICT support provided. The relative stability of the ICT system supports agile working methods. Supply-chain staff can access the CRC systems directly, having been issued with laptop computers to facilitate this work.

We found active information exchange systems for all safeguarding concerns. There were some difficulties in practice, when staff failed, for example, to recognise the need to alert other agencies to new information in the light of changing risks of harm to the public.

Sodexo has developed a comprehensive electronic offender management system which underpins the operating model. This also can provide electronic versions of the Justice Star and Closeness to Change assessment tools. Technical complications with Her Majesty’s Prison and Probation Service’s (HMPPS) secure partner gateway has meant, however, that Sodexo is no longer pursuing full implementation of this system. A modified electronic functionality of the Sodexo offender management system is due to be rolled out during 2018/2019.

Analysis, evidence and learning are used effectively to drive improvement. There is a robust performance management culture in the CRC and this is gradually moving to encompass a quality management culture. The view expressed at the highest level of the organisation, with which we concur, is that this seems to be a logical progression in the process of change started in 2015.

Service improvement plans – for example, the women’s strategy – draw extensively on research and are complemented by an understanding of local data. As part of the progression towards improved quality of service, the CRC has recently appointed a Quality Development Officer and a Head of Quality and Practice Development.

The CRC has an active service user council and has demonstrated responses and improvements directly related to the points raised by the council.

Learning from serious further offences, domestic homicide reviews and serious case reviews is disseminated to individual members of staff and through team meetings (huddles).

2. Case supervision



Sodexo's Justice Star assessment tool provides a vehicle for delivering a personalised approach to assessing the needs of individuals under supervision. While that provides a good start to the assessment process, the follow-on work to assess, plan, deliver and review work associated with managing individuals' risks of harm was not done well enough or often enough. Cases managed by the hub lacked attention to the risks of harm associated with the case. Aspects of this work were better developed in relation to women who had offended.


Strengths:

- The new directions meetings (NDMs) at the start of the period of supervision provide an opportunity to start improving the quality of individuals' lives.
- The CRC's approach to women who have offended is showing great promise towards securing better quality of life outcomes.
- There is a good range of partnership and contracted service interventions available.

Areas for improvement:

- Staff and managers lack a sufficient focus on risk of harm issues. Practice development, through coaching and training, is underdeveloped in this area of work.
- The support given to black, Asian and minority ethnic service users, to help them engage with and complete their sentences, is limited.
- Telephone contact is appropriate for stand-alone unpaid work cases, or as a practical supplement to face-to-face contact. Too many complex cases are supervised by the hub.¹⁵

¹⁵ Essex CRC caseload data, 2018, suggests that 34 per cent of the cases were supervised in hubs, including 20 per cent of the total medium RoSH cases

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


The new directions meeting (NDM) is the first appointment that service users have for every new sentence. All cases are seen for an NDM by a generic responsible officer within the local management centre (LMC), regardless of their initial allocation, for the purposes of assessment and initial referral to interventions. The mode of supervision is determined at this early stage as either hub-based (telephone contact with the responsible officer) or LMC-based (face-to-face contact with the responsible officer). Hub-based cases may also have additional face-to-face contact with other colleagues, such as programmes staff, Community Integration Officers or other partners.

The Justice Star assessment is an effective tool for engaging with individuals, since it puts their viewpoint at the heart of the assessment. Most assessments we examined contained analysis of the individual's level of motivation, their needs associated with protected characteristics, and likely barriers to compliance with the sentence of the court. There was good evidence of service user participation in the assessment process.

We found that assessments maintained a sufficient focus on factors linked to offending and desistance in almost three-quarters of cases. The structure of Justice Star requires the rating of an appropriate range of needs commonly associated with offending. Within our case sample, those managed in the hub were less well engaged in the assessment process, with less focus on factors related to desistance and offending, compared with those managed in the LMCs.

Too few of the cases inspected maintained a sufficient focus on the risk of harm to the public. In one-third of the cases, there were current concerns about domestic abuse, and the same proportion of cases had current child safeguarding concerns. In almost all of these cases, the service user was the source of the concerns.

There was evidence in some cases of an appropriately investigative approach to gathering relevant information concerning risk of harm to the public. In too many cases, however, there was little exploration of concerns that indicated the potential to cause harm to others. This was found to be the case in relation to previous behaviour and in circumstances such as ongoing contact with children where there was evidence of current risk of harm.


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

The completion of plans for community orders, suspended sentence orders and post-release licence is a contractual measure. In the year to the end of May 2018, the measure required a plan to be completed within 15 working days of the allocated person’s first appointment. Essex CRC is almost 100 per cent compliant with this measure. Our inspection focus extends beyond the timely completion of plans to their quality, across a range of aspects.

We found that plans focused sufficiently on engaging the individual in just over three-quarters of cases. This led to responsible officers tailoring interventions according to individual need or ability. As with assessments, planning in hub-managed cases involved the individual less effectively. In these cases, we often found complexities, such as heightened vulnerability, risk of reoffending and potential to cause harm, which were not being addressed via the planning process.

In two-thirds of cases, planning focused sufficiently on factors linked to desistance and offending. We saw clear links between the assessment undertaken and written plans, and this was strongest among female, and black, Asian and minority ethnic service users. This was good evidence of responsible officers responding to individual circumstances and characteristics. The hub-managed cases inspected showed too few plans focused appropriately on the needs of the individual, however.

Too few of the plans we inspected focused sufficiently on keeping people safe, with the exception of the plans for black, Asian and minority ethnic service users. In these cases, we found evidence of good contingency planning in the event of a heightened risk of harm to others, and evidence of positive inter-agency work to understand and plan towards reducing this risk. This was in stark contrast to the hub-managed cases we inspected, none of which contained sufficient planning for keeping other people safe when required.

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

In most of the cases inspected, work with the individual started promptly and almost all enforcement decisions were made appropriately. Following enforcement action or recall, sufficient efforts were made to re-engage the individual in almost every case. In most of the female cases, we found good evidence of motivational work and appropriate referral to external agencies at the start of the sentence. This suggests that the delivery of a women-centred approach is achieving positive results. There was also good evidence of effective work with other agencies in respect of those with mental health problems. Within our inspected sample, access to a women’s group


varied from an almost immediate start to a six-month wait. This was clearly dependent on the availability of places in the group, which varied across the area.

Too few of the cases inspected maintained a sufficient focus on factors linked to offending and desistance, although this focus was generally more evident for women who had offended. In cases which demonstrated sufficient focus, partner agencies and contracted agencies often played a key role in delivering services. In just over half of the cases inspected, we found that the services delivered were those most likely to reduce reoffending, although more attention could have been paid to engaging 'significant others' to support desistance.

For black, Asian and minority ethnic individuals, we would have expected the CRC to have culturally sensitive methods to support people through their sentence. The high level of disengagement within this group of inspected cases suggests that the CRC needs to improve the level of support for these individuals. Hub-supervised cases often had complex needs and many did not respond well to telephone supervision. Poor levels of motivation and ingrained alcohol or substance misuse were not addressed through this medium of contact.

An appropriate focus on keeping other people safe was maintained in too few cases. This was a particular concern where the individual's risk of causing serious harm had been assessed as medium risk. The nature of RoSH classification means that, in these cases, there is a history of causing serious harm to others.

We found little consideration of home visiting; a reduction in the frequency of contact with the responsible officer to unsafe levels; an over-reliance on telephone reporting; very limited attention paid to historical domestic abuse; and failures to alert other agencies to identified concerns about risk of harm, such as contact with children. In hub cases, we found risks to children, concerns about radicalisation and risks to known potential victims, none of which had been addressed by the responsible officer.

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

When reviews were undertaken by the responsible officer, they were mostly done using the Justice Star tool. This involved a process of reflection with the individual in relation to the initial assessment. Many of these reviews had been initiated because of pre-inspection case preparation but, nonetheless, were available for inspection in most cases.

Most female and medium RoSH cases had been reviewed, but too few black, Asian and minority ethnic and hub-based cases had been. We found, in respect of black, Asian and minority ethnic service users, that cases were usually missing a review because of the non-compliance of the individual. For hub-supervised cases, we found that, even when reviews had been undertaken, they were of limited value and did not incorporate key issues such as the need to provide information to the police or children's social care services.

A reasonable majority of reviews focused on factors linked to offending and desistance. Reviews were generally appropriate, changing the plan for supervision where necessary, but there was little evidence of partner agency contributions to the reviews.

Reviewing was insufficiently focused on keeping other people safe in half of the cases inspected. There was evidence of very good reviewing in a small number of cases, with plans adjusted in line with changing circumstances, which included behaviour suggesting a heightened risk of harm to self or others. In most cases supervised in the hub, by contrast, the responsible officer had failed to recognise or revise plans in the light of similar factors.

4. Unpaid work and Through the Gate

CRC

Unpaid work – or community payback, as it is referred to locally – is a requirement of a community order or suspended sentence order, requiring individuals to undertake between 40 and 300 hours of work within a year of the sentence being passed. Within these hours, there is scope to offer educational and employment-related interventions, for up to a maximum of 20 per cent of the time, to optimise the development of individuals on the scheme. The CRC provide a good range of placements of social value, including: conservation and environmental work; safer communities work; painting and decorating; and charity support through individual placements.


Essex CRC is the lead provider of the Through the Gate service at HM Prison Chelmsford and provides some of the service at HM Prison Highpoint in nearby Suffolk. Through the Gate provision was established in June 2015 as a central part of the *Transforming Rehabilitation* policy. The scheme focuses on the resettlement needs of CRC and NPS prisoners alike, and, locally, is delivered in prison by staff employed by the charity, Nacro. In the community in Essex, the work of the responsible officer is supported by Community Integration Officers, who provide services for released prisoners in respect of accommodation; employment; and, finance, benefits and debt.

Strengths:

- Unpaid work staff are highly motivated and well-integrated into the company's ICT provision.
- The unpaid work scheme is supported by skilled, knowledgeable and committed middle managers.
- In Nacro, the CRC has a highly motivated provider of the custodial elements of the Through the Gate service. Nacro also deliver some post-release work, including running a resettlement group.
- The Essex CRC Through the Gate scheme has the additional support of Community Integration Officers. These are an under-used resource.

Areas for improvement:

- Access to educational and employment-related interventions is limited within the community payback scheme. This means that opportunities to develop individuals in this area of need are missed.
- The rate of completion of the initial Basic Custody Screening Tool (BCST) by prison staff working within HM Prison Chelmsford is low. This reduces the amount of information available to those delivering the Through the Gate services on the CRC's behalf.
- The CRC's Through the Gate approach shows promise, but would benefit from a thorough review in order to maximise the potential for positive resettlement outcomes.

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


In almost all of the unpaid work cases inspected, there was sufficient assessment activity to demonstrate an individualised approach to the allocation of the person to the unpaid work placement. These assessments consistently considered diversity matters and the impact these would have on the likelihood of completion of unpaid work. Assessments were well founded, showed consideration of all relevant sources of information, and addressed the health, safety and potential vulnerability of the individual during their unpaid work placement.

All unpaid work supervisors had laptop computers and there was time allocated to read and consider the assessment work undertaken. Concerns about the level of risk of harm posed by an individual were identified before the start of the work placement, and there were specific arrangements for individuals convicted of sexual offences and those identified as having gang affiliation.

When individual concerns emerged during the unpaid work placement, there was only limited capacity to respond to these changes in circumstances, such as when previously undisclosed health problems emerged, for example. The staff supervising unpaid work expressed some concern that the location of the responsible officer was often in the hub, where only telephone contact was offered; this meant that any such concerns presented by the service user usually had to be resolved by the work supervisor, alongside overseeing the delivery of group placements. In these circumstances, compliance with the successful delivery of the unpaid work requirement could be jeopardised.

In many cases, the work undertaken provided opportunities for reparation and rehabilitation. Feedback on progress during unpaid work was routinely provided to the responsible officer in almost all of the cases inspected, although the staff supervising unpaid work told us that their information was often ignored by the receiving officer. We found no evidence of direct links between unpaid work and the pursuit of educational outcomes. Given that each service user is permitted to use 20 per cent of the sentenced hours for this activity, this is an underdeveloped aspect of the delivery of the Essex CRC scheme.

We found that the sentence of the court was delivered appropriately in two-thirds of the unpaid work cases inspected. Cases started promptly, missed appointments were recorded, professional judgements were pertinent to the case, and appropriate enforcement action was taken.

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

The results of our Through the Gate case inspection were mixed. Too many of the cases had no identifiable record of a plan, largely because the required documentation had not been completed by prison staff at the start of the prison sentence. In some cases, Nacro staff had uploaded an alternative assessment and plan onto the case management system, nDelius, to work around this problem. Where plans were recorded, there was some evidence of involvement of the prisoner but links between the plan and meaningful resettlement activity were weak.

The most frequently identified resettlement needs were financial and accommodation-related matters. Speaking to staff working in prison, it was clear that work was being delivered to support the prisoner in resolving a range of financial matters, such as freezing court fines, delaying payments on direct debits and giving mortgage advice. In the cases we inspected, staff usually prioritised accessing accommodation and housing support for prisoners. This was understandable, and laudable, given the pressing nature for many to find a home on release.

In a small number of Through the Gate cases (three of the fifteen inspected), we found tangible links between the resettlement work done in prison and that carried out by the Community Integration Officer or other service providers before release. In these cases, we found that services could be accessed on the day of release. In too many of the cases inspected, however, there was either no plan for release or the plan did not address the prisoner's needs. Too often, we found that identified needs were overlooked, or that activity undertaken did not relate to the actual plan.

Annex 1: Methodology

The inspection methodology is summarised below, linked to the three domains within our standards framework. Our focus was on obtaining evidence against the standards, key questions and prompts within our inspection framework.

Domain one: organisational delivery

The provider submitted evidence in advance, and the CRC Chief Executive Officer and the Essex Director 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 35 individual responsible officers, asking them about their experiences of training, development, management supervision and leadership. Various meetings and focus groups were held, allowing us to triangulate evidence and information. In total, we conducted 45 such events. The evidence explored under this domain was judged against our published ratings characteristics.¹⁶

Domain two: case supervision

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

We examined 100 cases from across three LMCs. 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 RoSH level matched those in the eligible population.

¹⁶ HMI Probation's domain one ratings characteristics can be found here: <https://www.justiceinspectors.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Probation-Domain-One-rating-characteristics-March-18-final.pdf>

Domain three: sector-specific work

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

Unpaid work

We examined 36 cases with unpaid work requirements which had started 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 RoSH level matched those in the eligible population. We used the case management and assessment systems to inspect these cases.

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

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

Through the Gate

We examined 15 custodial cases in which the individual was released six weeks earlier on licence or post-sentence supervision from the CRC's resettlement prisons over a two-week period. The sample included those entitled to pre-release Through the Gate services from the CRC who were then supervised post-release by the CRC or by the NPS. We used the case management and assessment systems to inspect these cases.

We also held meetings with the following individuals/groups:

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

Annex 2: Inspection results: domains two and three

2. Case supervision

Standard/Key question	Rating/% yes
2.1. Assessment Assessment is well-informed, analytical and personalised, actively involving the service user	Requires Improvement
2.1.1. Does assessment focus sufficiently on engaging the service user?	82%
2.1.2. Does assessment focus sufficiently on the factors linked to offending and desistance?	73%
2.1.3. Does assessment focus sufficiently on keeping other people safe?	59%
2.2. Planning Planning is well-informed, holistic and personalised, actively involving the service user.	Requires improvement
2.2.1. Does planning focus sufficiently on engaging the service user?	77%
2.2.2. Does planning focus sufficiently on reducing reoffending and supporting the service user's desistance?	67%
2.2.3. Does planning focus sufficiently on keeping other people safe? ¹⁷	51%
2.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging the service user	Inadequate
2.3.1. Is the sentence/post-custody period implemented effectively with a focus on engaging the service user?	75%
2.3.2. Does the implementation and delivery of services effectively support the service user's desistance?	51%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	37%

¹⁷ Please note: percentages relating to questions 2.2.3, 2.3.3 and 2.4.3 are calculated for the *relevant* sub-sample - that is, those cases where RoSH matters apply - rather than for the *total* inspected sample.

2.4. Reviewing	Requires Improvement¹⁸
Reviewing of progress is well-informed, analytical and personalised, actively involving the service user	
2.4.1. Does reviewing focus sufficiently on supporting the service user's compliance and engagement?	76%
2.4.2. Does reviewing focus sufficiently on supporting the service user's desistance?	71%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	49%

4. CRC-specific work

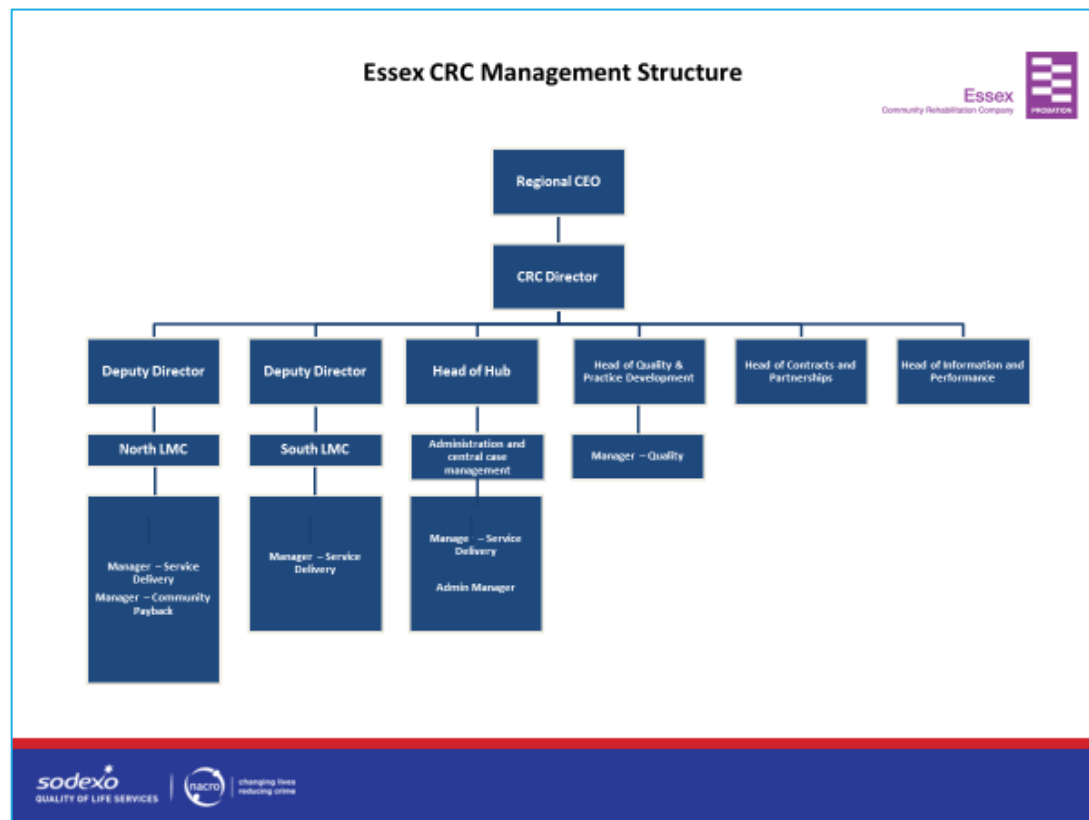
Standard/Key question	Rating/% yes
4.1. Unpaid work	Good
Unpaid work is delivered safely and effectively, engaging the service user in line with the expectations of the court	
4.1.1. Does assessment focus on the key issues relevant to unpaid work?	86%
4.1.2. Do arrangements for unpaid work focus sufficiently on supporting the service user's engagement and compliance with the sentence?	69%
4.1.3. Do arrangements for unpaid work maximise the opportunity for the service user's personal development?	72%
4.1.4. Is the sentence of the court implemented appropriately?	67%
4.2. Through the Gate	Requires improvement¹⁹
Through the Gate services are personalised and coordinated, addressing the service user's resettlement needs	
4.2.1. Does resettlement planning focus sufficiently on the service user's resettlement needs and on factors linked to offending and desistance?	47%
4.2.2. Does resettlement activity focus sufficiently on supporting the service user's resettlement?	53%
4.2.3. Is there effective coordination of resettlement activity?	53%

¹⁸ The calculated scores against the standard suggested this was a borderline inadequate rating. The ratings panel agreed that this was a marginal decision affected by a small number of cases and therefore agreed that the score be adjusted to reflect this..

¹⁹ The calculated scores against the standard suggested this was a borderline inadequate rating. The ratings panel agreed there was evidence of positive work being done on Through The Gate and that the ratings should be adjusted to reflect this work.

Annex 3: Operating model and map

Essex CRC – Model of delivery



Source: Essex CRC

Allocation to banding

Cases held by Essex CRC will be placed into one of four colour-coded bandings, and the hub intake team (HIT) will allocate the initial band in nDelius on allocation from the NPS to the CRC. To assist with this, the HIT will check whether the NPS DV/safeguarding checks have been started; if not, the HIT will do this to assist with allocation. The HIT will add the relevant flags and registers (for example, Integrated Offender Management (IOM) flag, safeguarding flag), if this information is available at the point of initial allocation.

The responsible officer must then confirm the banding following the NDM (induction), when further information and assessment may mean that the banding changes. Responsible officers must ensure that the banding and allocation are reviewed at appropriate times.

Green band: Low RoSH and low OGRS (under 50 per cent), plus custody cases where there is over a year to serve in prison. Green band cases are all held by hub-based responsible officers.

Yellow band: Either low RoSH and OGRS over 50 per cent or medium RoSH and OGRS under 50 per cent. (In the future, this will also incorporate the Closeness 2

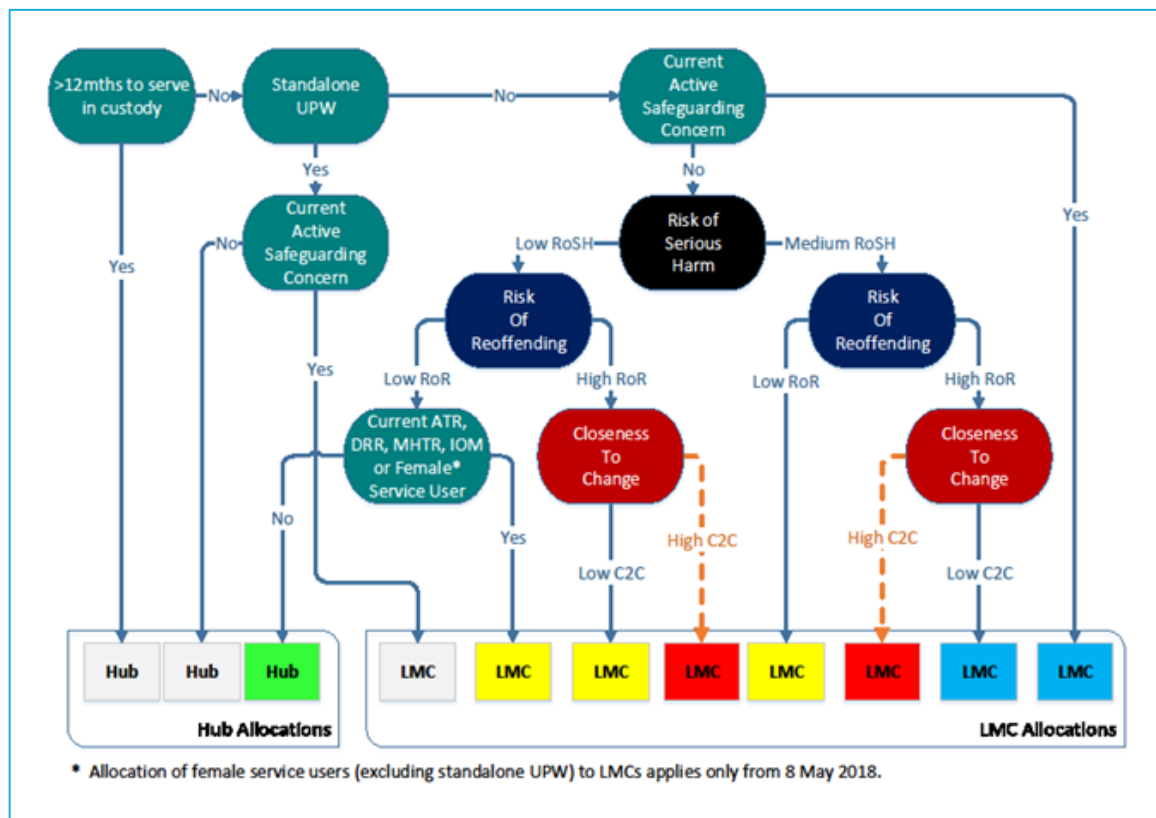
Change (C2C) assessment, which for this banding would be low). Yellow band cases may be held by hub or LMC responsible officers.

Red band: Either low RoSH and OGRS over 50 per cent or medium RoSH and OGRS under 50 per cent. (In the future, this will include a high C2C assessment). Red band cases are held by LMC responsible officers.

Blue band: Medium RoSH and OGRS over 50 per cent. (In the future, low C2C too), or cases with any active safeguarding concerns, including:

- having contact with children subject to Child Protection or Child in Need plans
- serving a current sentence, or being the subject of current investigations, for domestic abuse, or having an extensive history of domestic abuse
- being a current victim of domestic or sexual abuse, or having an extensive history of being the victim of such abuse
- a risk to self; risk of self-harm and suicide.

Blue band cases are held by LMC responsible officers.



Source: Essex CRC

Exceptions to banding:

1. Unpaid work stand-alone cases are held by hub responsible officers and should be unbanded – unless there are identified active safeguarding concerns. If this is the case, the case should be allocated to an LMC

responsible officer. The relevant flags and registers must be added to nDelius, to reflect whether there are the above concerns.

2. IOM cases and cases with drug rehabilitation requirements (DRR), alcohol treatment requirements (ATR) and mental health treatment requirements (MHTR) are excluded from the green banding and must be held by LMC-based responsible officers, and should be allocated to yellow banding, at a minimum.
3. Since 08 May 2018, new female service users allocated to the CRC (apart from those on stand-alone unpaid work orders) have been banded, but allocated to an LMC responsible officer, irrespective of the banding outcome.

N.B. Until the C2C tool is rolled out, an interim banding method will be used which is based on OGRS, RoSH and responsible officer professional judgement about readiness to change.

Custody cases

Cases sentenced to custody of more than 12 months should be allocated to a hub responsible officer and left unbanded. Once there is less than 12 months left to serve, the hub responsible officer will decide whether the case should be held by an LMC responsible officer.

NDMs

The NDM is the first appointment that service users have for every new sentence. All cases are seen for a NDM by an LMC responsible officer, regardless of their initial allocation. Hub cases, although allocated to a hub responsible officer, will be seen for the NDM by an LMC responsible officer. If the HIT identifies the case as a likely hub case, then, ideally, the case should have an NDM with an RO3. The HIT should use the guidance below to identify whether a case should be allocated to an RO3/RO4 – although this may not always ensure that the case remains with the responsible officer conducting the NDM. The LMC responsible officer will complete the full NDM (including assessment and referrals, as indicated below). If the service user does not attend their NDM, the LMC responsible officer is responsible for recording the failure to attend in nDelius and arranging another appointment, while the hub responsible officer retains responsibility for enforcement and other case management work.

It is the expectation that female service users should be allocated to a female responsible officer unless there is an explicit request to have a male responsible officer. During the intake process, new cases will be asked whether they want to have their NDM with a female responsible officer.

Through the intake process and the NDM journey, the case must have accurate registers and flags added by whoever receives the information. The final check of the registers and flags should be made by the responsible officer who undertakes the NDM. These flags and registers should be monitored throughout the life of the order and changed when circumstances change.

Assignment of RO4/RO3 as responsible officer/PEP candidates

Managers of service delivery will ensure that cases are allocated on the basis of matching the level of qualification with the RoSH represented by the service user. Cases to be allocated to RO4s comprise:

- cases allocated, or returned, to the CRC with a request for a risk review
- cases returned to the CRC following a risk review, where it is the manager's professional judgement that the case is still high risk
- cases previously assessed as high/very high RoSH
- cases where a manager of service delivery agrees the presence of case-specific circumstances or complexities that require the knowledge, experience and skill level of an RO4 to manage them.

Reallocation of cases

Cases can be reallocated at any point throughout an individual's sentence if there are changes in risk, need and engagement. Managers of service delivery should oversee the reallocation of cases between the LMCs and hub responsible officers. The principles applied to initial allocation are therefore used to guide the reallocation of cases throughout the life of the sentence. To ensure that cases are able to be reallocated quickly and appropriately, the responsible officer holding the case must ensure that the case record, including flags, is updated and current. They should raise any requests for reallocation to a manager of service delivery, who will evaluate and make a final decision on reallocation. Once this decision is made, the process should be swift and the case handed over effectively.

Available services and involvement of the third sector

Nacro Through the Gate in-custody service

Nacro Attitudes, Thinking and Behaviour (RAR) and Resettlement Group (for all licence cases)

Nacro Community Mentoring Service, including meet at the gate

Open Road Women's Service – women's programme and mentoring

Substance misuse service – mentoring service

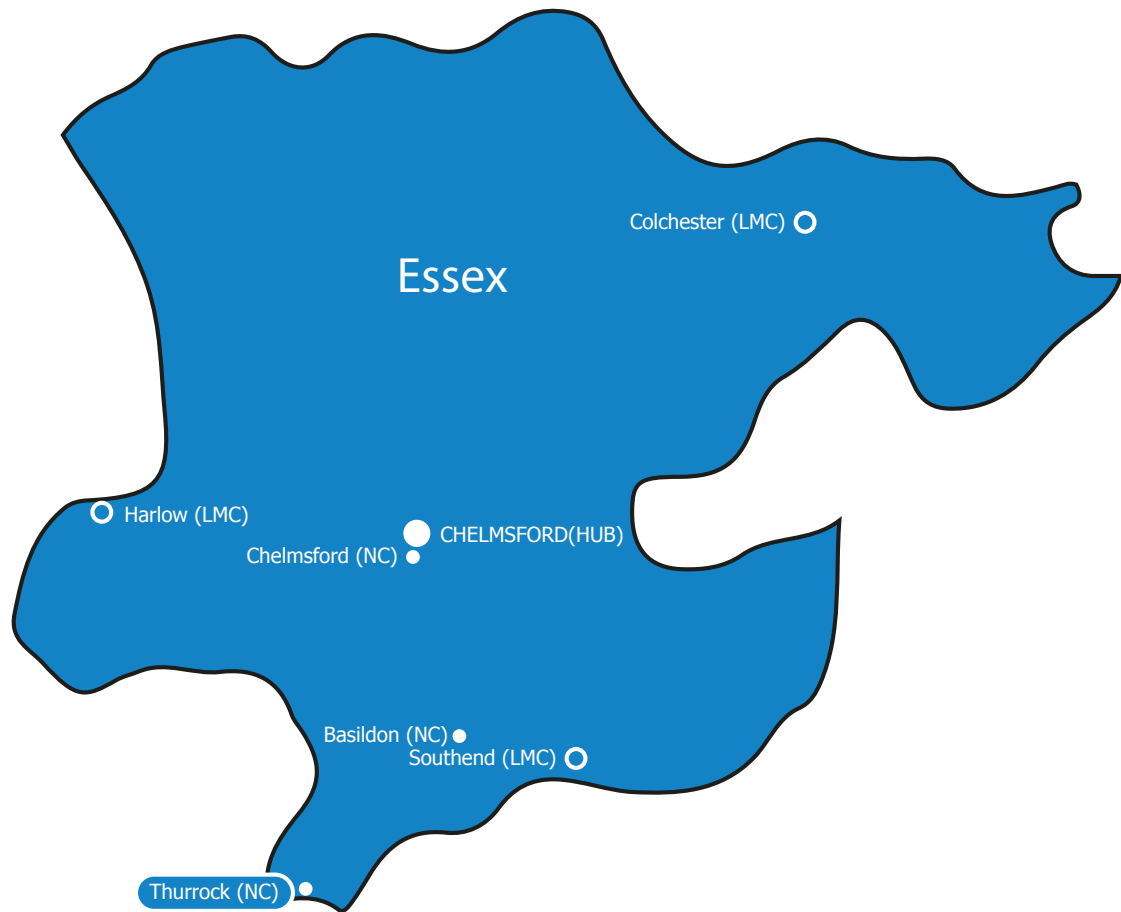
Ormiston Families – one-to-one family support service, provides people to attend development sessions. Service users are involved in co-production. Excellent feedback. This includes responsible officer involvement in the final session.

Rainbow Services – workshop for community payback/unpaid work.

User Voice – service user council which contributes to service user employment.

In addition, the CRC had taken the time to ensure that there were good links with other mainstream services, of which there were many examples, providing services within CRC offices relating to education, training and employment, housing and so on.

Map of the area



Annex 4: Glossary

Accredited programme	A programme of work delivered to offenders in groups or individually through a requirement in a community order or a suspended sentence order, or as part of a custodial sentence or a condition in a prison licence. Accredited programmes are accredited by the Correctional Services Accredited Panel as being effective in reducing the likelihood of reoffending
Allocation	The process by which a decision is made about whether an offender will be supervised by a CRC or the NPS
Approach	The overall way in which something is made to happen; an approach comprises processes and structured actions within a framework of principles and policies
Assessment	The process by which a decision is made about the things an individual needs to do to reduce the likelihood of them reoffending and/or causing further harm
ATR	Alcohol treatment requirement: a requirement that a court may attach to a community or suspended sentence order aimed at tackling alcohol abuse
Barriers	The things that make it difficult for a service user to change
BCST	Basic custody screening tool: an initial assessment of a prisoner's needs and risks on arrival into prison. Part one is completed by prison staff, normally within 72 hours of the prisoner's arrival; part two is completed by prison-based CRC staff (or staff commissioned by the CRC) within five days of part one being completed. Part two forms the resettlement plan for the prisoner
Breach (of an order or licence)	Where an offender fails to comply with the conditions of a court order or licence. Enforcement action may be taken to return the offender to court for additional action or recall them to prison
Child protection	Work to make sure that that all reasonable action has been taken to keep to a minimum the risk of a child coming to harm
Child safeguarding	The ability to demonstrate that a child or young person's well-being has been 'safeguarded'. This includes – but can be broader than – child protection. The term 'safeguarding' is also used in relation to vulnerable adults
CRC	Community Rehabilitation Company: 21 CRCs were set up in June 2014, to manage most offenders who present a low or medium risk of serious harm
Criminal justice system	Involves any or all of the agencies involved in upholding and implementing the law – police, courts, youth offending teams, probation and prisons
Desistance	The cessation of offending or other antisocial behaviour

Diversity	The extent to which people within an organisation recognise, appreciate and utilise the characteristics that make an organisation and its service users unique. Diversity can relate to age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex
Domestic homicide review	A locally conducted multi-agency review of the circumstances in which the death of a person aged 16 or over has, or appears to have, resulted from violence, abuse or neglect by: <ul style="list-style-type: none"> • a person to whom he or she was related, or with whom he or she was or had been in an intimate personal relationship; or • a member of the same household as himself or herself
DRR	Drug Rehabilitation Requirement: a requirement that a court may attach to a community or suspended sentence order aimed at tackling drugs misuse
Enforcement	Action taken by a responsible officer in response to an individual's non-compliance with a community sentence or licence. Enforcement can be punitive or motivational
Equality	Ensuring that everyone is treated with dignity and respect, regardless of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and sex. It also means recognising that diverse groups have different needs, and ensuring that they have equal and fair access to appropriate opportunities
HMPPS	Her Majesty's Prison and Probation Service: from 01 April 2017, HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the Ministry of Justice took on responsibility for overall policy direction, setting standards, scrutinising prison performance and commissioning services. These used to fall under the remit of the National Offender Management Service (the agency that has been replaced by HMPPS)
Huddle	The name given to team meetings in the Essex CRC
IOM	Integrated Offender Management: a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together
Intervention	Work with an individual that is designed to change their offending behaviour and/or to support public protection. A constructive intervention is where the primary purpose is to reduce likelihood of reoffending. A restrictive intervention is where the primary purpose is to keep to a minimum the individual's risk of harm to others. With a sexual offender, for example, a constructive intervention might be to put them through an accredited sex offender programme; a restrictive intervention (to minimise their risk of harm) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. Both types of intervention are important

Licence	This is a period of supervision immediately following release from custody and is typically implemented after an offender has served half of their sentence. Any breaches to the conditions of the licence can lead to a recall to prison, where the offender could remain in custody for the duration of their original sentence
LMC	Local management centre: an operational office where individuals are seen by their responsible officer
Mentoring	The advice and guidance offered by a more experienced person to develop an individual's potential
Nacro	Formerly known by the acronym of NACRO (National Association for the Care and Resettlement of Offenders), Nacro is a social justice charity which for over 50 years has offered a range of services to support people to change their lives and to prevent crime and the risk of reoffending
nDelius	National Delius: the approved case management system used by the CRCs and the NPS in England and Wales
NDM	New directions meeting: the first appointment for the individual following sentence to a community order or release from prison
NPS	National Probation Service: a single national service that came into being in June 2014. Its role is to deliver services to courts and to manage specific groups of offenders, including those presenting a high or very high risk of serious harm and those subject to MAPPA in England and Wales
OASys	Offender Assessment System: currently used in England and Wales by the CRCs and the NPS to measure the risks and needs of offenders under supervision
Offender management	A core principle of offender management is that a single practitioner takes responsibility for managing an offender through the period they are serving their sentence, whether in custody or the community
OGRS	Offender Group Reconviction Score: a predictor of reoffending based on static risks: age, gender and criminal history
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with a CRC or the NPS
Post-sentence supervision	Post-sentence supervision: brought in via the <i>Offender Rehabilitation Act 2014</i> , the PSS is a period of supervision following the end of a licence. Breaches are enforced by the magistrates' court
Pre-sentence report	This refers to any report prepared for a court, whether delivered orally or in a written format
Probation officer	This is the term for a responsible officer who has completed a higher-education-based professional qualification. The name of the qualification and content of the training varies depending on when it was undertaken. They manage more complex cases

Providers	Providers deliver a service or input commissioned by and provided under contract to a CRC or the NPS. This includes the staff and services provided under the contract, even when they are integrated or located within a CRC or the NPS
Rate card	A directory of services offered by the CRC for use with the NPS with their offenders, detailing the price
RAR	Rehabilitation activity requirement: from February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts can specify a number of RAR days within an order; it is for probation services to decide on the precise work to be done during the RAR days awarded
Responsible officer	The term used for the officer (previously entitled 'offender manager') who holds lead responsibility for managing a case
RoSH	Risk of serious harm: a term used in OASys. All cases are classified as presenting a low/medium/high/very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term 'risk of harm' when referring to the analysis which must take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term 'risk of serious harm' only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to those offenders for whom lower impact/severity harmful behaviour is probable
Serious case review	An enquiry which takes place in England after a child dies or is seriously injured and abuse or neglect is thought to be involved. It looks at lessons that can help prevent similar incidents from happening in the future. The equivalent enquiry in Wales is known as a child practice review
Serious further offence	Where a service user subject to (or recently subject to) probation commits one of a number of serious offences (such as murder, manslaughter, rape and so on). The CRC and/or NPS must notify HMPPS of any such individual charged with one of these offences. A review is then conducted, with a view to identifying lessons learned
SEEDS	Skills for Effective Engagement Development and Supervision: a skills-based practice framework for enhancing offender engagement. The approach is supported by a standard Check-in, Review, Implement, Summarise, Set tasks (CRISS) supervision agenda
Stakeholder	A person, group or organisation that has a direct or indirect stake or interest in the organisation because it can either affect the organisation or be affected by it. Examples of external stakeholders are owners (shareholders), customers, suppliers, partners, government agencies and representatives of the community. Example of internal stakeholders are people or groups of people within the organisation
Supply chain	Providers of services commissioned by the CRC
Suspended sentence order	A custodial sentence that is suspended and carried out in the community

Third sector	The third sector includes voluntary and community organisations (both registered charities and other organisations such as associations, self-help groups and community groups), social enterprises, mutuals and cooperatives
Through the Gate	Through the Gate services are designed to help those sentenced to more than one day in prison to settle back into the community upon release and receive rehabilitation support so they can turn their lives around
Transforming Rehabilitation	The government's programme for how offenders are managed in England and Wales from June 2014
Unpaid work	A court can include an unpaid work requirement as part of a community order. Offenders can be required to work for up to 300 hours on community projects under supervision. Since February 2015, unpaid work has been delivered by CRCs
Workload management tool	A tool to calculate the overall workload of an individual responsible officer. It takes into account numbers and types of cases



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