

Inspection of Adult Offending Work in Durham Tees Valley

An inspection led by HMI Probation



Foreword

The inspection of adult offending work in Durham Tees Valley was undertaken as part of our Inspection of Adult Offending Work programme that started in April 2013 and will cover all areas of 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 fifth of six where we are enhancing our focus on the work of Probation Trusts to protect children. Our sample encompasses work with a range of people who have offended; in each case inspected we expect to see an assessment of whether the individual may present a risk of harm to a child or children, and appropriate action taken where this is required.

In all cases we also consider the general assessment and management of risk of harm to others, and we examine the progress in addressing factors that have contributed to the offending behaviour, thereby reducing the likelihood of reoffending.

Given that the fieldwork for this inspection was undertaken during the period immediately prior to the abolition of the Durham Tees Valley Probation Trust, we agreed to an amended inspection methodology, whereby we inspected the work undertaken without interviewing the offender manager. As a consequence, we are unable to comment as fully as we would usually have on some aspects of practice.

We were also unable to conduct our usual interviews with senior managers and, as a consequence, we are unable to comment on the management and leadership arrangements.

The case sample for this inspection was drawn from those cases managed by Durham Tees Valley Probation Trust.

Work to assist sentencing was of a high standard, with reports offering clear proposals for community sentences as appropriate.

Offenders were usually seen promptly at the start of their orders, but greater attention was needed to engage with their individual needs and deliver effective interventions. Although the Trust had ensured that risk of harm assessments were always undertaken, too many assessments did not take full account of relevant factors leading, on several occasions, to an underestimation of the risk of harm posed. Sentence plans must be reviewed more thoroughly to ensure that interventions remain appropriate and opportunities to reinforce any progress made are taken. The Trust will also need to consider how it can improve the effectiveness of processes to protect children and young people.



Paul McDowell

HM Chief Inspector of Probation

May 2014

Summary

Outcomes	The proportion of work judged to have been done well enough
Assisting sentencing	89%
Delivering the sentence of the court	79%
Reducing the likelihood of reoffending	70%
Protecting the public by minimising the risk of harm to others	70%
Delivering effective work for victims	66%

Outcome 1: Assisting sentencing

Overall, 89% of work to assist sentencing was done well enough.

The Trust had performed well in assisting sentencing. In the vast majority of cases, court reports provided sentencers with good quality information to aid sentencing. Assessment of the likelihood of reoffending was sufficient in most cases, although risk of harm screenings were sometimes not all sufficiently thorough. More needed to be done to ensure that, where there were potential Child Protection and safeguarding issues, enquiries were made to children's social care services. As a result, information regarding possible concerns was not always included in court reports.

While most reports described the individual's level of motivation and capacity to comply with a community sentence, a number did not consider how barriers to compliance and engagement would be addressed.

Just under half of the reports inspected were oral reports delivered in court on the day. There was a written record of the oral report in every case.

Outcome 2: Delivering the sentence of the court

Overall, 79% of work to deliver the sentence of the court was done well enough.

Early contact was made at the start of supervision in almost every case. An induction setting out commitments and obligations, in a clear and accessible way, was usually undertaken. More cases should have had a personalised assessment of barriers to engagement and specific needs.

Sentence plans were generally timely and set appropriate objectives, although where there were concerns over the protection of children and young people, this had often not been explicitly addressed in sentence plans.

It was not always clear when a case would be reviewed, nor was it always apparent what changes in circumstances would prompt reviews. Too many sentence plans had either not been reviewed, or had not been reviewed to a satisfactory standard.

Planned levels of contact and the resources allocated were appropriate in the vast 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. Greater efforts should be made to re-engage offenders after enforcement action has been commenced.

In the majority of cases, interventions were delivered according to the requirements of the community sentence and licence conditions, and in line with sentence plan objectives. Case recording was good, and supported the overall management of cases.

The National Offender Management Service offender survey indicates that service users were positive about their experience of contact with the Trust.

Outcome 3: Reducing the likelihood of reoffending

Overall, 70% of work to reduce reoffending was done well enough.

In nearly every relevant case there had been a timely assessment of the factors that may contribute to the likelihood of reoffending. Overall, these were of sufficient quality in four out of five cases. The assessments could have been improved by increasing the level of involvement of the offender and placing a greater emphasis on the methods most likely to be effective with the particular offender.

There had been insufficient progress in relation to the factors identified as making the individual more likely to offend in nearly half of relevant cases, with nearly one-third being convicted or charged in the period between the start of their order or release from custody, and the date of the inspection, typically nine months.

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

Overall, 70% of work to protect the public by minimising the risk of harm to others was done well enough.

All cases had a clear record of the assessed risk of harm completed at the start of the sentence or release from custody, although we disagreed with the classification in 13. In each of these cases we judged that the assessed level was too low. We found that, in nearly 40% of the cases where a full assessment was required, it was either insufficient or not completed. Plans were, too often, not reviewed as necessary after significant changes in the circumstances of offenders.

Where they had been completed, risk management plans were usually done at the appropriate time, although a significant minority were of insufficient quality.

Restrictive requirements were used appropriately and were proportionate to the risk of harm posed by the offender. Multi-Agency Public Protection Arrangements eligible cases were managed at an appropriate level.

Greater attention should be paid to any contact the offender has or may have with children and young people, particularly in relation to making enquiries of Children's Services departments.

Outcome 5: Delivering effective work for victims

Overall, 66% of work to deliver effective services to victims was done well enough.

In the great majority of relevant statutory victim contact cases, the quality of the contact with victims was satisfactory.

Risk management plans did not address risks to specific victims in too many cases.

Recommendations

Post-inspection improvement work should focus particularly on ensuring that¹:

1. risk of harm to others is assessed accurately and takes account of all relevant information
2. additional attention is given to work to protect children and young people
3. interventions are more closely matched to the needs of individual offenders
4. assessments, plans and work are reviewed appropriately.

¹ Under the Government's Transforming Rehabilitation Strategy, Probation Trusts are due to be replaced by the National Probation Service. Recommendations addressed to Probation Trusts should be followed up by whoever delivers probation services in the future, including both the National Probation Service and other providers. The strategy can be accessed at <http://www.justice.gov.uk/transforming-rehabilitation>.

Contents

Foreword	1
Summary	2
Recommendations	4
Outcome 1: Assisting sentencing	7
Outcome 2: Delivering the sentence of the court	11
Outcome 3: Reducing the likelihood of reoffending	21
Outcome 4: Protecting the public by minimising the risk of harm to others	28
Outcome 5: Delivering effective work for victims	37
Appendix 1 Contextual information about the area inspected	40
Appendix 2 Contextual information about the inspected case sample	41
Appendix 3 Acknowledgements	44
Appendix 4 Inspection arrangements	45
Appendix 5 Scoring approach	46
Appendix 6 Criteria	48
Appendix 7 Glossary	49
Appendix 8 Role of HMI Probation and Code of Practice	52

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 89% of work to assist sentencing was done well enough.

Key strengths

1. Reports were written well generally and contained clear and specific proposals which were broadly consistent with the sentencing outcome.
2. There were written records of oral reports in every case enabling managers and inspectors to be confident about the quality these reports.

Key area for improvement

1. Checks to children's social care services should be routinely made in relevant cases where a pre-sentence report is requested.

Explanation of findings

1. Assessment and planning to inform sentencing

- 1.1. In the sample of 58 community sentences inspected, 47 reports had been prepared to assist the courts in passing appropriate sentences. Of these reports, 22 were oral, prepared on the day of sentence and the remainder were typed. Fourteen were full reports and 11 were delivered in a shorter format. There had been no report in 11 of the cases inspected (19%).
- 1.2. In each case where there was an oral report; a written copy was contained in the case file.
- 1.3. All typed reports were well written, with nearly all being suitably concise and clear in their meaning. All but one contained a clear and specific proposal for a community sentence which sentencers broadly followed. Ten reports proposed a suspended sentence order and 37 a community order. Fifteen suspended sentence orders and 32 community orders were made.
- 1.4. Overall, 88% of typed reports were based on sufficient information. Nearly all included relevant information about the offender's home and social environment; 86% had a thorough assessment of their likelihood of reoffending; and 76% contained a thorough screening of the risk of harm they posed to others. Over 80% of reports addressed issues of motivation and capacity to comply with the order, although fewer than 70% indicated how any particular issues affecting engagement and compliance would be addressed.
- 1.5. There were 18 reports that should have been supported by checks to children's social care services, or other agencies, in order to identify risks to relevant children and young people, and these had been made in only ten.
- 1.6. The overall quality of typed reports was considered sufficient in 76% of cases.

Summary

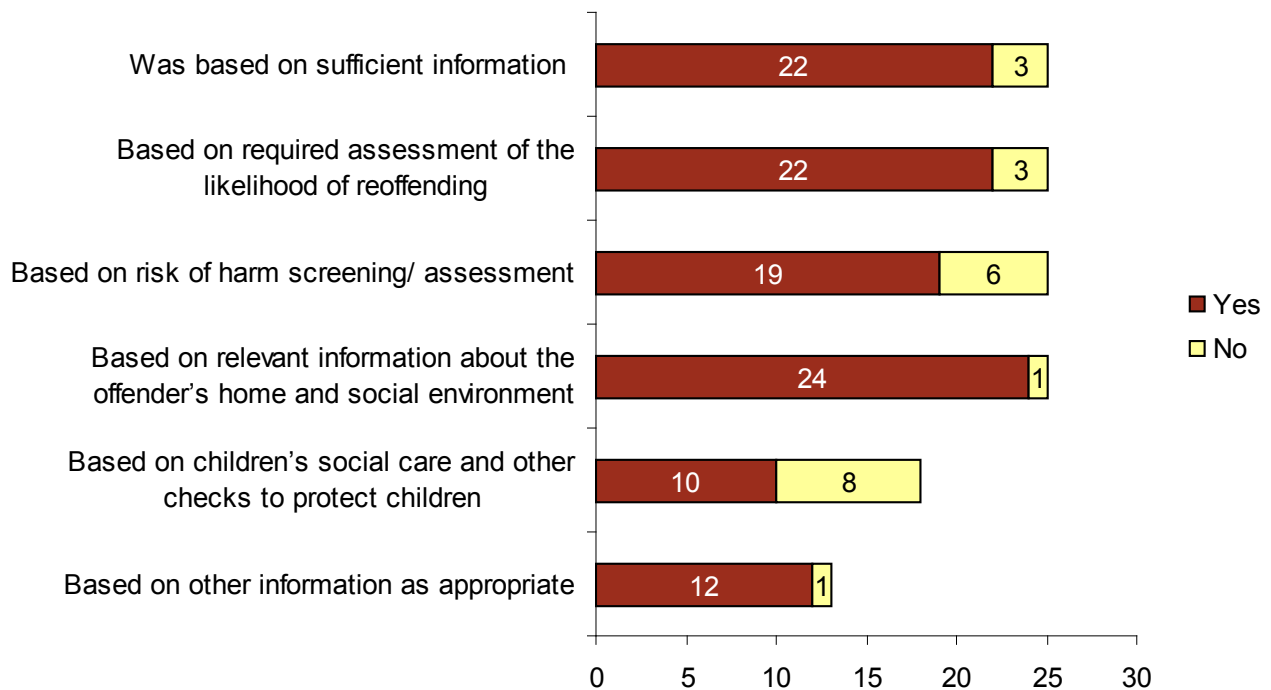
Overall, 89% of work to assist sentencing was done well enough.

For a summary of our findings please see page 2

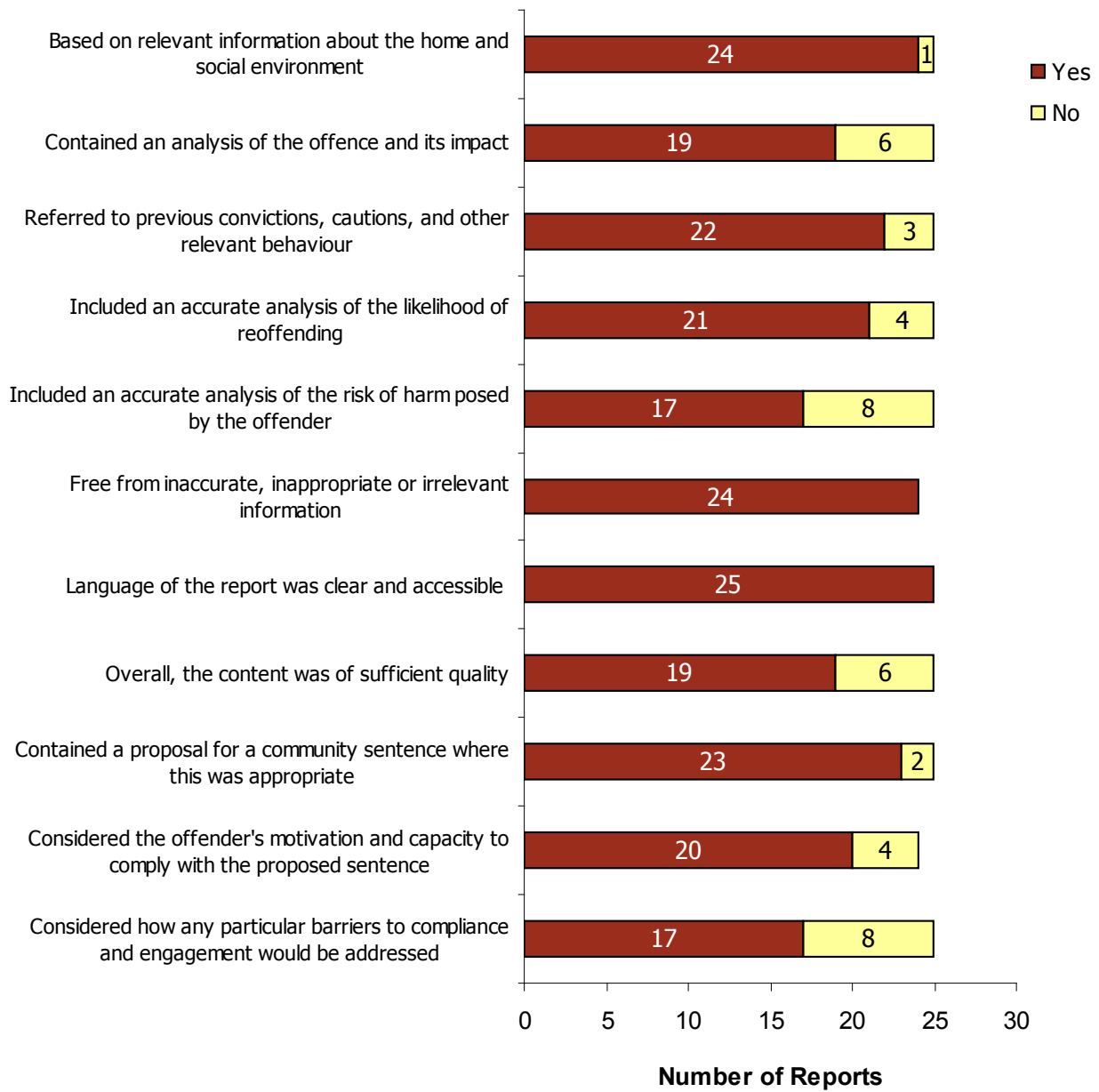
Data Summary

The following chart summarises data from some of the key questions assessed during the inspection of cases. [NB: 87 cases were inspected. However, the total answers may not equal this, since some questions may not have been applicable to every case]

The report for this court appearance



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, 79% of work to deliver the sentence of the court was done well enough.

Key strengths

1. Arrangements to get orders and licences started promptly were in place and effective. Expected levels of contact were usually clearly stated in sentence plans.
2. Interventions were usually delivered in accordance with the expectations set out in the sentence plan and were appropriate to the assessed level of serious harm posed by the offender.

Key areas for improvement

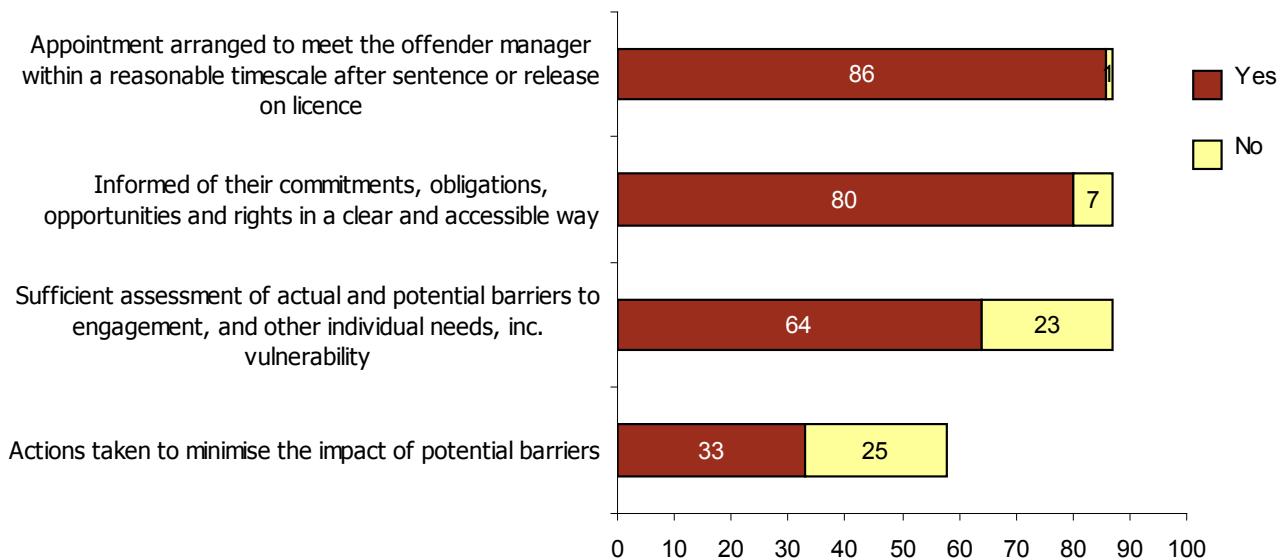
1. In cases where there were issues connected to the protection of children and young people, this was not always reflected in sentence planning.
2. Greater efforts should be made to re-engage offenders with the objectives of their sentence following necessary enforcement action.

Explanation of findings

1. Assessment and planning to deliver the sentence

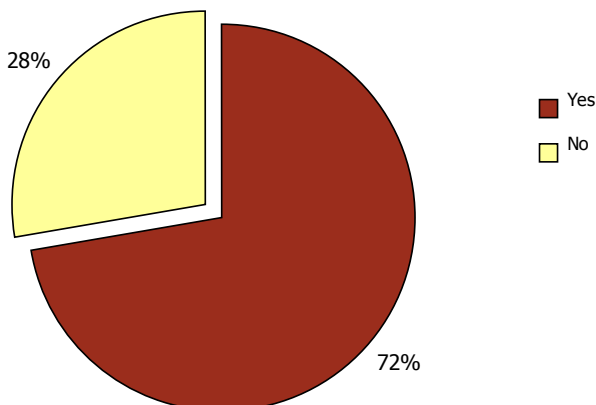
- 1.1. Most cases had been allocated to the correct tier of offender management, as indicated by guidance issued by the National Offender Management Service (NOMS). In five cases the guidance had not been followed, with no valid explanation for this recorded.
- 1.2. In all but 1 of the 87 cases, an initial appointment had been arranged within a reasonable timescale. The chart below provides a breakdown of our findings on work related to engaging offenders at the start of their sentence. Nearly all offenders were offered a personalised induction following sentence or release from custody that explained their obligations and rights. In 64 cases out of 87 there had been a sufficient assessment of the impact of any potential barriers to engagement with the sentence.

Engaging people at the start of sentence



- 1.3. Sentence planning is an important aspect in delivering the sentence of the court. Overall, sentence plans were assessed as timely and informed in 84% of cases. We expect to see that offenders are actively involved in drawing up their plans. We found evidence that they were sufficiently engaged in this process in 71% of cases. This figure is not consistent with the findings of the NOMS offender survey. Based on a much larger sample, this found that 87% of offenders felt they had been involved in drawing up their sentence plan. It is possible that our finding reflects insufficient recording of efforts to engage the offender, rather than insufficient action.
- 1.4. We found that sentence planning had been undertaken in nearly all cases. These plans addressed relevant issues such as contact levels, the individual’s likelihood of reoffending and the risk of harm they posed to others.
- 1.5. Overall, sentence planning paid sufficient attention to factors that may promote compliance in 72% of cases. Actions to minimise the impact of potential barriers to offender engagement were taken in 57% of relevant cases.

Sentence planning paid sufficient attention to factors which may promote compliance

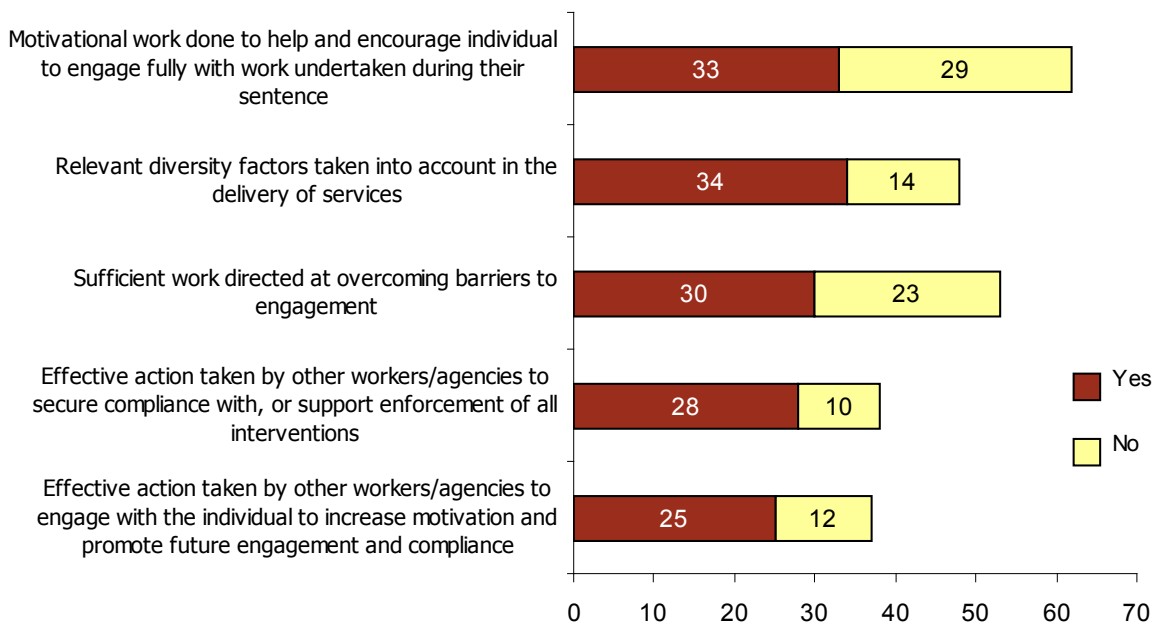


- 1.6. Overall, in nearly three-quarters of cases inspected, sentence planning set appropriate objectives. Most were appropriate to the purpose of sentencing and addressed the likelihood of reoffending. Sentence plans contained objectives concerning the risk of harm to others in 71% of cases.
- 1.7. This inspection had a particular focus on how well the Trust contributed towards protecting children and young people. There were 42 cases where we assessed that there should have been an objective to manage Child Protection issues; unfortunately, in 25 of these cases, there was no such objective.
- 1.8. Overall, sentence plans set outcome-focused objectives in only 64% of cases.
- 1.9. In 86% of cases the level and pattern of contact was recorded in the sentence plan; however, in only 38% of cases were factors identified that would prompt an unscheduled review.

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

- 2.1. In 84% of cases, interventions were delivered in accordance with the requirements of the sentence, with 76% also delivered in line with the sentence plan. Interventions took account of the risk of harm to others posed by the offender in 73% of cases.
- 2.2. The following chart describes the range of approaches to ensuring compliance with the sentence. It shows that motivational work to help and encourage the individual to engage fully with their sentence was done sufficiently well in 53% of cases. The detail of our findings is not consistent with the NOMS offender survey, where over 81% of those who responded 'strongly agreed' or 'agreed' with the statement that their probation officer (sic) 'tries to motivate me to complete my programmes or courses'. Our scores were generated without the benefit of discussion with offender managers and may reflect recording issues as much as lack of motivational work.

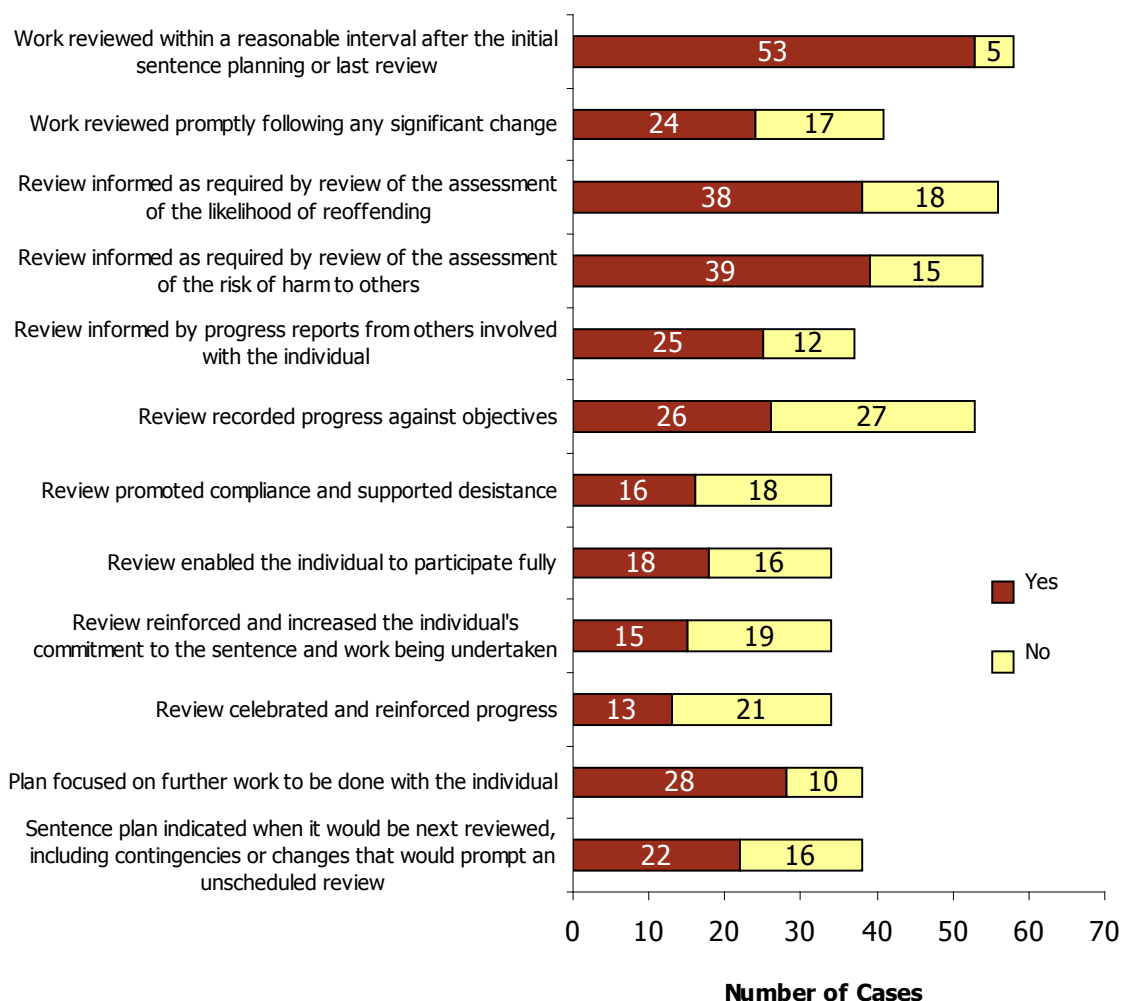
Increasing motivation and promoting compliance with the sentence



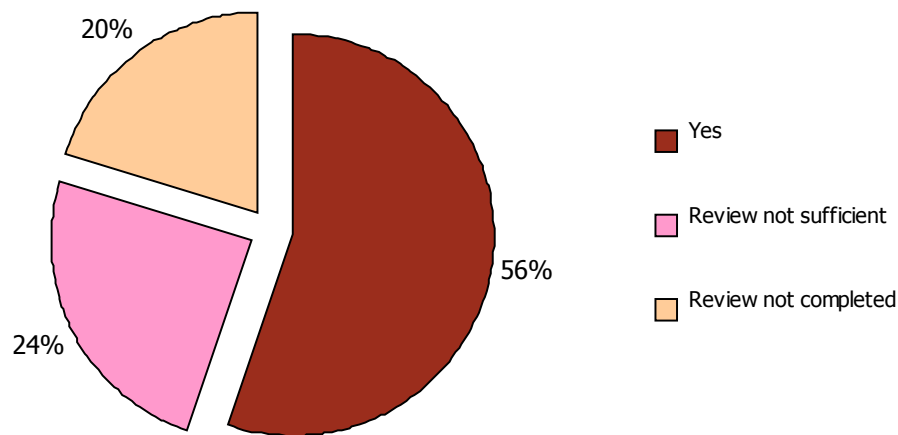
- 2.3. Overall, the levels of contact arranged for the offender were sufficient in 87% of cases. Contact levels were appropriate for the assessed level of serious harm in 93%. We assessed the level of resource allocated throughout the sentence to individual cases to be correct in 82% of cases.
- 2.4. Offender managers were effective in orchestrating the roles of all other workers involved in the case in 85% of relevant cases, and took responsibility for monitoring attendance in all but one case.

- 2.5. Offender managers took a timely and investigative approach to instances of non-compliance in 77% of cases. Where other workers were involved, we assessed that they took effective action to secure compliance or support enforcement in 74%.
- 2.6. In the 55 cases where a warning over non-compliance was required, this was issued to the offender in 50. We judged that legal proceedings or recall should have been used in 36 cases; they were, in fact, used in 27. In these 27 cases, proceedings were instigated promptly, with a clear explanation given to the offender in most cases. Greater efforts to re-engage the offender with their supervision plan should have been made in 39% of these cases.
- 2.7. We expect to see sentence plans reviewed within the timescale stated in the initial plan or within a reasonable period. We found that only 55% of sentence plans had a review of sufficient quality where one was required. In 24% of cases there was an insufficient review, with 20% having no review at all. The review of the sentence plan is an opportunity to both acknowledge any improvements made by the offender to encourage greater progress and to refocus efforts on areas where there has been insufficient change. Where these reviews are not undertaken, an opportunity to bring about or maintain change is not maximised.

Reviewing sentence plans and reinforcing progress



Sufficient review of work with the offender

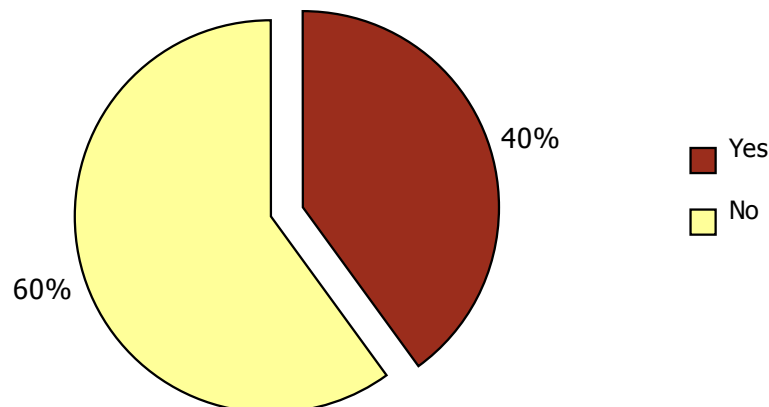


- 2.8. Of the cases we inspected, two had been transferred into the area. In both cases the transfer was handled well, with appropriate levels of reporting maintained. There were reviews of the likelihood of reoffending and risk of harm and a revised risk management plan and home visit as appropriate.
- 2.9. Overall, we found case recording to be of a good standard, with nearly all cases well organised and containing sufficient information to support effective offender management.

3. Initial outcomes are achieved

- 3.1. Reporting instructions were sufficient for the purpose of carrying out the sentence in all but five cases inspected.
- 3.2. The chart below shows that in 60% of cases it was necessary for the offender manager to take action to ensure that the order was complied with.

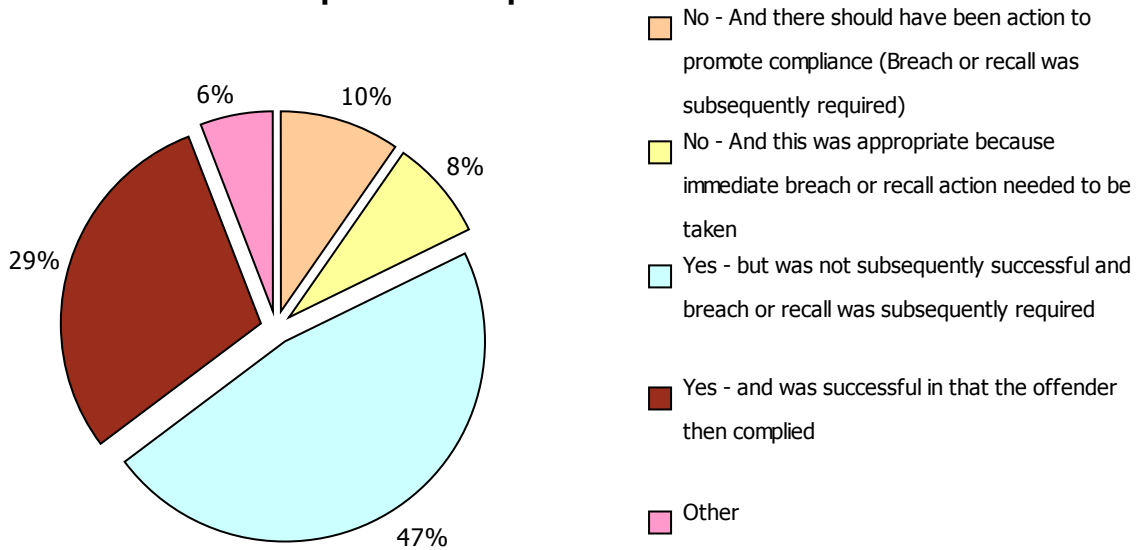
The individual complied with the requirements of the sentence, without the need for the offender manager to take action to promote compliance



- 3.3. The chart below shows that in nearly half of all cases where action was required to promote compliance, these offenders were ultimately breached or recalled. Slightly over one-quarter of cases were brought back into compliance after initial difficulties. Although this may be ultimately

not within the control of the Trust, further actions could be undertaken to reduce the number of offenders failing to engage after initial difficulties.

Action taken to promote compliance



What people who had offended thought of their experience:

NOMS conducts an annual survey of the people in contact with Probation Trusts. For 2012, Durham Tees Valley received 663 responses, data from which is given below.

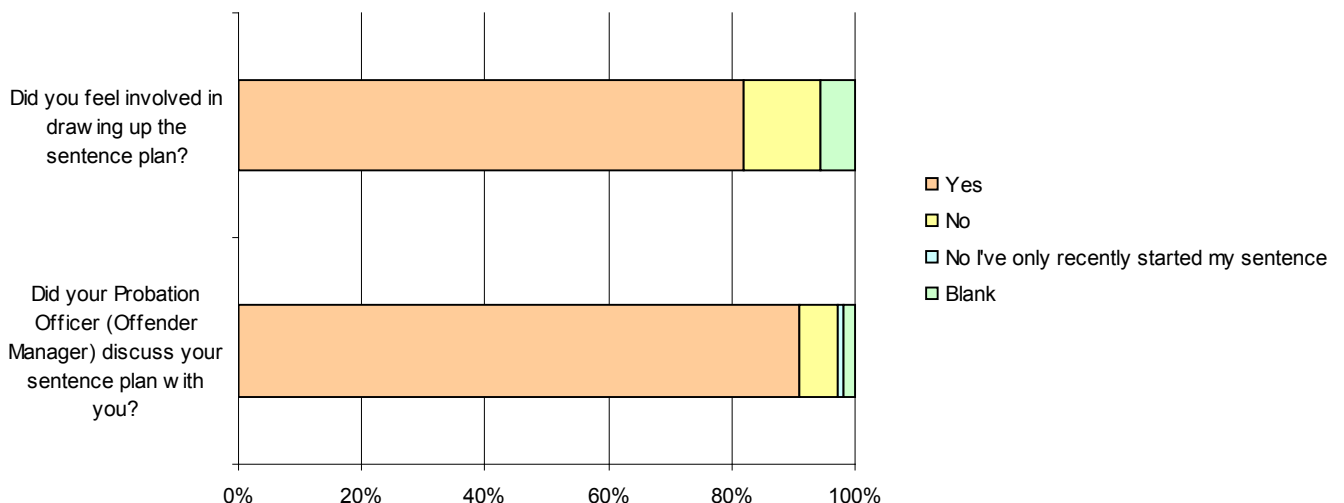
The survey results were largely positive, with many people making very positive comments about their experiences.

Almost 87% of those surveyed said they felt they had been involved in their sentence planning. This was a higher level than we evidenced in the 87 cases we inspected.

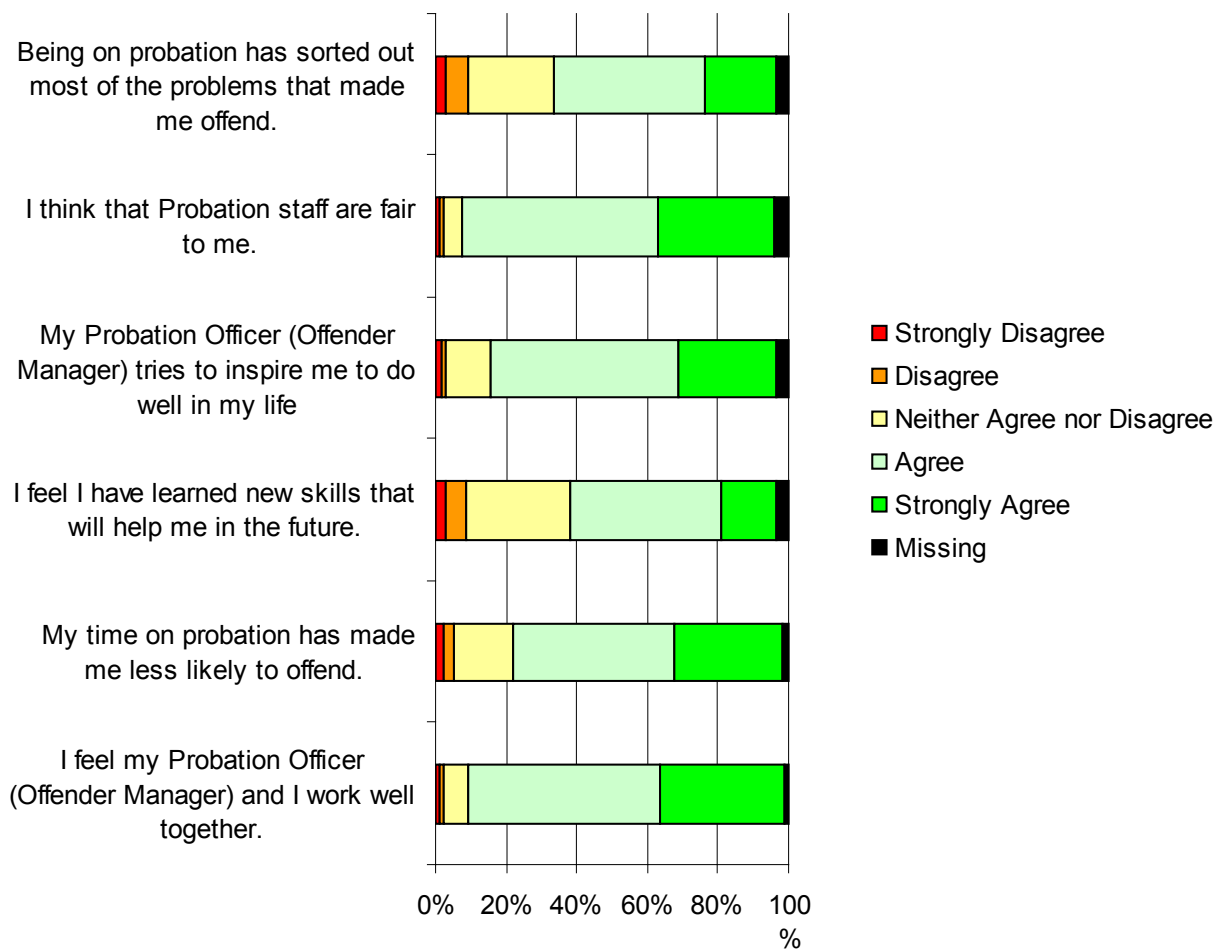
NOMS analysis was that 82% of respondents were broadly positive about their experiences.

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

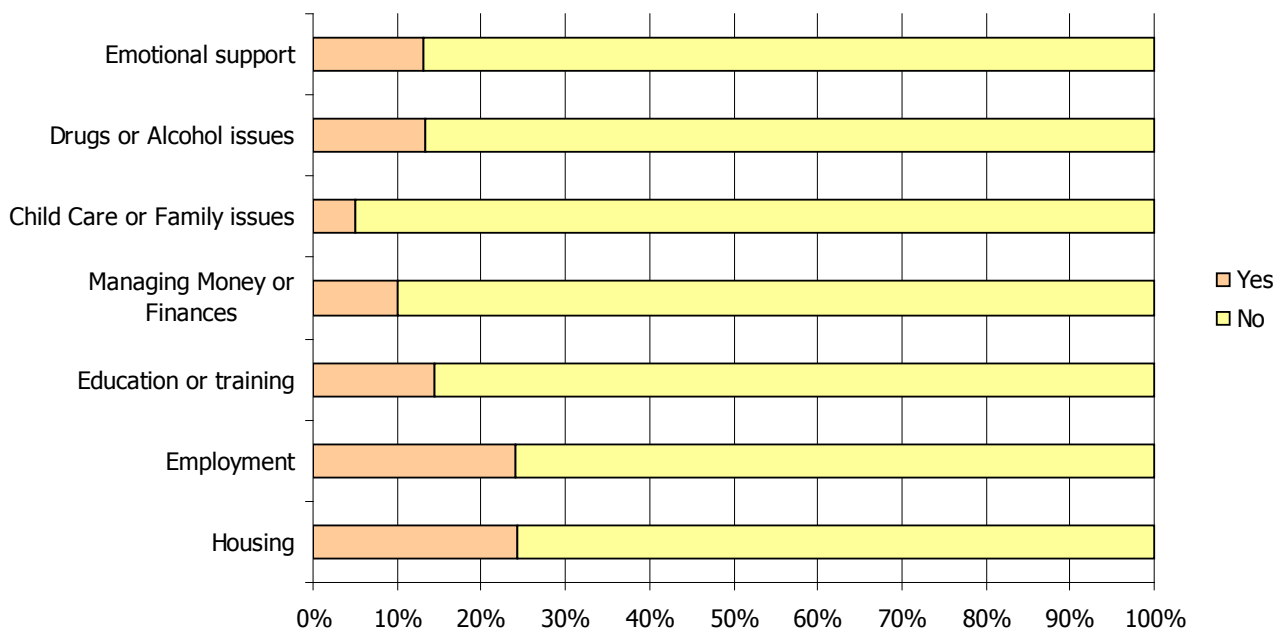
Section 1 - About Current Order/Sentence



Section 2 - About Experience on Probation



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



Summary

Overall, 79% 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:

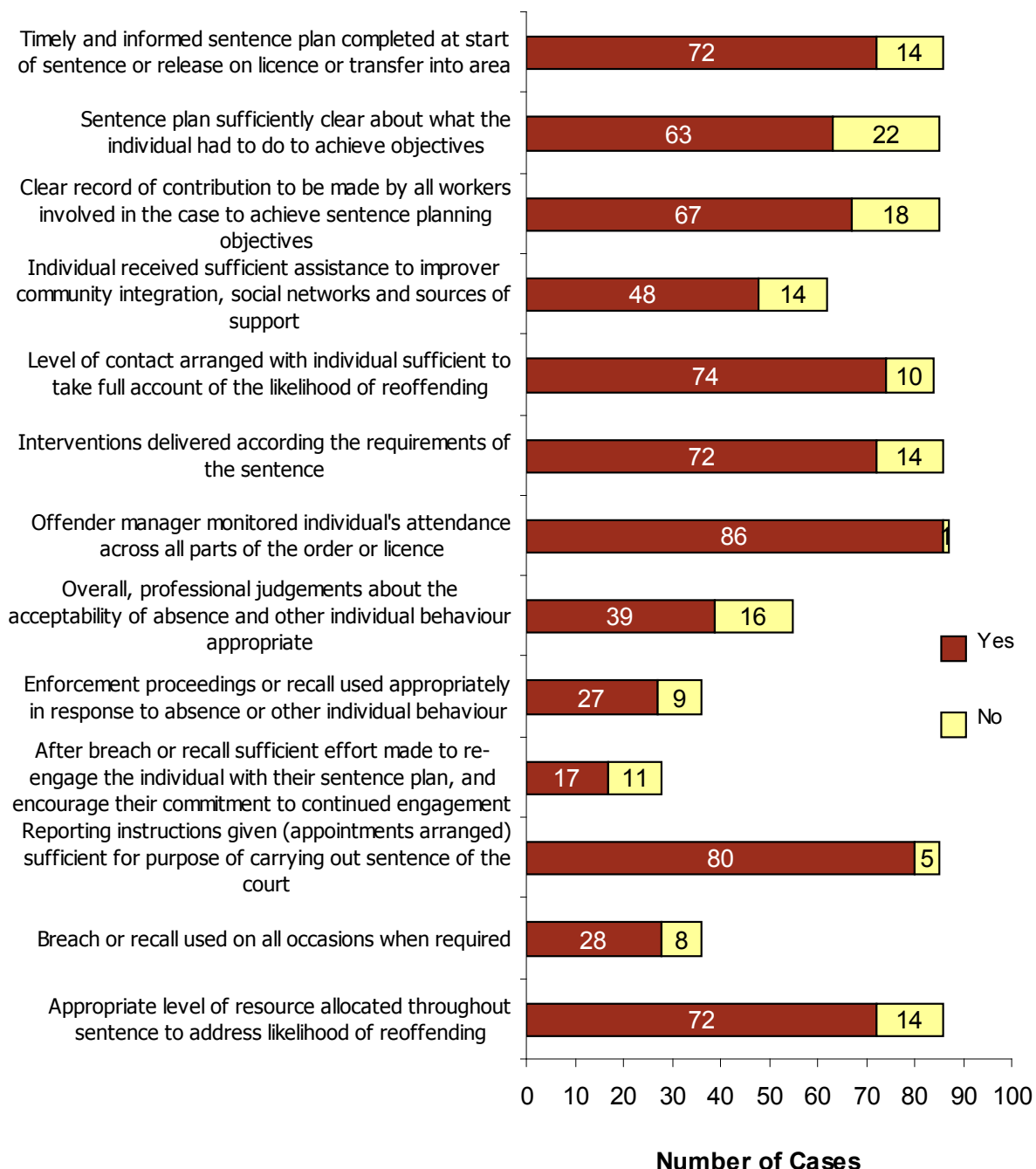
- assessments, plans and work are reviewed appropriately
- additional attention is given to work to protect children and young people.

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: 87 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, 70% of work to reduce the likelihood of reoffending was done well enough.

Key strengths

1. An assessment of the relevant factors related to the likelihood of offending was undertaken in almost all relevant cases and was sufficient in most cases.
2. Good use had been made of approved premises to deliver constructive interventions to bring about positive change.

Key areas for improvement

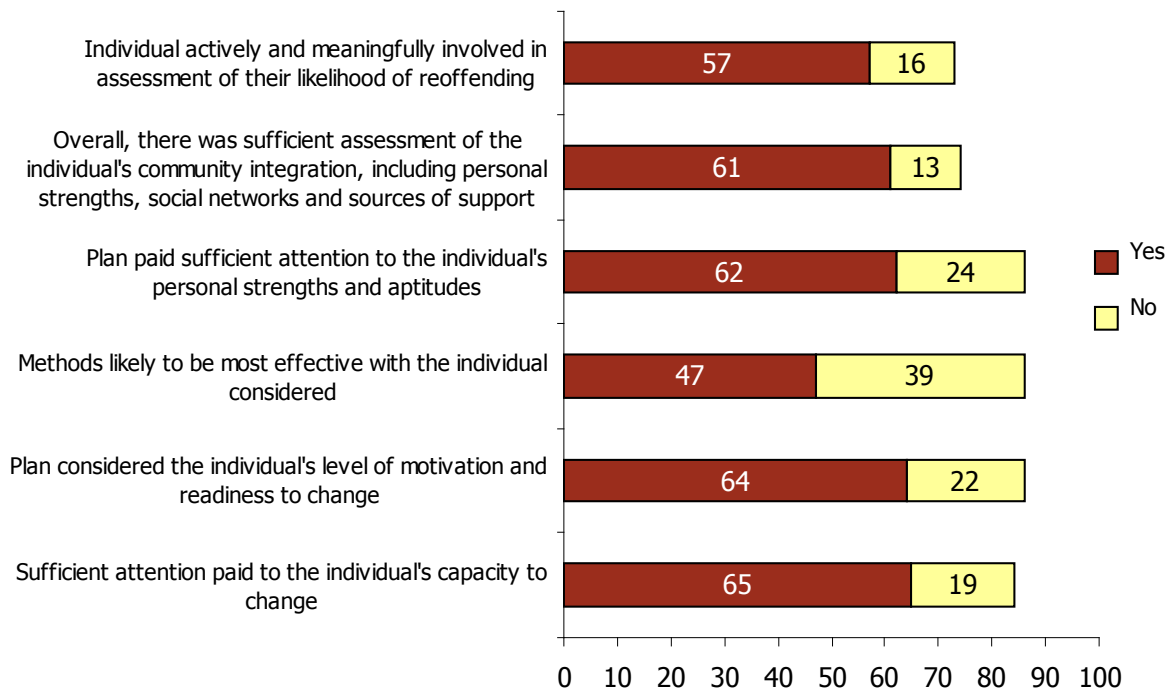
1. There was insufficient consideration of the methods most likely to be effective in the particular circumstances of offenders in too many cases.
2. Sufficient progress on factors related to the likelihood of reoffending had not been achieved in nearly half of relevant cases.

Explanation of findings

1. Assessment to reduce the likelihood of reoffending

- 1.1. Our sample contained 74 cases where an assessment of the factors that may contribute to the likelihood of further offending was required at the start of sentence or release from custody. An assessment had been completed in all but two cases. Where the assessment had been done, this had been timely in all but two cases. We judged the quality of these assessments to be sufficient in 81% of cases.
- 1.2. The following chart outlines our findings about involving the offender in the assessment of their likelihood of reoffending. Although the offender was actively involved in 78% of cases, there was sufficient consideration of the methods most likely to be effective in only 55%.

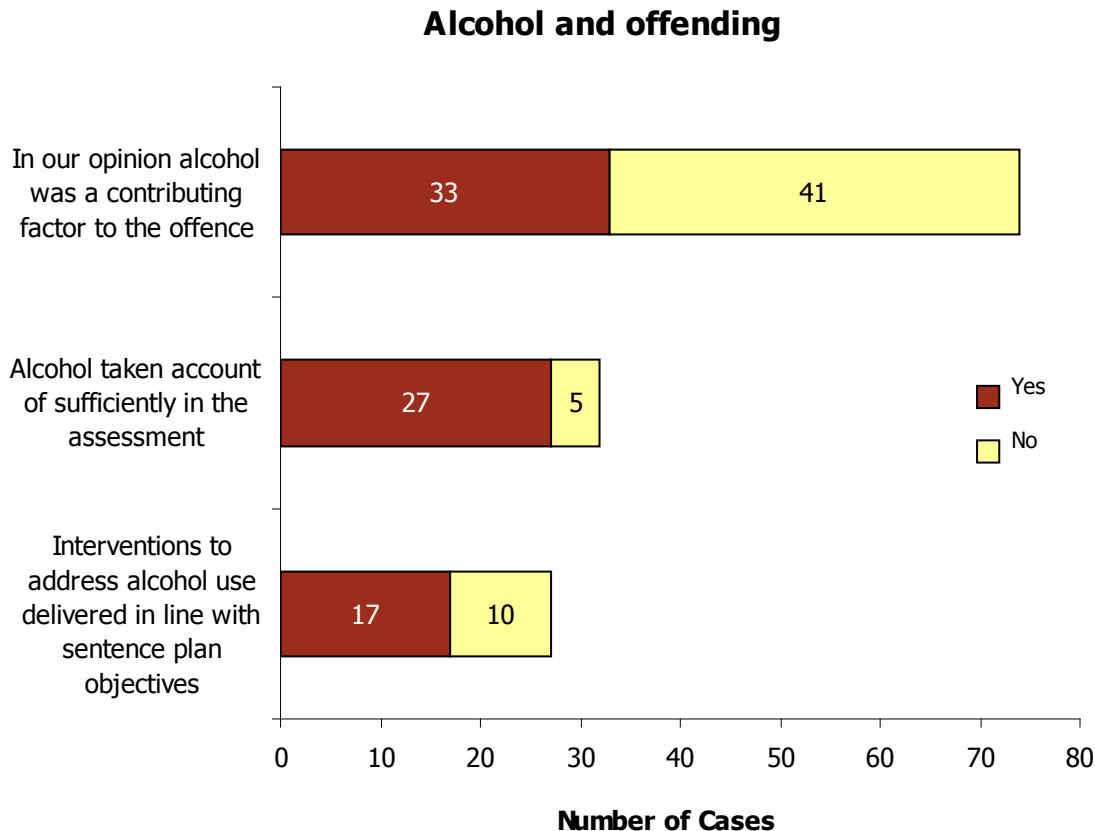
Involving people in assessing the likelihood of them reoffending



- 1.3. Offenders in our sample were convicted of a range of offences. The most prevalent being violence against the person (27%), Burglary (20%), theft and handling (17%).

2. Delivery of interventions to reduce the likelihood of reoffending

- 2.1. Constructive interventions encouraged and challenged individuals to take responsibility for their actions and decisions related to offending in 69% of cases; with a focus on these factors being maintained throughout the currency of the order or licence.
- 2.2. Only five cases in the sample were subject to accredited programmes. Four of the five had not been completed at the time of the inspection; two were in breach.
- 2.3. Six cases in our sample had been resident in approved premises. In each of these the offenders had been offered constructive interventions in line with their needs and sentence plan objectives.
- 2.4. The following chart shows that we assessed 33 cases as requiring some form of intervention regarding alcohol use. This had been identified in 27 assessments, although there was only a relevant sentence plan objective in 17. This means that in nearly half of relevant cases, there was no objective to assist in managing alcohol use.

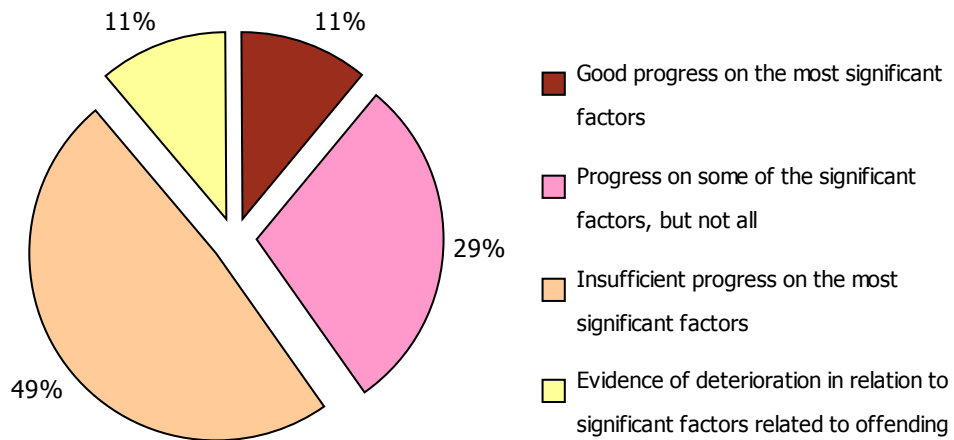


- 2.5. In 81% of cases, individuals were thoroughly prepared for the interventions that were delivered as part of the order or licence. There were reviews of the work done by the offender to promote and reinforce learning in 64% of cases.
- 2.6. Where it was required, 71% of offenders were informed of additional local services to support desistance from offending and were referred to these services as appropriate.

3. Likelihood of reoffending is reduced

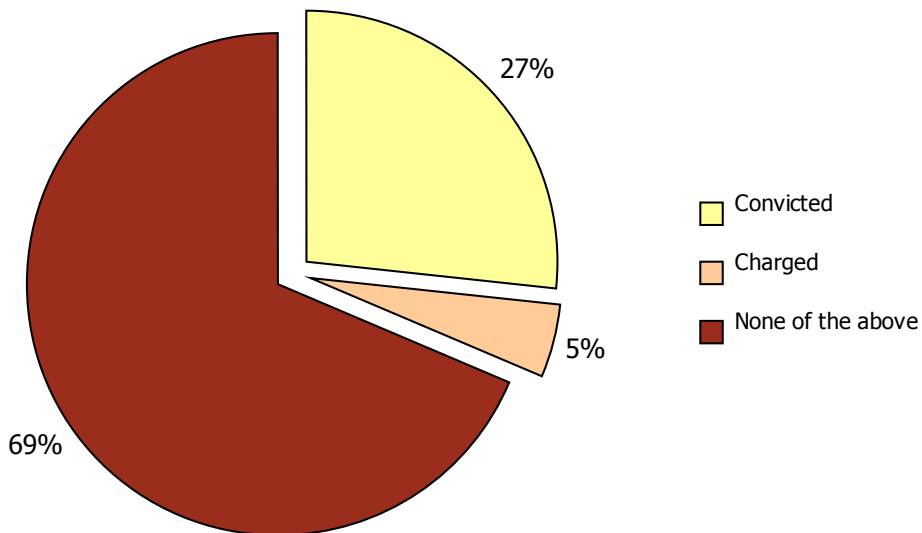
- 3.1. We inspected community orders and licences that commenced nine months previously, providing an opportunity for the individual to have shown some improvement in factors related to their offending if the planned work was delivered. There was a sufficient record of progress made by the offender in 62% of cases.
- 3.2. In eight cases there had been good progress on the most significant factors, with 21 showing some progress on the most significant factors. In 35 cases there had been insufficient progress on the most significant factors for that individual, while in eight there had been deterioration.

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



3.3. As illustrated in the chart below, nearly one-third of offenders under supervision had gone on to be either charged or convicted of an offence during the period inspected.

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



3.4. The following table shows the numbers of cases identified with particular offending related factors, the proportion where sufficient interventions were delivered and the percentage of cases judged to have made sufficient progress.

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 (72)	44%	22%
relationships (40)	43%	23%
alcohol misuse (40)	35%	18%
drug misuse (36)	50%	33%
lifestyle & associations (33)	36%	9%
Other common factors		
attitudes to offending (30)	53%	10%
accommodation (27)	48%	26%
emotional well-being (25)	36%	16%
financial management (21)	10%	19%

Summary

Overall, 70% of work to reduce the likelihood of reoffending was done well enough.

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

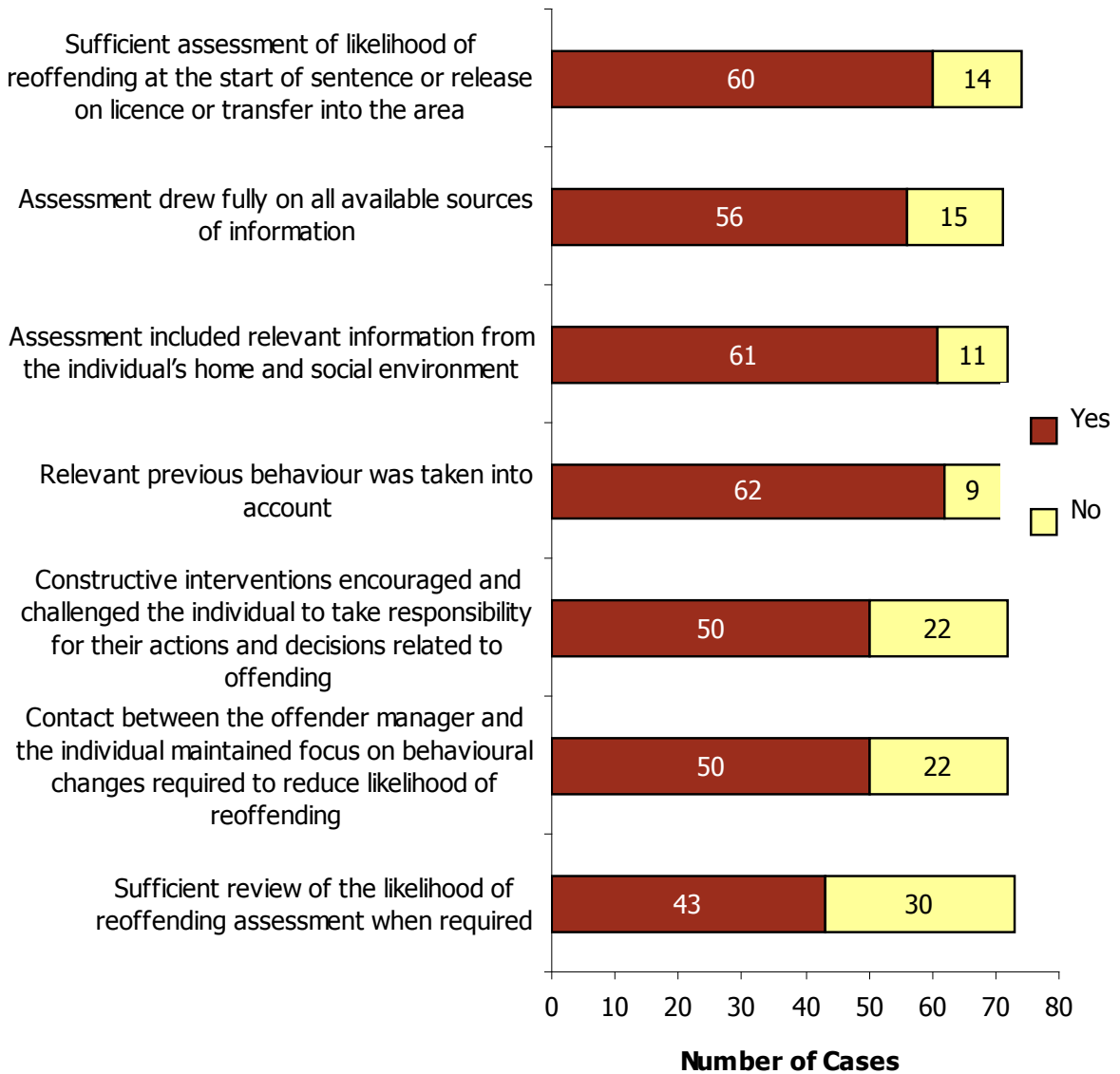
- interventions are more closely matched to the needs of individual offenders.

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: 78 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.²

Case assessment score

Overall, 70% of work to ensure the protection of the public was done well enough.

Key strengths

1. All cases in the sample had a clear record of the assessed level of harm posed by the offender
2. Where restrictive requirements were in place, these were nearly always appropriate and proportionate to the assessed risk.
3. All cases identified as Multi-Agency Public Protection Arrangements (MAPPA) eligible were managed at the appropriate level and approved premises were used to effectively manage risk of harm.
4. Where they were completed, risk management plans were always produced in a timely manner.

Key areas for improvement

1. The level of harm posed by offenders as assessed by the Trust was at variance with that of the inspectors in too many cases. Where there were differences, the Trust had consistently assessed the risk of harm as lower.
2. Where they were undertaken, the full risk of harm analysis too often overlooked significant factors, often relating to previous behaviour.
3. Greater attention should be paid to any contact the offender has with children and young people, particularly in relation to making enquiries of Children's Services departments. Where there was a need for multi-agency Child Protection procedures, they were not always used effectively.
4. Reviews of the risk of harm posed by offenders were too often not done, or done to an insufficient quality, particularly following significant changes in the circumstances of the offender.

Explanation of findings

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

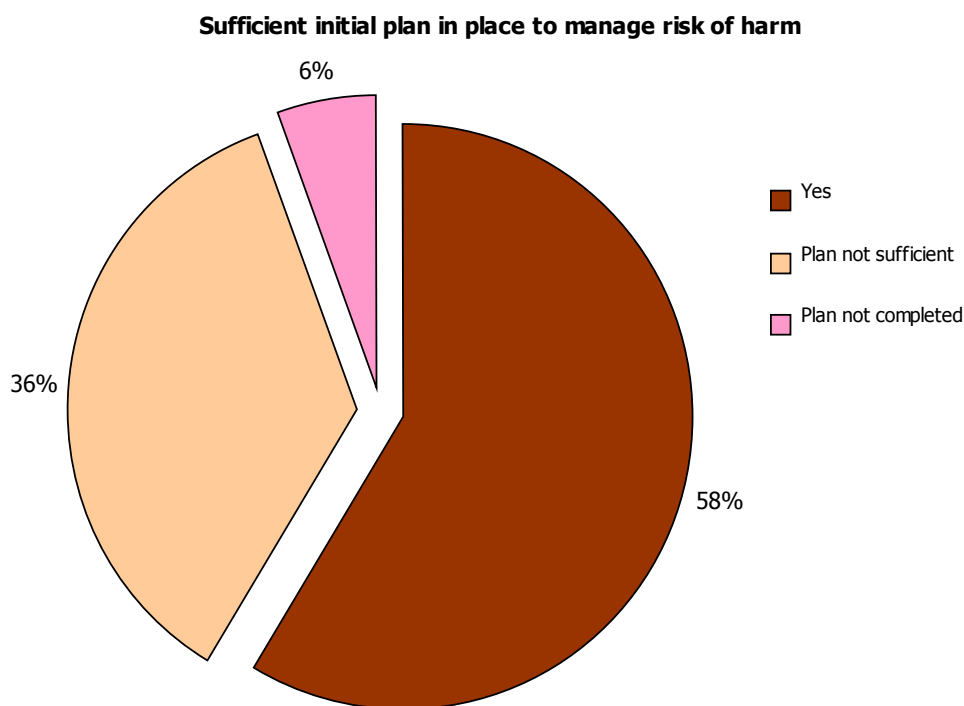
- 1.1. All cases should undergo an initial Risk of Serious Harm (RoSH) screening at the start of sentence or release from custody. All but one case had such a screening. We assessed that 73% of the screenings were accurate.

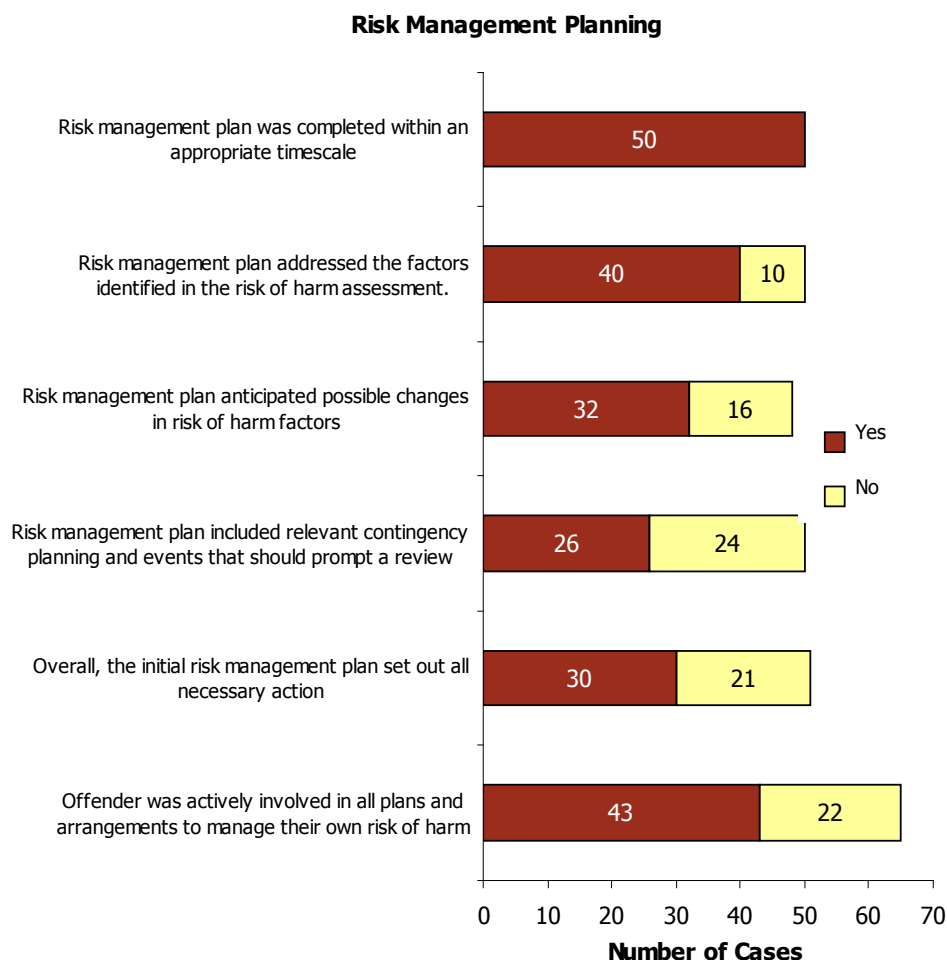
1.2. All cases in the sample had a record of the assessed level of risk of serious harm. We judged that

² 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.

this level was incorrect in 13 out of 87 instances. In each case where we disagreed, the Trust had assessed the risk as lower than inspectors; in nine instances as low where we judged it as medium and in four as medium where we judged it as high.

- 1.3. We considered there to be a need to conduct a full analysis of risk of harm in 72 of the cases we looked at and found that this had been done in 60; always within a reasonable timescale.
- 1.4. We assessed 16 out of 72 cases that included a full analysis of RoSH as being of insufficient quality. The main reasons for the full analysis being insufficient related to the offenders' parent/carer status and the factors relating to children and young people with whom the offender has contact, a failure to draw on all relevant information and failure to take sufficient account of previous behaviour. Offender managers actively sought information from other relevant staff involved with the offender in 74% of cases.
- 1.5. Sufficient attention was paid to the protection of children and young people in relation to the offender's contact with any child or young person in 77% of cases. In the remaining cases we were often unable to find a sufficient record of enquiries to Children's Services departments.
- 1.6. In all but 1 out of 29 cases where restrictive requirements were in place (such as a curfew or restraining order), their use was judged to be appropriate and proportionate to the risk of harm posed by the offender.
- 1.7. Risk management plans are required in cases where the risk of serious harm classification is medium or high. The charts below present our findings in respect of this work. There was a risk management plan of sufficient quality in 58% of cases. In 36% of cases there was a plan of insufficient quality and there was no plan at all in 6%. Although all plans that had been written were done in a timely manner, too many failed to include contingency plans or accurately describe how the plan would address the identified risk of harm.





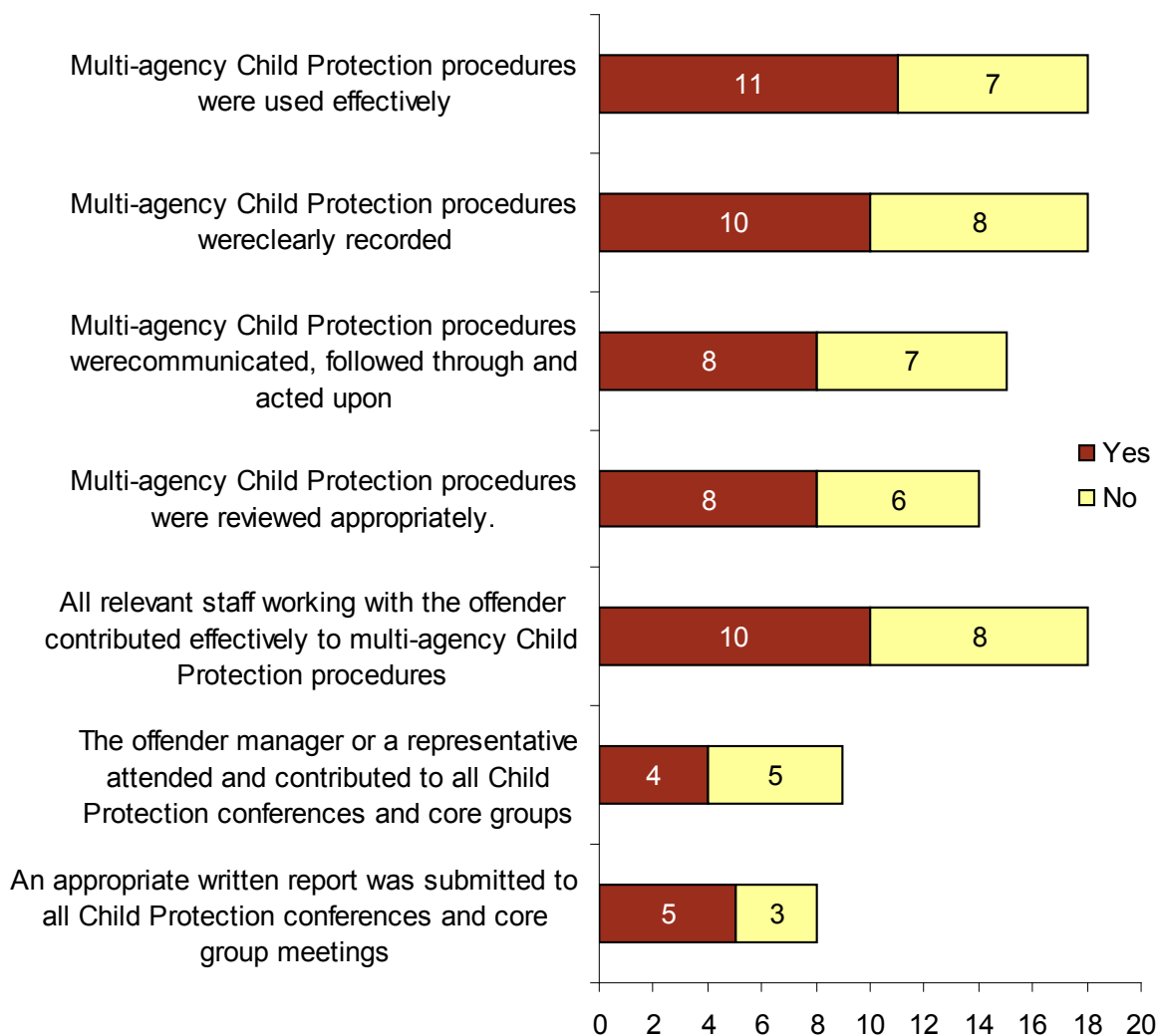
- 1.8. Key risk of harm information was shared between all relevant parties in three-quarters of cases.
- 1.9. For offenders to engage fully in work to reduce their risk of harm to others they must be involved in the planning of such work. There was evidence in two-thirds of cases that this had happened.
- 1.10. The 14 cases that were identified as falling within MAPPAs were managed at the appropriate level. In all but one case, MAPPAs referral processes had been used effectively.

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

- 2.1. There was an appropriate response by the offender manager to changes in the assessed level of risk of harm posed by the offender in 59% of relevant cases. This performance could have been improved by swifter actions and better communications with other agencies involved in the case.
- 2.2. Restrictive conditions and licences were usually monitored effectively by offender managers. Where used, approved premises were effective in managing risk of harm.
- 2.3. Initial, purposeful home visits had been undertaken in 30 cases within the sample. Follow-up home visits were not always conducted as part of the ongoing risk management where we judged this may have been appropriate.
- 2.4. There were 24 cases in the sample where enforcement proceedings or recall to prison were needed as an appropriate response to an increase in the risk of harm posed by the individual. In three cases, we found that this breach action had not been instigated. In all but one of the cases where action was taken, it was timely with a full explanation provided to the offender. There had been sufficient effort to re-engage the individual and motivate them to continue with the work that needed to be undertaken in just under half of relevant cases.

2.5. The chart below shows that Child Protection procedures were used effectively in 11 out of the 18 relevant cases. There is a need to improve the Trust’s performance in this area.

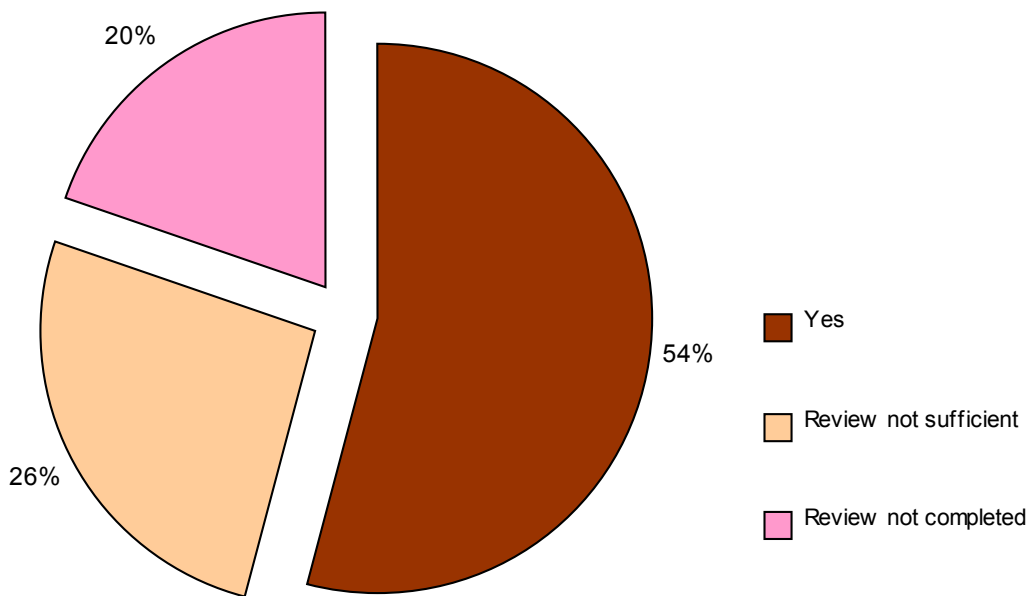
Multi-agency Child Protection procedures



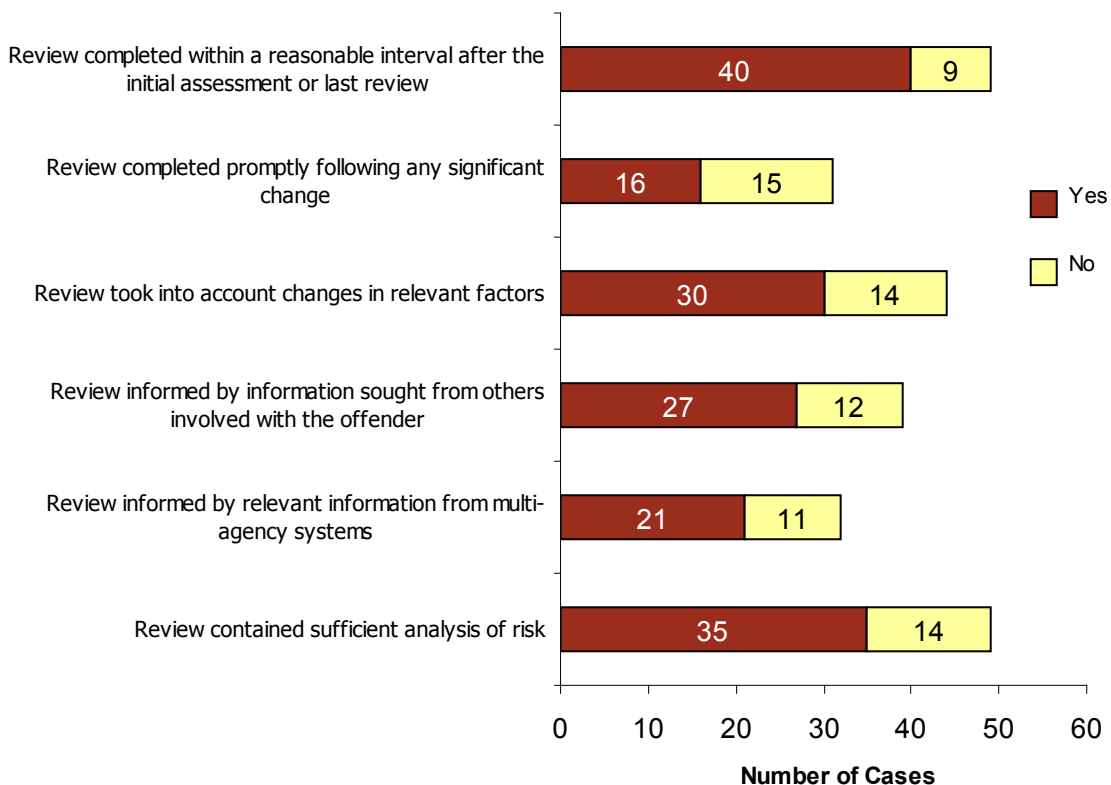
2.6. We assessed that appropriate priority had been accorded to the safety of current and potential victims in two-thirds of relevant cases. Insufficient account had been taken of the likely impact of the offender’s behaviour on the victim in 12 relevant cases.

2.7. Issues relating to an individual’s risk of harm to others do not remain static. We expect to find an assessment of risk of harm reviewed to reflect this. The charts below present our findings, that there had been a sufficient review of risk of harm in 54% of the cases that needed one (33 out of 51). There had been no review in 20% of the cases that required one. Similarly, there had been a prompt review after a significant change in circumstances of the individual in 16 out of 31 cases.

Sufficient review of the risk of harm assessment



Reviewing the risk of harm assessment

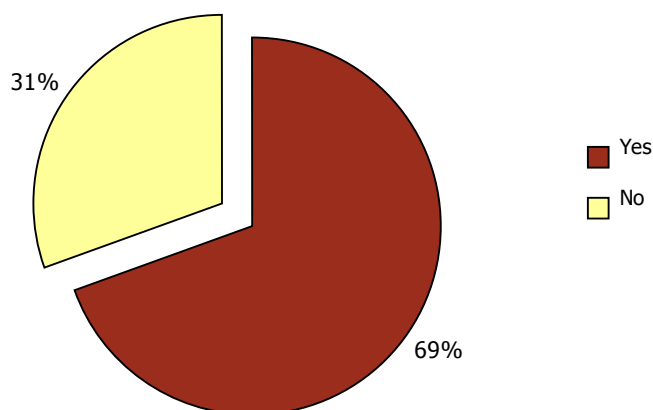


2.8. There was a sufficient review of the risk management plan following a significant change in less than half of the cases where we expected to see one.

3. Risk of harm is minimised

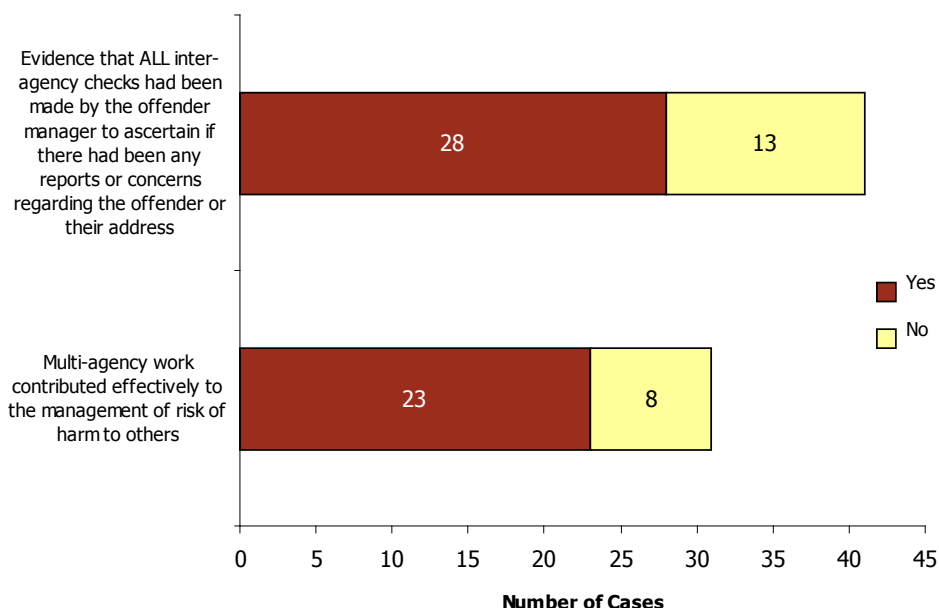
3.1. All reasonable action had been taken to keep to a minimum the offender’s risk of harm in 69% of cases.

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



- 3.2. Minimisation of the risk of harm posed to others often requires effective communications between partner agencies. We found that in 28 out of 41 relevant cases all relevant checks had been made regarding the offender or their address.
- 3.3. Overall, we judged that multi-agency work had contributed effectively to the management of risk of harm in 23 out of 31 relevant cases. In particular, relevant checks had been made to police domestic violence units in 26 out of 38 relevant cases and to Children’s Services departments in 27 out of 47 cases.
- 3.4. There were 25 cases in the sample where there was an identified risk of harm to either a child or young person of the offender or their carer. A referral was made to Children’s Services in 15 of these cases.

Working with other agencies



- 3.5. Out of 14 cases where information had been sought and further action was required, the offender manager had taken sufficient appropriate action in all but one.

Summary

Overall, 70% 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:

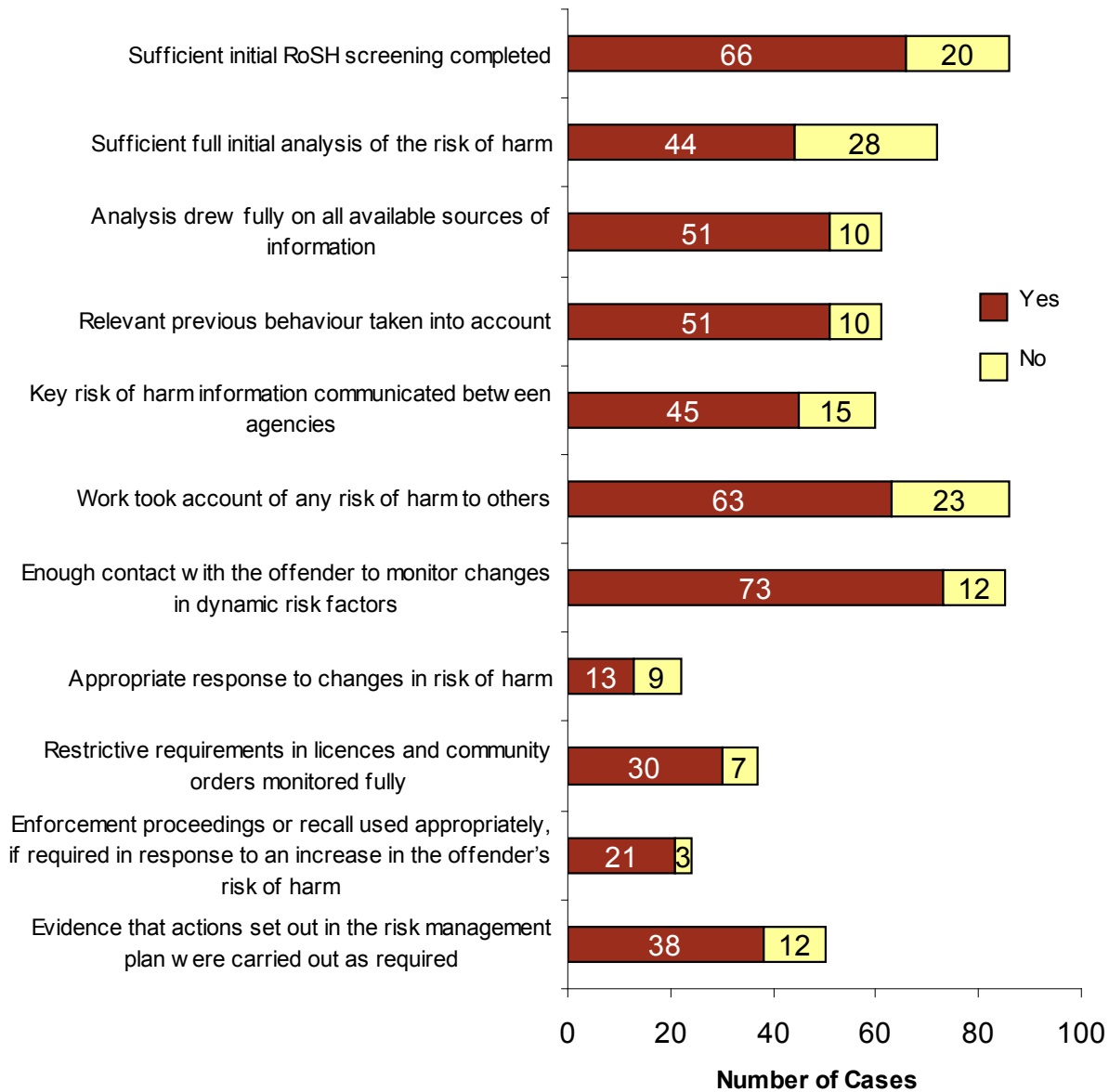
- risk of harm to others is assessed accurately and takes account of all relevant information.

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: 87 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, 66% of work to deliver effective services for victims was done well enough.

Key strengths

1. Where victims took up the opportunity of statutory contact, the quality of the work was usually sufficient with good contact between specialist workers and offender managers.
2. Where there was an identifiable victim, the risk of harm to them had been managed effectively in nearly every case.

Key area for improvement

1. Risk management plans should address the risks to specific victims more clearly.

Explanation of findings

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

- 1.1. As reported in the chapter on protecting the public, we found too many cases where insufficient attention was paid to protecting children and young people in relation to the offenders contact with any child or young person.
- 1.2. We also found that risk management plans addressed the risks to any specific victim in only 23 out of 41 relevant cases.

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

- 2.1. We assessed that appropriate priority had been accorded to the safety of current and potential victims in two-thirds of relevant cases. Insufficient account had been taken of the likely impact of the offender's behaviour on the victim in 12 relevant cases.

3. Risk of harm to victims is minimised

- 3.1. Overall, we judged that in cases where there was an identifiable or potential victim, the risk of harm to them had been managed effectively in 93% of cases. However, in 28% of relevant cases, the safety of children and young people had not been promoted.

4. Victim contact and restorative justice

- 4.1. We identified seven cases in the sample where there was a statutory duty placed on Durham Tees Valley Probation Trust to offer contact to a victim. In each of these cases, an offer of a face-to-face meeting with the victim contact worker was made, six of these within the appropriate eight weeks of the person being sentenced to custody.

- 4.2. Victims took up the offer of contact in five cases. The quality of the work undertaken with them was sufficient in all but one case. There was regular and accurate information exchange between offender managers and victim contact workers, and between offender managers and prison staff in most cases.
- 4.3. In each appropriate case, victims were given the opportunity to provide their views on proposed licence conditions.
- 4.4. We were able to identify three cases where a restorative justice intervention was offered to the victim of an offence, although none were proceeded with.

Summary

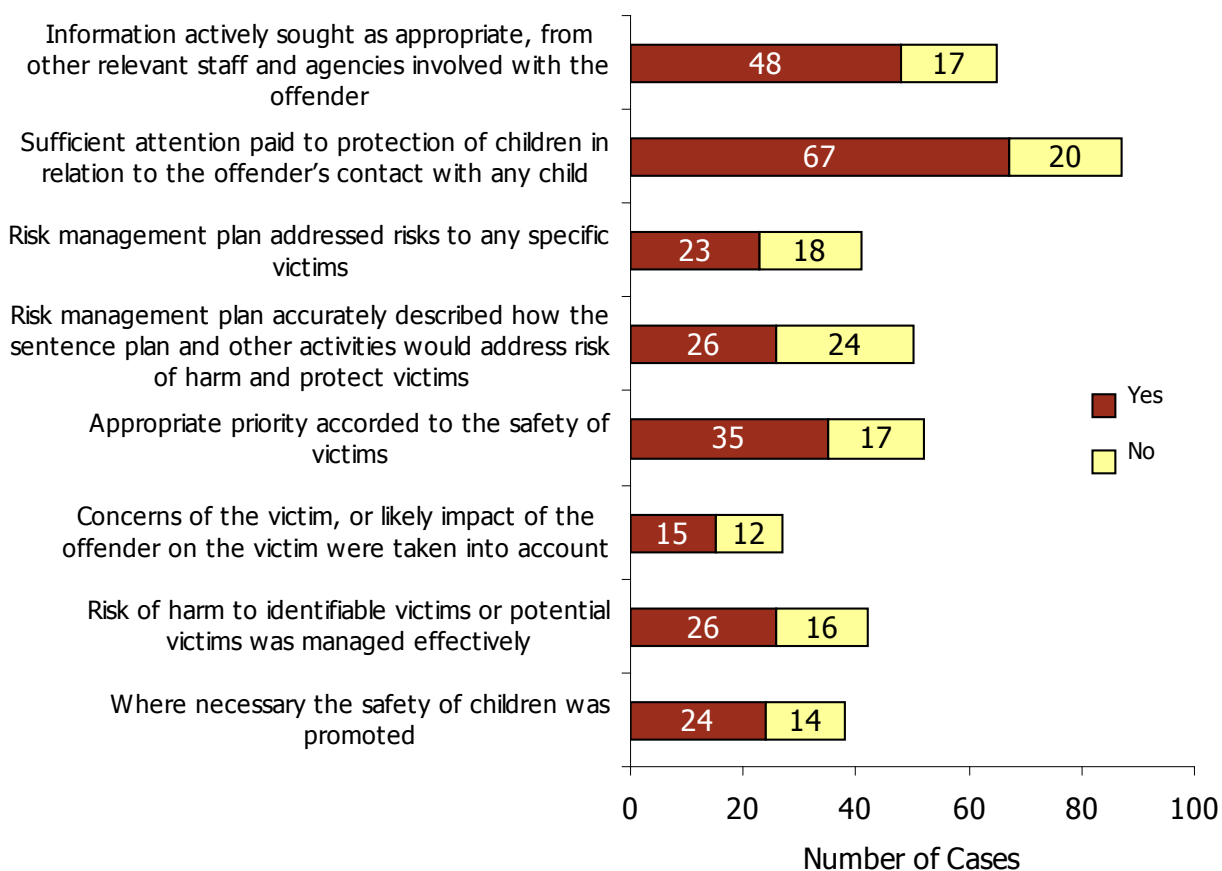
Overall, 66% work to deliver effective services for victims was done well enough.

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: 87 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

Durham Tees Valley demographic data

Local Authority	Unemployment ¹	Population ²	Black and minority ethnic population ³
County Durham	10.0%	513,200	1.8%
Darlington	10.5%	105,600	3.5%
Hartlepool	14.5%	92,000	2.3%
Middlesbrough	14.9%	138,400	12.0%
Redcar & Cleveland	12.1%	135,200	1.5%
England & 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

Probation Caseload Data

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

Kent	Supervised in community and pre-release	National average
Total caseload	6,102	n/a
% White	95.6%	76.4%
% Minority ethnic	3.6%	19.9%
% Male	88.5%	90.0%
% Female	11.5%	10.0%

Appendix 2

Contextual information about the inspected case sample

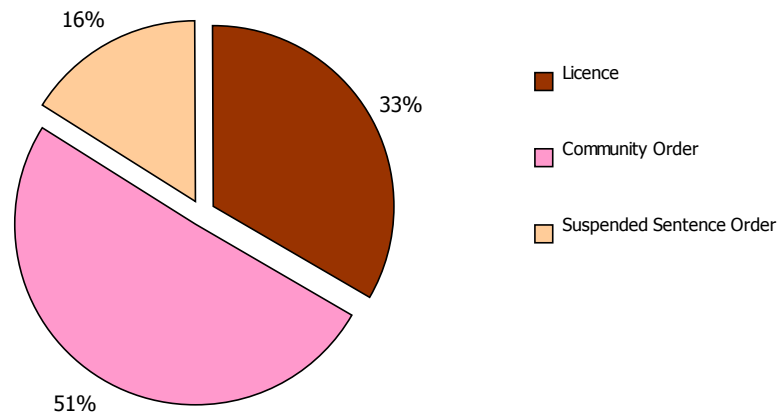
In the fieldwork week we look at a representative sample of between 50 and 90 individual cases (depending on the size of the area), which have been supervised for around nine months. These are community orders, suspended sentence orders and post-custody licences.

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.

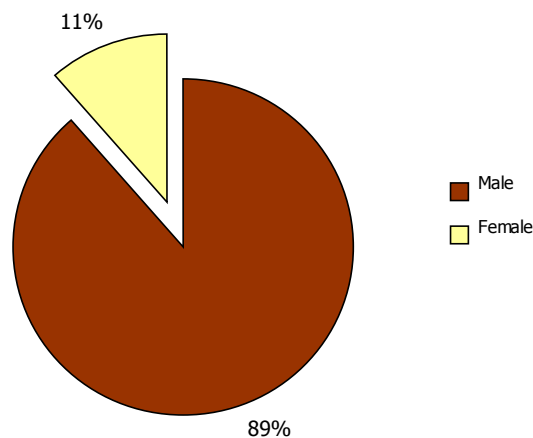
Between October 2013 and March 2014, we will pay increased attention to the work of the Probation Trust to protect children.

In Durham Tees Valley we inspected a total of 87 cases.

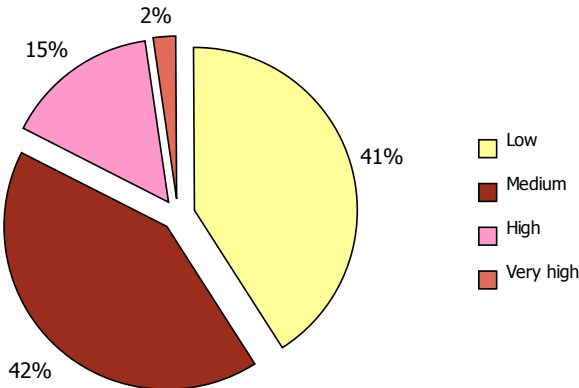
Type of Case



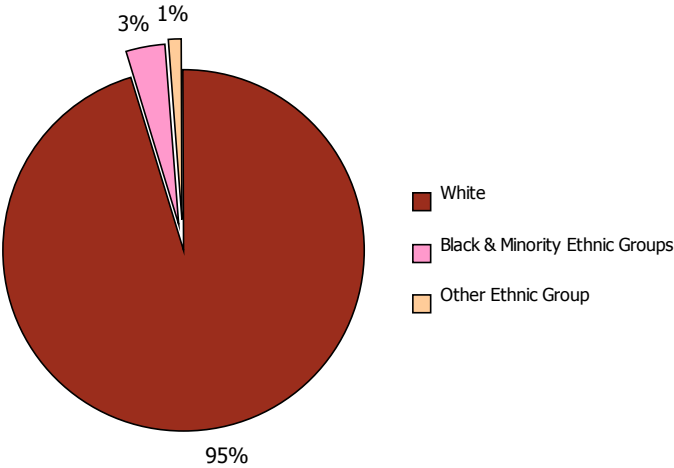
Gender



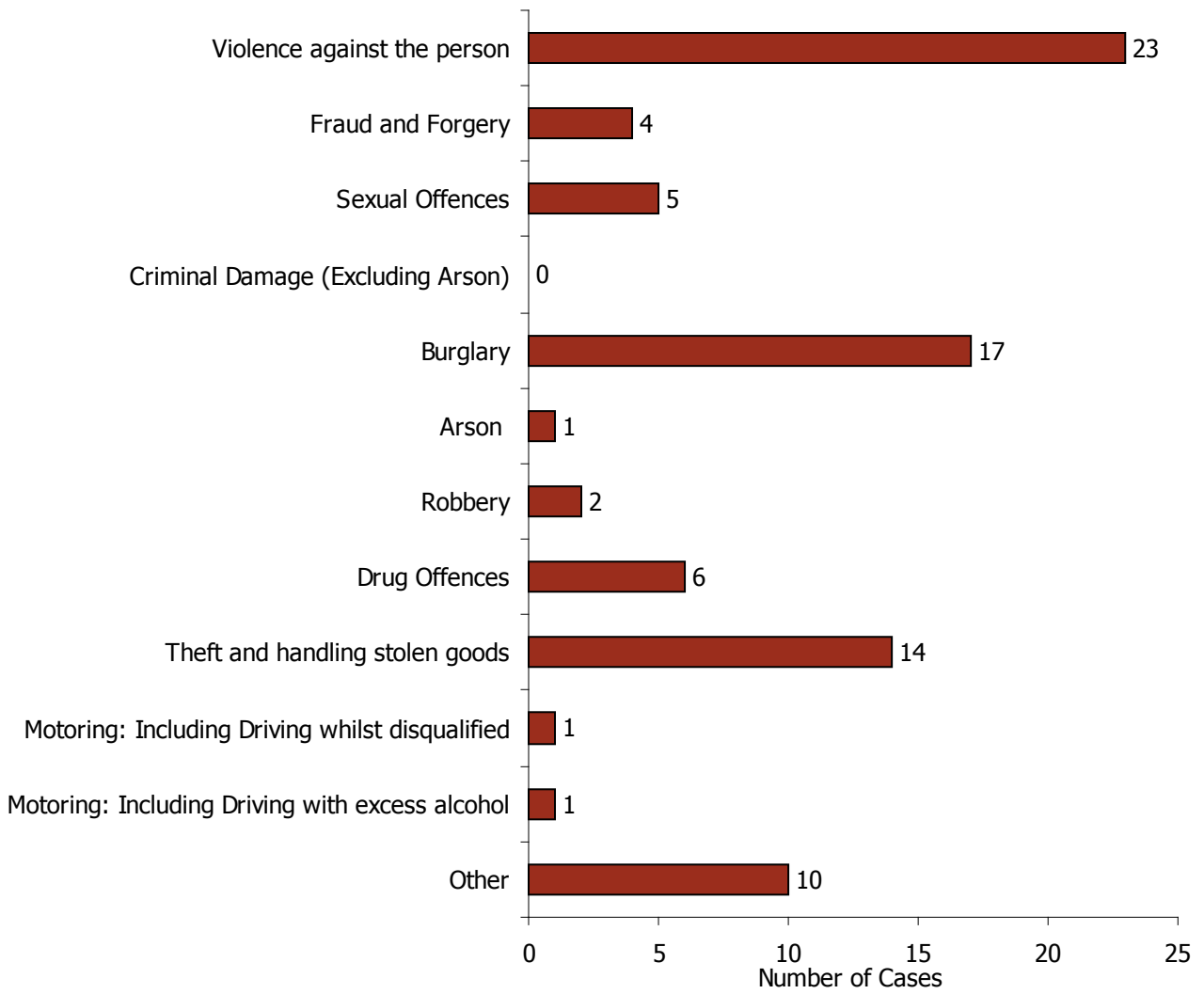
OASys RoSH classification as recorded at the start of sentence or release on licence or transfer into this area



Race and Ethnicity



Principal Offence



Appendix 3

Acknowledgements

We would like to thank all the staff from Durham Tees Valley 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	Mark Boother, <i>HMI Probation</i>
Deputy Lead Inspector	Jane Attwood, <i>HMI Probation</i>
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HMI Probation Support Services	Pippa Bennett, <i>Support Services Manager</i> Jo Hewitt, <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.justiceinspectorates.gov.uk/hmiprobation/about-our-inspections/adult-inspection-programmes/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.

From April to September 2013 we selected cases where the index offence was one of violence; results from the six inspections involved will form the basis of an aggregate report. From October 2013 – March 2014, we are enhancing our focus on the work of Probation Trusts to protect children. In each case inspected we expect to see an assessment of whether the individual presents a risk of harm to a child or children, and appropriate action taken where required. We are selecting a broad case sample of individuals who are subject to a community order or post-custody licence. In some cases there will be no issues regarding the protection of children; in other cases concerns may have led to referral to other agencies, or multi-agency work.

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.

The views of offenders are obtained through a survey conducted annually by NOMS.

Publication arrangements

A draft report is sent to the Probation Trust for comment three weeks after the inspection, with publication approximately eight weeks later. In addition the published copy goes to the relevant Ministers, other inspectorates, the Ministry of Justice Policy Group, NOMS, and Police and Crime Commissioners. 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.justiceinspectorates.gov.uk/probation/wp-content/uploads/sites/5/2014/03/iaow-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>Desistance</i>	The process by which people stop offending and build a new, crime-free identity
<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>HMI Probation</i>	Her Majesty's Inspectorate of Probation
<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
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<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>Pre-sentence report</i>	This refers to any report prepared for a court, whether delivered orally or in a written format
<i>PSO</i>	Probation Service 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 probation services officer 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>REM</i>	Race and ethnic monitoring
<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 a Serious Further Offence (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 dynamic factors. Static 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>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:

<http://www.justiceinspectors.gov.uk/hmiprobation>

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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