

Inspection of Adult Offending Work in Hampshire

An inspection led by HMI Probation



Foreword

The inspection of adult offending work in Hampshire was undertaken as part of our Inspection of Adult Offending Work programme that started in April 2013 and will cover all areas in England and Wales. Our purpose in undertaking these inspections is to assess whether the sentence of the court is delivered effectively, and whether work with the individual offender protects the public, reduces the likelihood of reoffending, and provides a high quality service to courts and victims.

This inspection is the fourth of six where we are focusing on the quality of work in cases where the primary offence is one of violence. Work with violent offenders forms a significant proportion of the work of any Probation Trust. Our sample encompasses a range of violent offences and includes domestic violence but not, for these six inspections, sexual offending. In each case inspected, we expect to see an assessment of the factors that have contributed to the behaviour and progress in addressing these factors and thereby reducing the likelihood of reoffending. We also examine the extent to which workers engage positively with individuals, ensuring that they comply with their sentence and are able to respond constructively to the work designed to change their behaviour.

In addition to inspecting cases, we also consider the extent to which the management arrangements have supported those working with offenders through effective leadership and management of staff, appropriate access to resources and constructive partnership with other organisations.

The case sample for this inspection was drawn from those cases managed by Hampshire Probation Trust. We found that the overall standard of work within the Trust was high. Most reports to court were of good quality and sentencers were satisfied with them. People who had offended were encouraged to engage with their sentences from the outset, through timely, full and individualised inductions which took their diverse needs into account. Initial assessments and plans were sound, but greater clarity was needed about when individual cases would be reviewed and why.

We saw some good work to manage the risk of harm posed by those who had offended, with some positive outcomes achieved, but more home visiting needed to take place, particularly at the start of an order, for those who presented a high risk of harm or where there were child safeguarding issues. The range and delivery of interventions was generally good with a focus on individualised approaches to offender engagement. Victim liaison work was of good quality.

Reviews of assessments and plans were not given high enough priority, particularly in response to significant changes in offenders' circumstances or behaviour. Offender managers did not always seek input from intervention providers to inform reviews. Not all risk management plans addressed the risk to specific victims, including potential victims.

The Trust had strong strategic leadership and the quality of its relationships with partner agencies encouraged innovation both within the Trust and across the local criminal justice sector.



Liz Calderbank

HM Chief Inspector of Probation

October 2013

Summary

Outcomes	The proportion of work judged to have been done well enough
Assisting sentencing	79%
Delivering the sentence of the court	82%
Reducing the likelihood of reoffending	75%
Protecting the public	76%
Delivering effective work for victims	77%

Outcome 1: Assisting sentencing

Overall, 79% of work to assist sentencing was done well enough.

Most court reports provided sentencers with sufficient information to aid sentencing, including an assessment of the individual's home and social environment, the risk of harm they posed to others and their likelihood of reoffending. Report quality tended to be highest for those posing a high risk of harm.

While most reports described the individual's level of motivation and capacity to comply with a community sentence, less than half advised how any barriers to compliance and engagement would be addressed. Sentencers said they would welcome more information about the level of risk of harm to others posed by those individuals for whom unpaid work was the sole proposal, so as to be able to judge whether other interventions were also necessary. Courts mostly followed the proposals, which flowed logically from the main content of reports.

Trust staff enjoyed strong and effective working relationships with sentencers, who were satisfied with the level of service they received from probation staff, particularly since dedicated court teams had been established some 18 months previously. However, sentencers expressed concern about the potential for the imminent changes, associated with the Government's Transforming Rehabilitation Strategy, to disrupt the continuity and quality of service to the courts.

Outcome 2: Delivering the sentence of the court

Overall, 82% of work to deliver the sentence of the court was done well enough.

The Trust had adopted a system of allocating cases direct from court to offender managers; while not universally popular with staff and middle managers, it ensured that individuals were seen promptly following sentence. Most inductions were full and individualised; focus was placed on the importance of the individual engaging with their order. Where necessary, this was followed up with motivational work throughout the sentence to encourage engagement and compliance.

Initial sentence plans were generally either new or sufficiently revised from previous ones; they were mostly informed by assessments of likelihood of reoffending and of risk of harm to others. Individuals were reasonably well involved in the formation of their sentence plans, as evidenced both from our reading of their cases and the results of the National Offender Management Service Offender Survey. Sufficient work took place to assess what might prevent the individual from engaging and to overcome such barriers, although one-third of sentence plans did not pay sufficient attention to the methods likely to be most effective with the individual.

Around three-quarters of sentence plan objectives were sufficiently clear about what the individual had to do to achieve them, but fewer were outcome focused, simply framed or set out in achievable steps. Where required, not all sentence plans incorporated objectives to manage Child Protection concerns or to address required actions from multi-agency risk management procedures. The Trust had encouraged staff to see the sentence plan as a document which would endure for the whole sentence. However, this had led, in our view, to many sentence plans being too full and, at times, overwhelming for the individual.

Both the planned levels of contact and the resources allocated were appropriate in the majority of cases. Offender managers generally took a leading role in the management of cases, monitoring attendance and investigating instances of non-compliance where necessary. Although it was usually clear what the contribution of other workers needed to be, some other workers felt that they could contribute more to the design of sentence plans.

In the majority of cases, interventions were delivered according to the requirements of the sentence and in line with sentence plan objectives. Most individuals received sufficient help to access other community support services, such as primary healthcare or accommodation services. Case recording was generally good, which supported the overall management of the case.

It was not always clear when the sentence plan would be reviewed or what might prompt an unscheduled review. Furthermore, sentence plans were not always reviewed within the specified time or in response to significant changes. Not all sentence plan reviews were sufficient. The opportunity to acknowledge progress, thereby promoting compliance, was not always taken.

The requirements of the order or licence were delivered as intended in most cases. Nearly two-thirds of individuals had not been cautioned, charged, or convicted of a further offence. Sentence planning objectives had been either fully or partially achieved in three-quarters of cases.

The results from the annual National Offender Management Service Offender Survey indicated that individuals were generally very positive about their experience of being on supervision with Hampshire Probation Trust.

Offender managers received regular formal supervision and most expressed positive views about the quality and support of line managers. Most thought that available training was sufficient to enable them to undertake their current job, but fewer thought that training prepared them sufficiently for the future. Probation Service Officers tended to be more positive than Probation Officers about the Trust's learning and developmental opportunities and those working in Southampton Local Delivery Unit were the most positive.

Outcome 3: Reducing the likelihood of reoffending

Overall, 75% of work to reduce reoffending was done well enough.

Initial assessments of the likelihood of reoffending were mostly sufficient, taking into account previous relevant behaviour and information from the individual's home and social environment and the factors that had contributed to offending. All but two were new assessments or sufficiently revised from previous ones, although individuals were not always meaningfully involved in such assessments.

Alcohol was a factor in the majority of cases and was usually taken into account in the assessment of likelihood of reoffending. Sufficient progress had been made on this factor in around four out of ten relevant cases, despite interventions to address this issue not always being delivered in line with sentence plan objectives.

There was a wide range of constructive interventions available, including a large number of specified activities and a smaller number of accredited programmes; these encouraged individuals to take responsibility for their actions and to maintain a focus on their offending behaviour. Many of the interventions were provided by partners with whom there were strong and effective relationships at both strategic and operational levels.

Offender managers usually prepared individuals well for interventions, although work undertaken on other parts of the order or licence was not always reviewed with the individual by the offender manager; other workers felt that they could have contributed more in relation to such reviews. Where required, a number of reviews of likelihood of reoffending were either insufficient or not completed. In particular, reviews in response to significant changes were not always completed.

Individuals were usually informed of other services to support and sustain their desistance from offending and were referred to such services as appropriate. The health trainers played a key role in supporting reintegration into local communities and exemplified good practice.

The Trust had focused effectively on the individual diverse needs of their offending group and provided a range of innovative interventions to support, in particular, women, veterans and the younger adults with whom they worked.

Outcome 4: Protecting the public by minimising risk of harm to others

Overall, 76% of work to protect the public by minimising the risk of harm to others was done well enough.

The contribution of the Trust at a strategic level to multi-agency work to protect the public was strong; the Trust was well regarded as an innovator by the partner organisations with which it worked. We saw effective use of MAPPA in the cases we inspected, together with effective work taking place in Integrated Offender Management teams.

Initial screening of risk of harm to others was generally good, with cases being correctly classified. Child safeguarding generally received appropriate attention and the safety of children and young people was promoted throughout most sentences. Around one-quarter of risk of harm analyses were insufficient, with insufficient response to changes in risk of harm factors in more than one-third of relevant cases. However, the majority of risk management plans included all necessary action to manage the risk of harm posed by the individual, with most plans being clear about who would do what and when. The quality of risk management planning had improved significantly since the last inspection, some three years previously.

However, reviews of risk of harm assessments and plans were often insufficient. The need for formal reviews was often overlooked when significant changes occurred and decisions taken within Child Protection procedures were not always revisited.

Home visits, which we would have expected to see occurring for individuals classified as high risk of harm or where there were Child Protection concerns, were not prioritised within the management of cases. Management oversight also needed to improve in these cases.

The use of restrictive interventions, such as curfew, was effective in managing risk of harm. Similarly, approved premises contributed well to the management of risk of harm, and staff working there performed an effective role in protecting the public; this was widely acknowledged, both by staff working elsewhere within the Trust and by partner agencies. Enforcement procedures and recall to prison were used effectively in response to increased risk of harm in almost all cases where needed; creative alternatives to recall were used appropriately.

Most cases which met the criteria for referral to Multi-Agency Public Protection Arrangements were correctly identified and those cases requiring a higher level of Multi-Agency Public Protection Arrangements involvement were generally managed efficiently. Multi-agency work generally contributed to the effective management of risk of harm.

Outcome 5: Delivering effective work for victims

Overall, 77% of work to deliver effective services to victims was done well enough.

In most cases where there was an identifiable victim or potential victim, there was evidence that the risk to them had been effectively managed. The safety of children and young people was promoted in over three-quarters of cases. However, not all risk management plans addressed the risk to the specific victim, including potential victims. Too few accurately described how the sentence plan objectives and other activities would address the risk of harm issues and protect actual or potential victims. Offender managers needed to keep more of a focus on the victim's perspective and to prioritise victims' safety throughout the order.

The quality of victim contact was good in those statutory victim cases where victims had opted for contact. Those who responded to our victim questionnaire were mostly positive about their experiences of the Trust and all felt safer as a result of their contact. There was evidence of effective communication between offender managers, prison staff and victim contact officers in preparing for the release of prisoners. Victims' views were taken into account in drawing up licence conditions.

Restorative justice interventions were not available within the Trust, although there was local appetite for these to be developed. The Trust evidenced its effective work for victims through its recent involvement in a multi-agency review of Multi-Agency Public Protection Arrangements procedures and its implementation of new safeguarding policies and audits.

Recommendations

Post-inspection improvement work should focus particularly on ensuring that:

1. planning to manage the risk of harm to others takes full account of the safety of actual and potential victims
2. reviews (of assessments and plans to manage risk of harm and likelihood of reoffending) are timely, particularly in response to significant changes. They are well informed by feedback from other workers involved with the individual and are used both to support progress and to reinforce objectives and commitment to the sentence
3. home visiting is prioritised for those classified as posing a high/very high risk of harm to others and where there are Child Protection concerns; management oversight of these cases is given higher priority.

Please note – all names referred to in the practice illustrations have been amended to protect the individual's identity.

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Assisting sentencing

1

Outcome 1: Assisting sentencing

What we expect to see

Pre-sentence reports and work in court are intended to enable sentencers to impose appropriate and effective sentences. We expect to see good quality reports which include an assessment of the offender and, where appropriate, a clear proposal.

Case assessment score

Overall, 79% of work to assist sentencing was done well enough.

Key strengths

1. Most court reports provided sentencers with sufficient information to aid sentencing, including an assessment of the individual's home and social environment, the risk of harm they posed to others and their likelihood of reoffending.
2. Proposals within court reports were appropriate in most cases and these were usually followed by the court.
3. Sentencers were satisfied with the service they received from Trust staff, particularly since the move to dedicated court teams had taken place some 18 months previously.

Key area for improvement

1. While most court reports covered the individual's level of motivation and capacity to comply with the proposed sentence, less than half advised how any barriers to compliance and engagement would be addressed. Such advice was particularly pertinent in cases where previous responses to probation supervision had been poor.

Explanation of findings

1. Assessment and planning to inform sentencing

- 1.1. Our sample of cases included 51 where a report had been prepared to enable the court to decide on sentencing. Thirteen of these reports were presented orally, with a written note placed on the case file of what was said in court in all but three of these cases. Magistrates indicated that they preferred oral reports to typed ones, as these allowed those who had heard the trial to also hear the proposal on the same day.
- 1.2. The remaining reports were typed, of which five were full reports. The majority (33) were shorter typed reports usually prepared within a timeframe of up to five days.
- 1.3. All but one of the typed reports was written in a clear, concise and accessible way, using appropriate language.
- 1.4. The majority of typed reports were based on sufficient information for the court appearance, including relevant information about the individual's home and social environment. Most also included an assessment of the individual's likelihood of offending and of the risk of harm they posed to others, although some only described, rather than fully analysed, the offence and its impact.

- 1.5. The overall quality of typed reports was considered sufficient in around three-quarters of cases. The quality tended to be lower in those cases where the individual was assessed as posing a lower risk of harm to others; it was higher in relation to those posing a medium risk of harm, and highest for those posing a high risk of harm. This finding supports the view of some sentencers that they would have appreciated more information about the level of risk of harm to others in those cases where only unpaid work was the sole proposal.
- 1.6. Nearly all of the typed reports contained a clear, specific and appropriate proposal for a community sentence. Such proposals usually followed logically from the main body of the report and were proportionate to the seriousness of the offence. Where specific activities or programmes were proposed, report authors tended to make contact with the relevant programme manager for advice as to the suitability of the proposal. The ease with which they were able to do this was supported by the interventions team having a 'duty' cover system, which ensured that someone would be available to answer telephone queries throughout the working week.
- 1.7. Almost half of the proposals contained a punitive requirement, such as for unpaid work or a curfew. We understood that the level of unpaid work hours ordered in Hampshire had reduced by 20% over the last three years. Over half of all the cases we examined involved domestic abuse, therefore in many, if not all of these, a curfew would not have been appropriate. For the future, punitive requirements were expected to rise under recent legislation associated with the Government's Transforming Justice Strategy.
- 1.8. The majority of reports outlined intended outcomes or objectives appropriate to the proposed sentence; such objectives mostly took into account assessed levels of risk of harm and likelihood of reoffending. While most reports advised of the offender's motivation and capacity to comply with the proposed sentence, less than four out of ten indicated how any barriers to compliance and engagement would be tackled. Sentencers told us they would have liked more information and advice about which types of order or intervention were likely to be the most effective, particularly with individuals who had responded poorly to probation supervision in the past.
- 1.9. Sentences imposed tended to be in line with proposals made in the majority of cases. While the Trust tried to discourage report writers from recommending suspended sentences, these were proposed in seven cases, as an alternative to immediate custody. However, suspended sentence orders were imposed in 18 cases, the majority from rural courts, rather than the cities.

2. Leadership and management to support sentencing

- 2.1. We met with a number of sentencers, including a Crown Court judge and five magistrates, all of whom were Bench Chairs; we also met with senior Trust staff responsible for liaising with the courts. It was clear from our discussions that there was a strong and effective working relationship between sentencers and Trust personnel.
- 2.2. A range of regular meetings took place between Trust staff and sentencers at all levels and the Trust contributed regularly to magistrates' induction and organised an annual conference of sentencers. Typed explanatory notes which described the various programmes and requirements being proposed were routinely attached to court reports. However, despite this, some sentencers expressed the view that they did not always fully understand the detail of what would be done with the individual.
- 2.3. The sentencers appreciated the introduction, some 18 months previously, of dedicated court teams, as they felt this gave them consistency of service. In developing the court team, the Trust had opted for a mixture of Probation Officers (POs) and Probation Services Officers (PSOs); the former generally produced the fuller reports, the latter the shorter and oral reports, which seemed to be a suitable arrangement. We noted that the Trust were alert to the need to ensure appropriate cover for court staff, so as to make them available to attend training opportunities. We were also pleased to hear that they had started to extend reflective observation of practice, as introduced into offender management teams via the Skills for Effective Engagement and Development and Supervision (SEEDS) programme, into the court setting.

- 2.4. Court facilities were generally viewed by both sentencers and Trust personnel as sufficient, particularly in the newer or refurbished courts. Probation offices were often conveniently located adjacent to the court, for example in Portsmouth and Southampton, which enabled staff to have access to additional private rooms so as to conduct interviews in confidential settings. The Trust had also funded a specific probation post within HMP Winchester so that they were able to produce reports, often at short notice, on those remanded into custody there.
- 2.5. Court staff had access to the probation case management system and OASys from within the court buildings. However, there were no wireless connections in some of the court buildings, which made access more problematic and led to the systems being less well used in these locations. The Trust was able to obtain relevant information electronically in relation to court cases, including prosecution papers and victim impact statements, although there had been some teething problems with the new arrangements in one location.
- 2.6. Overall, the sentencers we spoke to felt that arrangements in court had improved significantly over the last 18 months. In particular, they recognised the flexibility of court staff and the proactive way in which they aided the smooth running of the courts. However, they were concerned about the potential for the forthcoming changes, under the Government's Transforming Rehabilitation Strategy, to disrupt the current continuity and quality of service. In particular, they felt that this would be detrimental to the handling of breach procedures.
- 2.7. Sentencers expressed the view that, although the standard was variable, reports were generally good; they felt they were clear about what work would be done with the individual and found reports on Multi-Agency Public Protection Arrangements (MAPPA) cases particularly useful. However, several remarked that they regretted that no mechanism existed, as it did, for example, with drug rehabilitation requirements, to provide them with feedback about what had been achieved over the course of a community order; they felt this would enlighten them as to what had worked well.

Summary

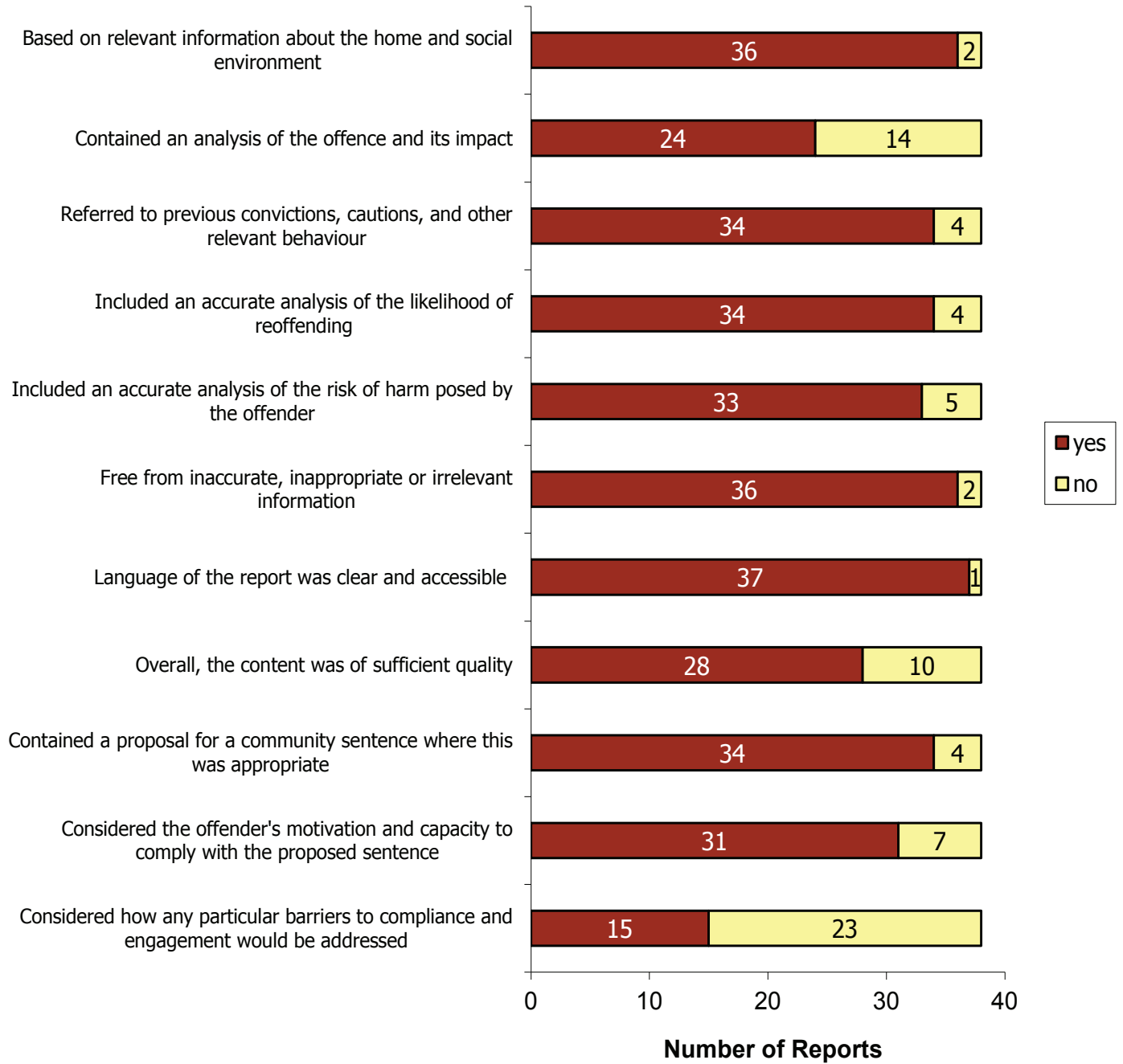
Overall, 79% of work to assist sentencing was done well enough.

For a summary of our findings, please see page 2

Data Summary

The following chart summarises data from some of the key questions assessed during the inspection of cases. [NB: 85 cases were inspected. However, the total answers may not equal this, since some questions may not have been applicable to every case]

Pre-Sentence Reports



Delivering the sentence of the court

2

Outcome 2: Delivering the sentence of the court

What we expect to see

Victims, sentencers and the public have the right to expect that the sentence of the court will be delivered as intended, and enforced where necessary. We expect to see work to engage and motivate offenders in order to ensure that they complete their sentences, and that the work undertaken with them is effective in reducing offending and promoting community reintegration.

Case assessment score

Overall, 82% of work to deliver the sentence of the court was done well enough.

Key strengths

1. The recently introduced system of allocating offender managers direct from court ensured individuals were seen promptly following sentence.
2. Offenders were given individualised inductions; these were followed up with motivational work, as necessary, to encourage their engagement throughout the sentence.
3. Sentence plans were usually either new or sufficiently revised from previous plans, and were generally informed by assessments of likelihood of reoffending and of risk of harm to others. Individuals were reasonably well involved with formulating their sentence plans; this was evident from both our reading of the cases and the results of the National Offender Management Service (NOMS) Offender Survey.
4. Diversity factors were taken into account in both planning and delivery of interventions, with sufficient work taking place to overcome barriers to engagement.
5. The planned levels of contact and the resources allocated were appropriate in the majority of cases.
6. Offender managers took a leading role in the management of most cases, monitoring attendance and investigating instances of non-compliance where necessary. Professional judgements about acceptability of absence and other offender behaviour were reasonable, consistent and clearly recorded.
7. The extent of the individual's community integration and sources of support was assessed at the start of the sentence in most cases, with assistance being provided to improve social networks where necessary.
8. The three incoming transfers we examined were all handled well, with sufficient and timely reassessments of risk of harm and likelihood of reoffending taking place in all cases.
9. Those who had offended were usually very positive about their experience of contact with the Trust.
10. Offender managers were mainly very positive about the skills of their managers to assess the quality of their work and to support them. Regular supervision, including observation of practice with reflection, promoted improvements in practice.

Key areas for improvement

1. Sentence plans did not always pay sufficient attention to the methods most likely to be effective with the individual. The objectives within plans did not always focus on the desired outcome; many were not simply framed or set out in achievable steps. Objectives designed to manage Child Protection or to meet obligations from multi-agency risk management procedures were not always specified within plans.

2. Sentence plan review dates were not always recorded, nor were the changes which might prompt an unscheduled review clearly specified. Sentence plans were not always reviewed within the specified time, or in response to significant changes. When sentence plans were reviewed, they were too often insufficient or were not generally used to promote compliance and support desistance.
3. Many staff expressed the view that workload management was not always fair or transparent. Some reported difficulties in the management of unplanned absence. Sickness absence had interfered with arrangements for professional supervision and support of some middle managers.
4. Not all offender managers thought that the Trust promoted a culture of learning and development. Some staff felt that their own diversity needs had not been fully taken into account by the Trust.

Explanation of findings

1. Assessment and planning to deliver the sentence

- 1.1. We examined 85 cases during this inspection and found that all but two of these were allocated to the correct tier at the start of the sentence, on release on licence or on transfer into the Trust. Where the indicative tier had not been followed (in seven cases), the reason for departing from this was recorded in all but two cases.
- 1.2. Following a major review of their procedures, the Trust had adopted a method of allocating cases to offender managers direct from court. As part of this process, offender managers declared available space in their diaries in which they could take on new cases for induction. The IT software used to allocate cases took into account the offender manager's grade and level of expertise, with a view to ensuring appropriate allocation of cases. Although there had been some instances of inappropriate allocation using this method, the system appeared to work well. Certainly, it served to expedite the issuing of an appointment for the individual to see their new offender manager; it also saved time which middle managers had previously spent on allocating cases manually. Some staff and managers expressed dissatisfaction with the method, disliking the feeling of lost control associated with it, while others saw huge benefits both for themselves and, more importantly, for the offender. In the majority of cases inspected, the individual was offered a timely appointment with their offender manager upon sentencing or release on licence.

Practice illustration – prompt and comprehensive induction

Stephen had been sentenced to a community order with various elements, including supervision, unpaid work and a specified activity requirement (to complete the Integrated Domestic Abuse Module). Although assessed as a Tier 2 case, Stephen was given a prompt induction appointment with his offender manager. This took place two days after sentence and involved Stephen agreeing a supervision contract and completing an OASys self-assessment questionnaire, as well as the offender manager carrying out a dyslexia assessment, collecting diversity information about Stephen and providing him with an introduction to the unpaid work arrangements. Stephen started his unpaid work placement the day after his induction, that is, only three days after the sentence was imposed. This prompt start enabled the unpaid work commitment to be completed within six weeks of sentence, leaving both Stephen and his offender manager free to concentrate on the other elements of the order, which were handled with similar efficiency.

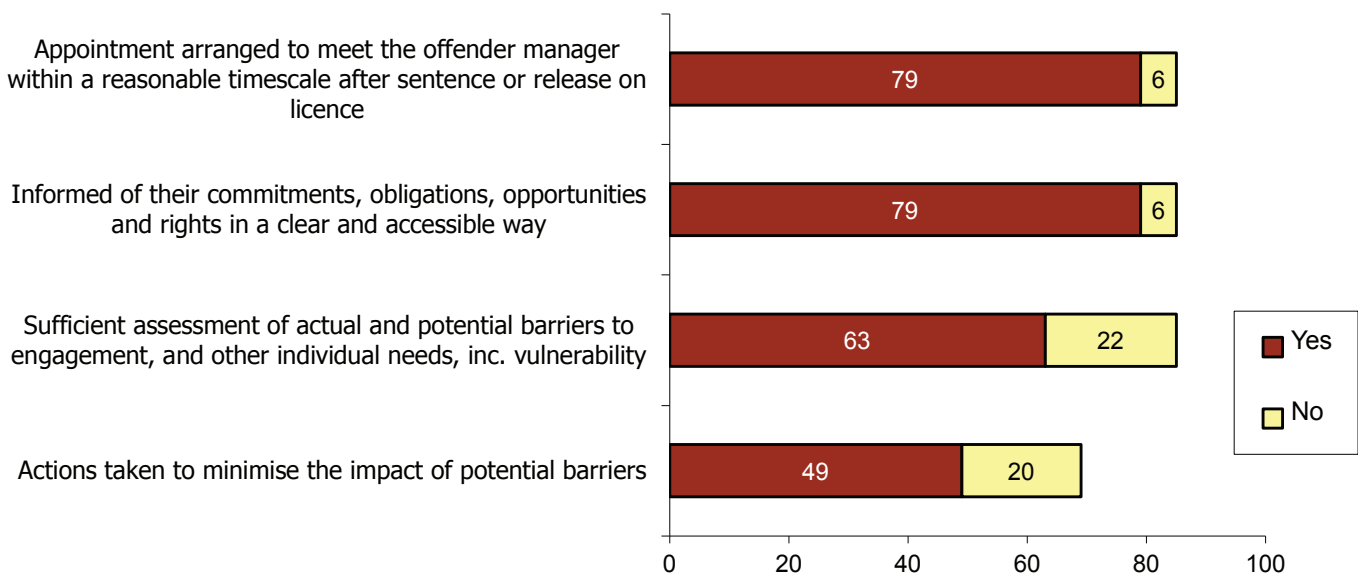
- 1.3. As part of the induction process, individuals were informed of their commitments, obligations, opportunities and rights; this was mostly done in a clear way. Induction for those whose orders consisted of unpaid work only tended to have a group induction, which the supervisors favoured, as this enabled consistency of message about acceptability of behaviour on placements. Nonetheless, individualised induction seemed to offer better assurance that all key features of a case, particularly concerning risk of harm to others, would be picked up and acted upon if necessary.

1.4. In around three-quarters of cases, we judged that there had been a sufficient assessment of individual needs, including offender vulnerability, and of actual and potential barriers to engagement. We came across many examples of individualised approaches to overcoming such barriers, as the following illustration demonstrates:

Practice illustration –individualised approach to encourage engagement

Michael’s offender manager read about his case before their first meeting and in doing so became aware that he had had negative experiences of probation supervision in the past. She knew she needed to be creative in her ways of working with him and decided to use a range of visual aids to assist with both sentence planning and, later, with the required offence-focused work. She demonstrated good offender engagement skills by listening to Michael and carefully guiding him on a number of issues. She also acknowledged from the start that his homelessness and lack of positive relationships were barriers to engagement. Therefore, rather than rush him into the Integrated Domestic Abuse Programme (IDAP), the offender manager agreed with the programme’s treatment manager to delay him starting the programme. Motivational pre-programme work was completed by the treatment manager, enabling Michael to begin the programme when he was more stable.

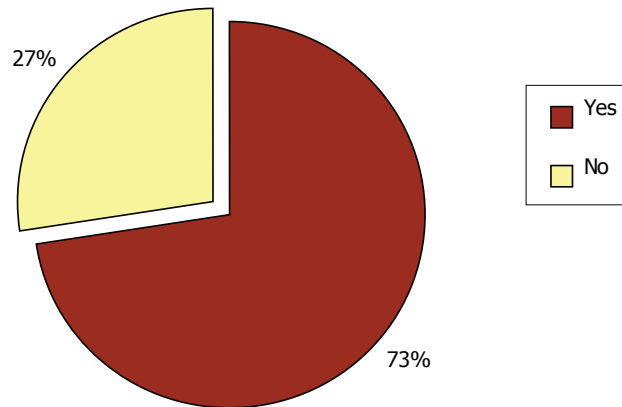
Engaging people at the start of the sentence



1.5. With sentence planning, we expect to see that individuals are actively and meaningfully involved in drawing up their plan. We saw evidence of this in almost three-quarters of cases, which echoed the feedback from the NOMS Offender Survey results for the Trust (see below at paragraph 3.5 on page 24). Overall, we found that a timely and informed sentence plan had been completed in over three-quarters of cases. These plans were well informed by the assessment of the individual’s likelihood of reoffending, their risk of harm and other relevant issues. While the vast majority of plans were either new or sufficiently revised from a previous plan, there was no initial plan at all in seven cases.

1.6. While most plans took account of the level of the individual’s motivation to change, as well as their capacity to do so, it was disappointing to note that around one-third did not pay sufficient attention to the methods likely to be most effective with the individual. Similarly, actions required to minimise potential barriers to engagement were omitted from around three in ten plans.

Sentence planning paid sufficient attention to factors which may promote compliance



- 1.7. The best sentence plans were those which contained objectives which were specific, measurable, achievable, realistic and time-bounded (SMART) and focused on the desired outcome. Around three-quarters of sentence plan objectives were sufficiently clear about what the individual had to do to achieve them, but fewer were outcome focused, simply framed or set out in achievable steps. With the advent of NOMS's new National Standards, which removed the requirement for automatic reviews of cases every 16 weeks, the Trust had encouraged staff to see the sentence plan as a document which would endure for the whole sentence. This had led, in our view, to many sentence plans being very full, perhaps too full. As such, we considered some could be rather overwhelming for the individual to absorb and achieve. The following example illustrated a simple but clear and specific objective:

Practice illustration – setting SMART objectives

Joseph had been released from prison on licence and was assessed as a high risk of harm to others. Substance misuse had been correctly recognised as a feature of his offending. Joseph's sentence plan was particularly well written: it contained an overarching objective (recognising the link between alcohol misuse and offending), together with detailed, SMART, objectives which were easy for Joseph to understand. Written from his perspective, they read:

'I will not drink more than four pints of beer at any one time; I will not give a reading of more than 0.5 on any alcohol test; I will smoke cannabis in moderation and will not use any class A drugs or amphetamines; and I will not test positive for these on drug tests'.

- 1.8. We also expect sentence planning objectives to be focused on what will help the individual integrate, or reintegrate, into their community, since this is an important factor in them desisting from committing crime in the longer term. In making a community integration plan, the offender manager must, of course, first assess the current degree of integration, including the individual's personal strengths, social networks and sources of support. We were pleased to find such assessments in the majority of cases. Offender managers routinely assessed educational, employment and accommodation needs, together with the individual's access to primary health services and supportive family or community members. Where necessary, offender managers also generally signposted individuals to other sources of support.
- 1.9. Over three-quarters of sentence plans set appropriate objectives, relevant to the purpose of the sentence, the likelihood of reoffending and the level of risk of harm the individual posed. However,

in those cases involving a Child Protection concern, less than four out of ten included objectives designed to manage that particular concern. Similarly, in just over one-third of relevant cases, objectives to meet obligations under risk management procedures, such as MAPPA, were omitted from the sentence plan.

- 1.10. The focus for this inspection was on violent offending; therefore all the cases examined were ones of violence. Sentencers had highlighted the prevalence of night-time drink-fuelled violence, particularly within the major coastal cities in the county. Given the strong link between alcohol and violent offending, we were keen to see whether this connection was sufficiently addressed in the sentence plan. Of 50 cases where alcohol needed addressing, we found it was sufficiently included in 39 of them.
- 1.11. In most instances, the planned levels of contact with the individual were recorded and appropriate. It was usually also made clear what the contribution of other workers needed to be. However, in our meetings with other workers, some felt that they could contribute more to the design of sentence plans. They generally felt distanced from the process, which was a missed opportunity.
- 1.12. It was not always clear when sentence plans were due to be reviewed; a sizeable number of plans left this field in the assessment tool blank. In one case, a review period had been given of a year, when the individual was serving a nine month order. In one-third of all cases examined, there was no indication of what changes might prompt an unscheduled review. Where the review period was clear, it was felt to be appropriate in over three-quarters of cases.

2. Delivery and review of the sentence plan and maximising offender engagement

- 2.1. In the majority of cases examined, interventions were delivered according to the requirements of the sentence; in three-quarters of cases, this was also in line with the sentence plan objectives. A number of individuals needed work to improve their motivation to engage; this was done in the vast majority of relevant cases and done well in many, such as in the following example:

Practice illustration – motivating individuals to engage

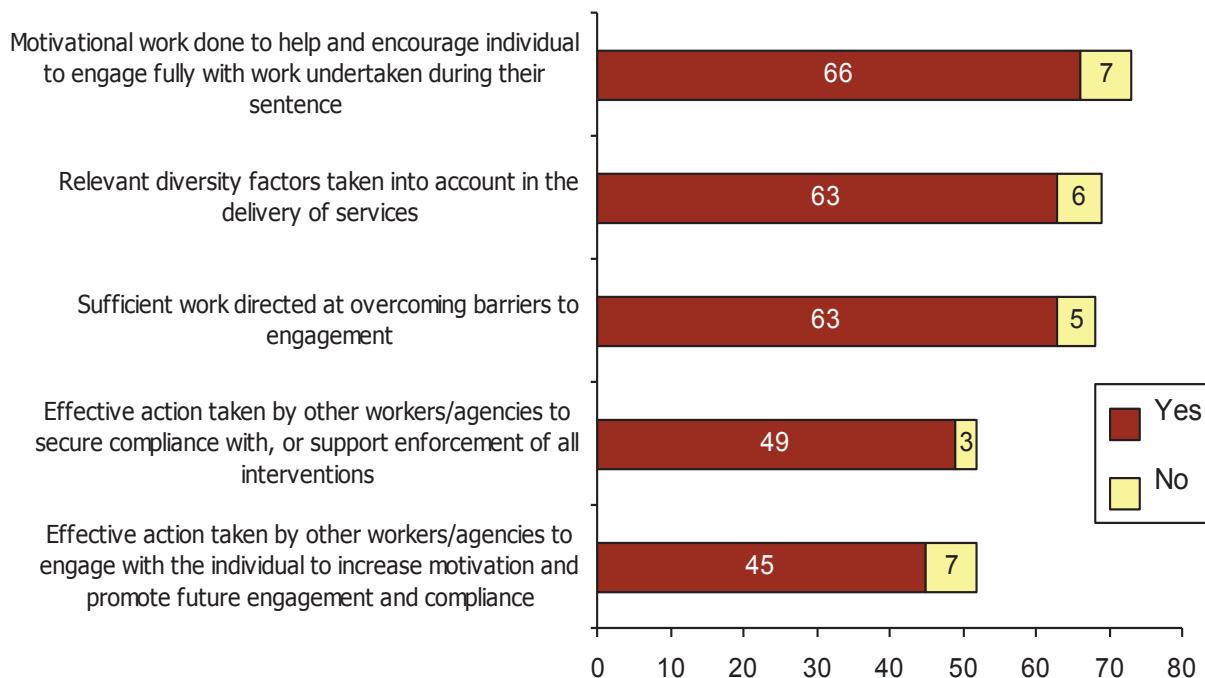
Peter had been convicted of racially abusing an Asian couple in London. He had a previous similar conviction. His offender manager had started to work through victim empathy worksheets with him, but realised that they simply generated arguments during which Peter would restate his racist views. Altering her approach, she began to explore the reasons for Peter's anger and introduced him to anger management techniques. She also persuaded him to ask his GP to refer him for cognitive behavioural counselling. With the offender manager's encouragement, he gradually began to open up about his need to feel superior in relation to other people, explaining how this often led to aggressive behaviour. We were particularly impressed that the offender manager had responded well to the initial struggle to engage Peter with the victim work, adapting her approach rather than ploughing on with one which was not working.

- 2.2. Diversity factors and other individual needs were taken into account in both the planning and the delivery of services in nearly all cases, with sufficient work being done to overcome barriers to engagement. Most individuals received sufficient help to access other community support services, such as primary healthcare or accommodation services. This was less evident in the cases of those individuals requiring help with education and employment, although education, training and employment (ETE) workers were well integrated into local offender management teams. For the majority, help with ETE was a voluntary element of supervision, although it was sometimes specified as a requirement of the order. Clearly, for many the preparation towards employment was a long and slow process, as the following example illustrates:

Practice illustration – preparation for employment

Laura had been released on licence, having served 20 months for the robbery of a taxi driver. Aged 23 and the mother of two small children, she was not in employment. Laura's offender manager recognised that a move into employment or education would be a big step for a young woman who had lost confidence through her experiences of school and an abusive relationship. She therefore referred her to the 'Discover Programme', which offered Laura five sessions of coaching with a view to preparing her for the next step towards employment. The offender manager was careful to check with the coach that this would be complementary to the counselling Laura had already undertaken in prison and would continue to experience in the community through other mainstream services. The 'Discover Programme' also gave Laura access to the women's community resource run by 'Women's Wisdom', which in turn offered her longer term support beyond the licence period.

Increasing motivation and promoting compliance with the sentence



- 2.3. The level of contact offered by offender managers promoted positive outcomes in the majority of cases. Specifically, it was sufficient to facilitate the delivery of the sentence and of sentence planning objectives, to monitor any changes in dynamic risk factors, and to take full account of the individual's likelihood of reoffending and their assessed level of risk of harm. In most licence cases, an acceptable level of contact had been maintained while the individual was in custody. This contributed to effective post-release planning and case management. The case of Laura, mentioned above, demonstrates this well:

Practice illustration – maintaining contact with prisoners

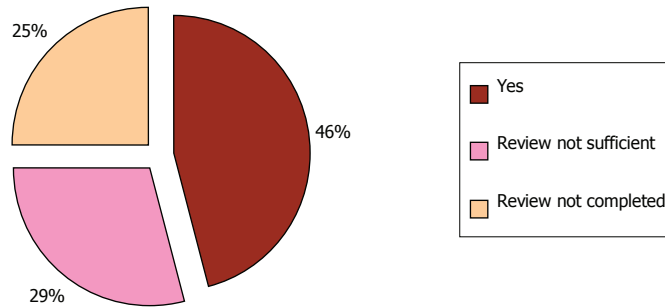
During her time in prison, Laura's offender manager had arranged for her to complete the Thinking Skills Programme. This proved to be very effective in tackling her attitudes and behaviour, so Laura came out of prison motivated to change her life, and in particular to resume care for her two young children. Recognising that Laura's family were an important protective factor for her, the offender manager had maintained contact with them during and after the custodial phase. This undoubtedly helped build a strong relationship between them which assisted with the post-release phase of her sentence.

- 2.4. The level of resource allocated to the cases was also judged to be appropriate, in most instances.
- 2.5. An essential element of effective offender management is the coordination of work by all who are involved with an individual. In most of the cases inspected, the offender manager took a leading role in relation to other workers in managing the sentence. They monitored attendance at appointments for supervision, rehabilitation work or for unpaid work. However, we formed the view that they were hampered in this respect by the lack of IT facilities available to unpaid work supervisors, who often had to rely on telephone and paper communication only, rather than having facilities for the electronic transfer of information. Given the amount of time that unpaid work supervisors spent with individuals, it was disappointing that they were not more readily able to communicate feedback to offender managers.
- 2.6. In all but a small number of cases, offender managers promptly investigated occasions where appointments had been missed. Where necessary, both they and other workers involved in the case generally took effective action to increase motivation and to secure compliance and engagement. Professional judgements about acceptability, or otherwise, of absences or other unacceptable behaviour were mostly reasonable, consistently applied and clearly recorded.
- 2.7. Clear and timely warnings were generally issued where necessary. Enforcement procedures and recall were used in all but two cases and were never used inappropriately among the cases sampled. Where legal proceedings or recall were instigated, action was taken promptly in all but two cases. A clear explanation was given to the individual as to why the action was taken in all but one of those cases. Sufficient effort was then made to re-engage the individual with their sentence plan in most of the cases where breach or recall had taken place as a result of non-compliance.
- 2.8. A specified activity requirement, known as the Engagement Specified Activity Requirement (ESAR) had been developed. This consisted of three supervision sessions which allowed the offender manager to focus on and reinforce the need for compliance and engagement. It was reasonably popular with both staff and sentencers as a means of maintaining an order rather than revoking and resentencing.
- 2.9. We expect to see sentence plans reviewed within the timescale stated in the initial plan or within a reasonable period. In addition, we expect to see them reviewed, in line with the NOMS standards, in response to a significant change, such as the completion of an offending behaviour programme or altered circumstances which might affect the level of risk of harm. As mentioned above, initial plans did not always note when such reviews were due or what might prompt an unscheduled review. Furthermore, many reviews were either done late or not sufficiently thoroughly. Nearly one-third of reviews were not of sufficient quality, and one-quarter had not been undertaken at all. In only half of relevant cases, where a significant change had occurred, were reviews conducted.

Practice illustration – electronic reminder of review dates

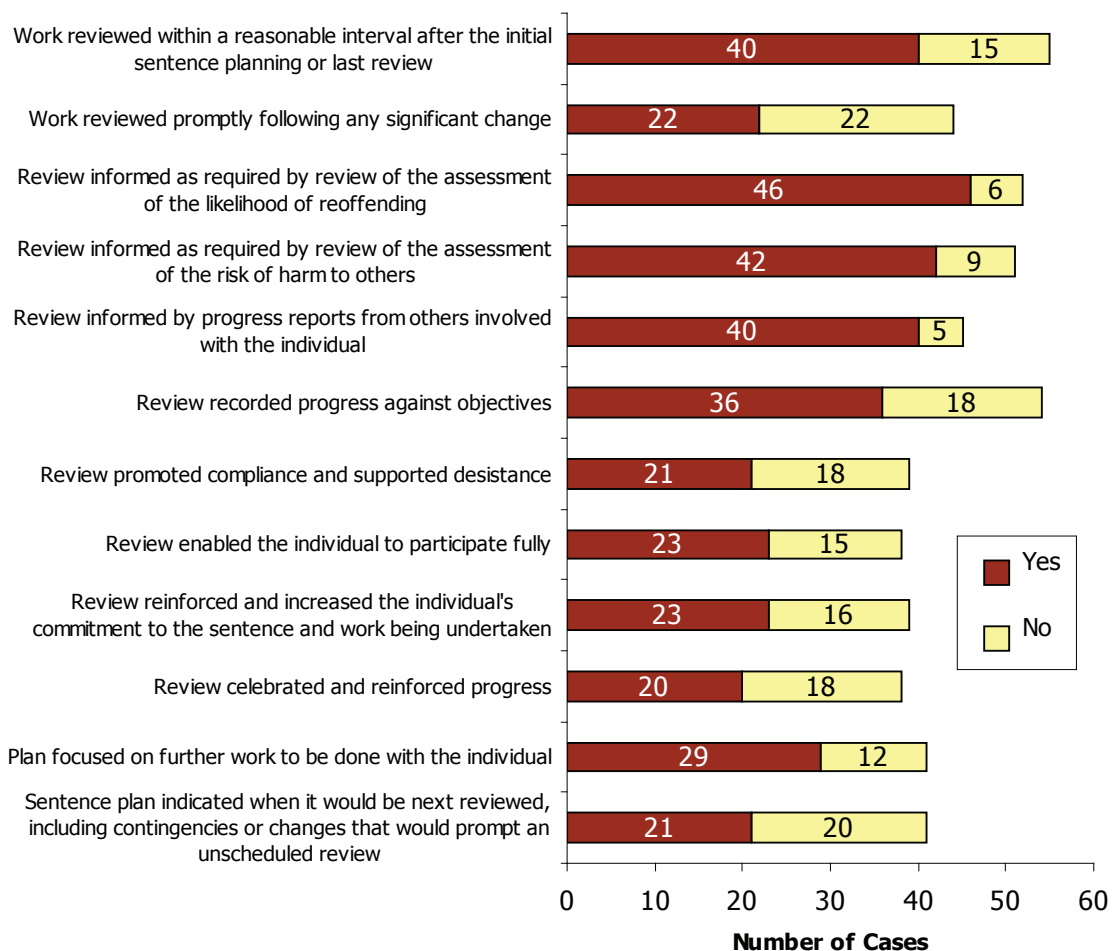
In familiarising herself with the recently introduced nDelius case management system, one offender manager had discovered a facility within the system for the creation of future scheduled appointments. This allowed her to identify when and what type of review was due, and alerted her (via the 'diary' screen) on the day the review was due to be completed. The offender manager had advised her administrative colleagues of this facility and was intent on communicating this to others via a forthcoming team meeting.

Sufficient review of the sentence plan



2.10. Reviews presented an important opportunity, not just to update the case and to reflect any changes in circumstances, but to reshape the plan of work and to acknowledge any progress made. A little over half of the sentence plan reviews took this opportunity to reinforce progress made or to increase the individual’s commitment to their sentence. As with initial plans, around half of the reviewed plans failed to indicate when subsequent reviews would occur. Trust managers openly admitted that, in driving forward performance within offender management, they had prioritised initial assessments and plans; they recognised that there was further work to be done in encouraging timely and thorough reviews.

Reviewing sentence plans and reinforcing progress

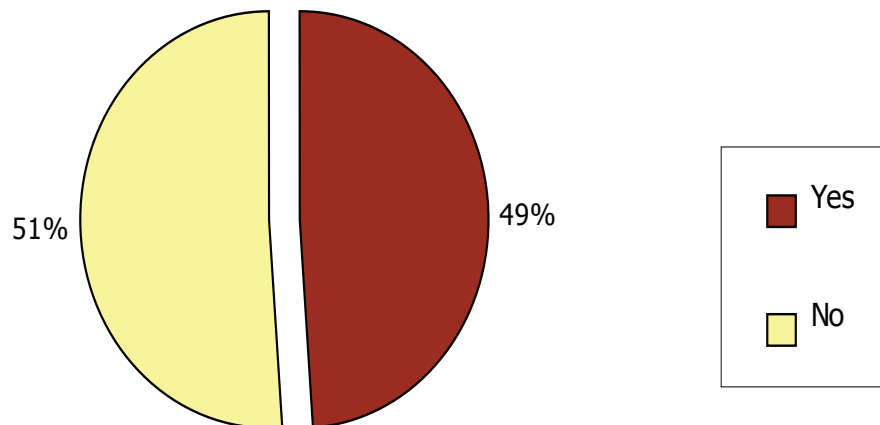


- 2.11. Three cases in our sample had been transferred into the Trust from elsewhere as a result of the individual moving to Hampshire. All transfers were handled well, with assessments and plans relating to both likelihood of reoffending and risk of harm being reviewed within a reasonable period following the transfer. Similarly, the individuals concerned were given prompt appointments with their new Trust. However, one of the individuals was assessed as a high risk of harm and, therefore, should have been subject to a prompt home visit; this did not occur within a reasonable time scale. We were satisfied that there was clarity at every point in the transfer process about who was managing these cases.
- 2.12. Case recording was generally good, which supported the overall management of the case, although around three in ten cases did not contain all relevant documents. Some of the cases inspected had terminated, so may have been 'weeded' of some of the missing documents. Recording of information was generally clear and timely. However, in almost one-quarter of cases, it became obvious, from talking to offender managers, that more work had gone into the cases than was evidenced either on paper or electronically.

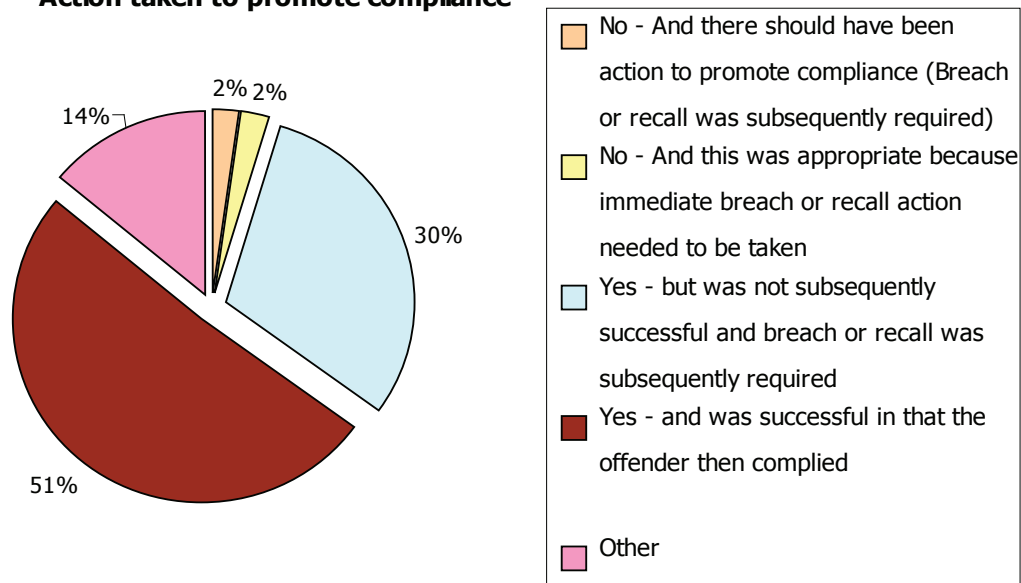
3. Initial outcomes are achieved

- 3.1. 3.1 The requirements of the order or licence were delivered as intended in over four-fifths of the cases in the sample. Reporting instructions given were sufficient for the purpose of carrying out the sentence of the court in almost all cases.
- 3.2. 3.2 In just under half of the cases the individual complied with the sentence without the need for additional action by the offender manager. Of the remainder, in most cases action was taken to promote compliance. This was successful in just over half of the cases where undertaken, while in others breach or recall action had to be taken subsequently.

The individual complied with the requirements of the sentence, without the need for the offender manager to take action to promote compliance

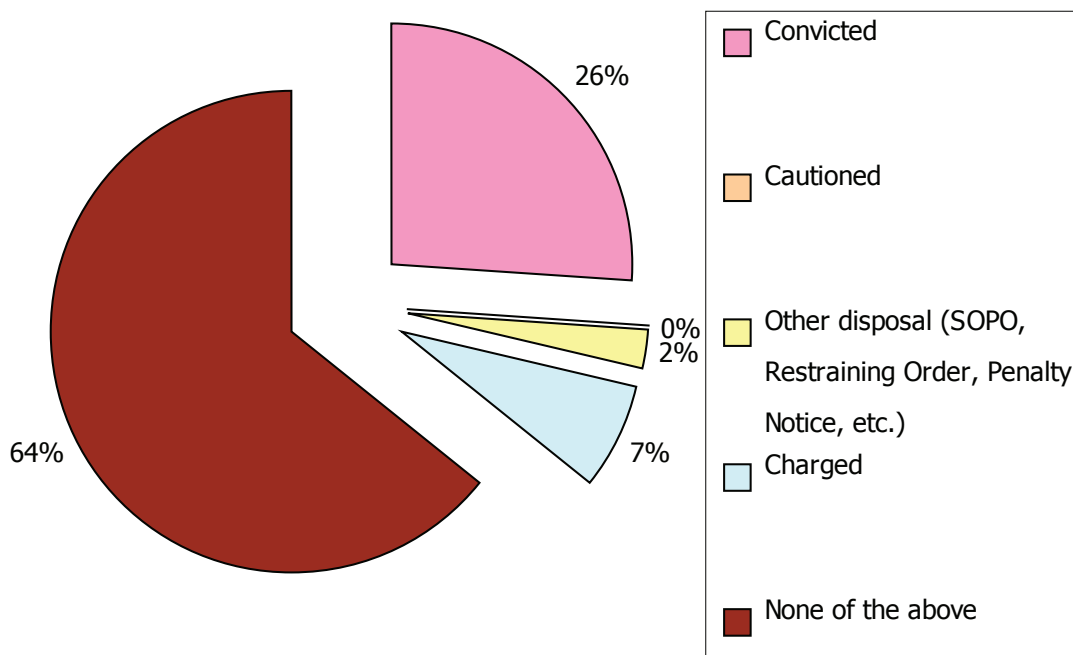


Action taken to promote compliance



3.3. In the case sample nearly two-thirds of individuals had not been cautioned for, charged with, or convicted of a further offence during the period of supervision we inspected.

Further offending committed since the start of the sentence or release on licence



3.4. Sentence planning objectives had been either fully or partially achieved in three-quarters of cases. Given the existence of dedicated court teams, most cases were managed at some stage by more than one offender manager, including the report writer. However, in a high percentage of cases, delivery of the sentence plan had been maintained throughout the pre and post sentence phases.

3.5. Three cases in the sample had been terminated early for good progress; this was appropriate. In a further two cases, we felt that an application could have been made to terminate the order early, but this opportunity had not been taken.

What people who had offended thought of their experience:

NOMS conducts an annual survey of the people in contact with Probation Trusts. For 2012, Hampshire received 565 responses, the data from which is given below.

- The survey results were largely positive, with many people making very positive comments about their experiences.
- The survey found an even higher level of individuals’ involvement in their sentence planning than we evidenced in the 85 cases we inspected.
- Their positive experiences of being on supervision were consistent with the generally positive findings of this inspection.

Comments from individuals:

“I’ve been fairly treated by very professional people.”

“Everything’s been good but I would have liked to have started ETE sooner.”

“I wouldn’t change anything. Probation is changing me for the better.”

“I found the group helpful with lots of different advice from other group members and the offender manager.”

Less positive comments:

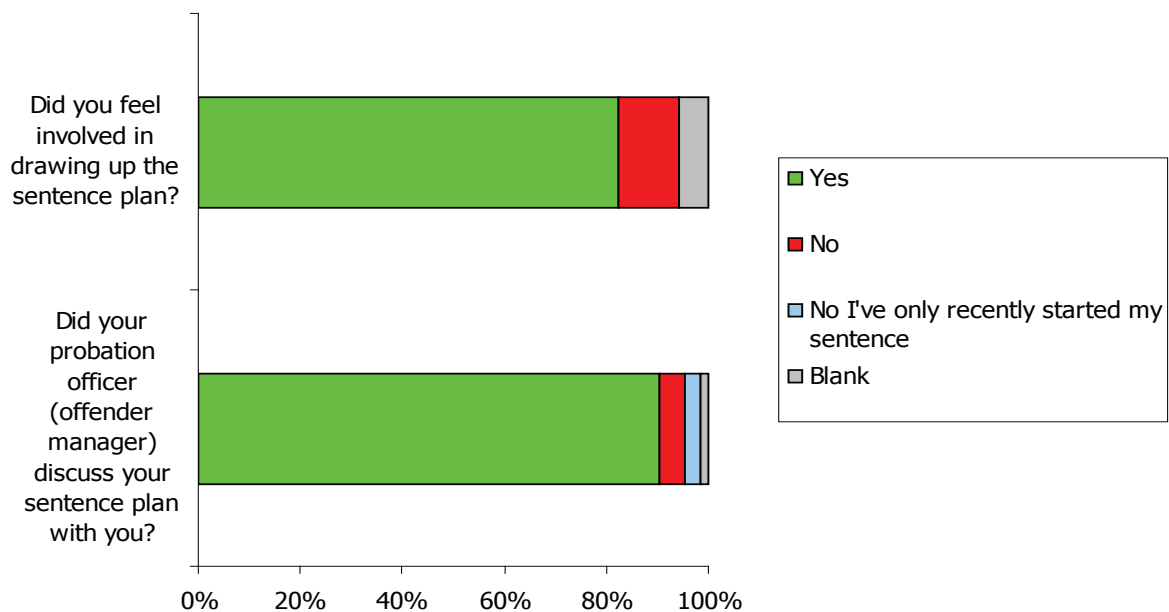
“[I would like to] see only one probation officer not several. Seems like I have to start from scratch once I get passed over.”

“[I would like] more direct and quick help to find work and to explore training courses suitable for ex-offenders.”

“Resolution of queries could be much quicker.”

3.6. The charts below show some of the responses from the survey.

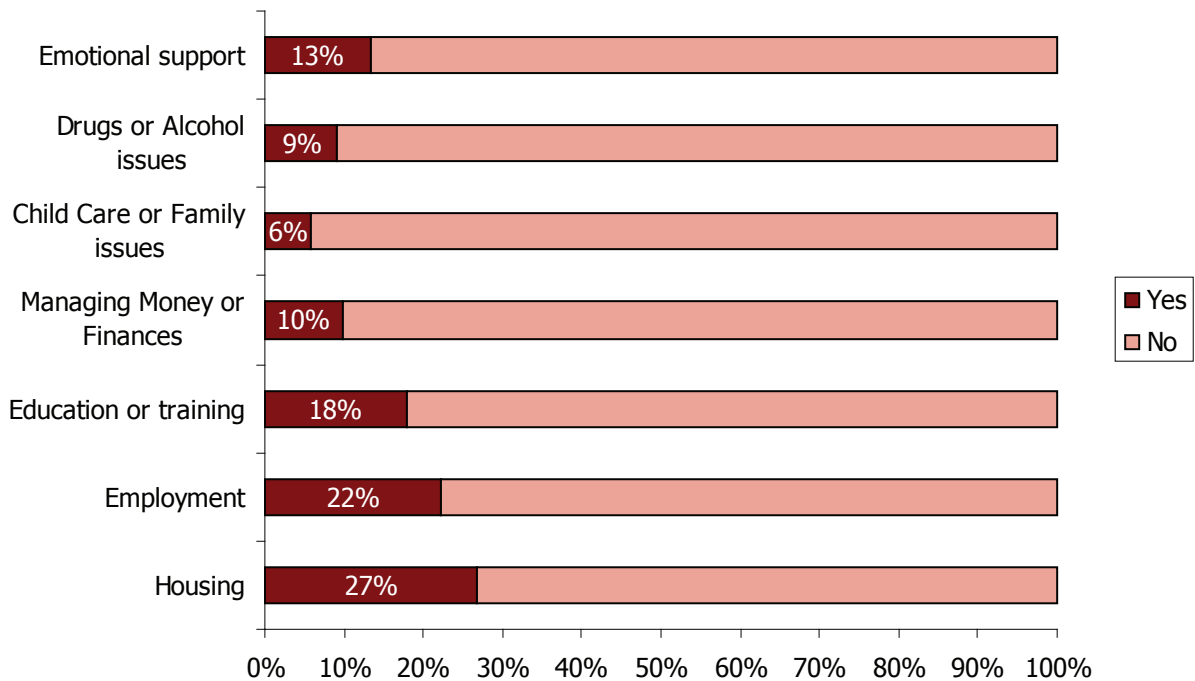
Section 1 - About Current Order/Sentence



Section 2 - About Experience on Probation



I would like (or would have liked) more help with:



4. Leadership and management to deliver the sentence and achieve initial outcomes

- 4.1. We interviewed 71 offender managers (as part of the inspection of the 85 cases in the sample) to gain their views about their experience of working for the Trust. Approximately two-thirds of these staff were POs, the others were mainly PSOs. Of these staff, 13 felt that their diversity needs had not been well handled by the Trust. However, others gave examples of very positive experiences of the Trust being flexible and supportive with them in relation to their needs relating to individual circumstances, such as pregnancy and childcare.
- 4.2. When asked about workloads, nearly three-quarters thought that these were actively monitored, but only a little over half thought that this was in a fair and transparent way. A workload management tool was in use and was available for all to scrutinise, but it appeared that not everyone was taking the opportunity to peruse this.
- 4.3. In relation to staff absences, nearly three-quarters of offender managers thought planned absences were managed in such a way so as to minimise disruption to the continuity of offender management. However, in relation to unplanned absences, such as last minute sickness, the figure dropped to less than two-thirds responding positively. For both these questions, staff in Hampshire Local Delivery Unit (LDU) responded less positively than those working in either Southampton or Portsmouth/Isle of Wight LDUs. Across the Trust, many staff felt that it was left to team members to organise short notice cover, rather than managers actively intervening. Some also commented that cases needed reallocating sooner when longer term absence became evident, which resonated with a recent management review following a Serious Further Offence (SFO). These findings were rather disappointing, particularly since the Trust had been working hard to manage staff sick absence proactively in order to bring it under the target of nine days.
- 4.4. The majority of offender managers held positive views about the skills of their line managers, indicating that they had the ability to assess the quality of their work, assist their development and support them. Most also thought that routine countersigning of their work and management oversight was an active process, either sometimes or always.
- 4.5. Of the offender managers we interviewed around eight out of every ten had regular, professional supervision with their manager at least at six-weekly intervals, with seven having such meetings quarterly and only six less frequently. Case discussion featured strongly in supervision, as well as feedback about performance, training and development issues and discussion about personal well-being. Career development was routinely discussed with just over half of the staff we interviewed. Interestingly, some middle managers felt that their own supervision had been adversely affected by sick absence and that consequently they were not always as well supported in their career development as they would have liked to have been.
- 4.6. Around eight out of ten offender managers reported that their practice had been observed by their manager or another person and they had been given feedback about this, but only two out of ten said they had received mentoring or coaching. Overall, over three-quarters thought that the particular methods used in supervision had promoted improvements in their practice. The Trust had obviously taken the SEEDS approach to offender engagement to heart, training their managers in reflective supervision which was having a positive impact on practice.
- 4.7. In relation to learning and development opportunities, most offender managers either held or were working towards a relevant professional qualification. Most thought that arrangements for ongoing training and development were at least sufficient to equip them to do their current job but they were slightly less positive about the extent to which their future development needs were met. This was understandable, given the current uncertainty surrounding the future of the probation service under the Government's Transforming Rehabilitation Strategy.
- 4.8. Many of those interviewed felt that they had received sufficient training about diversity factors but several reported less confidence in making initial assessments about learning needs and mental

health issues. Similarly, some were wary about whether they would recognise the issues associated with younger offenders. Specialist young adult teams had been set up in Southampton and Portsmouth and the workers we met from these teams were clearly enthusiastic about working with this specific age group.

- 4.9. All but one interviewee (a PSO) felt confident that they could identify and work with Child Protection and safeguarding issues and over two-thirds had received specific training in practice methods or interventions in respect of violent offending.
- 4.10. The Trust had created 3.5 new Learning and Development Managers posts in 2010. Although managed centrally, the post-holders were, crucially, integrated into the three LDUs; this enabled them to help middle managers drive up quality in relation to the Offender Assessment System (OASys) and to implement new policies and initiatives. They appeared to have been well received by the staff group.
- 4.11. Over one-third of offender managers said they thought formal opportunities to discuss practice issues with colleagues were insufficient, although many clearly made use of informal opportunities. Almost two-thirds thought the process for disseminating the findings from SFOs or serious case reviews was sufficient, with a slightly higher percentage (71%) considering the organisation promoted a culture of learning and development. In relation to each of these three questions, PSOs answered much more positively than POs and staff within Hampshire LDU answered less positively than those working in the other two LDUs. All staff interviewed from Southampton LDU said they thought that the Trust promoted a culture of learning and development.

Summary

Overall, 82% of work to deliver the sentence of the court was done well enough.

We have recommended that post inspection improvement work focuses on ensuring that:

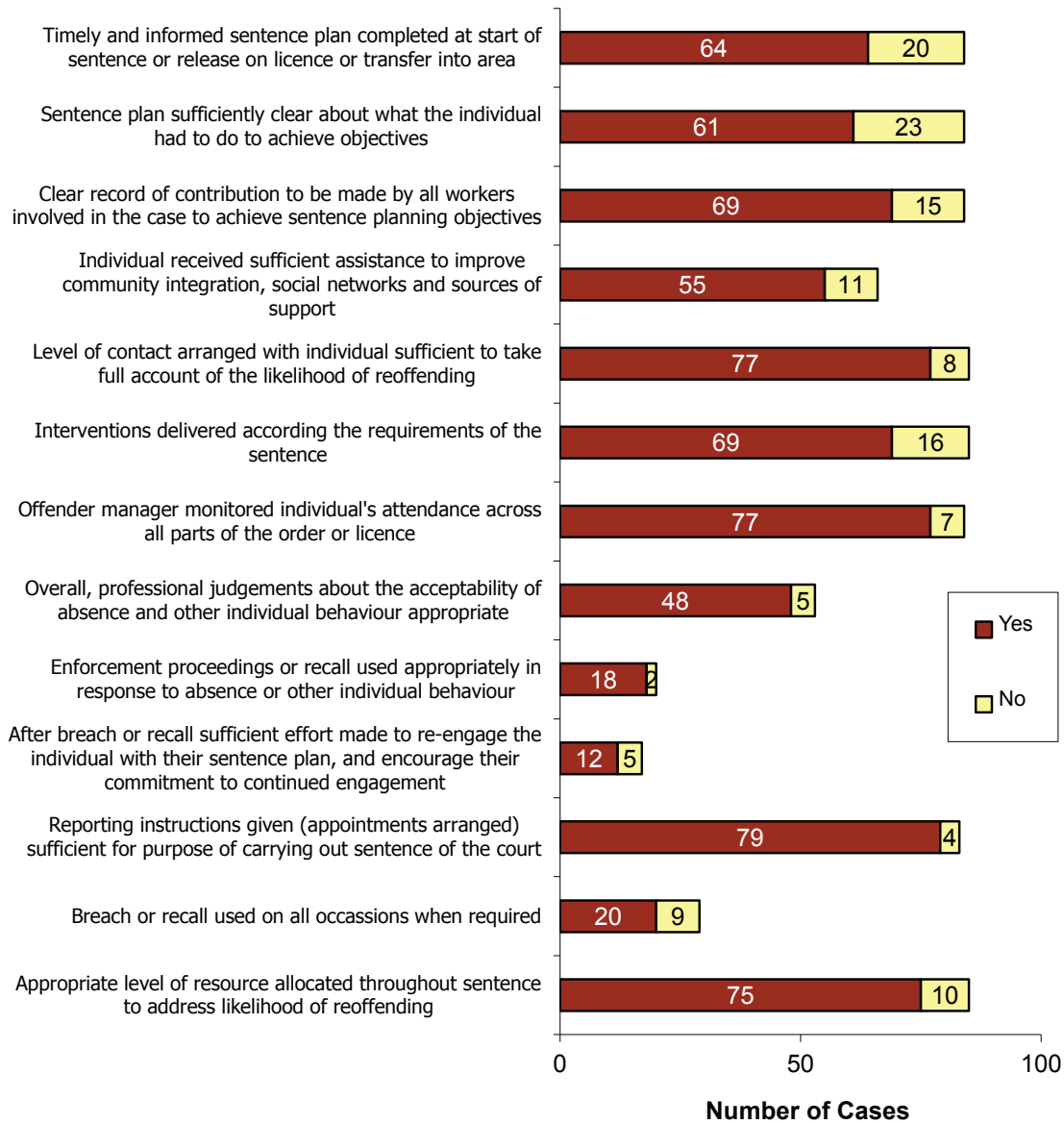
- reviews are timely, particularly in response to significant changes. They are well informed by feedback from other workers involved with the individual and are used both to support progress and reinforce objectives and commitment to the sentence.

For a summary of our findings, please see page 2

Data Summary

The following chart summarises data from some of the key questions assessed during the inspection of cases. [NB: 85 cases were inspected. However, the total answers may not equal this, since some questions may not have been applicable to every case]

Delivering the Sentence



Reducing the likelihood of reoffending

3

Outcome 3: Reducing the likelihood of reoffending

What we expect to see

A number of factors may contribute to the likelihood of an offender committing further crime. We expect to see an accurate assessment of these factors at the start of sentence and evidence that effective, targeted work has reduced the likelihood of reoffending.

Case assessment score

Overall, 75% of work to reduce the likelihood of reoffending was done well enough.

Key strengths

1. Most assessments of the likelihood of reoffending were sufficient, taking into account previous relevant behaviour and information from the individual's home and social environment and the factors which had contributed to offending.
2. Alcohol was a factor in the majority of cases and was usually taken into account in most assessments of likelihood of reoffending.
3. Constructive interventions encouraged individuals to take responsibility for their actions and maintain a focus on their offending behaviour. Delivery of programmes was generally timely with offenders being prepared sufficiently for interventions in most cases.
4. Individuals were usually informed of other local services to support rehabilitation and were referred to such services as appropriate.
5. Resources were used appropriately in most cases and there was usually a sufficient record of the individual's progress or degree of change.
6. A strong management board had ensured that an impressive range of interventions were available, including a number of specified activities. Good strategic and operational relationships with a range of partners supported the delivery of effective interventions to a wide range of diverse individual groups.
7. The award winning health trainer programme was an obvious example of good practice.

Key areas for improvement

1. Interventions to address alcohol misuse were not always delivered in line with the sentence plan.
2. Work delivered by other workers and agencies was not always fully reviewed by the offender manager. Other workers would have appreciated having more input into such reviews.
3. A number of reviews of likelihood of reoffending were either insufficient or not completed; in particular, reviews in response to significant changes were not always completed.

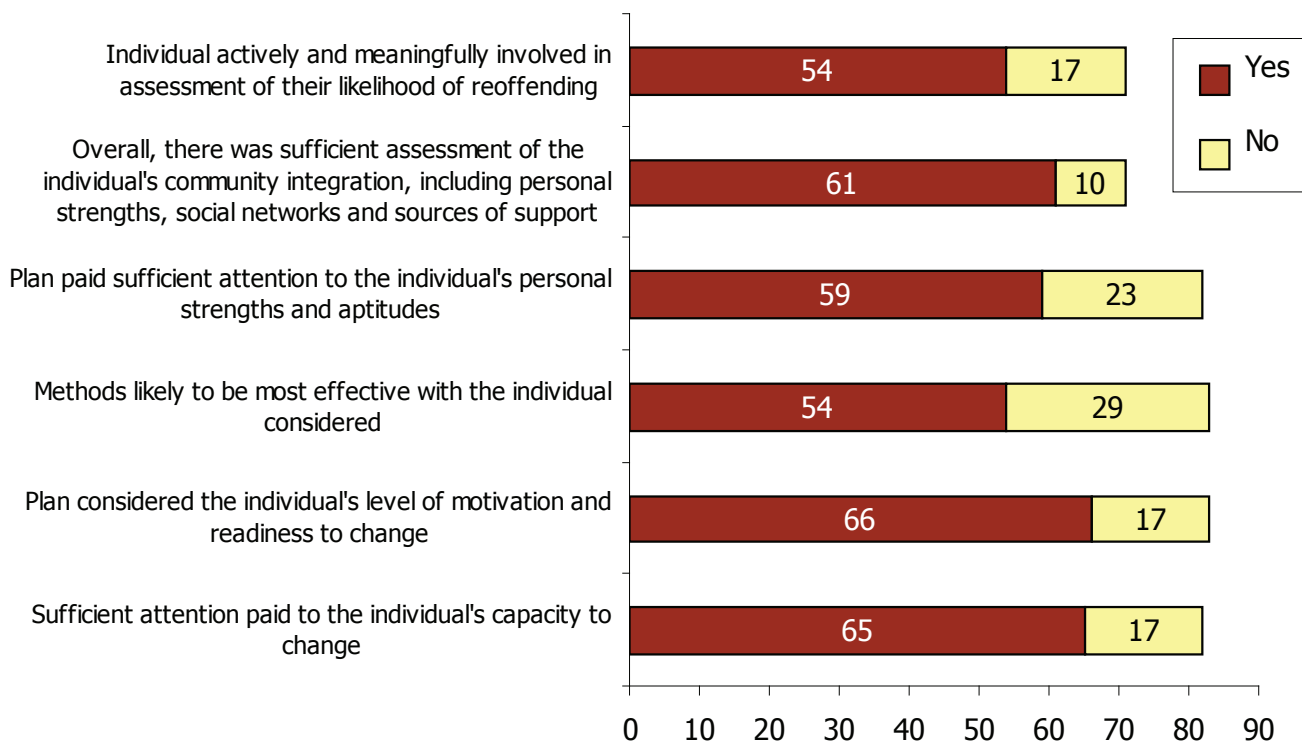
Explanation of findings

1. Assessment to reduce the likelihood of reoffending

- 1.1. At the start of sentence, release on licence or transfer into the Trust, an assessment of the factors which may have contributed to the likelihood of further offending was required to be carried out in 71 of the cases in our sample. In five instances no assessment was completed while, in a further six, the assessment was judged to be insufficient.

- 1.2. Completed assessments were generally timely and all but two were either new or sufficiently revised from a previous assessment. The majority of initial assessments drew fully on all available sources of information and included relevant information from the offender’s home and social environment. Most identified the factors that related to the individual’s offending and took relevant previous behaviour into account.
- 1.3. However, access to other background information to inform assessments, including from the police and Children’s Services, was variable across the county, despite protocols for information exchange being in place. In some parts of the county, staff experienced difficulties in getting through to relevant social workers. Similarly, the ease of obtaining information from the police varied, although this was notably better for those cases managed via IOM teams. It was hoped that the development of Multi-Agency Safeguarding Hubs, anticipated to be in place by January 2014, would improve ease of communication between the various agencies.
- 1.4. We expect individuals to be actively and meaningfully involved in the assessment of the factors that are related to their offending. Just over three-quarters of the individuals in our sample were sufficiently involved in this aspect of their assessment.

Involving people in assessing the likelihood of them reoffending



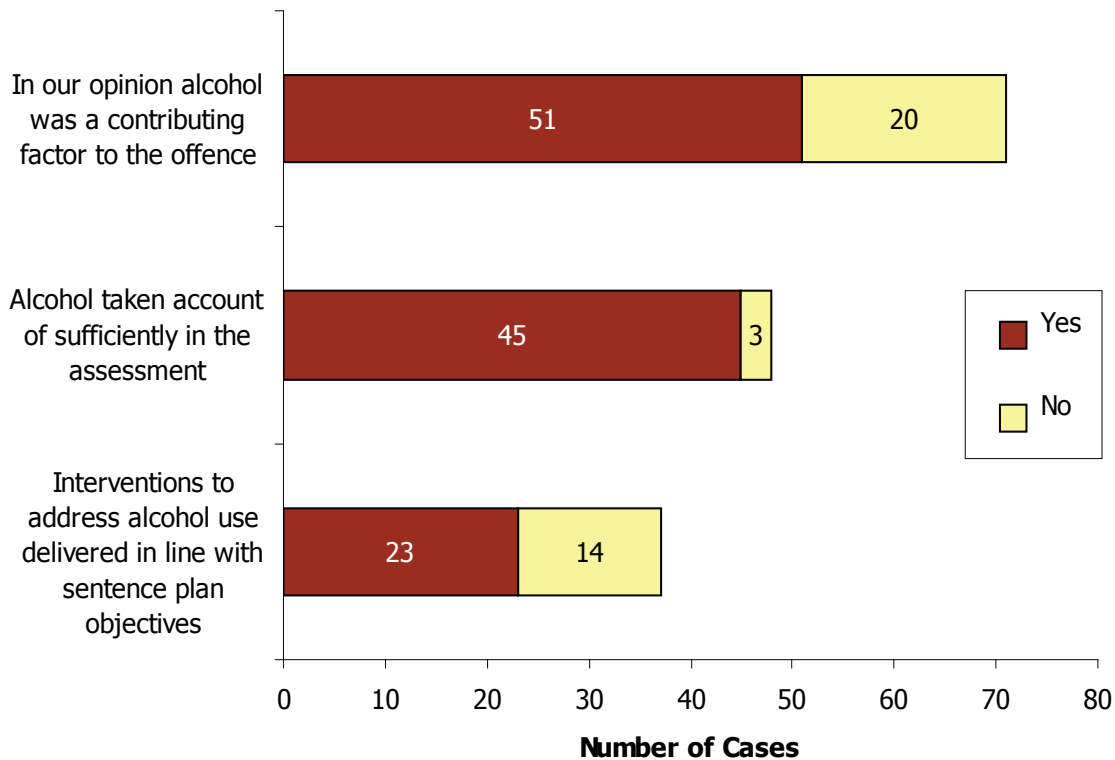
- 1.5. Given the focus within this inspection on violent offending, and the recognised links between excess alcohol and violence, we were particularly interested in the extent to which alcohol was considered within the assessment of the likelihood of reoffending. In nearly three-quarters of the cases sampled alcohol had been a feature. We were pleased to see that it had been sufficiently taken into account in all but three of these cases.
- 1.6. If offending-related factors are not recognised in the assessment then it is unlikely that the right interventions will be provided. Across the 85 cases, there were a variety of factors which were related to the likelihood of reoffending. Based on our assessment of the cases the most prevalent factors were thinking and behaviour (featuring in 67 cases); followed by alcohol misuse (63 cases); difficulties handling relationships (50); and lifestyle and associates (46).

- 1.7. In addition to the factors listed above, many individuals in our sample had problems relating to their attitudes to offending (44 people); emotional well-being including mental health (38 people); and accommodation (33). There were only three individuals with problems associated with gang membership.
- 1.8. The individuals whose cases we examined were convicted of a range of offences. A detailed breakdown of the principal offences is shown in Appendix 2. In four cases, the principal offence related to possession of a weapon. However, in a further 17 cases the offence had involved the use, carrying or possession of a weapon alongside more serious offences. This meant that one-quarter of the cases we inspected had involved the possession, use or carrying of a weapon.
- 1.9. In over two-thirds of the cases, the offence had involved physical violence. Psychological harm was likely to have resulted in over half of the cases, while less than one-third had involved domestic violence. Racial, religious or other hate appeared to have motivated the offender in four of the cases we inspected.

2. Delivery of interventions to reduce the likelihood of reoffending

- 2.1. Constructive interventions encouraged and challenged the individual to take responsibility for their actions, and decisions related to offending, in over three-quarters of cases. A similar proportion of cases showed that work with the individual kept a focus on the changes they needed to make to their behaviour.
- 2.2. The Trust had an appropriate range of accredited programmes, together with a wide range of specified activities, which combined to address the different types of offending at a variety of levels of intensity. There was broadly sufficient capacity to deliver programmes to address both domestic and other violence and we saw a number of cases where individuals had started such programmes and activities in a timely fashion. With those individuals who were ineligible or unsuitable to undertake a group programme, we saw evidence of planned and structured work being done individually to address offence-related factors.
- 2.3. Almost one-third of the cases in the sample included the planned delivery of an accredited programme. These included predominantly the Integrated Domestic Abuse Programme (IDAP), Thinking Skills and Control of Violence for Angry Impulsive Drinkers (COVAID).
- 2.4. In over three-quarters of relevant cases, delivery of the programme was consistent with the sentence plan, in so much as it had either been completed by the time of the inspection or there were plans to deliver it at an appropriate time in the future. In six cases a programme had not been delivered when we thought it should have been. There were a variety of reasons for this including the programme not being run frequently enough. In addition, some offenders had difficulty committing to the scheduled start date as a consequence of work commitments or for other reasons such as ill-health or the presence on the group of others who the individual needed to avoid, such as a co-defendant.
- 2.5. There were three approved premises in the Trust, providing supported accommodation for offenders under supervision and on licence. These were all for men, with the nearest female facility being in neighbouring Berkshire. Eleven cases in the sample involved people who had been resident in approved premises for at least six weeks of the period being assessed; constructive interventions had been provided for seven of these. In other cases the use of approved premises was primarily to provide restriction or emergency accommodation to manage risk of harm. Offender managers generally spoke highly of the staff at the approved premises, who contributed a high degree of feedback on cases – almost too much in some cases, according to some offender managers who struggled at times to keep up with the flow of information.

Alcohol and offending



- 2.6. The majority of individuals were well prepared for the interventions delivered throughout their community order or licence, for example accredited programmes; this included work that needed to be done by the offender manager with the individual before they started the group work element of the programme. However, in less than two-thirds of cases, the offender manager then regularly reviewed with the individual the work they had done in other parts of their order or licence.
- 2.7. Although regular three-way meetings took place, some other workers, such as drugs workers, indicated to us that they could have offered more feedback than they did. Where partner agencies were co-located, such as in IOM teams, then the flow of information was good, but this was less effective with generic cases. Nonetheless, there was evidence in case records of ongoing contact between programme providers and offender managers to monitor compliance and support learning, and involvement of offender managers in programme review meetings.
- 2.8. We read a number of cases in which health trainers had played a key role. Dating back to 2006, this initiative originated when Portsmouth Primary Care Trust funded Hampshire Probation Trust to employ a small number of former offenders to deliver advice and guidance to individuals on how to make healthier choices in their life and lifestyle. Issues covered included mental health and well-being, substance misuse, diet, nutrition, exercise, smoking cessation, sexual health, as well as practical issues such as how to register with a GP or dentist. Although essentially health-based, the extent of their remit was such that they impacted on a wide range of factors linked to reoffending, including, for example, accommodation issues, given the obvious links between adequacy of housing and good health. The scheme is now widely used across the Trust and closely monitored and supported by senior managers. Since the inception of the scheme, a number of the health trainers had gained permanent employment, including, in two cases, as PSOs with Hampshire Probation Trust. The success of the scheme had been recognised via a coveted Butler Trust award. The following example demonstrates the value of the scheme:

Practice illustration – delivery of interventions: health trainer scheme

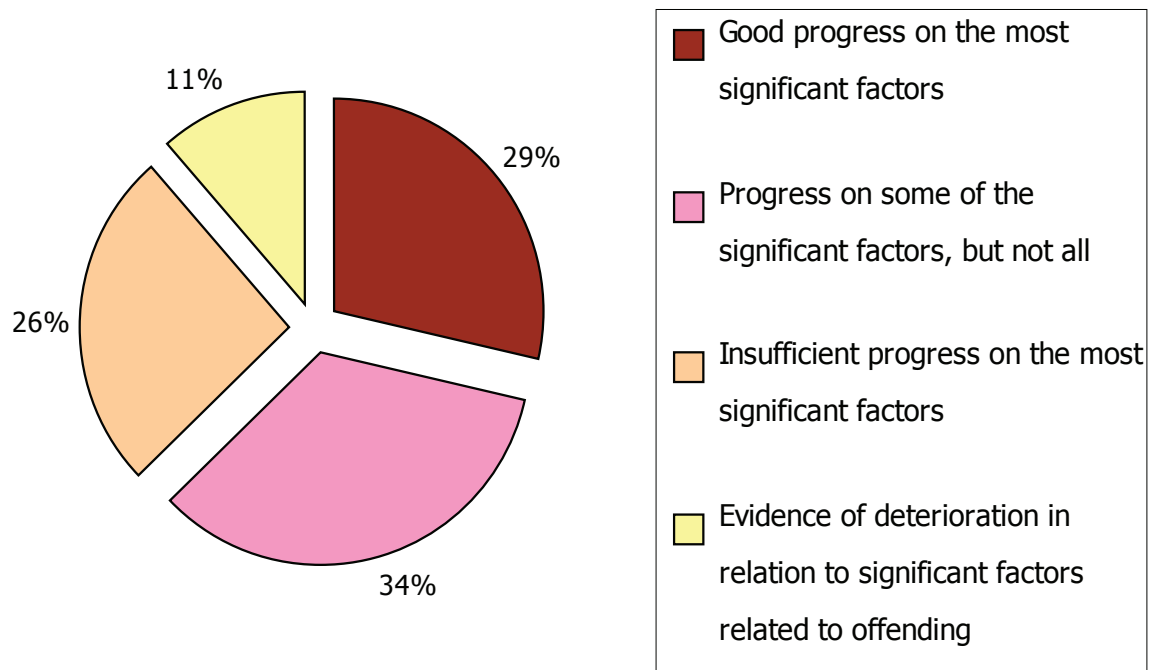
Mark was a 33 year old man on licence who had committed a serious assault on the day of his release from a previous sentence. Knowing he was not registered with a GP, the offender manager referred him to a health trainer who helped him to become registered. Mark lacked confidence in visiting the GP and felt that he would not be able to express himself, so the offender manager arranged for him to be accompanied. The health trainer helped Mark to join a gym; through his membership, he began to feel better physically and to become more self-confident. Mark was also referred to a boxing academy as he had a long-term plan to be a trainer or mentor. It was clear that helping raise his position in society in this way was likely to support Mark in his journey towards stopping offending. With the assistance of both the offender manager and the health trainer, Mark was also supported in relation to his accommodation needs; he was accompanied to the housing department, since acquiring his own flat appeared to be a significant protective factor.

- 2.9. In order to support and sustain their desistance from offending, nine out of every ten individuals were informed of relevant local services which could assist them and were then referred to these services if relevant.
- 2.10. We expect to see the assessment of the likelihood of reoffending reviewed thoroughly when required, but in only just over half of the cases had there had been a sufficient review. In one-quarter of cases the review had not taken place at all and in a further 15 cases it was not sufficient. Whilst changes in relevant factors were taken into account in most cases where reviews were done, in more than half the cases the assessment was not reviewed following a significant change. This mirrored the findings in relation to the review of sentence plans.

3. Likelihood of reoffending is reduced

- 3.1. Certain factors, identified as contributing to the person offending, had been tackled by the time of our inspection, some nine months into the sentence. However, our view was that, across the range of factors, provision was stretched and struggled to meet all the need. Mental health provision was particularly variable, with readily accessible services and diversion schemes for offenders available in Portsmouth and Southampton but not in other areas of the Trust. Senior leaders told us that, across the Trust, mental health was much less evidently 'on the radar' than it had been in previous years. Elsewhere, it was often problematic for offender managers to connect individuals with services; where the route into services lay via GPs, this was often more difficult to arrange. In the NOMS Offender Survey, the lack of provision in relation to accommodation was noted by over one-quarter of respondents as a particular concern, yet this was the single factor on which we judged most progress to have been made in the cases from our sample (see the table at paragraph 3.4 below).
- 3.2. We asked offender managers whether they felt they had access to sufficient resources to enable the delivery of planned work. While one-quarter overall said 'no', it was noticeable that this question was more often answered negatively in the Hampshire LDU, where resources appeared to be spread more thinly than in the coastal cities.
- 3.3. We found just over one-quarter of individuals had made good progress with a further one-third showing some progress on the most significant factors. In one-quarter of the cases we thought that there had been insufficient progress in respect of the most significant factors for that individual, while in eight cases we inspected there had been a deterioration.

Overall progress made in relation to factors identified as making the individual more likely to reoffend



3.4. In relation to the factors associated with offending that were most frequently found in our case sample (listed in order of prevalence from the 85 cases inspected), we found the following:

Prevalent offending-related factor (and number of cases identified by us where this applied):	Of those cases where the factor was identified, the % where	
	Sufficient interventions or services were delivered was:	sufficient progress was made:
Most prevalent factors:		
thinking and behaviour (67)	55%	39%
alcohol misuse (63)	48%	43%
difficulties handling relationships (50)	40%	30%
lifestyle and associates (46)	35%	33%
attitudes to offending (44)	45%	27%
Other common factors		
emotional well-being (38)	53%	45%
accommodation (33)	55%	48%
drug misuse (25)	40%	44%
ETE (22)	37%	41%

3.5. In 21 of the cases inspected, we found that there had been insufficient progress made against any of the relevant factors. Nonetheless, we judged that resources had been used efficiently to assist the individual to achieve planned outcomes in over three-quarters of all cases.

4. Leadership and management to reduce the likelihood of reoffending

4.1. From our examination of the case files, together with our discussions with other agencies, we saw evidence of effective working relationships with a high number of partners engaged in delivering interventions across a range of offending-related factors. The strength of these relationships lay

both in sound strategic links as well as active liaison at the practical, operational level. The Trust had a keen eye on the needs of their service users, which they captured via an annual needs analysis of the offending population. They also encouraged the formation of a service user group, known as 'Rewind', through which the health trainers had recently conducted a survey. The health trainer involved had been employed via another agency, rather than by the Trust, so this increased their independence.

- 4.2. It was clear to us that the Trust was focused on developing new ways of working and was keen to pilot new initiatives, as the health trainer scheme clearly demonstrated. To aid innovation, each LDU Director had a sum at their disposal for implementing new initiatives.
- 4.3. The Trust took an entrepreneurial approach to their core business of offender management, raising money to support delivery of interventions through doing work for other organisations, such as providing payroll services for Avon & Somerset Probation Trust. They recognised that good quality relationships brought access to funds and services; the relationship with health funders was particularly strong and had led, for example, to the recent creation in Southampton of a family health worker post deployed to the Troubled Families project. Similarly, health funding had led to a new service being developed to support those staff working with individuals with personality disorders who were living in the Trust's approved premises.
- 4.4. A wide range of specified activity requirements (SARs) was available to tackle those offending-related factors which did not necessarily require the (more expensive) intervention associated with an accredited programme. SARs on offer included the General Offending Behaviour SAR (GOBSAR) as an alternative to Thinking Skills, and Integrated Domestic Abuse Module (IDAM) in lieu of IDAP. Not only did sentencers express some confusion about their understanding of the differences between these SARs and their accredited programme 'equivalents', but also we heard that court report writers sometimes saw proposing a SAR as an easy option; it was quicker for them to recommend IDAM, for instance, rather than obtaining advice from an IDAP tutor about an individual's suitability for the full programme. This led, on at least one occasion within the cases sampled, to an unsuitable intervention being ordered by the court, which caused problems for the offender manager later in the order.
- 4.5. A number of other interventions were available, including alcohol and drug treatment interventions and other resettlement services. The quality, ease of access and communication links in relation to these services inevitably varied across the county; it was generally the case that, where specialist teams such as those delivering drug rehabilitation requirements were involved, delivery ran more smoothly than in generic cases. This was often because of the co-location with offender managers of these specialist teams.
- 4.6. The Trust had focused well on the diverse needs of individual groups, such as veterans, women and younger adult offenders. Recent initiatives included the recruitment of a dozen ex-services volunteers to act as mentors for veterans who had offended. Such mentors were well placed to signpost veterans to community services targeted specifically towards them, although the Trust recognised that they needed to be more proactive in identifying who their veterans were at the assessment and pre-court stages. We inspected only one case involving a veteran; he had been appropriately referred to local services to support his rehabilitation.
- 4.7. We were pleased to note that the Trust had responded positively to the recommendations in our joint thematic inspection on women offenders¹, introducing women-only reporting arrangements and setting up women's community resource centres in three sites, with two further under development. A range of women-specific programmes and activities were in place, many of which, including the women's SAR, were delivered through Women's Wisdom. The following two examples illustrate the kind of progress which women were able to make through using the interventions specifically available for them:

1. HMI Probation (October 2011) *Equal but Different: An inspection of the use of alternatives to custody for women offenders*, Ministry of Justice, London.

Practice illustration – women-specific interventions

Sharon, aged 25, had assaulted an unknown man during a street fight. She had seen her victim hit a woman, which had brought back memories of her own experience of being a victim of domestic abuse; over-reacting, she had committed the assault. She responded very positively to supervision and to the curfew imposed. She stopped drinking and was happy to spend the evenings at home with her young children. Since then she had become more involved in their school and had made a break from her other friends. The offender manager referred Sharon to the ETE worker and this had led to her doing voluntary work in a charity shop and starting a qualification in retail. This greatly increased her self-confidence and her self-esteem. Thinking ahead to the end of the order, the offender manager also referred Sharon to the women's community resource centre in Havant. There Sharon was able to access sessions run by Women's Aid on debt management, an ETE workshop, the women's programme, confidence building workshops and substance misuse services. These services helped to reinforce her integration into her local community.

Practice illustration – women-specific interventions

Julie had a history of heavy alcohol use within a mutually violent relationship with her partner and an unstable home environment; as such hers was a challenging case. However, Julie's offender manager was working hard to balance her risk of harm to others with the risks she faced. Through using the alcohol interventions team, accommodation resources and a women's group within a women's community resource centre, some progress was being made. The women's group was helping Julie to identify the sexual jealousy which was linked with her offending behaviour. She undertook a range of women-specific sessions, including work on emotional well-being, self-esteem, risky thinking, problem solving and goal setting. As the offender manager was one of the group workers, she was able to reinforce the learning from the group work in her individual sessions with Julie. Progress was shown through Julie taking on board the suggestions about choosing drinks with a lower alcohol content and starting to drink later in the evening.

- 4.8. Provision for women also included an interesting new intervention, the Women's Anger and Emotional Management programme. Although not available as a SAR, this work involved six to eight sessions delivered by a specialist provider. The sessions aimed to raise women's self-awareness of how difficulties with handling emotions (and the overuse of alcohol as a coping mechanism) could lead to aggression. The programme was suitable for women whose offence was one of violence against the person, although not if this was in the context of a domestic relationship. As we have found elsewhere, there was a noticeable gap for interventions designed for female domestic abuse perpetrators and for addressing domestic abuse within same sex relationships.
- 4.9. In relation to our five 'outcome measures', it was interesting to note that the female cases inspected scored better than their male equivalents in three of the five overall measures; they scored the same as the male cases in relation to 'Delivering the Sentence of the Court' and worse on 'Delivering Effective Work for Victims'. However, this finding should be treated with caution, given that only 10 out of the 85 cases sampled were female.
- 4.10. One of the priorities within the Trust's current annual business plan related to improving the management of the transition from youth to adult criminal justice services which, again, responded to recommendations from our joint thematic inspection on Transitions². In conjunction with the Youth Offending Teams (YOTs) in the area, they were reviewing their framework for working. In so doing, they were intent on importing the YOT approach to engagement and on becoming more flexible about the point at which an individual would transfer from youth to adult services, rather than sticking rigidly to the advent of the eighteenth birthday. This seemed a sensible and innovative approach.

² HMI Probation, (October 2012), *Transitions: An inspection of the transitions arrangements from youth to adult services in the criminal justice system*, Ministry of Justice, London.

4.11. The partner organisations we met were all very complimentary about the Trust's longstanding commitment to joint working and to supporting innovation. However, several partners expressed real concern to us that the Government's Transforming Rehabilitation Strategy (which will reduce considerably the current work undertaken by Probation Trusts) would adversely affect the current partnerships which worked well. In particular, commissioners expressed concern that they would have to make commissioning decisions in the autumn of 2013 in order to ensure continued delivery of services from April 2014, yet this would be without detailed knowledge of the shape of the probation 'landscape' from that point onwards.

Summary

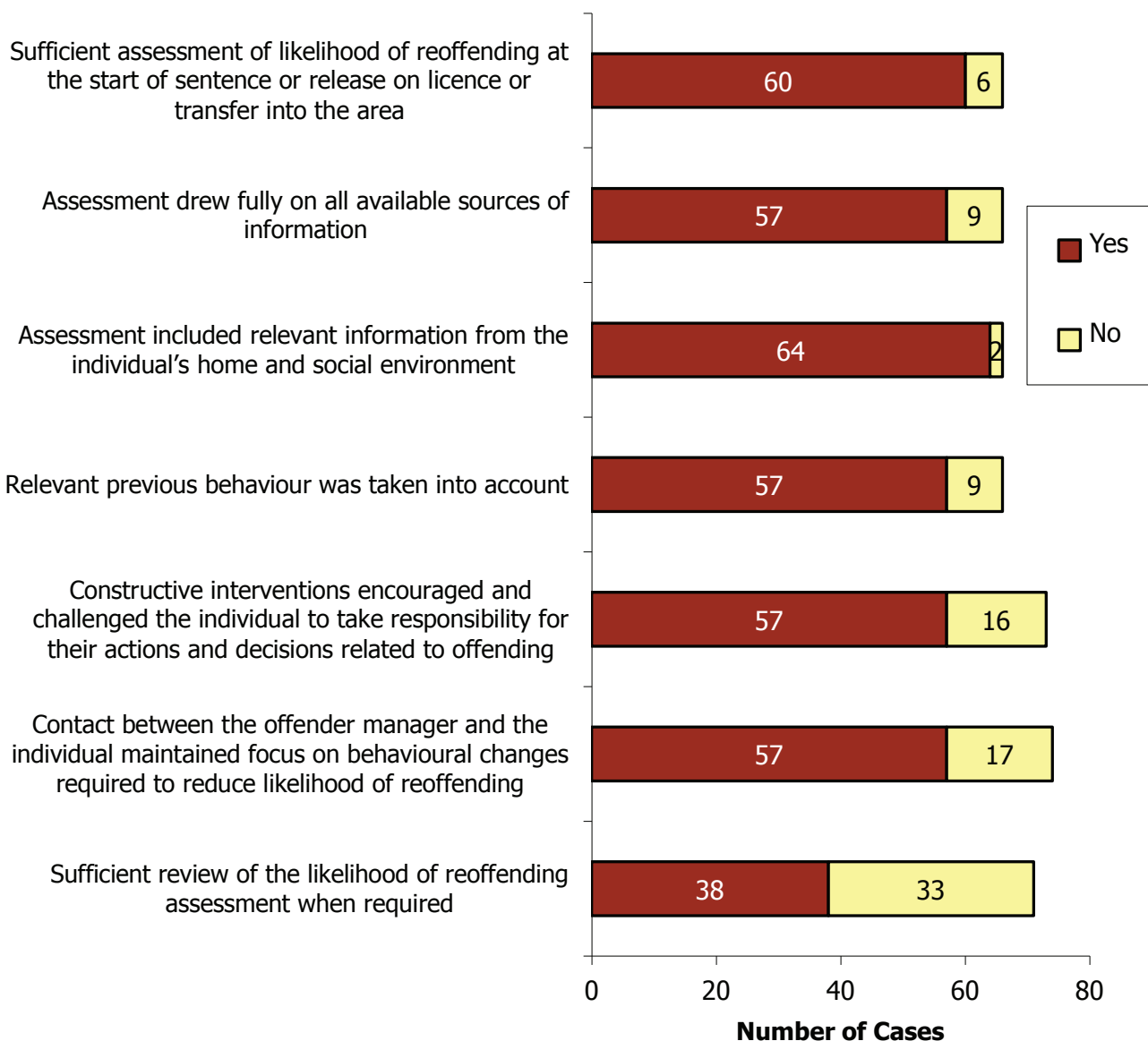
Overall, 75% of work to reduce the likelihood of reoffending was done well enough.

For a summary of our findings, please see page 2

Data Summary

The following chart summarises data from some of the key questions assessed during the inspection of cases. [NB: 85 cases were inspected. However, the total answers may not equal this, since some questions may not have been applicable to every case]

Reducing Likelihood of Reoffending



**Protecting
the public by
minimising
risk of harm to
others**

4

Outcome 4: Protecting the public by minimising the risk of harm to others

What we expect to see

Some offenders present a risk of harm to other people. In all cases we expect to see the level of this risk properly assessed and, where necessary, plans made to manage and minimise risk to other people. All reasonable action should be taken to protect the public and ensure the safety of victims.¹

Case assessment score

Overall, 76% of work to ensure the protection of the public was done well enough.

Key strengths

1. Initial screening of Risk of Serious Harm (RoSH) was generally completed accurately and on time; nearly all risk classifications were correct.
2. Within initial risk of harm assessments, child safeguarding generally received appropriate attention in relation to the individual's contact with children and young people. The safety of children and young people was promoted throughout most cases and all but one member of staff interviewed expressed confidence in dealing with Child Protection issues.
3. The majority of risk management plans included all necessary action to manage the risk of harm posed by the individual, with most plans being clear about who would do what and when. The quality of such plans had improved significantly since the time of the last inspection in 2010.
4. The use of restrictive interventions (such as curfews and approved premises) contributed well to managing risk of harm.
5. Enforcement procedures and recall to prison were used appropriately in response to increased risk of harm in almost all cases where needed.
6. Most cases that met the criteria for managing via MAPPA were correctly identified. Those cases requiring a higher level of MAPPA involvement were generally managed efficiently. Multi-agency work generally contributed to the effective management of risk of harm.
7. Strategic relationships with partner agencies were strong, particularly in relation to IOM and MAPPA.

Key areas for improvement

1. Almost one-quarter of risk of harm analyses were insufficient; there was an insufficient response to changes in risk of harm factors in more than one-third of relevant cases.
2. Initial home visits were not always carried out where needed (in high risk cases or in response to Child Protection concerns), nor were they repeated in half of the appropriate cases.
3. Reviews of risk of harm assessments and plans were often insufficient. The need for a formal review was often overlooked when significant changes occurred and decisions taken within Child Protection procedures were not always revisited.
4. There was insufficient evidence of effective management scrutiny in cases classified as posing a high RoSH or where there were Child Protection issues.

¹ Our judgements about work to protect actual and potential victims are incorporated into the overall score for Protecting the Public as well as contributing to the score for Delivering Effective Work for Victims. In this report, the detailed findings are discussed under Outcome 5: Delivering Effective work for Victims.

Explanation of findings

1. 1. Assessment and planning to minimise risk of harm to others

- 1.1. The initial Risk of Serious Harm (RoSH) screening was completed sufficiently well in the majority of cases. In all but ten cases the screening was accurate, although occasionally important past behaviour, such as the use of weapons, had been overlooked. In a few cases the screening was completed late.
- 1.2. In all but five cases where the OASys RoSH classification was recorded, we considered that it was correct; where we took a different view from the offender manager, we generally thought that RoSH had been classified too low. No classification was recorded in four cases.
- 1.3. Where the RoSH screening indicated that there was a need for a fuller analysis of the RoSH posed by the individual, we expected to see one carried out. Given the nature of the offences in our sample, most (if not all of them) should have triggered a full analysis of the risk of harm to others (or use of the override to decide not to complete one). Five cases lacked a full analysis where we would have expected one to have been completed.
- 1.4. In those cases which included a full analysis of RoSH, we found most were completed in a timely fashion and drew on information which had been actively sought from others so as to help shape the judgement. Nearly all analyses correctly categorised the RoSH to different groups of actual or potential victims, and were either new or sufficiently updated from a previous assessment. Most were also reasonably analytical, rather than simply descriptive, and paid sufficient attention to child safeguarding in relation to the individual's contact with any children.

Practice illustration – analysis of risk of harm

Richard had experienced a difficult upbringing in a family in which acts and allegations of sexual abuse were rife. Both the familial and his own domestic relationships were complicated; Richard, himself, had had many different partners, some of whom he had abused, and there were Child Protection concerns in relation to his two children with different mothers. In analysing the risk, the offender manager plotted the various relationships on a chart, showing the links between these and the various historic offences. He then used the chart to help him make sense of the various risk of harm issues, to complete a comprehensive analysis and to draw up an extensive risk management plan. Through this attention to detail, he made sense of an otherwise chaotic picture which helped him and Richard understand the nature of the risk of harm.

- 1.5. In all but one of the 42 cases where restrictive requirements (such as a curfew or a restraining order) were in place, their use was judged to be appropriate. They were all considered proportionate to the risk of harm and the likelihood of reoffending, and minimised the risk of harm to actual or potential victims in all but one case. In all relevant cases, a curfew was seen as providing a significant punishment and in all but one it protected the public from risk of harm or further offending by the individual.
- 1.6. Risk management plans are required in cases where the RoSH classification is medium or higher and this can be the most challenging piece of work for offender managers to perfect. Over two-thirds of such cases in the sample contained a sufficient plan. Although this left room for improvement, this level of quality was better than often found in other Trusts. It also evidenced the degree of effort which Hampshire Probation Trust had put into improving this aspect of the work since the last inspection in 2010. Although not a directly comparable sample, given the thematic aspect of this inspection, when we last inspected cases in the Trust we found that only one-third contained comprehensive risk management plans.
- 1.7. In six cases there was no initial plan and in 18 cases the plans produced were of insufficient quality. The majority of completed risk management plans were timely and addressed the factors identified

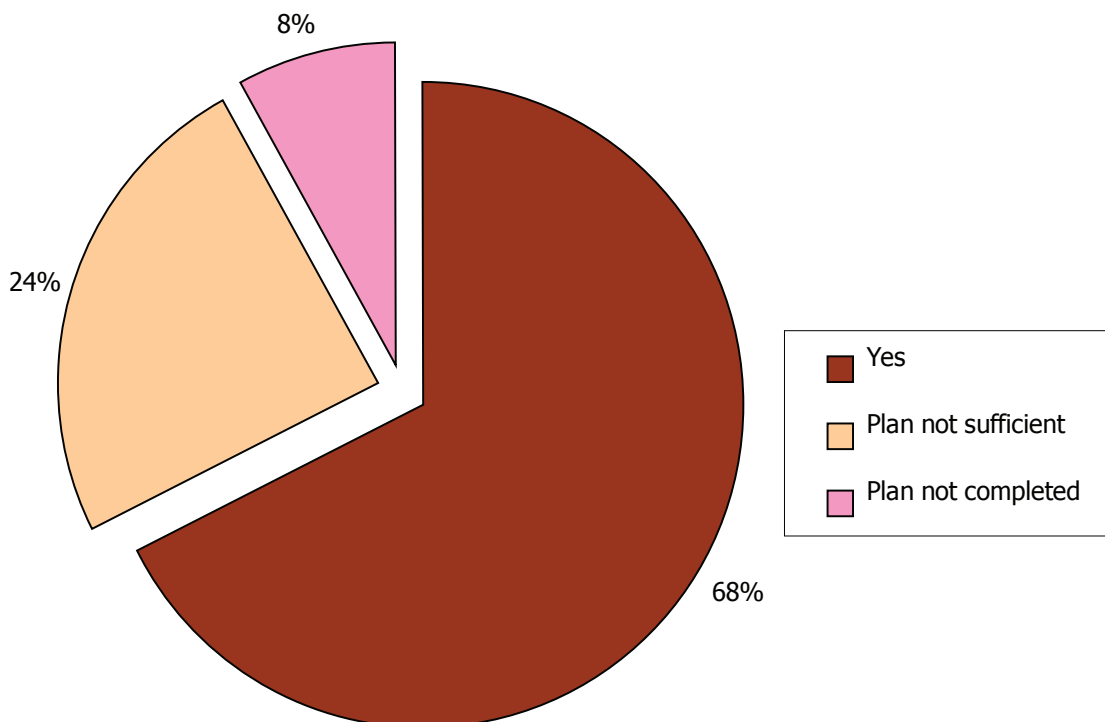
in the full risk of harm analysis. Most also anticipated possible changes in risk of harm factors and contained contingency plans which included a note of all events which would prompt a review. Fewer addressed all relevant factors, including the risks to any specific victims. The main area for improvement within these plans, which applied to nearly one-third of relevant cases, was in accurately describing how the objectives of the sentence plan, and other activities, would address risk of harm issues and protect actual and potential victims.

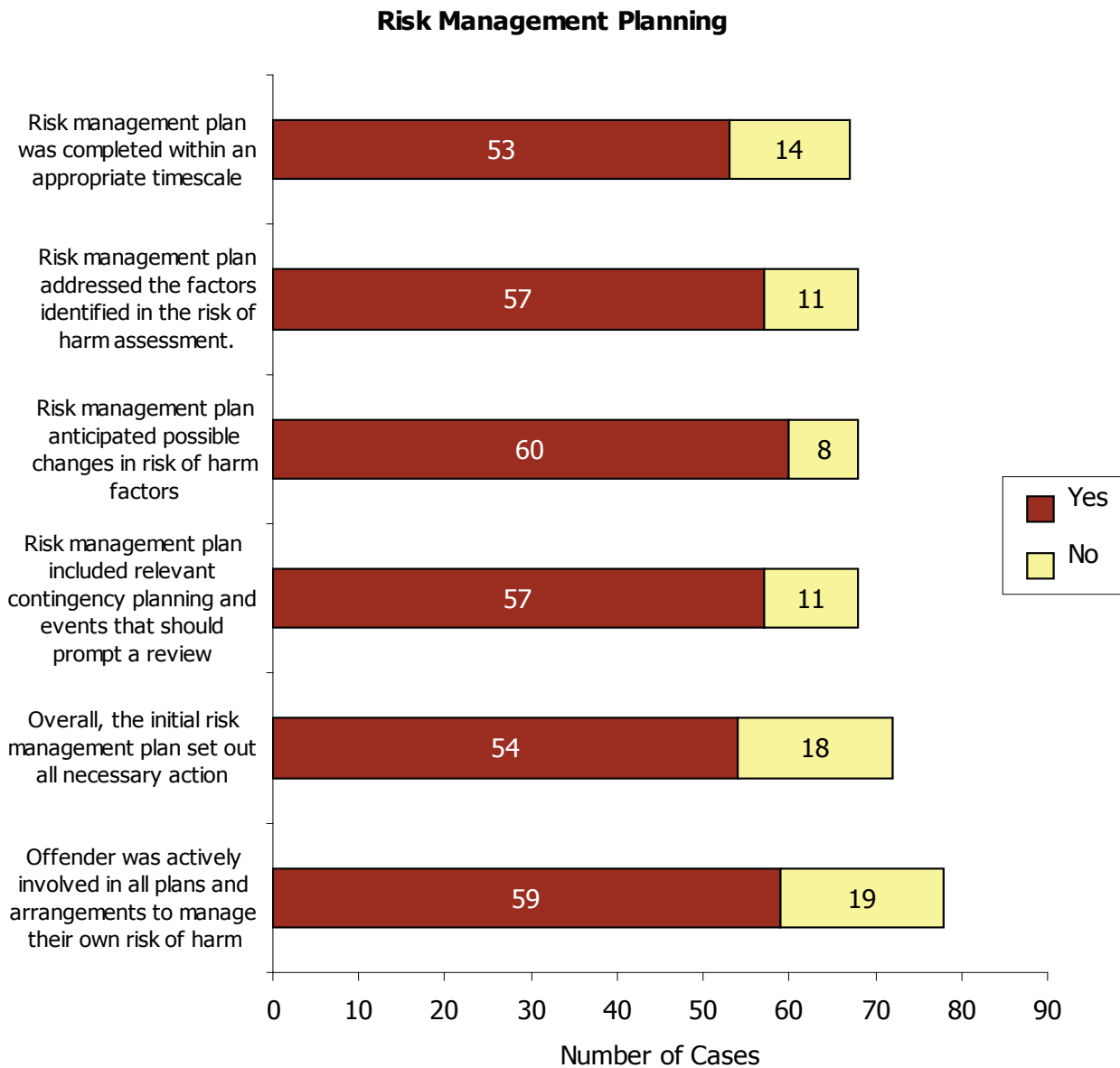
Practice illustration – effective risk management planning

Jason was subject to a community order with supervision and a requirement to complete COVAID, following an assault on a police officer. He was categorised as posing a high RoSH to others. The assessment and planning documents in the case were of a high standard. All aspects of the assessment contained relevant information which had been verified where necessary; factors relating to both risk and likelihood of reoffending were thoroughly analysed and linked together to create a holistic picture of Jason’s needs and risks, including details of the factors likely to increase and decrease risk. A clear risk management plan outlined how the risks would be managed, who would take specific actions and by when. Contingency planning was thorough, as was the linked sentence plan which had been written from Jason’s perspective, incorporating his comments. Safeguarding of Jason’s unborn child had also been carefully considered and there was evidence of the offender manager involving both the social worker and Jason’s ex-partner’s offender manager to ensure thoroughness of the assessment and plan. A timely safeguarding referral had also been made in relation to Jason’s younger brother, although this was not formally documented on the case record.

1.8. Overall, three-quarters of risk management plans set out all necessary action. Most plans were clear about who would do what and when, and what the arrangements were for sharing information; most plans were also communicated to all relevant agencies. There was evidence in over three-quarters of the cases that the individual was actively involved in all plans and arrangements to manage their own risk of harm, including constructive and restrictive interventions.

Sufficient initial plan in place to manage risk of harm





- 1.9. All but one of the relevant cases in the sample had been recorded on the Violent and Sexual Offender Register (ViSOR) (the information system managed by the police to share information in relevant MAPPAs where there has been sexual or serious violent offending or potentially dangerous or terrorist activity). Senior managers within the Trust closely monitored ViSOR recording, but the police staff we met felt that the potential usefulness of the system was hampered by probation staff using OASys more readily than ViSOR.
- 1.10. Twenty-eight cases met the criteria for MAPPAs and in all but two of these this was identified accurately. In all the cases which were identified, the initial level of MAPPAs management was appropriate. Seventeen cases needed management at higher levels within MAPPAs, and for all of these an appropriate referral was made and all but one was in a timely fashion. However, actions agreed by MAPPAs had not been included in the relevant planning documents, such as risk management plans, in five cases. MAPPAs categories were accurate in all cases and in only one case had agreed actions not been properly communicated to all relevant bodies.

Practice illustration – appropriate reallocation of MAPPA resources

We examined a number of licence cases where the individual had been correctly registered while in prison as MAPPA Level 2, but within a few weeks of release, had been reduced to Level 1. We considered this an appropriate reallocation of resources, given that the relevant agencies had, by this point, contributed effectively to release plans; once the person was in the community and had settled, it was entirely sensible to reduce the level of MAPPA involvement.

2. Delivery of interventions to minimise risk of harm to others

- 2.1. The response by the offender manager to changes in the risk of harm posed to others was inappropriate in more than one-third of relevant cases. In a significant proportion of cases changes were not identified swiftly, nor acted upon by all relevant staff, although other agencies tended to be notified where needed. However, we saw some good examples of behaviour being closely monitored, with a focus on levels of risk of harm, as the following illustration demonstrates:

Practice illustration – monitoring potential changes in risk of harm

Phillip had been released on life licence following the murder of a teenager when he himself was a teenager. He was regarded as a high RoSH to others and, due to media interest, his case was being managed via MAPPA at Level 3. Resident in approved premises, Phillip's keyworker was very active in providing support and boosting motivation, while keeping a close eye on his level of compliance, the risks he posed to others and his vulnerability. In particular, both the offender manager and the keyworker monitored the media interest, arranging for him to be moved to another approved premises when it became necessary to protect his anonymity. Through their combined efforts, they not only managed the risk of harm but also assisted his reintegration into society after a long period of incarceration.

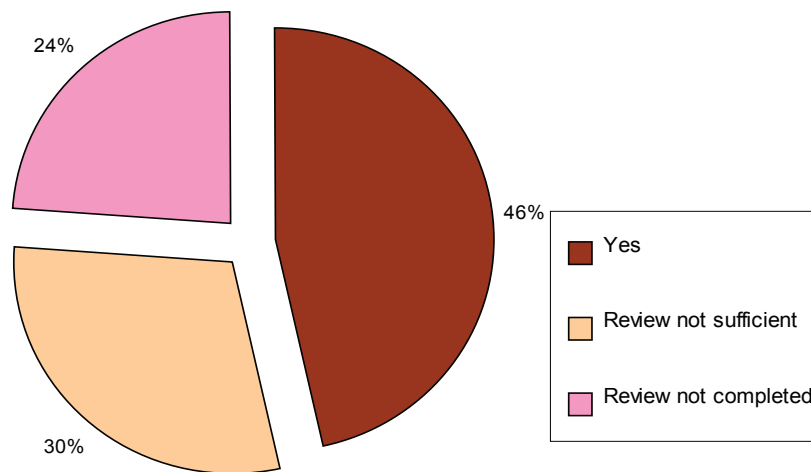
- 2.2. Where there were restrictive requirements or conditions in community orders or licences, they were monitored fully in most cases. For those resident in approved premises, the requirement to reside there and other restrictions on their behaviour were used effectively to manage risk of harm to others. The effective role of the approved premises in protecting the public was widely acknowledged, both by staff working elsewhere within the Trust and by partner agencies.
- 2.3. In those cases classified as posing a high RoSH to others or where there were Child Protection concerns, we expected to see an initial home visit carried out and repeated as necessary. An initial home visit was not done in almost half of the cases where it was required, nor was it repeated in half of the cases where we thought it should have been.
- 2.4. There were 19 cases in the sample where we felt enforcement proceedings or recall to prison was needed in response to an increase in the risk of harm posed by the individual. We found that in two of those cases, no action had been taken. In all other cases where action was taken, we considered it to have been appropriate. Sufficient efforts were made subsequently to re-engage the individual with their sentence plan in most cases. We also found alternatives to recall to prison being considered appropriately, as in the following case:

Practice illustration – alternatives recall to prison

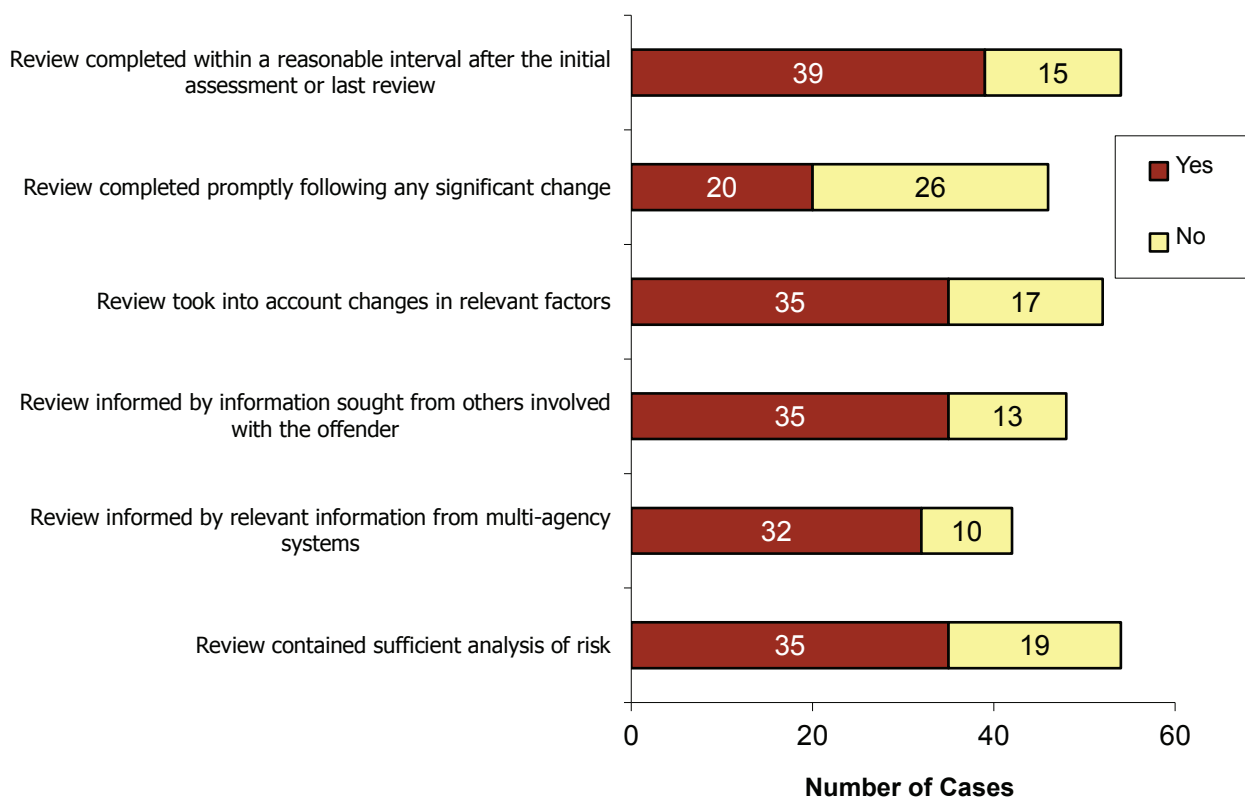
Joshua was on licence, having served a prison sentence for robbery. He had been making good progress in the community, with the assistance of an ETE worker, a specialist mentor and a health trainer. His offender manager had also completed one-to-one work on domestic violence, although more offence-focused work was planned. When Joshua committed a further offence, this time of an acquisitive rather than a violent nature, the option to recall him to prison was weighed against the progress and motivation shown up to that point. The decision was made not to recall Joshua to prison but, rather, to issue him with a warning from one of the Trust's Directors. This flexible approach enabled him to continue to make progress in the community.

- 2.5. Multi-agency Child Protection procedures were used effectively in three-quarters of the 16 relevant cases, although decisions taken within the context of Child Protection procedures had not been reviewed appropriately in nearly half of the relevant cases. The Trust had recently re-launched a safeguarding children policy, so was focused on making improvements in this area of work.
- 2.6. Issues relating to an individual’s risk of harm to others do not remain static, but can, and do, change over time; we expect to find that the assessment of risk of harm is reviewed to reflect this. However, the review was sufficient in less than half of the relevant cases (33 out of 71). Furthermore, in 20 out of 46 cases there had been no review promptly after a significant change in circumstances or risk of harm. In around one-third of relevant cases, more analysis of risk of harm was required and greater account needed to be taken of changes in relevant factors.

Sufficient review of the risk of harm assessment



Reviewing the risk of harm assessment



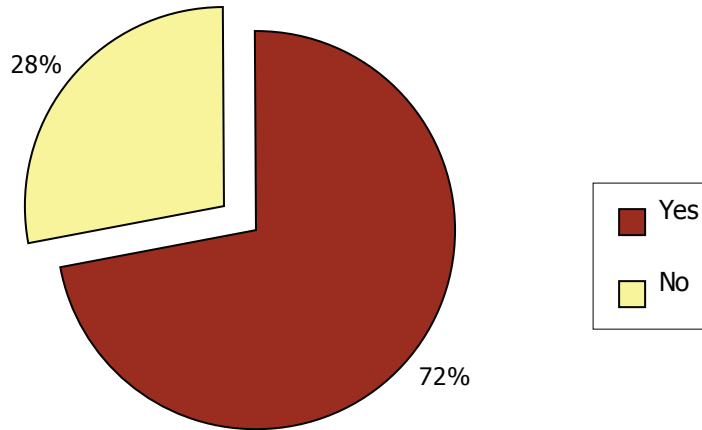
- 2.7. Actions set out in risk management plans were generally carried out as required. However, risk management plans were not sufficiently well reviewed in around half of the cases. In 18, there had been no review at all. Reviewing in response to significant changes was the key area for improvement, as with risk of harm assessments (as noted above). For any further reviews the planned review period was not appropriate to the risks posed by the individual in around one-third of the cases.
- 2.8. Where cases are assessed as posing a high or very high RoSH to others, or where there are Child Protection concerns, we expect to see structured management involvement in the case. Although we found evidence of management oversight in 25 out of 41 relevant cases, we judged this oversight to have been effective in only 16 of these cases. In some cases, for example, work had been countersigned by a manager when there were clear gaps in quality; in other cases, managers had failed to intervene when reviews were overdue. However, the Trust had recently implemented a Public Protection Board, through which they were keen to focus on this particular aspect of the work.

3. Risk of harm is minimised

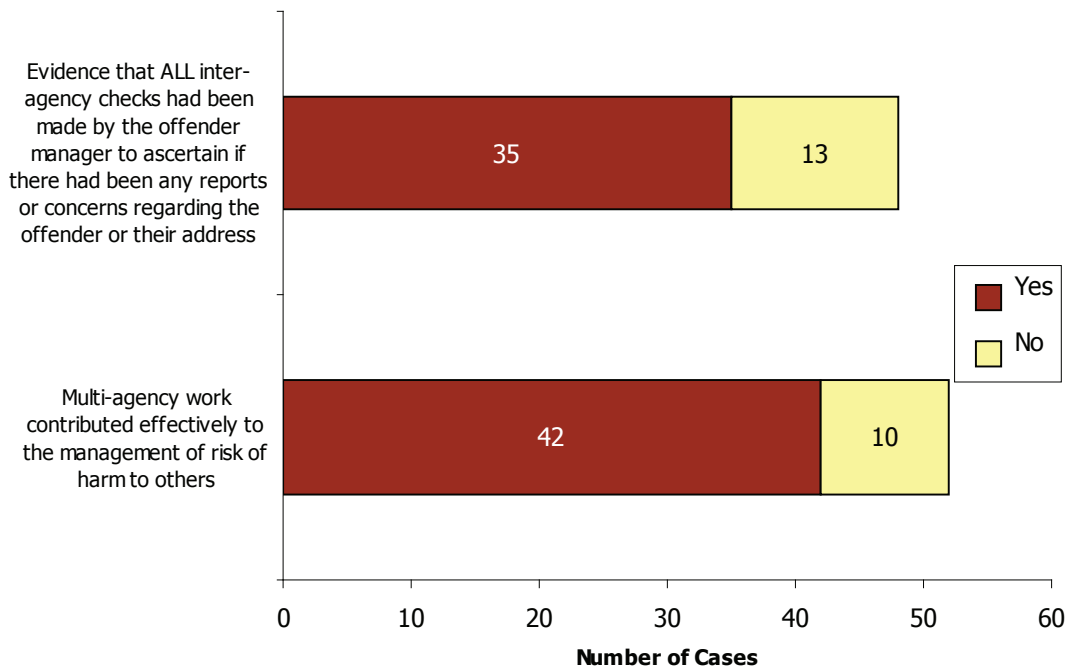
- 3.1. In nearly three-quarters of relevant cases, all reasonable action had been taken to keep to a minimum the offender's risk of harm to others. The safety of children and young people had been promoted in an even higher proportion of cases.
- 3.2. Where multi-agency work had taken place, it had contributed effectively to the management of the risk of harm to others posed by the individual in most cases. Overall, we found staff were well aware of the need to make appropriate checks to see if there had been any reports or concerns registered in relation to the individual or addresses connected to them. Inevitably, the ease with which such checks could be made varied across the county; some staff commented to us that it was sometimes difficult to make contact with named social workers, although the evidence from the cases inspected suggested that checks had been made with Children's Services in over four-fifths of relevant cases.
- 3.3. Similarly, staff told us that accessing information from the police varied across the county. Some staff indicated that financial pressures leading to cuts in 'backroom' police services had impacted on the speed at which relevant information could be obtained, such as from the domestic violence units. However, we found that such checks had been made in three-quarters of all relevant cases.
- 3.4. Multi-agency work extended beyond information sharing into co-working. Where co-located teams were involved, such as in IOM cases, this resulted in the exchange of information and joint management of cases between probation and police being more efficient. Joint home visiting was evident between Children's Services and Trust staff in a number of cases, and recent training on home visiting had been led by the police, with an emphasis on taking an investigative approach to information gathering. Information sharing worked both ways: Children's Services told us, for example, that they routinely checked whether adults in whom they had a new interest were known to probation.
- 3.5. Where the information from Children's Services or the police domestic violence unit indicated something needed to be done, appropriate action was taken by the offender manager in 16 out of 17 relevant cases.
- 3.6. In relation to the Government's new Troubled Families initiative, the Trust was party to a new web-based information system, which enabled the various involved agencies to populate the site with relevant information. However, the Trust's input into this initiative was relatively limited at this stage.
- 3.7. One of the recommendations in our joint criminal justice thematic inspection on MAPP² was that strategies should be drawn up to minimise the risk of harm posed by the individual in the longer term when no longer subject to MAPP (at Levels 2 and 3). There was evidence of such planning for the future post-MAPP in 6 out of 11 cases where it would have been relevant, which left room for improvement.

² HMI Probation, (November 2011), *Putting the pieces together: an inspection of Multi-Agency Public Protection Arrangements*, Ministry of Justice, London

All reasonable action was taken to keep to a minimum the offender’s risk of harm to others



Working with other agencies



4. Leadership and management to minimise risk of harm to others

- 4.1. Partnership organisations commented positively to us about the contribution made by the Trust to multi-agency work to protect the public; this was both at the senior, strategic and the practical, operational level. There were strong links evident with the police, with YOTs, with the Community Safety Partnerships across all local authorities and with the newly appointed Police and Crime Commissioner. A number of the Police and Crime Commissioner’s priorities accorded with those of the Trust, including the emphasis on tackling reoffending through the IOM teams and the development of restorative justice initiatives.
- 4.2. The Trust played its part in a renewed focus on information sharing, especially around issues of risk of harm, and appropriate protocols were in place to support this. The attendance of probation staff at core group meetings with children’s services was said to have improved significantly over recent

years and the Trust was well represented on Local Safeguarding Children's Boards. For their part, Trust staff were less complimentary about the contribution of social workers to multi-agency forums; in particular, we were told that 'duty' social workers rather than the case holder often attended MAPPA or multi-agency risk assessment conference (MARAC) meetings without any prior knowledge of individual cases. This was, understandably, frustrating for other attendees. On occasion, this led to cases remaining with higher levels of MAPPA involvement than might have been necessary had more information been forthcoming from all involved parties.

- 4.3. The Trust was particularly supportive of local YOTs, contributing more into these teams (in terms of the cost of seconded staff) than any other Trust in England and Wales. Wessex Youth Offending Service (YOS) had recently disaggregated into a number of smaller YOTs and we were told that the Trust had been supportive of them during this difficult period. As with other areas of their work, the Trust was seen by their partners to be innovative in relation to aspects of public protection work, as the following example illustrates:

Practice illustration – creative multi-agency approaches to public protection

The Trust was supportive of, and party to, the establishment of a police-led 'stalking clinic' which operated across the county. The clinic provided help to those individuals who were fixated with others, but who had not necessarily specifically broken the laws of harassment. We heard of one case where a man was fixated with a girl who worked in a shop. He repeatedly hung around outside of the shop, to the extent that she decided to change jobs to avoid him. He then found out her new place of work and started hanging around there. Eventually he was prosecuted for harassment and served a short sentence which did nothing to deal with his offending behaviour. Through the Trust's network of support, he was referred for a mental health intervention and eventually helped to move out of the area, away from his victim.

- 4.4. Strategic partners with whom we spoke were worried about the impact of the Government's Transforming Rehabilitation Strategy on the smooth running of their relationships with probation. However, they appreciated the openness of the Trust staff in keeping them well briefed on recent developments and the consistency of leadership which had existed over recent years which they felt would support them in relation to the future changes.

Summary

Overall, 76% of work to ensure the protection of the public was done well enough.

We have recommended that post-inspection improvement work focuses on ensuring that:

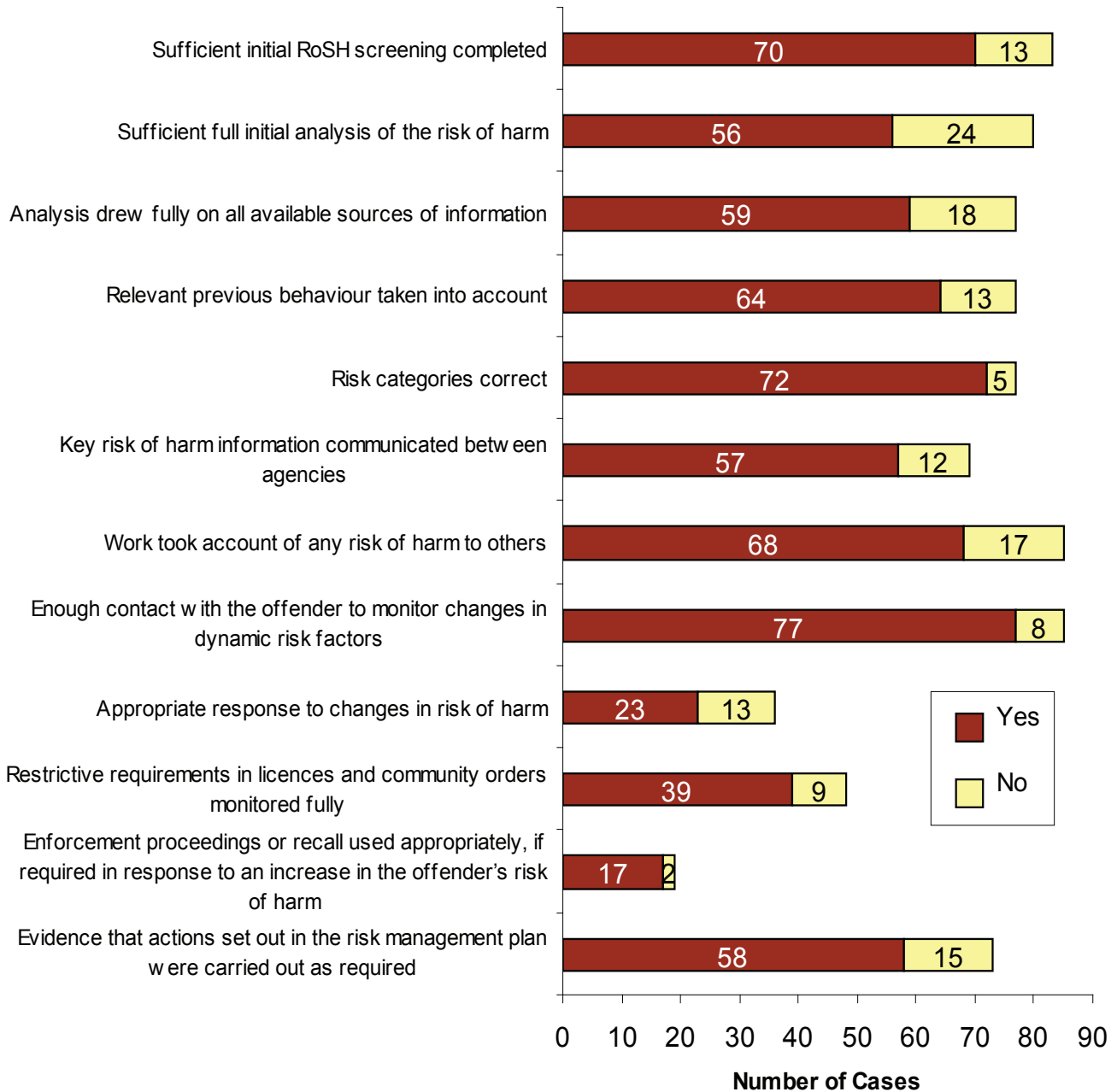
- home visiting is prioritised for those classified as posing a high/very high risk of harm to others and where there are Child Protection concerns; management oversight of these cases is given higher priority.

For a summary of our findings, please see page 2

Data Summary

The following chart summarises data from some of the key questions assessed during the inspection of cases. [NB: 85 cases were inspected. However, the total answers may not equal this, since some questions may not have been applicable to every case]

Protecting the Public



Delivering effective work for victims

5

Outcome 5: Delivering effective work for victims

What we expect to see

The safety of actual and potential victims should be given a high priority. We expect to see this given attention in work with individual offenders. Where statutory victim contact work is required, we expect to see this undertaken so that victims are kept appropriately informed.

Case assessment score

Overall, 77% of work to deliver effective services for victims was done well enough.

Key strengths

1. In most cases where there was an identifiable victim or potential victim, there was evidence that the risk to them had been effectively managed. The safety of children and young people was promoted in over three-quarters of cases.
2. In all of those statutory victim contact cases, where the victim had so elected, the quality of the contact with victims was good.
3. Effective communication occurred between offender managers, prison staff and the victim contact officers (VCOs) in preparing for release of prisoners.
4. Victims who responded to our questionnaire were mostly positive about their experiences of the Trust; all felt safer as a result of their contact.
5. As part of its public protection work, the Trust had an appropriate focus on the need to ensure delivery of effective work for victims.

Key areas for improvement

1. Not all risk management plans addressed the risk to specific victims or potential victims; too few accurately described how the sentence plan objectives and other activities would address risk of harm issues and protect actual and potential victims.
2. In a greater proportion of cases, victims' safety needed to be prioritised; offender managers did not always evidence within case files that they had taken fully into account the concerns expressed by the victim or the likely impact of the individual's behaviour on the victim.

Explanation of findings

1. Assessment and planning to minimise risk of harm to victims

- 1.1. We expect to see offender managers and others giving appropriate attention to risk of harm to actual and potential victims within their assessments and plans. As we have already described under Outcome 4: Protecting the Public, the quality of risk management planning in the Trust had improved considerably since the last inspection. However, less than one-third of all risk management plans addressed the risks to specific victims, including potential victims. Just over two-thirds of plans accurately described how the objectives within the sentence plan and other activities would address risk of harm issues in order to protect victims. Offender managers needed to keep a specific focus on the victim perspective, rather than taking a more general, non-specific, stance on protecting the public.

2. Delivery of interventions to minimise risk of harm to victims

- 2.1. In ongoing work with individuals, offender managers and others need to give appropriate priority to the safety of existing and potential victims. This was done sufficiently well in just over two-thirds of cases, which left some room for improvement. In a similar proportion of cases, the offender manager took full account of concerns expressed by the victim and the likely impact of the individual's behaviour on the victim. We were slightly surprised at this finding, as we had heard that one of the motivations for the Trust encouraging offender managers to conduct joint home visits with the VCO was to enable the offender manager to hear the victim's views at first hand. This sounded like a good initiative that perhaps needed further encouragement so as to increase the offender manager's understanding of the victim's perspective.
- 2.2. In the following example, not only was the victim given a good level of support by the Women's Safety Worker (WSW), information shared by the victim was used to help shape the work which the offender manager undertook with the offender:

Practice illustration – protecting actual victims

Christopher had a long history of abusing and harassing his partners and ex-partners. A WSW was appointed to work with his most recent victim, in view of him being required to complete IDAP. The worker supported the victim in such a way that she felt sufficiently confident to disclose further offending to her and, more importantly, to the police. The WSW kept the offender manager well informed; this allowed him to use the information given by the victim to inform the way he worked with Christopher. He was careful to use this information discreetly, so as to avoid increasing the risk of further harm to the victim. Throughout the order, the offender manager clearly gave the victim a high priority, demonstrating a thorough understanding of the risk factors while also keeping abreast of events outside of the appointments with Christopher.

3. Risk of harm to victims is minimised

- 3.1. Overall, we judged that in most cases where there was an identifiable or potential victim, the risk of harm to them had been managed effectively. In over three-quarters of relevant cases, the safety of children and young people had been promoted. The following example shows one offender manager being proactive in relation to a potential victim:

Practice illustration – protecting potential victims

When Stuart's offender manager discovered that he had a new partner, he investigated further, obtaining the new partner's details and passing these to the WSW who had already been appointed to the case, given Stuart's requirement to complete IDAP. The WSW visited the new partner, offering her support and completing a safety plan with her in an attempt to protect her from becoming a future victim.

4. Victim contact and restorative justice

- 4.1. Probation Trusts have responsibility for running victim contact schemes. They provide victims of certain crimes with information about the key points in a prisoner's sentence, such as their move to open conditions and their release; they also give victims the chance to say what conditions they think should be included in the individual's licence when they are released.
- 4.2. There were 19 licence cases in our sample where victim contact work was required and in all of these an offer of a face-to-face meeting with the victim contact worker was made. Only one offer was not made within eight weeks of the person being sentenced to custody.
- 4.3. Seven victims took up the offer of contact and the quality of the work undertaken with them was sufficient in all cases. In all but one case there was regular and accurate information exchange between the offender manager and the victim contact worker and between the offender manager and prison staff.

- 4.4. Where relevant, all victims were given the opportunity to express their views on proposed licence conditions; they were also informed of pertinent events during the individual's sentence, together with relevant conditions of their release.

Comments from victims

Only four victims of crime who were in touch with the victim contact scheme responded to our questionnaire.

Responses to the questionnaire were as follows:

- All confirmed that the initial letter about the scheme was easy to understand and made it clear that they had a choice about whether to become involved.
- In all cases they said that their individual circumstances and needs had been taken into account and all thought that victim contact staff had a full understanding of the impact of the offence on them.
- All but one of the victims said that they were kept informed about key points in the individual's sentence.
- In all the cases where the individual was being considered for release they had the chance to say what conditions they thought should be included in the licence; extra licence conditions had been added to keep them safer when the individual was released.
- Three of the four respondents said they had reported concerns to the Trust; two of the three were satisfied with the Trust's response, the other was not.
- All four felt safer as a result of the work undertaken via the victim contact scheme.
- Two respondents were completely satisfied with the service provided, while the remaining two were partly satisfied.

Only one person provided additional comment; this is produced in full:

"Over eight years, I have tried to contact probation twice and got no response. Contact was only given when something happened in the sentence. I was in town and saw the defendant and did not know he was on home leave. I was quite shocked. My victim contact officer was very good at her job. I was more than happy."

- 4.5. In relation to restorative justice, we identified 13 cases in the sample where an offer of a restorative justice intervention might have been appropriate. However, there was no system in place for this to be offered to the victim. The Trust's business plan priorities for the current year included the development of restorative justice; however, we were told that, given other priorities in relation to implementing the Government's Transforming Rehabilitation Strategy, it was possible that this particular priority might be put on hold.

5. Leadership and management to deliver effective work for victims

- 5.1. As part of its public protection work, the Trust had an appropriate focus on the need to ensure delivery of effective work for victims. Trust staff were regular and prominent participants in a variety of multi-agency arenas, including MARAC and MAPPAs. A widely held view among local managers was that MARAC had become somewhat unwieldy, given the high numbers of cases which were being reviewed in each meeting (sometimes in excess of 30 within a half day meeting). There was evidently scope to improve the operation of the MARAC.
- 5.2. In conjunction with partner agencies, the Trust had recently rationalised MAPPAs procedures and was in the process of implementing redesigned systems and documentation across the various agencies, with a view to increasing efficiency. Training priorities had included a focus on MAPPAs and on safeguarding, in relation to children and young people as well as vulnerable adults, particularly

in the light of the launch of new safeguarding policies. In preparation for the proposed Ofsted-led multi-agency Child Protection inspections, the Trust had recently implemented local safeguarding audits, the reports from which were shared with Local Safeguarding Children's Boards. With a view to improving co-working with Children's Services, job-shadowing had been arranged between the two agencies; this was a useful initiative, although more probation staff had apparently shadowed social workers in Children's Services than vice versa.

- 5.3. Although restorative justice had yet to be implemented in the Trust, it was apparently high on the local agenda. For example, the newly elected Police and Crime Commissioner was said to be in favour of this type of intervention and many partner agencies, including the police, Children's Services and YOTs, were already committed to using this type of approach. The Trust's hesitation in forging forward with this initiative was, however, understandable in the face of their forthcoming challenges.

Summary

Overall, 77% of work to deliver effective services to victims was done well enough.

We have recommended that post-inspection improvement work focuses on ensuring that:

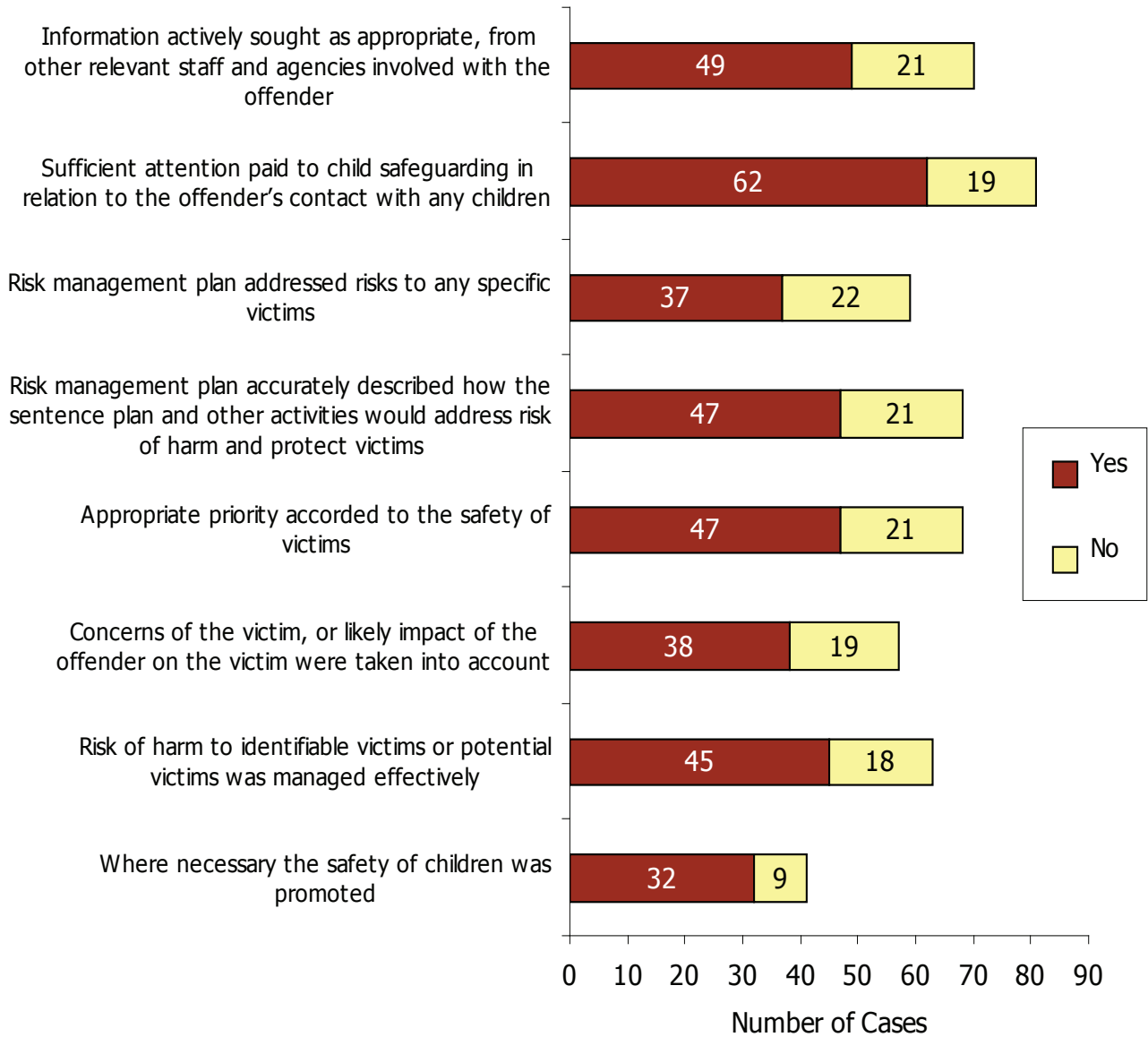
- Planning to manage the risk of harm to others takes full and specific account of the safety of actual and potential victims.

For a summary of our findings, please see page 2

Data Summary

The following chart summarises data from some of the key questions assessed during the inspection of cases. [NB: 85 cases were inspected. However, the total answers may not equal this, since some questions may not have been applicable to every case]

Effective Work for Victims



Appendices

Appendix 1

Contextual information about the area inspected

Hampshire demographic data

Local Authority	Unemployment ¹	Population ²	Black and minority ethnic population ³
Basingstoke and Deane	5.4%	167,800	7.1%
East Hampshire	4.6%	115,600	3.2%
Eastleigh	5.0%	125,200	5.3%
Fareham	4.5%	111,600	3.2%
Gosport	6.6%	82,600	3.6%
Hart	3.8%	91,000	5.2%
Havant	7.8%	120,700	3.0%
New Forest	4.4%	176,500	2.4%
Rushmoor	6.0%	93,800	15.3%
Test Valley	4.4%	116,400	4.0%
Winchester	3.9%	116,600	4.5%
Hampshire	5.3%	1,317,800	5.0%
Isle of Wight	8.0%	138,300	2.7%
Portsmouth	7.2%	205,100	11.6%
Southampton	7.9%	236,900	14.2%
England and Wales	8.0%	56,075,900	14.1%

¹ Office for National Statistics Local Labour Market Indicators - October to September 2012

² Office for National Statistics 2011 Census

³ Office for National Statistics 2011 Census

Crime Survey for England and Wales, 2011/2012

Offences per 1,000	Hampshire	England and Wales
Violence against the person offences (rate per 1,000 adults)	13	14

Probation Caseload Data

Total by gender/ethnicity (Analytical Services, Ministry of Justice October 2012)

Hampshire	Supervised in community and pre-release	National average
Total caseload	5,981	n/a
% White	87.1%	77.1%
% Minority ethnic	6.9%	19.7%
% Male	88.9%	89.9%
% Female	11.1%	10.1%

Appendix 2

Contextual information about the inspected case sample

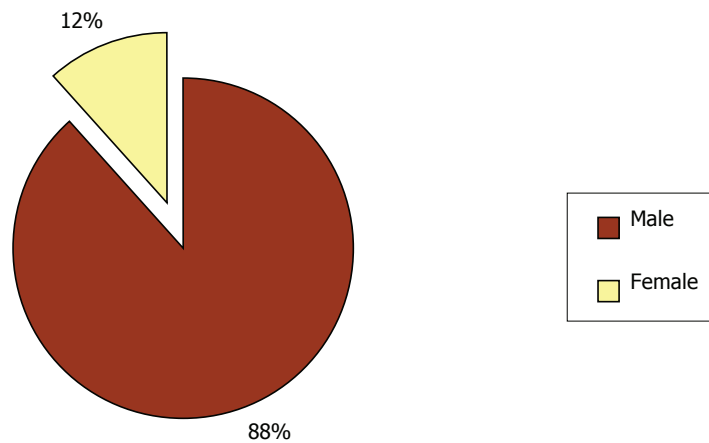
In the first fieldwork week we look at a representative sample of between 50 and 90 individual cases (depending on the size of the area), which have been supervised for around nine months. These are community orders, suspended sentence orders and post-custody licences.

During the year 2013-2014, this sample is drawn from cases managed by a Probation Trust. The sampling methodology will be adapted in future to incorporate work managed by other providers.

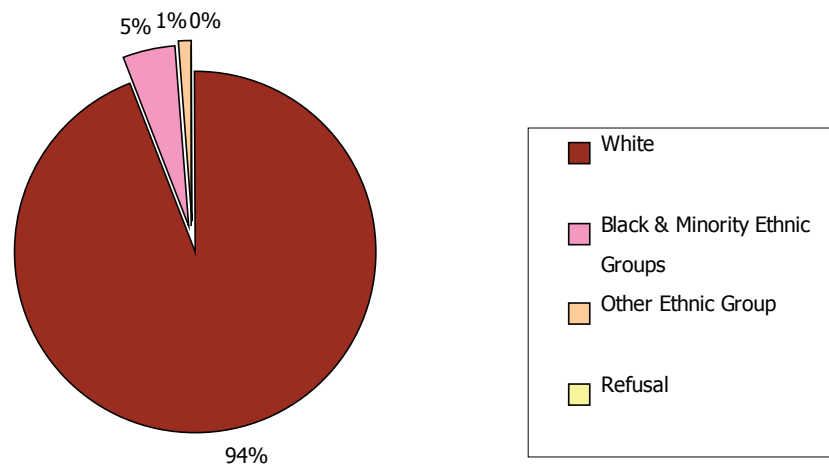
Between April and September 2013, the focus of the inspections is work with those who have committed violent offences.

In Hampshire we inspected a total of 85 cases.

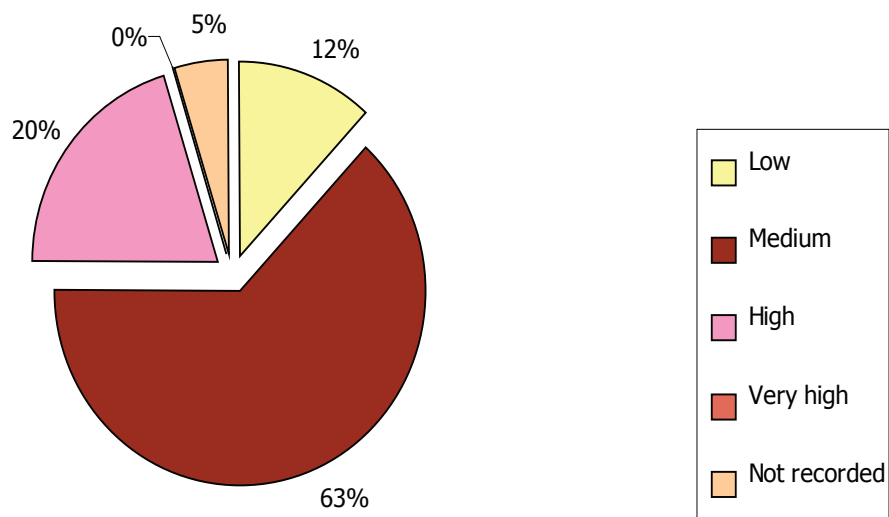
Gender



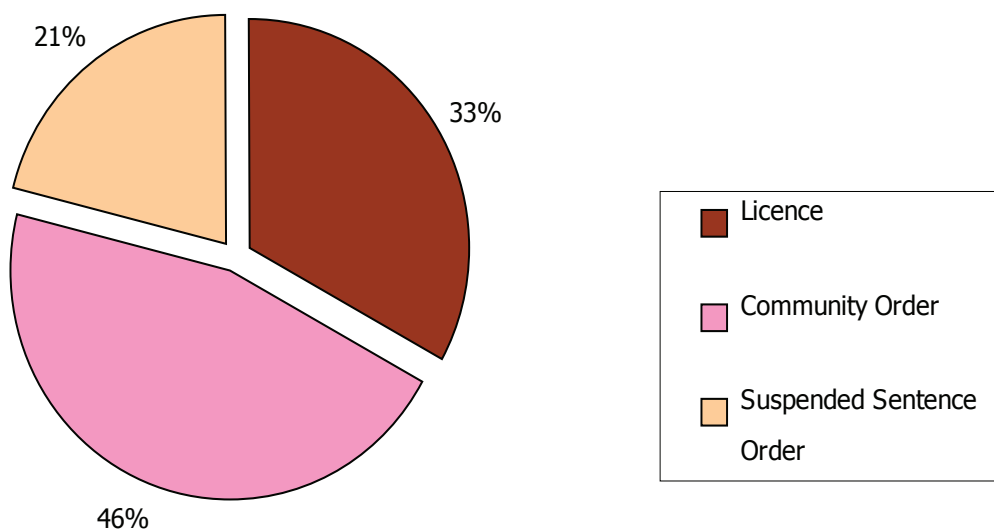
Race and Ethnicity



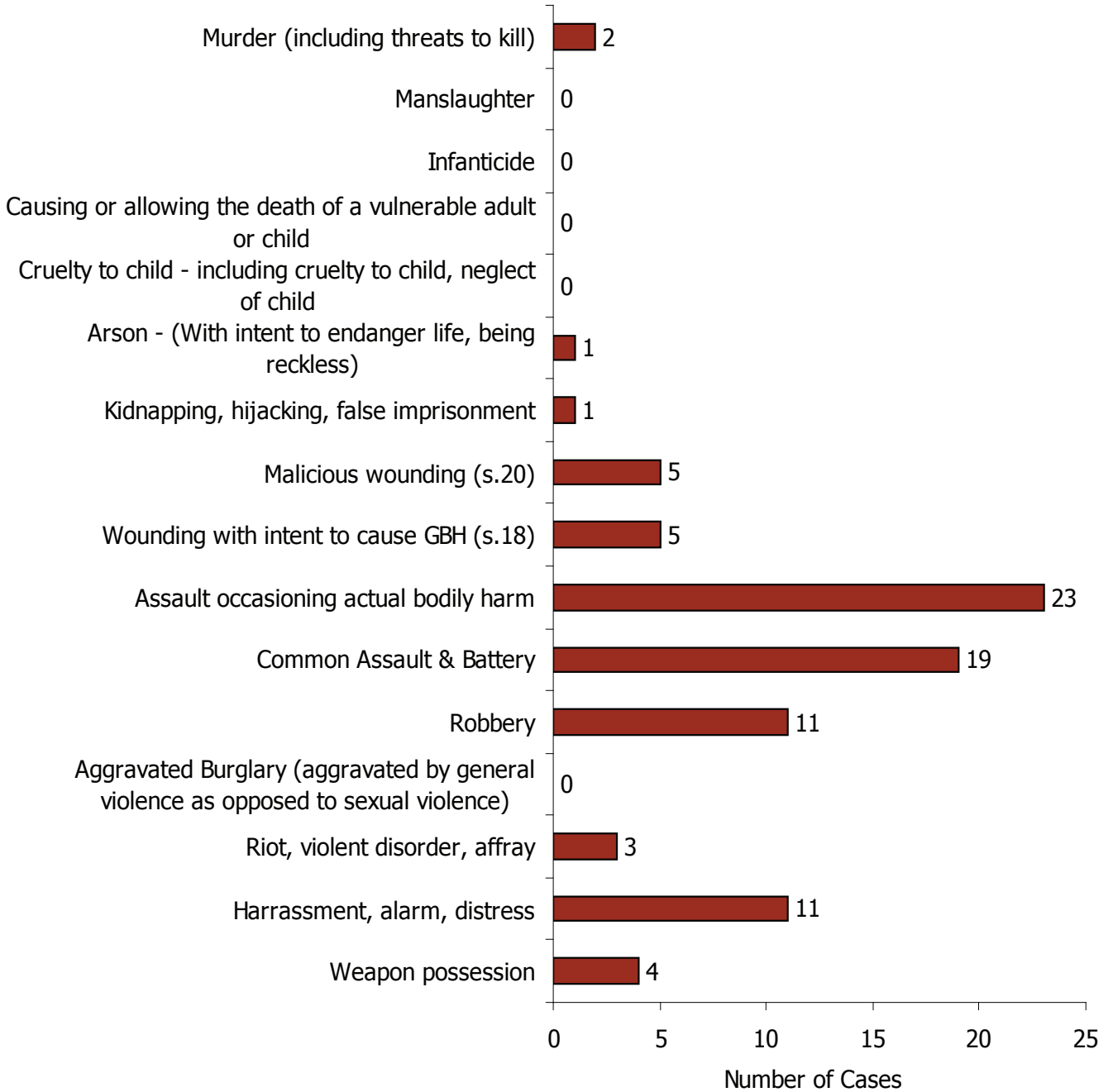
OASys RoSH classification as recorded at the start of sentence or release on licence or transfer into this area



Type of Case



Principal Offence



Appendix 3

Acknowledgements

We would like to thank all the staff from Hampshire Probation Trust, members of the management team and partner organisations for their assistance in ensuring the smooth running of the inspection. We are particularly grateful to the staff who were trained as Local Assessors and worked as members of the inspection team.

Lead Inspector	Helen Rinaldi, <i>HMI Probation</i>
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HMI Probation Support Services	Pippa Bennett, <i>Support Services Manager</i> Stephen Hunt, <i>Support Services Officer</i> Oliver Kenton, <i>Assistant Research Officer</i> Alex Pentecost, <i>Publications Manager</i> Christopher Reeves, <i>Proof Reader</i>
Assistant Chief Inspector	Alan MacDonald, <i>HMI Probation</i>

Appendix 4

Inspection arrangements

Full details of arrangements for the Inspection of Adult Offending Work are available from the HMI Probation website at the following address:

<http://www.justice.gov.uk/about/hmi-probation/inspection-programmes-adult/inspection-of-adult-offending-work>

Inspection focus

During the year 2013-2014, the Inspection of Adult Offending Work focuses on the work of Probation Trusts, supported by local partnership arrangements. This will change in due course, when work with offenders is managed and delivered by other organisations. The inspection framework has been designed to be adapted to accommodate these changes.

This inspection focuses on the quality of practice through inspecting a sample of cases managed by the organisation. In each case we follow the 'offender's journey' - that is, we firstly examine the quality of the assessment of the factors that need to be addressed to prevent offending; secondly the quality of work that is done with the offender to change their behaviour; and thirdly the evidence of outcomes – that is, whether the work has been well targeted, effective, and supports desistance. The inspection of these cases contributes to our overall judgements about the quality of work to:

- assist sentencing
- deliver the sentence of the court
- reduce the likelihood of reoffending
- protect the public
- deliver effective work for victims.

The type of cases inspected will change every six months. We are currently selecting cases where the index offence is one of violence (but not including sexual offending, as this has been the subject of a thematic inspection). After each group of inspections, we will publish an aggregate report, in which we will use data from case inspection to highlight good practice and identify areas for improvement.

The case sample comprises of offenders who are subject to a community order or post-custody licence.

Methodology

Each inspection is announced ten weeks before the first fieldwork week. The primary focus is the quality of work undertaken with adults who have offended, and statutory victim contact work in relevant cases. The work is assessed by a team of inspection staff and trained Local Assessors. Practitioners working with the case are interviewed in-depth and asked to explain their thinking and to identify supporting evidence in the record. They are also asked about the extent to which elements of leadership and management support the quality of their work.

Although our main focus is the quality of practice, we will also comment on leadership and management in our reports *where this provides an explanation or context for the findings about practice*. Prior to or during this first week, we receive copies of relevant local documents that inform our understanding of the organisation's structure and priorities. Inspection teams follow up lines of enquiry triggered by case inspections, this may involve meeting local managers, talking with practitioners or administration staff, or general observation of office practice.

Formal meetings with managers, sentencers and service providers are held two weeks after the case inspection. Preliminary analysis of the data from the case inspections allows us to explore, in greater detail, the themes that are emerging. We also consider specific local characteristics and needs; the ways in which gaps in provision are identified and filled; and work that has been done to improve the quality of service delivery. In particular, issues relating to leadership, management and partnership are explored to help us understand their contribution, or otherwise, to the quality of the work delivered.

The views of victims are obtained through a questionnaire, and sentencers are interviewed about the quality of court based work. The views of offenders are obtained through a survey conducted annually by NOMS.

At the end of the second fieldwork week, we present our findings to local strategic managers.

Publication arrangements

A draft report is sent to the Probation Trust for comment three weeks after the inspection, with publication approximately six weeks later. In addition the published copy goes to the relevant Ministers and Police and Crime Commissioner, other inspectorates, the Ministry of Justice Policy Group and NOMS. Copies are made available to the press and placed on our website. Reports on inspections undertaken in Wales are published in both Welsh and English.

Appendix 5

Scoring approach

This describes the methodology for assigning scores to each of the sections of the report.

In each case inspection staff examine how well the work was done across the case, following the criteria below:

1. ASSESSMENT AND PLANNING

- 1.1 Assessment and planning to inform sentencing
- 2.1 Assessment and planning to deliver the sentence
- 3.1 Assessment to reduce the likelihood of reoffending
- 4.1 Assessment and planning to minimise risk of harm to others
- 5.1 Assessment and planning to minimise risk of harm to victims

2. DELIVERY AND REVIEW

- 2.2 Delivery and review of the sentence plan and maximising offender engagement
- 3.2 Delivery of interventions to reduce the likelihood of reoffending
- 4.2 Delivery of interventions to minimise risk of harm to others
- 5.2 Delivery of interventions to minimise risk of harm to victims

3. CASE OUTCOMES

- 2.3 Initial outcomes are achieved
- 3.3 Likelihood of reoffending is reduced
- 4.3 Risk of harm to others is minimised
- 5.3 Risk of harm to victims is minimised

4. LEADERSHIP AND MANAGEMENT

We look for evidence that leadership and management support the work with individual cases. This evidence is obtained through interviews with staff and managers from probation trusts and other organisations, and from sentencers.

- 1.4 Leadership and management to support sentencing
- 2.4 Leadership and management to deliver the sentence and achieve initial outcomes
- 3.4 Leadership and management to reduce the likelihood of reoffending
- 4.4 Leadership and management to minimise risk of harm to others
- 5.4 Leadership and management to deliver effective work for victims

5. VICTIM WORK

- 5.5 Victim contact and restorative justice.

Each scoring question in the inspection tool contributes to a score for the relevant section in the report. This approach enables us to say how often each aspect of the work was done well enough. Each section of the report focuses on a key outcome.

The score is based on the proportion of work judged sufficient ('above the line') across all the cases we inspected.

The **score for each of sections 1 - 5** is then calculated as the average of the scores for the component general criteria.

The **ASSISTING SENTENCING score** is calculated as an average, over all the relevant questions in the case assessment tool, of the proportion of work judged 'above the line'.

The **DELIVERING THE SENTENCE OF THE COURT score** is calculated as an average, over all the relevant questions in the case assessment tool, of the proportion of work judged 'above the line'.

The **REDUCING THE LIKELIHOOD OF REOFFENDING score** is calculated as an average, over all the relevant questions in the case assessment tool, of the proportion of work judged 'above the line'.

The **PROTECTING THE PUBLIC score** is calculated as an average, over all the relevant questions in the case assessment tool, of the proportion of work judged 'above the line'.

The **DELIVERING EFFECTIVE WORK FOR VICTIMS score** is calculated as an average, over all the relevant questions in the case assessment tool, of the proportion of work judged 'above the line'. Some of the questions in this section also contribute to the Protecting the Public score.

Development of the inspection criteria

We are grateful to the service users we met through Revolving Doors for their input on 'what an experience of supervision should be like'. Their thoughtful comments contributed to our detailed inspection criteria, and helped to shape our inspection guidance and set benchmarks for the quality of practice we define as sufficient.

Appendix 6

Criteria

CRITERIA for the INSPECTION of ADULT OFFENDING WORK										
PROCESS										
Headline CRITERIA OUTCOMES	1	ASSESSMENT AND PLANNING	2	DELIVERY AND REVIEW	3	CASE OUTCOMES	4	LEADERSHIP AND MANAGEMENT	5	VICTIM WORK
1 ASSISTING SENTENCING	1.1	Assessment and planning to inform sentencing					1.4	Leadership and management to support sentencing		
2 DELIVERING THE SENTENCE OF THE COURT	2.1	Assessment and planning to deliver the sentence	2.2	Delivery and review of the sentence plan and maximising offender engagement	2.3	Initial outcomes are achieved	2.4	Leadership and management to deliver the sentence and achieve initial outcomes		
3 REDUCING THE LIKELIHOOD OF REOFFENDING	3.1	Assessment to reduce the likelihood of reoffending	3.2	Delivery of interventions to reduce the likelihood of reoffending	3.3	Likelihood of reoffending is reduced	3.4	Leadership and management to reduce the likelihood of reoffending		
4 PROTECTING THE PUBLIC by minimising the risk of harm to others	4.1	Assessment and planning to minimise risk of harm to others	4.2	Delivery of interventions to minimise risk of harm to others	4.3	Risk of harm to others is minimised	4.4	Leadership and management to minimise risk of harm to others		
5 DELIVERING EFFECTIVE WORK FOR VICTIMS	5.1	Assessment and planning to minimise risk of harm to victims	5.2	Delivery of interventions to minimise risk of harm to victims	5.3	Risk of harm to victims is minimised	5.4	Leadership and management to deliver effective work for victims	5.5	Victim contact and restorative justice

The aspects of adult offending work that were covered in this inspection are defined in the inspection criteria, which are available at

<http://www.justice.gov.uk/downloads/about/hmiprob/jaow-criteria.pdf>

Appendix 7

Glossary

<i>Accredited programme</i>	Structured courses for offenders which are designed to identify and reduce the factors related to their offending behaviour. Following evaluation, the design of the programmes has been accredited by a panel of experts
<i>Approved premises</i>	Approved premises provide controlled accommodation for offenders under supervision
<i>CEO</i>	Chief Executive Officer of a Probation Trust
<i>Child protection</i>	Work to ensure that that all reasonable action has been taken to keep to a minimum the risk of a child or young person coming to harm
<i>CJS</i>	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
<i>COVAID</i>	Control of Violence for Angry Impulsive Drinkers: an accredited programme
<i>Desistance</i>	The process by which people stop offending and build a new, crime-free identity
<i>DID</i>	Drink Impaired Drivers programme: Nationally accredited group programme for offenders convicted of driving with excess alcohol.
<i>Dynamic factors</i>	As distinct from static factors. Dynamic factors are the factors in someone's circumstances and behaviour that can change over time
<i>EPIC</i>	Electronic Probation Information System: Official website for the national Probation Service
<i>ETE</i>	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
<i>HDC</i>	Home Detention Curfew: Arrangement whereby a prisoner is released on licence earlier than would otherwise have been the case, and is subject to an electronically monitored curfew to the release address up to the time the licence would have ordinarily started
<i>HMI Probation</i>	Her Majesty's Inspectorate of Probation
<i>IDAP</i>	Integrated Domestic Abuse Programme: an accredited programme
<i>Interventions; constructive and restrictive interventions</i>	<p>A <i>constructive</i> intervention is where the primary purpose is to reduce likelihood of reoffending.</p> <p>A <i>restrictive</i> intervention is where the primary purpose is to keep to a minimum the individual's risk of harm to others.</p> <p>Example: with a sex offender, a constructive intervention might be to put them through an accredited sex offender programme; a <i>restrictive intervention</i> (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.</p> <p>NB: Both types of intervention are important</p>
<i>IOM</i>	Integrated Offender Management

<i>LDU</i>	Local delivery unit: an operation unit comprising of a probation office or offices. LDUs are generally coterminous with police basic command units and local authority structures
<i>LSCB</i>	Local Safeguarding Children Board: set up in each local authority (as a result of the Children Act 2004) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality
<i>MARAC</i>	Multi-agency risk assessment conference: part of a coordinated community response to domestic abuse, incorporating representatives from statutory, community and voluntary agencies working with victims/survivors, children and the alleged perpetrator
<i>MAPPA</i>	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher risk of harm to others
<i>nDelius</i>	National Delius: the national probation case management system which was completed in 2012, based on the earlier Delius system used by some probation trusts. The system is being rolled out through 2013
<i>NOMS</i>	National Offender Management Service: the single agency responsible for both Prisons and Probation Trusts
<i>OASys/ eOASys</i>	Offender Assessment System/electronic Offender Assessment System: the nationally designed and prescribed framework for both Probation and Prisons to assess offenders, implemented in stages from April 2003. It makes use of both static and dynamic factors
<i>Offender management</i>	A core principle of offender management is that a single offender manager takes responsibility for managing an offender through the period of time they are serving their sentence, whether in custody or the community. Offenders are managed differently depending on their risk of harm to others and what constructive and restrictive interventions are required. Individual intervention programmes are designed and supported by the wider 'offender management team or network', which can be made up of the offender manager, offender supervisor, key workers and case administrators
<i>Offender manager</i>	In the language of offender management, this is the term for the officer with lead responsibility for managing a specific case from 'end to end'
<i>OGRS</i>	Offender Group Reconviction Score: a predictor of reoffending based only on static risks such as age, gender and criminal history
<i>OMI 2</i>	Offender Management Inspection 2: HMI Probation's inspection programme which ran from 2009 to 2012
<i>PCMS</i>	Probation Case Management System
<i>PO</i>	Probation officer: this is the term for a 'qualified' offender manager who has undertaken a higher education based course for two years. The name of the qualification and content of the training varies depending on when it was undertaken. They manage offenders posing the highest risk of harm to the public and other more complex cases
<i>PPO</i>	Prolific and other priority offender

<i>PSO</i>	Probation services officer: this is the term for an offender manager who was originally recruited with no qualification. From 2010 they may access locally determined training to 'qualify' as a PSO or to build on this to qualify as a Probation Officer. They may manage all but the most complex cases or those posing the highest risk of harm to the public depending on their level of training and experience
<i>PSR</i>	Pre-sentence report: this refers to any report prepared for a court, whether delivered orally or in a written format
<i>'Risk of harm work'</i>	This is the term generally used by HMI Probation to describe work to protect the public, primarily using restrictive interventions, to keep to a minimum the individual's opportunity to behave in a way that is a risk of harm to others
<i>RoSH</i>	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 has to 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
<i>Safeguarding</i>	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
<i>SEEDS</i>	Skills for Effective Engagement and Development and Supervision: an initiative in place across many Probation Trusts which emphasises the importance of the practitioners' skills in relationship building to ensure effective work with individuals. The development of these skills is supported by the observation of practice and reflective feedback by managers or others.
<i>SFO</i>	Serious Further Offence: when an offender is charged with an offence classified as an SFO (serious sexual or violent offences), the Probation Trust conducts an investigation and review of the management of the case
<i>SMB</i>	Strategic Management Board: the duties and responsibilities of the Multi-Agency Public Protection Arrangements 'Responsible Authority' (police, probation and prison service) are discharged through the Strategic Management Board. This consists of senior representatives of the agencies involved in Multi-Agency Public Protection Arrangements and lay advisors
<i>Static factors</i>	As distinct from <i>dynamic</i> factors. <i>Static</i> factors are elements of someone's history that by definition can subsequently never change (i.e. the age at which they committed their first offence)
<i>ViSOR</i>	Violent and Sexual Offender Register: the information system managed by the police to share information in some cases where there has been sexual or serious violent offending
<i>VLO</i>	Victim liaison officer: responsible for delivering services to victims in accordance with the Trust's statutory responsibilities
<i>YOI</i>	Young Offenders Institution: a Prison Service institution for children and young people remanded in custody or sentenced to custody
<i>YOS/YOT/YJS</i>	Youth Offending Service/Youth Offending Team/Youth Justice Service: these are common titles for the bodies commonly referred to as YOTs

Appendix 8

Role of HMI Probation and Code of Practice

Information on the role of HMI Probation and Code of Practice can be found on our website:

www.justice.gsi.gov.uk/about/hmi-probation

The Inspectorate is a public body. Anyone wishing to comment on an inspection, a report or any other matter falling within its remit should write to:

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