

LEICESTERSHIRE SAFER COMMUNITIES STRATEGY BOARD:
23 MARCH 2018

LSCSB UPDATE: THE DERBYSHIRE, LEICESTERSHIRE,
NOTTINGHAMSHIRE AND RUTLAND COMMUNITY
REHABILITATION COMPANY (DLNR CRC)

Purpose and Background

1. DLNR was established as a Community Rehabilitation Company under the Government's Transforming Rehabilitation Reforms. Since February 2015, DLNR CRC has been owned by the Reducing Reoffending Partnership (RRP)¹, a company which also owns the neighbouring CRC in Staffordshire and West Midlands (SWM CRC). Between February 2015 and January 2017, both CRCs have undergone a Transformation Programme which has brought about significant change in relation to the operating model, resourcing and infrastructure.
2. DLNR CRC is responsible for the supervision of adult offenders who are at low and medium risk of harm, the provision of a range of rehabilitative interventions for CRC and National Probation Service (NPS) cases and the delivery of 'Through the Gate' (TTG) services in Resettlement Prisons including HMP Leicester. The contract management for these services is through HM Prisons and Probation Services (HMPPS) within the Ministry of Justice. The contract length is seven years with the possibility of extension by a further three years. It is currently contract year four.
3. This paper provides an overview of recent developments within the DLNR CRC including an outline of the organisational structure, the current operating model, the performance framework in relation to reducing reoffending and the priorities for 2018, as relevant to community safety partners.

Notable developments and challenges:

4. The Transformation Programme has brought about a number of changes to organisational structure and the core operating model. A summary of these is outlined below.

Organisational Structure

5. The corporate Head Office for RRP is in Birmingham wherein the Chief Executive Officer, Adam Hart, and Corporate Services are based. The

¹ The Reducing Reoffending Partnership comprises of three organisations:

- Ingeus UK – a private sector provider of employment and health services.
- St Giles Trust – a charity working with offenders in prisons and communities.
- Change, Grow, Live (CGL) – a large substance misuse charity.

Executive Team and Corporate Services span both DLNR and SWM CRCs. Shared services include:

- Financial Services;
 - People Services (including Human Resources and Learning and Development);
 - Compliance, Risk and Quality Management Team;
 - Analysis and Change Unit (including performance);
 - Communications and Public Relations;
 - Supply Chain and Contract Management.
6. Operations are organised at CRC level. Ben Wild, a member of the RRP Executive Team, is the Director of Operations for DLNR CRC and four senior managers have responsibility for all service delivery functions across the region. The structure of operations in DLNR CRC, and in particular Leicestershire and Rutland, is outlined in Appendix A. The Board will note that there has been a recent change in Senior Management for Leicestershire and Rutland with Bob Bearne and Grace Strong taking on the local senior leadership of LLR.

Operating Model

7. The key elements of the CRC's operating model are outlined below.

Case Management

8. There are three generic Case Management Teams operating in Leicestershire and Rutland responsible for a total 1964 offenders in custody or subject to statutory supervision in the community. The current structure of these teams means that they incorporate a mixed city and county caseload². A fourth team is located within Integrated Offender Management, with a total caseload of 116, which again covers both city and county. The three generic teams are based in the Leicester City Office (Friar Lane) but also deliver in a range of partner and community sites across the county, as follows:
- Loughborough: NPS Offices (5 days)
 - Melton: Melton Borough Council offices (5 days)
 - Oakham: Rutland County Council offices (1 day)
 - Market Harborough: Harborough District Council offices (1 day)
 - Coalville: Marlene Reid Centre (5 days)
 - Hinckley: Atkins Building (3 days)
9. Our Case Management Framework supports Case Managers to explicitly prioritise cases and focus resources on those cases that pose the highest risk of harm and reoffending and where rehabilitative intervention is likely to have

² The **Leicester North Team** covers Loughborough, Soar Valley and surrounding area, The **Leicester East Team** covers Melton, Rutland, Oadby and Wigston, Market Harborough and surrounding area and The **Leicester West Team** covers Blaby, Hinckley, Coalville and surrounding area.

the greatest impact. Whilst one-to-one work is a key element to the model there is also a much greater emphasis on group activities and interventions than has previously been the case in probation services. As such, all teams run a suite of group-based Pathway Interventions which are detailed below and in Appendix B.

10. The average caseload in Leicestershire and Rutland per practitioner is currently the highest in DLNR at 64.5 service users (offenders). Whilst this is lower than has recently been the case, there is on-going work to bring it in-line with the rest of the region (currently at 57.1). This involves ensuring capacity across Leicestershire and Rutland is being utilised effectively and pursuing further recruitment of practitioners where needed.

Interventions and Services

11. A range of in-house interventions and services are delivered including the following:
 - i. **Community Payback:** Managing CRC and NPS Service Users subject to Unpaid Work Requirements;
 - ii. **Accredited Programmes:** Delivering Accredited Programmes³ to CRC and NPS Service Users with a requirement as part of a community sentence or post-release supervision;
 - iii. **Housing and Welfare:** Providing specialist advice and intervention in relation to Housing and Finance, Benefit and Debt. The service includes the provision of wrap-around support and an accommodation fund which is used to support the commissioning of accommodation projects, such as the 'reserve bed' scheme and rent deposit schemes;
 - iv. **Peer Mentoring:** Delivering a peer mentor scheme wherein Service Users who have made sufficient progress can train and volunteer as peer mentors and support the design and delivery of CRC services. DLNR CRC also gives employment opportunities to ex-service users to provide progression routes from peer mentoring into employment;
 - v. **Attendance Centre:** Delivering a newly designed programme, 'Fast Forward,' to 18-24 year olds subject to Attendance Centre Requirements;
 - vi. **Pathway Interventions:** Delivering a suite of structured, brief interventions designed to be delivered in group as part of a Rehabilitation Activity Requirement or post-release licence to both CRC and NPS service users. These are outlined in Appendix B;
 - vii. **Health Trainers:** Leicestershire and Rutland is the only area in DLNR with a dedicated Health Trainer team. This is commissioned/funded by the NHS.

Commissioned Services

³ DLNR CRC currently run the following accredited programmes: Building Better Relationships (Domestic Abuse), Thinking Skills Programme, Drink Impaired Drivers, Control of Violence for Angry Impulsive Drinkers and Resolve (addresses violence; emotional and instrumental).

12. DLNR and SWM CRC have commissioned a number of specialist interventions and services since February 2015. These include:
 - i. **An Education, Training and Employment Service**
 - ii. **Women’s Services**
 - iii. **Foundations of Rehabilitation** (a group work programme based on principles known to support offenders desistance from offending)
 - iv. **A Peer Advisor Scheme**
 - v. **A Community Volunteers Service**
 - vi. **Two Service User Councils**
13. A brief overview of commissioned services, including details of the current provider, is outlined in Appendix C.

Resettlement (‘Through the Gate’) Services

14. There are Through the Gate (TTG) Teams in all resettlement prisons within DLNR (and HMP Peterborough) including the local prison, HMP Leicester. The Through the Gate service was brought about through the Transforming Rehabilitation reforms. TTG Teams are responsible for the completion of initial assessments in relation to any tenancy, employment, safeguarding and finance, benefit and debt issues that require immediate attention and the completion of a Resettlement Plan.
15. The main focus of the TTG Team’s work takes place when a prisoner enters the last three months of their sentence, at which point the Resettlement Plan is reviewed and work is undertaken to prepare for release. This includes attending a Resettlement Fayre which in HMP Leicester involves agencies such as Turning Point and the National Careers Service as well as community based agencies such as Action Homeless, Citizens Advice Bureau, Clockwise Bank, Princes Trust, Leicestershire Cares (WIRE project) and Leicester Charity Link. A number of workshops are also attended prior to release including Money Management, Housing Options, Princes Trust and Leicester YMCA. The Making Amends and the Foundations of Rehabilitation (Appendix B) are also delivered within HMP Leicester. The team work closely with St Giles Trust to support the provision of Peer Advisors⁴.
16. HMP Leicester was recently the focus of an unannounced HM Inspectorate of Probation inspection. The outcome of the inspection was positive and initial feedback from HMIP was that CRC provision at HMP Leicester is “particularly strong”.

Customer Service Centre

17. A central Customer Service Centre (CSC) provides the majority of call handling for service users, partners⁵ and beneficiaries and undertakes the majority of administrative support for probation practitioners. The DLNR CSC is based in the city of Nottingham.

⁴ Peer Advisors are trusted prisoners who are able to study for their Information Advice Guidance (IAG) qualification.

⁵ There is a dedicated number for partners: 0121 273 5000

Partnerships

18. At a service delivery level, DLNR CRC continues to work closely with a range of agencies and services in order to protect the public and reduce reoffending, which includes having staff co-located with partners at Mansfield House Police Station. DLNR CRC also co-delivers with Leicestershire Police, the 'Engage' project, providing out-of-court disposals (conditional cautions and community resolutions) for Young Adults.
19. DLNR CRC has one Partnership Manager, Deborah Gray, who engages with partners and boards across the whole area. The current priorities for this role are to develop those operational and strategic partnerships which assist in addressing the health issues that are linked to reoffending. Invariably wider partnership engagement, including meeting statutory responsibilities, falls to local senior and middle managers. It is acknowledged that in Leicestershire and Rutland there has been insufficient engagement by the CRC in recent years. The new Senior Managers for Leicestershire and Rutland area are currently reviewing local partnership engagement with a view to increasing this over the forthcoming months. This includes ensuring regular attendance at the LSCSB.

Payment Mechanism and Performance

20. The Board will be aware that CRC's funding is obtained through the following mechanisms:
 - i. Fee for Service: Payment for managing service users and delivering the sentence of the court. This is essentially the CRC's core funding and it includes a fixed and a variable element.
 - ii. Fee for Use: Payment for delivering interventions to NPS service users (through the 'rate card')
 - iii. Payment by Results: Payment for reducing re-offending (binary and frequency measures)⁶
21. The payment mechanism presents resource challenges for CRCs not least due to the recent fall in community sentence volumes and the NPS's use of services through the rate card not being fixed or guaranteed. Furthermore, CRCs incur financial penalties for not meeting performance measures in Service delivery or for failing to meet targets in relation to Reducing Reoffending. These factors have presented challenges in relation to resources and are currently under review at a national level. In recent months a higher proportion of the Fee for Service has been fixed, providing more stability than has previously been the case.
22. Performance is measured in two key areas:
 - i. Schedule 9 performance - there are 12 Service Levels in CRC's performance framework which includes targets in relation to timeliness

⁶ Binary refers to whether an offender reoffends, frequency is the number of reoffences per reoffender.

of first contact, timeliness of assessments and completion of requirements and sentences.

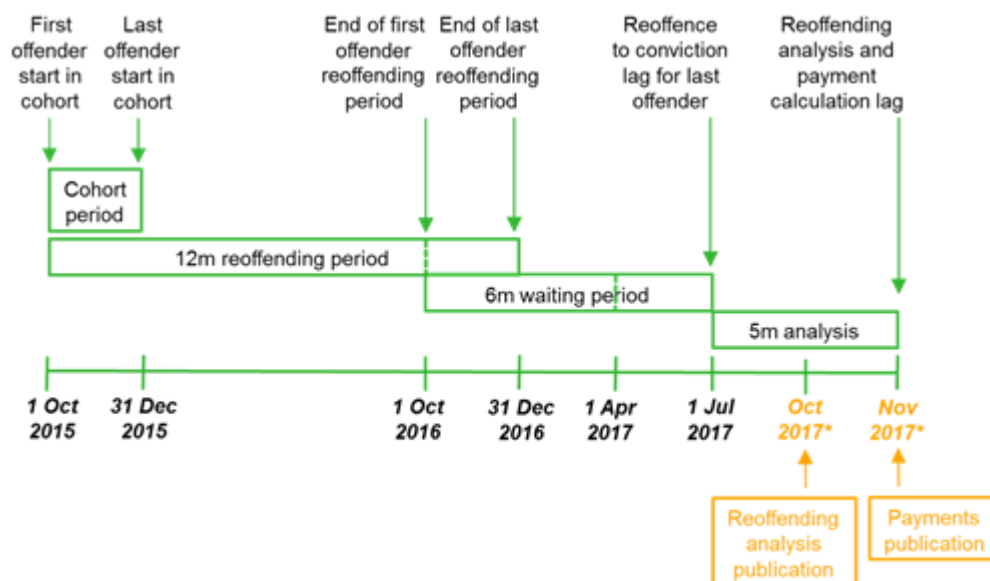
- ii. Reducing Reoffending - there are two measures, the binary rate (proportion of offenders who reoffend) and the frequency rate (the average number of re-offences per reoffender).

Reducing Reoffending

23. One of the challenges in recent years has been the lack of data available to the CRCs, NPS and partners in relation to reducing reoffending performance. This is largely as a result of the current approach wherein a cohort is set and tracked but there is then a two year lag in the analysis and publication of reoffending statistics. However, the Final Proven Reoffending Statistics for all CRCs and NPS divisions are now publicly available here:

<https://www.gov.uk/government/collections/payment-by-results-statistics>

24. The figure below shows the process using Cohort 1 (1 October 2015 to 31 December 2015) to illustrate the timescales involved. The Board will note that the Final Proven Reoffending Statistics are now available for Cohort 1 and Cohort 2 (1 January to 31 March 2016) with the publication for Cohort 3 (1 April to 30 June 2016) expected in April 2018. Further information on reoffending performance to date will be available at the Leicestershire Safer Communities Strategy Board meeting on 23 March 2018.



25. The proven reoffending data is provided at CRC-level and this, together with the aforementioned delay in publication, has resulted in DLNR CRC developing the capability to track cohorts in real-time and analyse data at a more local level. This includes development of a Reoffending Analysis Tool (RAT), which uses data extracted from the Probation Services Case Management System (nDelius) as a proxy for both binary and frequency reoffending performance. Further information on the RAT is provided in Appendix D.

Coming Year

26. Within the Leicestershire and Rutland Cluster of DLNR CRC, the focus will be on the following priorities in the forthcoming months:
- i. Reviewing the current case management team structure to improve the ability to deliver and engage locally.
 - ii. Bringing case management workloads in line with the rest of the region including undertaking further recruitment where required.
 - iii. Reviewing current delivery locations to ensure they meet operational needs, including exploring any further opportunities for colocation.
 - iv. Reducing reoffending by ensuring resources are targeted at those most likely to reoffend, as evidenced through local RAT data.
 - v. Increasing targeted partnership engagement at a strategic and operational level.

Key issues for partnership working

27. As highlighted above, a priority for the CRC in Leicestershire and Rutland is to review local delivery and partnership engagement at a sub-regional and local level. The challenge will be in ensuring that engagement is targeted in the most efficient and effective way given capacity is more limited than prior to the Transforming Rehabilitation reforms.
28. Reducing Reoffending will be of interest to partners with community safety responsibilities. Leicestershire and Rutland have a history of working collaboratively to address the multiple issues and needs which underpin reoffending across communities. Further discussion is welcomed around the reducing reoffending agenda and in particular how data from the Ministry of Justice and the Reoffending Analysis Tool (RAT) can be used to identify trends, set priorities, respond to local need and track local performance in this area of business.

Recommendations for the Board

29. It is recommended that the Board:
- i. Notes the contents of this report.
 - ii. Considers how to ensure that reoffending data is utilised by partners to track local performance and further improve outcomes.

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