

Inspection of Adult Offending Work

**An aggregate report on six inspections
focused on protecting children**

An inspection led by HMI Probation



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Foreword

This aggregate report draws on data from the second series of six inspections in our Inspection of Adult Offending Work programme. In these inspections we looked at a wide range of cases but particularly focused on the quality of work to protect children and young people.

Our purpose in undertaking these inspections is to assess whether the sentence of the court was delivered effectively, and whether work with individual offenders protects the public, reduces the likelihood of reoffending, and provides a high quality service to courts and victims.

The case sample for these six inspections was drawn from cases managed by Durham Tees Valley, Kent, London, Norfolk & Suffolk, Wales and York & North Yorkshire Probation Trusts. It encompassed work with a range of people who had offended; in each case we expected to see an assessment of whether the individual presented a risk of harm to children and young people, and appropriate action taken as required.

Overall, we found work to assist sentencing was good, and sentencers held positive views about the work of probation staff. We were concerned, however, that some court reports had been prepared without access to relevant information from other organisations.

In cases requiring a full risk of harm analysis at the start of supervision, too many of these assessments failed to take account of available information or previous relevant behaviour, or pay sufficient attention to issues relating to the individual's contact with children or young people. These gaps in practice are unacceptable.

Cases referred to Multi-Agency Public Protection Arrangements were generally managed effectively, but multi-agency Child Protection procedures were less well used by probation staff. In a number of cases children and young people known to the offender were the subject of multi-agency Child Protection procedures, but we found in too many cases that the offender manager or their representative did not attend Child Protection conferences or core group meetings, or prepare reports for the meetings.

The level of contact with individuals was generally appropriate to deliver the sentence, and where necessary offender managers tried to improve compliance with supervision, or took enforcement action. In half of the cases we inspected the individual had made some progress in addressing the factors related to their offending. It was disappointing to note that although problem areas were identified in the initial assessment, appropriate work to address these issues was not always delivered. Reviews of progress were not well used; this was a missed opportunity to rectify the gap between the assessment and the work being delivered. One quarter of the individuals in our sample had been convicted of further offences committed during the period of the sentence.

Since these inspections took place, Probation Trusts have been disbanded and replaced by a new National Probation Service and 21 Community Rehabilitation Companies. We have made a number of recommendations, which we expect these new organisations to take forward in order to drive the necessary improvements in this important area of work.



Paul McDowell

HM Chief Inspector of Probation
August 2014

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Executive Summary

Executive Summary

Introduction

This report is based on the second group of six inspections undertaken as part of our Inspection of Adult Offending Work programme. We inspected a wide range of cases but particularly focused on the quality of work done to protect children and young people. This included statutory Child Protection cases and those where children or young people were potentially at risk, physically and emotionally, due to domestic abuse within their family.

Although we were interested to see how well Probation Trusts worked with statutory Child Protection partners, we also wanted to see whether offender managers were sighted on possible safeguarding issues in relation to all offenders under their supervision. In each case we expected to see an assessment of whether the individual presented a risk of harm to children or young people, and whether appropriate action was taken as required.

In the six inspections covered by this report in 43% of the cases we inspected there were concerns about protecting children and young people. In a further 17% of cases, there was no evidence that the offender manager had made the necessary checks to ensure that a child or children/young people were safe. A third of these cases were subject to formal Child Protection procedures.

This aggregate report draws on the data from those inspections, in which we examined 457 cases.

Outcome 1: Assisting sentencing

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 that include an assessment of the offender and, where appropriate, a clear proposal.

The proportion of work judged to have been done well enough	Range across the six Trusts
84%	77%-89%

The work of Probation Trusts to assist sentencing was generally good. Sentencers were positive about the work of probation staff in court, in particular information in written and verbal reports. Whilst the majority of court reports were well written and the content was sufficient, there were deficits in analysis which required attention. We were concerned that some reports had been prepared without access to information from other agencies, including Crown Prosecution Service documentation and information from children's social care services.

Most reports contained a proposal for a community sentence where this was appropriate, and stated the intended objectives of the proposed sentence. However, less than two-thirds considered issues such as employment, child care or substance misuse that could hinder the person complying with their sentence, or explained how these problems would be addressed. Better attention to these issues at the report stage may help some people engage more effectively with their sentence.

Outcome 2: Delivering the sentence of the court

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 completed their sentences, and that the work undertaken with them is effective in reducing offending and promoting community reintegration.

The proportion of work judged to have been done well enough	Range across the six Trusts
75%	67%-84%

Work to deliver the sentence of the court was generally good. Contact levels were usually sufficient, and where it was needed, offender managers undertook motivational work to encourage individuals to engage fully with their sentence. Two-thirds of offenders were complying with their sentence. Where the individual failed to comply, formal warnings were given and enforcement proceedings or recall were used appropriately in over 80% of cases.

Sentence plans should set a clear focus for work with the individual, and should be based on an assessment of offending related factors. Some initial sentence plans were late or not completed; some failed to include appropriate objectives to address risk of harm to others or to enhance rehabilitation and reduce reoffending. In one-third of cases we found little evidence that the individual service user had been actively and meaningfully involved in drawing up their plan. Similarly, reviews of progress were not used effectively to celebrate and record achievements, consider possible barriers to change and to motivate and encourage desistance from offending. We were particularly concerned that reviews were not undertaken when there had been a significant change, for example an event which may trigger the need for an increased focus on managing risk of harm, or at least a change in sentence plan objectives.

Outcome 3: Reducing the likelihood of reoffending

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.

The proportion of work judged to have been done well enough	Range across the six Trusts
65%	53%-82%

Work to reduce reoffending was not always strong. In too many cases assessments of offending related factors were not completed, were late, or did not draw fully on all available sources of information, or take previous relevant behaviour into account.

Offenders needed to be more involved in considering what factors contributed to their offending behaviour. The factor most commonly identified was the individual's thinking and behaviour, including poor problem solving, low self control and difficulty in understanding the perspective of others. Problems with relationships, emotional well-being and substance misuse were also commonly identified. In 45% of cases we judged that alcohol use was a factor linked with offending. Although this was recognised in the assessment, it was not always addressed sufficiently in the sentence planning and as a result, sufficient interventions were not always delivered. In view of the links between alcohol misuse, domestic abuse and the potential for physical and emotional harm to children, this was a significant omission. Interventions to address relationship needs were only delivered in a third of identified cases. Given this, it was not surprising that sufficient progress had been made in only one-quarter of the cases where relationships were thought to be a factor in the likelihood of reoffending.

Overall, however, sentence planning objectives had been achieved fully or in part in over two-thirds of the cases in our sample; over half had made some progress in addressing their problems, with 18% judged to have made good progress on the most significant factors.

Just over one-third of the cases in our sample had terminated by the time of our inspections and the remainder had been supervised for around nine months. One-quarter of offenders had been convicted of a further offence committed during this period. When we added those who had received a different type of disposal, or had been charged with an offence committed during this time (but were not yet convicted), it still meant that 68% had *not* been identified as having reoffended. This figure varied between different Probation Trusts, from 62% to 72%.

Outcome 4: Protecting the public by minimising risk of harm to others¹

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 the risk. All reasonable action should be taken to protect the public and ensure the safety of victims.

The proportion of work judged to have been done well enough	Range across the six Trusts
64%	52%-80%

The quality of work to protect the public varied across the six Trusts inspected, although overall findings were disappointing. The risk of harm screening was missing or inaccurate in too many cases, and the full analysis was completed sufficiently well in less than half of the relevant cases in our sample. Assessments did not always pay enough attention to previous relevant behaviour, or to issues relating to the individual's contact with children and young people.

Risk management plans were not always seen as active documents; a number did not make it clear how work would protect actual or potential victims, and did not include a plan for what action would be taken in the event of changes which may indicate an increased risk of harm. Where risk increased, breach proceedings or recall were used effectively in 88 cases, although this left 13 cases where we felt that this action should have been taken.

Restrictive requirements such as curfews or electronic monitoring were generally used appropriately and were fully monitored. Approved premises were used effectively to manage risk of harm to others.

People who have committed domestic abuse offences form a high proportion of probation service caseloads. In some Trusts, domestic abuse receives significant attention; in other areas the demand for places on domestic abuse programmes exceeded supply. In almost half of the cases where the offender was assessed as posing a high risk of serious harm to others, or there were Child Protection concerns, there had been no visit to the home – an important feature of work where assessment of potential risks can be enhanced by a greater understanding of domestic relationships.

Cases referred to Multi-Agency Public Protection Arrangements were generally managed effectively, and this was supported by use of the Violent and Sexual Offenders Register. However,

multi –agency Child Protection procedures were less well used; we were concerned that offender managers did not always attend conferences or prepare reports for the meetings. In too many cases, the appropriate checks had not been made with children's social care services or with the police regarding domestic abuse

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.

callouts – although information sharing was better in some Probation Trusts than in others. More positively, where checks had been made and there was new information, appropriate action was generally taken.

Management oversight of cases assessed as high risk of harm to others, or where there were Child Protection concerns, needed to improve and be better evidenced in case records.

Overall we judged that all reasonable action had been taken to keep the individual’s risk of harm to others to a minimum in just over two-thirds of cases. This left a significant number of cases where action had not been sufficient.

Outcome 5: Delivering effective work for victims

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.

The proportion of work judged to have been done well enough	Range across the six Trusts
68%	53%-86%

Work to minimise risk of harm to victims

We saw a mixed picture in relation to effective work for victims. Both the assessment of risk of harm to others and the plans to manage that harm was not sufficient in too many cases. Some offender managers failed to place the needs of victims at the centre of their work; this included not always paying enough attention to possible continuing risk of harm to identifiable victims or potential victims, including children or young people and partners who had been victims of domestic abuse.

Victim contact work

Statutory victim contact work was undertaken well overall, and almost all victims who responded to our surveys were very positive about the service they had received.

Recommendations

Recommendations

These recommendations are based on the aggregate findings from the six inspections. Recommendations in this report must be followed up by those delivering probation services, including both the National Probation Service and Community Rehabilitation Companies.

Assisting sentencing

To enable sentencers to impose appropriate sentences:

- reports to courts should be supported by information from other organisations, including Crown Prosecution Service documentation, police and children's social care services.

Delivering the sentence of the court

To ensure compliance with the sentence of the court:

- those being supervised should be involved in setting objectives in their sentence plans, and sufficient attention should be paid to factors that may promote compliance and engagement with the sentence
- work with individuals should be regularly reviewed, particularly when significant changes have taken place; reviews should be used to capture and support progress, promote compliance and, where appropriate, redefine objectives and the service required to meet these.

Reducing the likelihood of reoffending

To ensure that reoffending is reduced through the delivery of appropriate and effective interventions:

- initial assessments of likelihood of reoffending should be completed to a sufficient standard, and used to ensure that work with individuals focuses on relevant offending related factors, including the changes they need to make to their behaviour
- interventions should be delivered in line with the sentence plan.

Protecting the public

To minimise the risk of harm to the public:

- a thorough assessment of risk of harm to others should be carried out in all cases; where necessary, this assessment should underpin planning to manage risk of harm to others, with assessments, plans and work aimed at protecting the public being reviewed appropriately
- plans to manage the risk of harm to others should be timely, anticipate possible changes in risk of harm factors, and include contingencies to address such changes. They should be reviewed appropriately, particularly in response to significant changes. Service users should be actively involve in all plans and arrangements to manage their own risk of harm
- checks should be made as a matter of routine with children's social care services and other relevant agencies to ensure that work with all individuals commences and progresses in the light of any Child Protection and safeguarding concerns
- where relevant, plans of work should contain objectives designed to protect children and young people and meet obligations from multi-agency risk management procedures
- managers should provide effective oversight in all cases where the individual poses a high or very high risk of serious harm to others and/or where there are Child Protection concerns.

Practice illustrations

Practice illustrations

These are the examples of positive practice we used in the published reports. Please note – all names referred to have been amended to protect the individual's identity.

Outcome 1 : Assisting sentencing

Norfolk & Suffolk Probation Trust

Keeping sentencers informed

The probation forums were a well received opportunity for magistrates to hear about probation services. Probation staff were invited to present examples of their work. Offenders also attended to speak about their own experiences of sentence requirements, for instance the drug rehabilitation requirement (DRR) and Women's Emotional Well-being specified activity requirement (SAR). Sentencers valued the opportunity to speak with service users about the benefits and disadvantages of these interventions that, they felt, helped them with their sentencing decisions.

Wales Probation Trust

Making an informed sentencing proposal

When Marian presented as agitated and with evident mental health issues the report author sought advice from the community psychiatric nurse (CPN) attached to the probation office. As a result a psychiatric report was requested and this helped sentencers to impose an appropriate community order which would provide Marian with much needed support to reduce her likelihood of reoffending.

Outcome 2 : Delivering the sentence of the court

York & North Yorkshire Probation Trust

Setting objectives to address alcohol misuse

Mark was well known to probation staff, due to his long list of convictions mainly for public order offences and breaches of antisocial behaviour orders. Almost all of his offences were linked to alcohol abuse and homelessness. Mark's offender manager would ideally have recommended to the court a community order with an alcohol treatment requirement (ATR) to address his substance misuse. However, as this was unavailable the offender manager referred Mark to the York Association for the Care and Resettlement of Offenders, a hostel that worked with ex-offenders, including those with drug and alcohol needs. Following Mark's move to the hostel the offender manager arranged a three-way meeting with the hostel worker. Together they drew up Specific, Measurable, Achievable, Realistic and

Time-bounded sentence plan objectives. Progress was to be monitored by hostel staff and the offender manager, both through office supervision and unannounced visits to the hostel. This resulted in Mark fully complying with his order, and for the first time addressing his alcohol misuse and antisocial behaviour.

Work to improve compliance

Peter (19 years old) was sentenced to a community order with supervision and unpaid work requirements. Although he always kept appointments with his offender manager, he rarely attended his unpaid work placement. The offender manager met Peter's family who explained that Peter suffered from an autism spectrum disorder and felt that other members of the unpaid work group were threatening him. The offender manager referred Peter to a CPN who suggested that he be moved to another project. The unpaid work team found Peter an individual placement and he completed his outstanding hours in record time.

Working with service users to meet their parenting needs

Carrie was subject to a six month community order with 40 hours unpaid work. She was a working mother with sole care of her son, as her partner had died and her extended family did not live locally. The offender manager arranged for her to do her work sessions intensively in a placement near her home and she completed the order within ten days. This meant she did not have to do her unpaid work every weekend and was able to minimise the impact of the sentence on her son.

Joint action to protect the public in two Trusts

Alex was a mentally disordered offender with a long history of violent offending including domestic abuse. It was recognised that it was in the interest of his victims that he move out of North Yorkshire. Following discussions it was agreed that he would move to Northumbria. Both the transferring Trust (York & North Yorkshire) and the receiving Trust (Northumbria) accepted full responsibility for key tasks and duties in ensuring the smooth transfer and risk management of this case. The Multi-Agency Public Protection Arrangements (MAPPA) work was of good quality. With an initial meeting in York being attended by 11 representatives from police, safeguarding, probation, mental health, housing and substance misuse services from North Yorkshire and Northumbria. This ensured a wealth of information was shared and a robust risk assessment, and subsequent strategy and plan, were put in place to manage the offender. All assessments and plans were timely and very well informed, culminating in a successful transfer. Prior to his formal transfer, Northumbria Probation Trust continued to see the offender on a weekly basis after his release from secure hospital and had facilitated a CPN to deliver the mental health treatment requirement.

Transition from the Youth Offending Team (YOT) to the Probation Trust

The Trust and the YOTs in York & North Yorkshire have established a transitions group that considers a broad range of issues around transition from youth to adult community justice. The group looks at issues including substance misuse, mental health and accommodation. This group plays a key role in ensuring that most young people make a successful transfer to probation.

Responding to service user vulnerabilities

Mary was sentenced to a community order with an unpaid work requirement for drink driving. Although this was a standalone, Tier 1 requirement, the offender manager was aware that Mary had a long history of alcohol-related offending, as had her partner. The couple were considered to have a volatile relationship and although there was no further reported domestic abuse, they were inconsistent in their dealings with police, and reluctant to discuss personal issues. The offender manager paid particular attention to the case and alerted unpaid work staff to watch for injuries, poor presentation and disclosures. She also took opportunities to meet with the service user throughout the order, looking at options for addressing the factors relating to her domestic difficulties; this included taking the order back to court with the aim of replacing the unpaid work with a supervision requirement. Mary was not willing to take the order back to court. The offender manager continued to see Mary regularly, before her unpaid work, and these sessions appear to have been useful in prompting Mary to reflect on her alcohol abuse and relationship. The offender manager signposted Mary to other organisations for support. Mary completed her order with no reported reoffending or domestic abuse.

Performance improvement

The Trust appointed a small team of performance and development officers who worked with a larger group of both probation officers (POs) and senior probation officers (SPOs) to audit cases and improve practice. They used a number of tools (including HMI Probation inspection tools) to assess colleagues' work. Each offender manager had at least one case audited for quality issues every four months. SPOs interviewed said the work of this team was invaluable in helping to continually improve offender managers' practice.

Norfolk & Suffolk Probation Trust

Effective planning for change

Nicky served a 27 month custodial sentence for supplying Class A drugs. The offender manager drew on sound probation knowledge and a good grasp of individual need and the case benefited from a strong initial assessment of both the likelihood of reoffending and risk of harm. The sentence plan flowed from the assessment, and was clear about roles and responsibilities, and factors which would help to change risk levels. Objectives were prioritised and sequenced according to the individual's capability and capacity for change, and the plan was clear on how progress would be measured.

Taking account of diversity needs

Example 1: Tré was convicted of driving with too much alcohol in his blood and given a community sentence with one requirement of unpaid work. He did not speak, or easily understand, English and an interpreter was engaged to help with probation interviews. In assessing the appropriate work placement for Tré, the offender manager considered possible domestic abuse and Child Protection issues relating to the case, and the constraints that language barriers would place upon the offender's access to work placements. The case was reviewed well and, when necessary, warning letters were sent in an appropriate language.

Example 2: Monica was convicted of possessing Class A drugs and received a community order with a single requirement for unpaid work. She was a lone parent, and the offender manager took care to identify if this could be a barrier to completion of the order and to take account of Monica's childcare responsibilities when allocating the unpaid work hours and placement. This worked well for Monica and she completed her hours quickly and successfully.

Encouraging compliance with sentence requirements

Stuart was convicted of assault against his partner and had previous assaults against close members of his family. He had a history of mental health problems with diagnosed Attention Deficit Hyperactivity Disorder (ADHD) and depression. After failing to attend group sessions breach was instigated. On reviewing the case and in conjunction with discussions with her manager, the offender manager correctly identified that non compliance was most likely due to mental health issues. The case was taken back to court to have Integrated Domestic Abuse Programme (IDAP) group work amended to more appropriate one-to-one work. This was a case where effective management oversight was evident and had made a positive difference to the outcomes of the case.

Kent Probation Trust

Personalised approach to induction

A high risk sex offender, Peter was particularly vulnerable due to his learning difficulties. On his release from custody, the offender manager met Peter at the prison gate, walking with him to the nearby approved

premises. Peter's licence was complex, with some ten additional conditions, so the offender manager had prepared an 'easy read' version of the licence to increase his understanding. When explaining the conditions, she asked him to provide an example of how he could abide by each one, in order to measure his understanding. She then asked approved premises staff to repeat the exercise at regular intervals to ensure he understood.

Effective use of the self-assessment questionnaire

Stephen was a 35 year old man who had been ordered to complete a domestic abuse programme following an assault on his ex-partner. The case began well with a comprehensive assessment and sentence plan that targeted specific risks and issues pertinent to Stephen. The plan was succinct and easy to understand, with realistic and meaningful targets to effect change. The self-assessment questionnaire was used at each review to inform the sentence plan review. By this means, Stephen contributed to, and had ownership of, his own progress.

Perseverance in the face of limited progress

The offender manager had established a positive working relationship with Andrew, a young man with mental health problems and learning difficulties - ADHD. Andrew routinely missed important appointments in the community even if it was in his interest to attend them. In an attempt to assist, the offender manager organised a series of volunteer mentors for Andrew, so that they could accompany him to appointments, but still he did not respond. She continued to encourage him throughout his sentence, eventually persuading him to attend a key interview with a psychiatrist. Despite Andrew's reluctance, the offender manager persevered, acknowledging that even small improvements over a long period of time represented a big achievement for him. At the time of the inspection, Andrew had not reoffended.

Effective release preparation

Michael was on licence following a conviction for repeated sexual offences against two young female relatives, offences which he denied. While in custody, his offender manager had maintained contact with Michael and taken responsibility for the completion of annual Offender Assessment System (OASys) assessments, given his high risk status.

On the day of his release from custody, a meeting took place involving Michael, the offender manager and the public protection officer, in order to give him a comprehensive induction into his licence period. As planned, Michael was released to approved premises which gave him effective support and control, with useful group and one-to-one work. In the first three weeks following release, support was provided in relation to benefits, banking, education, GP registration, housing referrals and engagement with the job centre.

In addition, the offender manager completed some useful victim awareness work with him, a remarkable achievement given his complete denial of the offences.

Effective action to secure compliance

Joe was a middle aged man sentenced to 80 hours of unpaid work for assaulting a customs officer. The father of nine children and carer for his wife, Joe had a range of diversity factors to be taken into account, but a placement was identified with sufficient flexibility to allow him to complete his hours and provide care for his family. The manager of the warehouse was fully briefed about the issues and the offender manager worked hard to encourage Joe to complete his hours, using 'staying on track' letters designed to encourage compliance on two occasions and making several motivational telephone calls to him. Joe's pattern of attendance could have led to breach action but the offender manager's use of professional judgement achieved a satisfactory outcome, a completed order.

London Probation Trust

Responding to diversity

Krysta was a 38 year old female, of Polish origin, released on licence following a prison sentence for Burglary and Assault. The offender manager gave appropriate attention to issues of diversity. Krysta required an interpreter for supervision sessions, which was arranged and facilitated by the offender manager. In addition, there was some positive joint working with a mentor from a project named 'Hibiscus', a project specifically aimed for working with Roma and Eastern European women. Krysta successfully completed her licence without further offending.

Wales Probation Trust

Taking individual needs into account

As a result of her court appearance Marian was made subject to a community order. Suffering from poor mental health and low self-esteem, Marian was offered appointments during a women only reporting slot where she would feel more comfortable. Marian received specialist assistance to tackle her use of alcohol and experience of depression, both of which were linked to her likelihood of reoffending. A local women's project also offered personal support. Positive working relationships were established and these services would still be available to Marian upon the expiry of her court order.²

Actions to minimise barriers to engagement

We saw an example of close work between the YOT and Probation Trust in the case of a young man transferred to probation at 18 years of age. The case was allocated to a specialist YOT PO working specifically with cases in transition between the two services. The Probation Trust offender manager attended custodial review meetings in preparation for transfer. This made a big difference to the young man who had spent most of his youth in local authority care and would have had a number of professionals in his life. This approach ensured a smooth transition to adult services and was in line with the recommendations of our Transitions thematic inspection report.

Shared objective to manage Child Protection

Sian's child was subject to a Child Protection plan due to having witnessed domestic abuse. Neither parent recognised the harm that this could have on their child. The Child Protection plan included an objective for Sian to engage in the 'Freedom Programme', a discussion group for women that have experienced domestic abuse to help them to make sense of what has happened to them. The offender manager incorporated this into both the sentence plan and risk management plan and through liaison with children's social services monitored her progress carefully.

Active planning for release from custody

David's offender manager visited him during his time in prison and attended his sentence planning boards and programme reviews. This led to some good pre-release resettlement planning including for employment and housing. As a result, when he was released on licence he soon found work, was housed and reconciled with his partner. There had been no further offending and a positive change in attitude noted. This was quite a turnaround for a young man sentenced to 6 years in custody for armed robbery.

² HMI Probation (October 2012) *Transitions: an inspection of the transition arrangements from youth to adult services in the criminal justice system* HMI Probation, Manchester

Effective use of professional judgement

Gareth was homeless, dependent upon alcohol and suffered from epilepsy. He had more than 200 convictions mostly for public order or theft offences. The level of chaos in his lifestyle made it very difficult for him to keep to routine appointments but it was important that he was seen at some point every week. A degree of flexibility was applied with regard to exact reporting days and times in order to avoid a breach of the order and return to custody. Over the period of supervision Gareth started to trust his offender manager and to discuss painful issues from his life which contributed to his use of alcohol. While there was no significant reduction in future risks, he had been safely contained during the supervision period and this was the first order he had ever completed, with no reoffending.

Outcome 3 : Reducing the likelihood of reoffending

York & North Yorkshire Probation Trust

Working with vulnerable young women

Lilly was an 18 year old care leaver, convicted of a public order offence. She had a history of petty offending and self-harm. The offender manager was so concerned about the risk of increasing self-harm that she spoke to a Lilly's social worker and, following a meeting between Lilly, the social worker and the offender manager, Lilly agreed to be referred to the Lime Trees Referral Unit. The unit works with young women who self-harm and provides support and counselling. The offender manager continued to meet Lilly while she was at the unit and included the Lime Trees in her sentence plan. Lilly completed her order without any further self-harm or reoffending.

Building relationships and desistance

Molly (18 years old) was sentenced to 45 months for arson, committed with others. Molly has a diagnosed borderline emotionally unstable personality disorder. Her offender manager visited her in prison, prior to her release, to establish a relationship. On release, Molly went to Ripon House approved premises for women. The offender manager recognised that Molly needed to form strong, positive relationships with those working with her. Through visits to the hostel, three-way meetings and close liaison with staff, the offender manager was able to develop a strong relationship with Molly. As a result, Molly fully complied with her licence conditions and addressed all of her offence-related factors. At the time of the inspection, Molly complied with her licence conditions and had not reoffended.

Meeting diversity needs to reduce reoffending

Shaun had a long history of theft. He was well known to the service and was known to have literacy and numeracy problems. He was felt to be vulnerable, due to his physical appearance and speech impediment. The offender manager took full account of these issues during assessment planning and this could be seen in the work undertaken. The offender's family and agencies working with them were used to support Shaun through the order. He began to work with adult literacy services. While waiting to start work with the adult literacy service, the offender manager met Shaun at the library to encourage him to read. Referrals were also made to alcohol services for counselling and Shaun became a regular at the local drop-in centre which improved his social integration. At the time of the inspection there was no record of any reoffending.

The desistance model in action

The offender manager working with Ryan carried out regular home visits to both inform his risk assessment and also to seek confirmation of the information he received from Ryan. Home visits were used as an opportunity to talk with Ryan's parents and to assess and develop this relationship as a mechanism for supporting their son to make lifestyle changes to reduce his likelihood of reoffending. This was done with the agreement of Ryan and his parents.

Working with veterans

Gary was sentenced to a custodial sentence of 24 months for a violent offence committed under the influence of alcohol. He had a history of violence and alcohol abuse. He was an army veteran and his history of offending dated back to when he left the forces. Gary was assessed as a high risk of harm to the public. On release from prison, he moved to the Trust's approved premises. Hostel staff worked with Gary to address his alcohol abuse and supported him to re-establish family relationships. They helped him to find move-on accommodation. Staff also contacted the Royal British Legion, who was able to assist Gary with a bond, securing him a flat near his family. Gary successfully completed his licence period with no further convictions.

Working with female service users

Following the publication of the *Corston Report* in 2007³, the Trust undertook a full review of its services for female services users. The review concluded that work with females needed to be delivered differently and mostly separate from services delivered to males. A service for female offenders was moved out of probation offices to be delivered by partnership agencies in women's centres and through local Integrated Offender Management (IOM) teams.

Melanie was a 20 year old woman with a history of shoplifting, to fund her drug abuse, and a two year old daughter. She had failed to comply with a number of previous court orders. Following a further conviction for shoplifting Melanie was sentenced a community order with supervision, unpaid work and a specific activity (to attend eight sessions at the Scarborough women's centre). At the start of the order Melanie met her offender manager and women's worker at the centre. They worked out a plan of work to address her drug abuse, offending and education and employment needs. The centre provided a crèche for her daughter while she attended groups at the centre and completed her unpaid work. Although Melanie has now successfully completed her order with no further offending, she continues to attend the women's centre on a voluntary basis.

Working with an individual with a personality disorder

Jon was a chaotic alcohol abuser with mental health issues. He was volatile and would become aggressive in interviews. The offender manager worked hard to build a relationship with him and gain his trust to facilitate referrals to appropriate mental health intervention and accommodation services. There were numerous occasions when he could have been breached due to poor behaviour. However, the offender manager and his line-manager met with Jon and agreed a plan that included a referral to the personality disorder services. The service was able to stabilise Jon's behaviour and secured him supportive accommodation. This was a clear factor in Jon stabilising his mental health and not reoffending during the course of his order.

Norfolk & Suffolk Probation Trust

Delivering work to meet the needs of the case

Michael had been convicted of several charges of indecent assault, sexual assault and cruelty. He denied these offences and would not participate in any group work to address his offending behaviour. On release from custody, he resided in approved premises. Staff there undertook high quality work with him and reported the progress to his offender manager. The offender manager worked with a colleague to deliver blocks from the *Facing Forwards* manual, creating a semi-group environment. The offender's discriminatory attitudes to women were identified and staff challenged him about these repeatedly throughout his sentence. Sessions were thoughtfully prepared and reinforced and progress was recorded well. By the time of the inspection, the offender had made some progress on admitting the offence.

3 Home Office (2007) *A report by Baroness Jean Corston of a review of women with particular vulnerabilities in the criminal justice system The Corston report*, London

Kent Probation Trust

Effective multi-agency working via IOM

With a long history of mainly acquisitive offending linked to her drug use, Paula had been released on licence following a custodial sentence for supplying drugs. Subject to IOM arrangements for her licence period, Paula had regular joint meetings with her supported housing keyworker, her IOM police officer, her drug intervention programme worker and her offender manager. The offender manager took the lead in liaising with other agencies to acquire all necessary support for Paula, both in relation to her immediate practical needs, such as accommodation, and her more deep-rooted problems relating to mental health. There was well documented evidence throughout the case of effective multi-agency working. The offender manager succeeded in maintaining a focus on the factors likely to cause Paula to reoffend, while simultaneously addressing Paula's welfare needs. As a consequence, Paula was making good progress on all her objectives and had not reoffended at the time of the inspection.

Focused interventions contributing to successful outcomes

Sandra had a good level of support throughout her community order, particularly in relation to her alcohol problems. The offender manager had correctly identified that Sandra's relationship difficulties, mental health issues and alcohol misuse were all linked. Therefore, while initiating the work to deliver the ATR imposed by the court, she also arranged counselling for Sandra, as she had struggled to access this via her GP. Communication was good throughout the order, between the offender manager, the ATR key worker and the counsellor. While maintaining client confidentiality, the counsellor kept the offender manager fully informed so that she could ensure the work delivered in supervision complemented the counsellor's work. Sandra made impressive progress, such that her 12 month order was revoked for good progress after only seven months.

London Probation Trust

Utilising all available sources of information for assessments to ensure key risk factors are identified

Paul was a damaged young man, with a significant history in the care system and a troubled and dysfunctional upbringing. He had committed assault and racially aggravated public order offences. There was also a pattern of violent offences and aggressive behaviour. The

pre-sentence report (PSR) author had constructed a very good analysis and exploration of the key risk factors, alongside a detailed biographical history which was well-informed by liaison with involved professionals such as the Looked After Children social worker. The offender manager had also managed to obtain a copy of an assessment completed by a previous YOT worker. Information from the assessment about Paul's traumatic upbringing, emotional issues and Looked After Child status, were incorporated in to OASys. He was sentenced to a Community Order with Supervision, Aggression Replacement Therapy programme and 60 hours unpaid work. The sentence requirements enabled the offender manager to address Paul's risk of harm to others which was linked to the key factors identified in the assessment; alcohol, drugs, attitudes, thinking & behaviour, peer pressure and poor emotional well being.

Positive outcomes

Rashed was released on licence aged 19. He had been brought up in care with an unsettled history. He had never worked and had engaged in a career of domestic burglary before being caught. In prison he was assessed as a 'skilled burglar' who was highly likely to reoffend; he said himself that selling drugs would be his preferred method of earning a living. His offender manager marshalled every resource available for Rashed to try and sustain him legally in the community, consistently trying to boost his motivation to improve his prospects. The offender manager carried out frequent checks with the Police Intelligence Unit

to ascertain whether he appeared to be offending. Also when Rashed reported a dip in motivation and missed an appointment the offender manager increased his reporting level back to weekly. He had low self esteem and needed both the boundaries of supervision and consistency. The offender manager organised other weekly appointments to increase his employability and access to settled accommodation. Almost a year later, Rashed had not reoffended, is in settled supported accommodation, has started to accept that legitimate employment must be his future and is engaging well with services.

Ensuring services are in place when an order ends

Ryan was a domestic violence perpetrator. He returned to live with his partner. There were concerns about the impact on children and also his partner was pregnant. The order was coming to an end. There was good liaison with Children's Services. The offender manager ensured that although the case was closed to Children's Services another referral was completed and representations were made with reasons why the case should be kept open. Consequently the case is still open to Children's Services and the offender manager was due to attend a Multi-Agency Risk Assessment Committee meeting so that all professionals could share concerns and formulate an action plan to support the victim and the children.

Wales Probation Trust

Intensive support and supervision

Steve had committed offences of attempted burglary at a time when he was a heavy user of heroin and crack cocaine. He was made subject to a DRR and was being managed under the IOM scheme. He responded well to the intensive support and surveillance offered to him and cooperated fully with all aspects of supervision including the Building Skills for Recovery accredited programme and various work placements. In order to prove himself he voluntarily wore a 'Buddy Tracker' to monitor his movements. The offender manager continually supported Steve and motivated him to believe in the changes he was making. At the time of the inspection there had been no further offending or drug misuse for over nine months.

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

York & North Yorkshire Probation Trust

Working with denial to protect the public

Steve was convicted of breach of a restraining order relating to domestic abuse of his ex-partners. He was sentenced to an 18 month community order with a supervision requirement. Steve was in denial of the offences, believing that the allegations had been made up to stop him seeing his children. As a result, it was decided that he was unsuitable to take part in a group work programme but that work would be delivered on a one-to-one basis with his offender manager. Objectives in the sentence plan were designed to challenge Steve's thinking, behaviour and attitudes. The offender manager built her work around the victim module from the domestic abuse group work programme. This work was successful in that Steve complied with his order and also, for the first time, worked with his children's social workers to help them get over the abuse they had witnessed.

Multi agency work protects victims

Malcolm was sentenced to 22 months imprisonment for a series of violent offences against his ex-partner. The offences were committed in front of his two sons, aged 7 and 13. The offender manager liaised with children's social care services three months prior to Malcolm's release. A Child Protection conference was convened which the offender manager attended to share information and put in place arrangements to

protect the children. These included licence conditions in relation to Malcolm's contact with both his ex-partner and their children, and an exclusion zone around both the victim's home and the children's school. The offender manager and the children's social care worker visited Malcolm in prison and explained the arrangements to him. The multi-agency approach to this case ensured that Malcolm was clear what was and was not acceptable behaviour and what the consequences would be if he failed to comply with the licence conditions.

Action to protect children and young people

Douglas was convicted of drug-related offences and had a history of domestic abuse. He told the offender manager that he had formed a new relationship with a woman with four young children. The offender manager told him that she would be contacting children's social care services. Referrals were made to the police domestic violence unit and to children's social care services. The offender manager's action enabled checks to be run that morning. The police responded with information the next day and children's social care services the following day. The offender manager's actions resulted in all Child Protection services being aware of the situation which they monitored closely.

Kent Probation Trust

Effective management oversight

There was strong and regular management oversight in Derek's case, particularly in relation to work with MAPPA. The offender manager recognised the serious nature of Derek's offending, which included a long history of violence against previous partners and offences against children and young people. She ensured that the work prescribed within the suspended sentence order (SSO) started promptly, arranging for the ATR and the one-to-one domestic violence SAR to run alongside each other. She carefully monitored the work done by the ATR provider so as to ensure it complemented her work with Derek and kept her line manager informed at regular intervals, as to progress on the case. Unfortunately, despite good assessment and planning, frequent management oversight and robust multi-agency partnership working, Derek maintained his negative attitude towards his victim and breached his restraining order. He was further charged, which led to the SSO being activated by the sentencing court and him going to prison. Throughout the case, the victim's safety was prioritised and the safety of children and young people promoted. We judged that nothing more could have been done to prevent the outcome, by either the offender manager or the organisation.

Balancing risk management and Child Protection

The assessment of Cliff's risk of harm to others was re-evaluated promptly when a social worker observed him behaving aggressively at home in front of his younger disabled sister. Both the risk of harm assessment and the risk management plan were reviewed in the light of this and other information coming from the Child Protection case conference. The offender manager demonstrated a thorough awareness of the risk and safeguarding issues in this case and was working closely with the other involved agencies to address these. There was a clear planned response that struck an appropriate balance between risk management and safeguarding.

London Probation Trust

A plan to manage risk of harm

Ian was a first time offender, having committed two sexual assaults on public transport. He was in a stable relationship and full time employment. Ian was subject to a community order with supervision and accredited programme requirements to address his sexual offending. The court also made him subject to a Sexual Offences Prevention Order (SOPO) which restricted his use of public transport. Ian was complying with all aspects of his order. During the community order his partner became pregnant. The risk management plan identified the potential risk to the unborn child, built in actions and contingencies for managing the situation and the offender manager constructed an appropriate objective in the sentence plan to ensure the concerns were appropriately addressed.

Working together for the best interests of the child

Gohar's partner, against whom he had offended and was estranged, gave birth to his child. Gohar was assessed as posing a risk of serious harm to the child because of his violence towards the mother. He had not engaged with previous community sentences.

The baby and its mother lived in another part of London. The offender manager approached children's services in both boroughs. The mother had decided to place the baby for adoption. The offender manager developed a positive working relationship with the adoption team social worker and they shared information actively in order to support each others work. A three-way meeting was arranged with Gohar, the social worker and offender manager, to share sensitive information with his knowledge and understanding. This ensured that the social worker had the opportunity to meet Gohar and assess his views on the plans (he had not attended previous meetings arranged with the social worker to do this) and it demonstrated that the offender manager worked in an open and transparent way. As a result the adoption process was able to proceed more effectively, because Gohar's views had been obtained.

Outcome 5 : Delivering effective work for victims

York & North Yorkshire Probation Trust

Joint working with victim liaison officers

Stan had been convicted of assaulting his ex-partner, resulting in a 15 month custodial sentence. He was described by the offender manager as having little victim empathy and entrenched patterns of problematic thinking. The offender manager worked in a direct but respectful manner and managed to develop a positive working relationship. The victim had accepted the service offered by the Trust's victim liaison scheme, which resulted in her influencing his licence conditions. The offender manager and the victim liaison officer (VLO) worked closely, sharing information throughout the custodial and licence parts of the sentence.

Norfolk & Suffolk Probation Trust

Work to safeguard victims

James was serving a suspended sentence order for assault against his partner and criminal damage to her property. James attended an induction for IDAP in the first week of his order and his offender manager continued to meet with him while he attended the programme to reinforce the work covered and monitor any emerging risk factors. Post-sentence, James moved back in with his partner and her child. The offender manager made a referral to children's social care services the following day and spoke with the partner about the risks to her child and herself.

Kent Probation Trust

Protecting the victim and potential victims

Leonard was released unexpectedly from prison following an appeal court hearing. A convicted sex offender, he had been assessed as posing a high risk of harm to children and young people. Leonard was initially homeless so the offender manager had to find emergency accommodation for him, first in a hotel, then in the approved premises until more permanent accommodation could be found. These arrangements were made with a specific focus on minimising his risk of harm to children and young people in general and to his victim in particular. A number of Trust staff took sound, carefully considered, decisions over this very intensive period; this undoubtedly assisted with his initial reintegration into the community and the successful management of his risk of harm. Following further carefully targeted work, Leonard complied well and his risk of harm classification was subsequently reduced to medium.

Valuable support provided by Women's Safety Workers (WSWs)

Trevor received a suspended sentence of imprisonment for an assault on his partner and began the IDAP shortly thereafter. In line with normal practice, a WSW was appointed; she made contact with Trevor's partner at an early stage and had some real concerns about her vulnerability. Not only did she share these concerns with Trevor's offender manager, she also provided practical help in relation to alternative housing provision. The supportive contact between the WSW and Trevor's partner, coupled with regular and effective liaison between the WSW and the offender manager, ensured that the victim was given priority throughout the case.

Wales Probation Trust

Effective Child Protection practice

Tom was convicted of offences that did not suggest that he presented a risk of harm to children, but had admitted to behaviour that did indicate such a risk. The offender manager was concerned that children's social services had ended Child Protection plans in respect of his own children, and escalated her concerns until new Child Protection conferences were set up. She also referred two other children in the family for assessment to ensure that they were not at risk. Regular home visits were undertaken to include Tom's wife in elements of the work so that she fully understood the concerns. As the supervision progressed, and Tom was able to talk more fully about the issues he faced, it became clear that there was less of a risk to his own children than had been feared. The work completed made it more likely that the children would be protected even after the formal Child Protection plans came to an end.

Sharing information to help protect the public

The probation Local delivery unit at Swansea had developed excellent working relationships with the Police Public Protection Unit. Every public protection notification completed after a police domestic violence or safeguarding callout was sent to a specified probation inbox. For any known offenders the information would be passed on to the offender manager without delay. Also, police based at the probation office had access to the Police National Computer allowing them to respond swiftly to PO enquiries.

Gaining an offender's cooperation with a Child Protection referral

John's offender manager was concerned that he displayed a mistrust of professionals, particularly children's social services. John also had a history of mental health problems and was a potential risk to children and young people. The offender manager saw John at home, accompanied by the health visitor involved with the family. Work was undertaken to help motivate John to consider a better future for himself and gradually he formed more positive relationships with the professionals involved in his care and supervision. He has since engaged with a Child Protection referral submitted by his offender manager.

Stakeholder and service user views

Stakeholder and service user views

This is how we captured the views of sentencers

On each inspection, we met a range of sentencers to find out their opinions about the quality of reports prepared for court, the information provided to them generally by Probation Trusts, and the assistance provided by probation staff in courts. Their views were almost always very positive. Please see the individual inspection reports for further information.

These are some of the things that they said:

"Probation court staff are of a good quality. However they were often stretched when more than one court was sitting. It would be nice to have more staff in court, but we do understand that isn't possible."

"The only gap in service is the lack of alcohol treatment requirements which we have a great need for in this area."

York & North Yorkshire Probation Trust

"Meetings always provide info that is engaging, and [we] get value out of them. It's very different from the past. [We] feel we get our money's worth for turning out in the evening. We get people talking to us who are enthusiastic & involved."

Norfolk & Suffolk Probation Trust

"The uncertainty that probation staff are living with is deplorable and I am astonished at how well they have continued to provide the service we need; I have nothing but praise for them."

Kent Probation Trust

"They do an excellent job of providing insight into the backgrounds of offenders."

"The staff are unfailingly polite and helpful."

"Staff are geared up and keen to provide oral reports and generally have a real can do approach."

London Probation Trust

This is how we captured the views of people who had been victims of offending

Probation Trusts have a statutory responsibility to contact and provide information to the victims of serious violent or sexual crime where the offender has been sentenced to a term of imprisonment of 12 months or more. These victims decide whether they wish to be kept informed about the offender's sentence and consulted about possible conditions of release to ensure their safety. VLOs in Probation Trusts keep in contact with those who take up the offer of information and consultation. For each inspection we sought the views of people who were in touch with VLO staff. The Trusts sent our questionnaires to a selection of victims they were in contact with, asking them to respond directly to us.

The overwhelming majority of responses were very positive about the service they had received. More details are included in the individual inspection reports, but the comments below give a flavour of the value placed by victims on the work undertaken with them.

These are some of the things that they said:

"I am extremely relieved to have ease of communication via email or a telephone call away. All questions have been answered and assistance has been exceptional. If I feel I have a problem then I email and a response has always been quick. The people are very knowledgeable and I feel that I have somewhere to turn."

Another commented that : *"The Victim Liaison officer was very compassionate and friendly and sympathetic when discussing the crime, and the service offered."*

Another added : *"I felt that I would have liked to meet the offender but he did not want to meet which I feel is unfair of the system."*

Norfolk & Suffolk Probation Trust

"Our VLO supplied us with information as they received it. Unfortunately the current system between the offender manager and the VLO clearly does not work. The offender was released for the first period of home visits two days before we even knew and the only reason we knew was because someone had posted it on Facebook. Our VLO had also not been made aware...the VLO has done her best to inform us of any changes, but as this information is not given to her she is facing an impossible task."

"If staff go on holiday they should leave a message on their voicemail advising the victim of another person to call in their absence."

"Our VLO has been very helpful and understanding."

Kent Probation Trust

"My Victim Liaison Officer, has been clear, patient, understanding of my fears, reassuring and charming on the telephone and when we have met face to face, in my home."

"Never had meetings just telephone calls and instead of answer to my question could only say my concern would be passed on."

"Overall a good service, who can help victims of crime."

London Probation Trust

"A big thank you to all victim liaison staff. you have been fantastic. Thank you so much."

"I found all contact with the unit very good and helpful."

"I have discovered that the offender was released in January without my being informed, 'Waiting for the license' should not be the reason for leaving me in ignorance. It will soon be March and had it not been for my ringing up about this survey I would still have been in ignorance."

Wales Probation Trust

This is how we captured the views of people who had offended

The National Offender Management Service (NOMS) undertakes an annual survey of the views of people under the supervision of Probation Trusts, either on community sentences or post-release licences. To avoid duplication we used the results from this survey for each Trust. In the main, their views about the experience of contact with Probation Trusts were very positive, with few suggestions for improvement.

Those who had offended expressed mainly positive views about their supervision or other contact with the particular Trust, though there were some negative comments.

These are some of the things that they said:

"I kind of enjoyed my time on Probation."

"It has taken a lot of time but we have built up a lot of trust and I don't hide any thing. Thanks."

"...has been a good experience. I have been treated like a human being..."

Less positive comment:

"...get my paperwork from LPS to Ipswich Probation sooner than what it has taken so far."

"More staff as sometimes they are rushed or late."

"To have had a plan in place that would help me to progress."

Norfolk & Suffolk Probation Trust

"I feel it has gone well; it is down to the individual, if he/she wants help then it is available, you just need to be motivated and ask for it."

"I would not change a thing. I feel I have been treated very fairly. I have been given the best possible support by my probation officer."

"Everyone and everything is better than I expected."

Less positive comment:

"[I would like] to see the same probation officer all the time to be able to build a relationship. Seeing a different person all the time does not help build trust with offender and officer."

"If possible I would have liked more help with housing and getting a job."

"[I would have liked] being seen at the time of my appointment. I appreciate that it may not always be possible but I don't think it has ever happened during the four months I have been reporting to this office."

Kent Probation Trust

"I have been treated fairly and have been supported with my need for housing. Therefore I would not change anything."

"To make it nearer to my home and travelling is costly."

"Nothing everything is fine on probation."

Less positive comment:

"To see only one probation officer not three."

"Nothing - you got to do it yourself, ain't no one gonna do it for you."

"Reception is not pleasant." and "Crowded waiting areas."

London Probation Trust

"I am happy with the way Probation have helped me since I left court. Thank you."

"I am happy with probation and have learnt from my mistake."

"I wouldn't change anything as I believe experience in probation should and will differ to each individual case."

Less positive comments:

"[I would have liked] more support in getting employment."

"Being in the waiting area and reception can lead to problems as you are having to mix with people who try and get you into trouble."

"I get anxiety and it gets quite high when the waiting room is full."

Wales Probation Trust

Outcomes

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 84% of work to assist sentencing was done well enough.

What we found in the cases

1. Assessment and planning to inform sentencing

Type of reports

- 1.1. Over the six inspections, reports were prepared for courts in 241 cases in our sample. One-third were shorter format typed reports, usually prepared within seven days, and just over a quarter (29%) were fuller typed reports. The largest number of reports, 93, were oral reports, and in most cases there was a written note of what had been said to the court.

Content of reports

- 1.2. The quality of court reports is important, as without an accurate analysis of current and previous offending it is more difficult for sentencers to impose appropriate and effective sentences. Sentencers interviewed during our inspections were generally satisfied with the quality of the reports they received.
- 1.3. In our sample, however, we were concerned that over half of the reports (58%) did not include information from children's social care services when this was required to protect children and young people. Over one-quarter of reports did not include an accurate assessment of the risk of harm posed by the offender.
- 1.4. Overall, sufficient arrangements were in place to obtain information from other criminal justice agencies; however, in London we found that report writers had difficulty obtaining Crown Prosecution Service (CPS) documentation about the offence. Far too often this led to reports being based on the offender's account of the offence rather than police or victim statements.
- 1.5. A small but significant number of reports failed to include an assessment of the likelihood of reoffending; others lacked reference to previous convictions, cautions or other behaviour where this was relevant. Almost all of the typed reports were well written and suitably concise.

Sentencing proposals

- 1.6. Most (88%) full and shorter reports contained a proposal for a community sentence where this was appropriate. Almost all included clear and specific proposals that followed logically from the main content, and were appropriate to the nature of the offending. A proposal for a punitive requirement, for example unpaid work (Community Payback) or a curfew, was included in most (80%) reports where it was appropriate.

1.7. Most reports clearly stated the intended outcome or objectives of the proposed sentence. Where the outcomes were stated they took full account of the assessed likelihood of reoffending and the risk of harm posed by the individual in almost all cases. The sentence imposed by the court broadly followed the proposal in the great majority of cases.

Assessment of motivation to comply with the sentence

1.8. Most written reports gave an indication of the individual’s motivation and capacity to comply with the proposed sentence. However, less than two-thirds explained how issues that could hinder the person engaging with their sentence or complying with it would be addressed. Such issues included employment, child care or drug or alcohol problems. There were a number of cases where these ‘barriers to compliance’ were evident at the report stage, but were not included in the report. As a result, later on in the order, some of these offenders were returned to court for breach proceedings. Attention to these issues at the report stage may well help some people engage more effectively with their sentence.

Practice illustration-Keeping sentencers informed

The Trust produced a regular bulletin that played a vital role in keeping sentencers informed about what it and its staff were doing to reduce reoffending and protect the public. The bulletin contained articles from teams and partnership agencies across the Trust and was valued by sentencers as a good source of information.

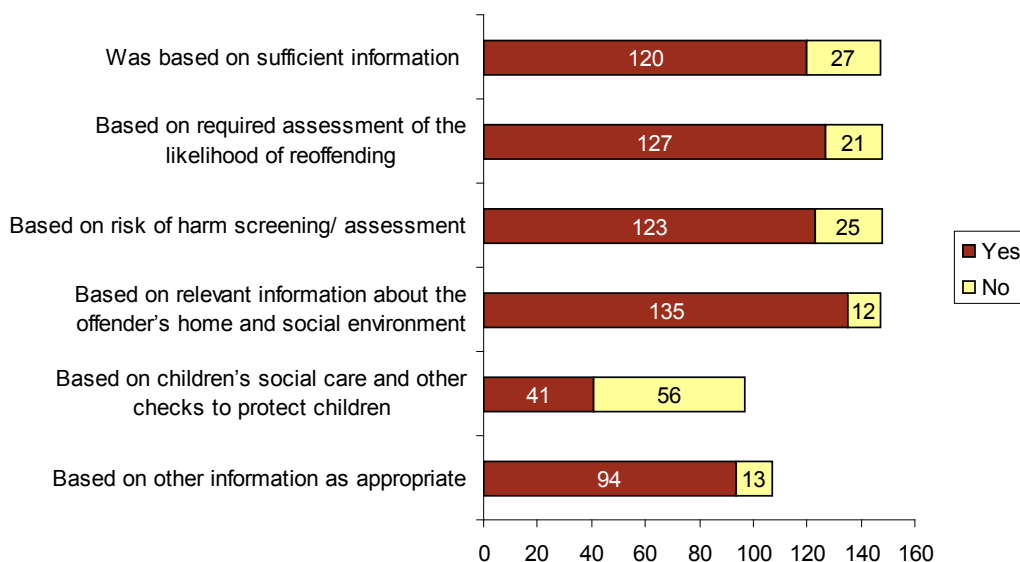
York & North Yorkshire Probation Trust

Recommendations

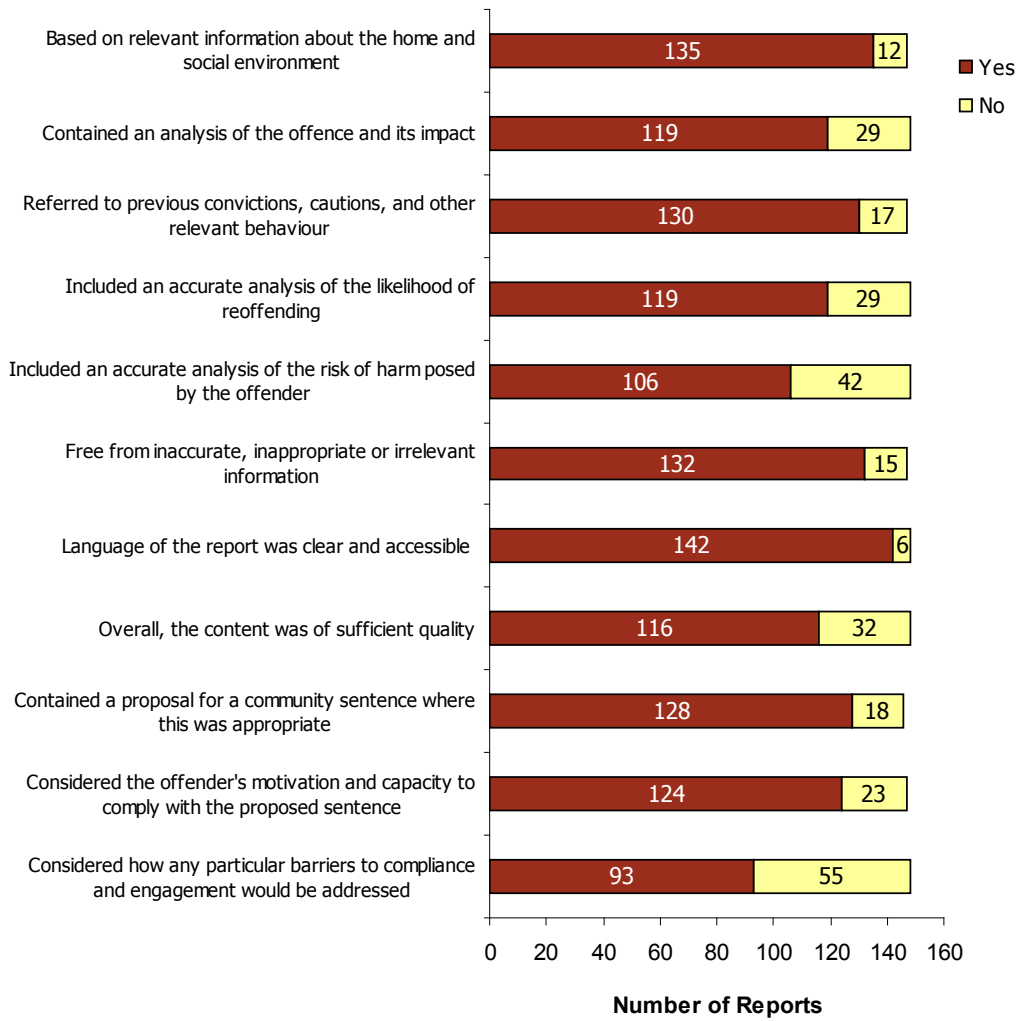
To enable sentencers to impose appropriate sentences:

- reports to courts should be supported by information from other organisations, including CPS documentation, police and children’s social care services.

The report for this court appearance



Pre Sentence Reports



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, 75% of work to deliver the sentence of the court was done well enough.

What we found in the cases

1. Assessment and planning to deliver the sentence

Allocation and starting the sentence

- 1.1. Almost all of the cases in the sample were judged to have been allocated to the correct tier of service at the start of sentence, release on licence, or transfer into the particular probation area.
- 1.2. In 95% of cases an appointment was arranged for the individual to meet their offender manager soon after sentence.

Ensuring that the individual can complete the sentence

- 1.3. In the great majority of cases there was evidence of a full, timely and individualised induction being offered, and service users were clearly informed of their commitments, obligations, opportunities and rights in relation to their order or licence in an understandable way.
- 1.4. Assessment of individual needs was not sufficient in a quarter of cases. This included vulnerability issues and potential barriers to that person engaging with their sentence and completing it successfully, such as mental health and learning disabilities problems or being homeless.
- 1.5. In our inspection in Wales we found in most cases (80%) the offender was asked at their initial interview if they preferred to use the medium of the Welsh language or English.

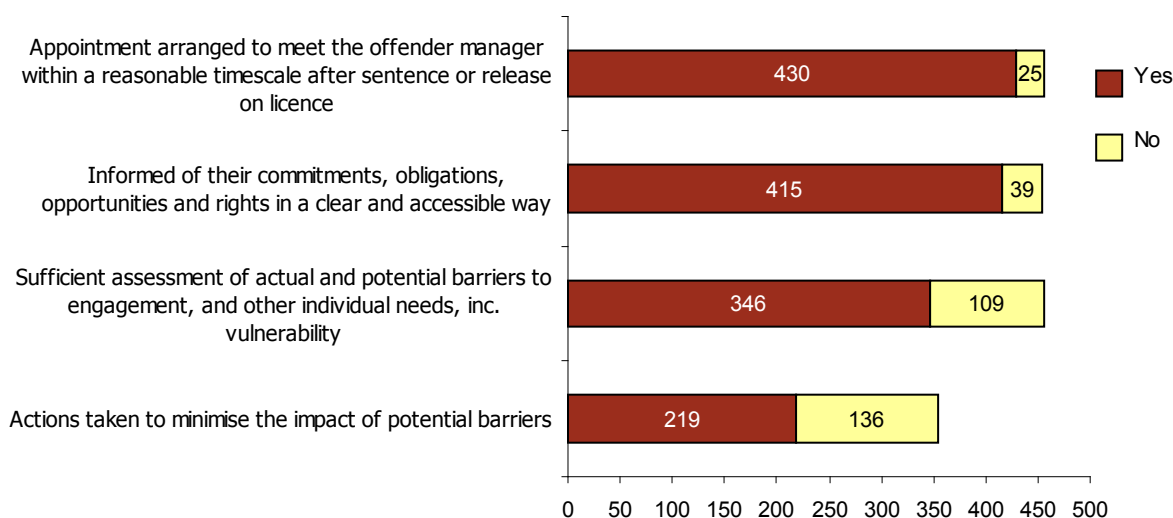
Sentence planning

- 1.6. Sentence plans should set a clear focus for work with the individual, and should be based on an assessment of offending related factors. In one-third of cases initial sentence plans were not timely or sufficiently informed by the assessment. In some cases the plan was not completed at all. Some failed to take account of other assessments, including those relating to the offender's mental health or learning disability.
- 1.7. In two-thirds of cases appropriate objectives were set to meet the purposes of sentencing, to enhance rehabilitation and reduce offending. One-third of plans did not include objectives to address risk of harm to others, and almost half lacked objectives relating to multi-agency risk management procedures, such as MAPPA, where this was relevant. Given that the topic for these inspections was

protecting children, we were concerned to find significant deficits in cases where Child Protection concerns were present. Only 44% of relevant cases included objectives to tackle those concerns. There was a clear link between offender managers not seeking information from children’s social care agencies and the failure to take account of Child Protection and safeguarding factors when setting objectives.

- 1.8. Sentence planning objectives should be clearly and simply worded, set out achievable steps, and be outcome-focused, but around half did not meet our expectations. Slightly more cases were clear what the individual had to do to achieve the objectives, but 38% of cases were not.

Engaging people at the start of sentence



Involving the individual in sentence planning

- 1.9. If the objectives of supervision are to be relevant to the individual concerned, it is vital that they are actively and meaningfully involved in drawing up their sentence plans. However, we found no evidence of this in more than one-third of all cases. Sentence planning did not always pay sufficient attention to factors which might promote the individual’s engagement and compliance with their sentence. For example, their strengths and aptitudes were considered sufficiently in only 62% of cases, and the methods most likely to be effective in work with them were given sufficient attention in 55%.
- 1.10. Where actions were needed to minimise the impact of potential barriers to engagement, these were included in sentence planning documents in 62% of cases. We were also concerned that in far too many cases (30%) the offender’s level of motivation and capacity to change was not considered during sentence planning.
- 1.11. Access to education, training and employment (ETE) can be a key factor in helping someone to reduce their likelihood of reoffending. It was therefore disappointing to find that in around one-quarter of cases the service user’s ETE needs were not assessed, and in just over half of cases the individual had completed the Skills for Life screening form.
- 1.12. The health of those who have offended is generally poorer than that of non-offending groups, so we expect offender managers to check at the start of sentence whether the individual is registered with local health services. In 30% of the sample the person’s access to primary health services had not been assessed.

2. Delivering the sentence

Delivery of interventions and attention to diverse needs

- 2.1. In around three-quarters of cases, interventions were delivered according to the requirements of the sentence and in line with sentence plan objectives. In a similar number of cases, delivery of interventions took account of any risk of harm posed to others by the individual. Most people also received sufficient help to improve their social networks and sources of support within the family and community, where this was needed.
- 2.2. Although insufficient attention was paid to diversity in the assessment, we found that in the great majority of cases, individual needs were taken into account in the delivery of services, with some examples of good practice highlighted in this report. This included sensitive response to mental health issues, learning disability, family responsibilities, or lack of settled accommodation.

Contact, compliance and enforcement

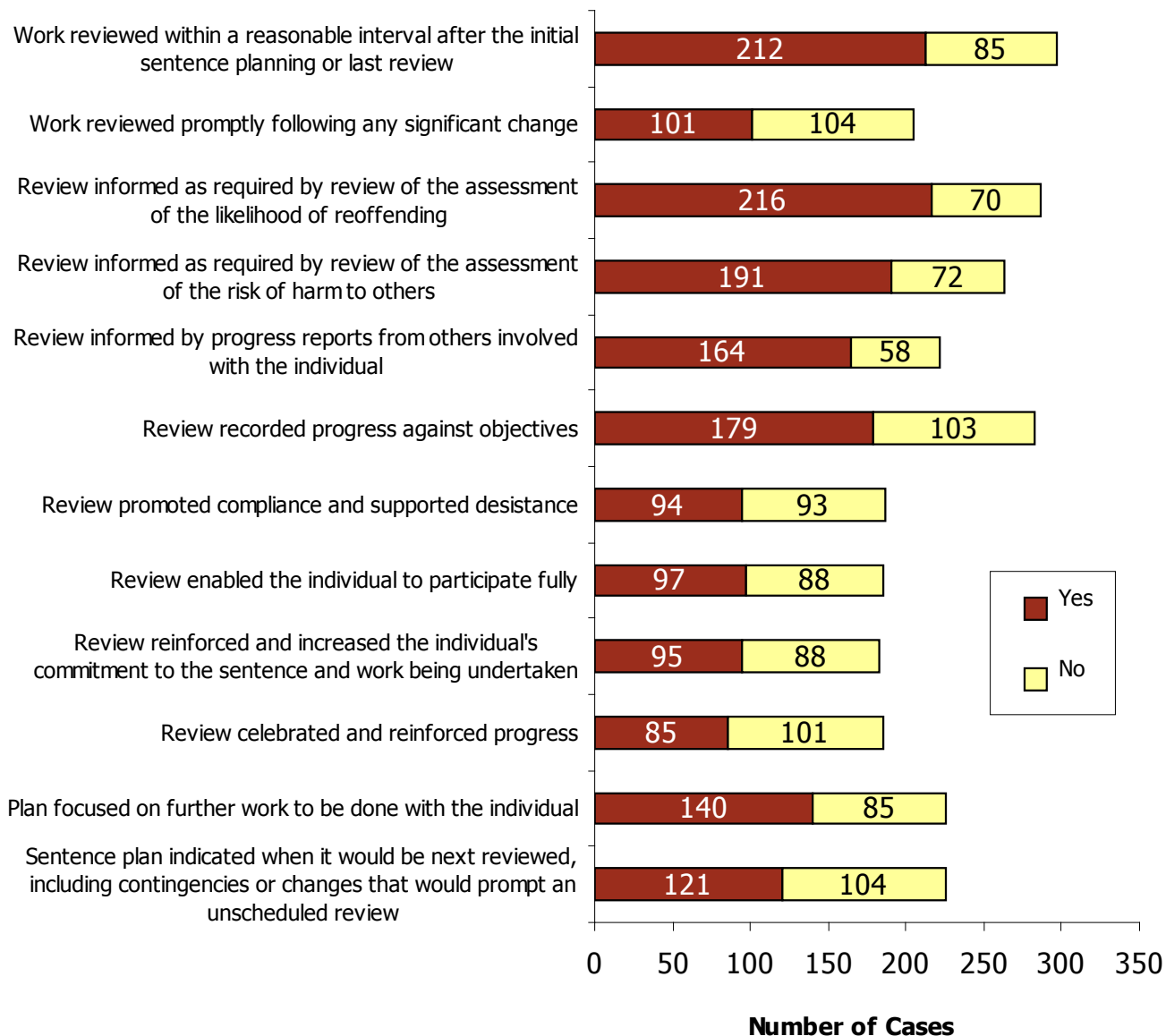
- 2.3. Sufficient resources were allocated throughout the sentence to address the purpose of the sentence, the likelihood of reoffending, and the risk of harm in the vast majority of cases. Enough resources were applied to tackling diversity needs in 87% of relevant cases and where it was needed, offender managers undertook motivational work to encourage individuals to engage fully with their sentence.
- 2.4. Planned levels of contact were generally appropriate, well recorded and sufficient to promote positive outcomes. However, there was not always a clear record of the contribution to be made by all workers in the case to achieve sentence planning objectives, and almost half of cases lacked evidence that relevant parts of the plan had been communicated to other people involved.
- 2.5. Contact was usually sufficient to monitor changes in dynamic risk factors and took full account of the assessed level of risk of harm to others. Contact with those in prison, who would be supervised on licence on release, was not sufficient to assist with post-release planning in 29% of cases. Prisons and probation should work together to ensure that prisoners being released into the community have an understanding of what work they need to do to address their likelihood of reoffending and manage their risk of harm to others.
- 2.6. In most cases, the offender manager took a leading role in relation to other workers in managing the sentence. Attendance at appointments for supervision, rehabilitation work, or unpaid work was monitored in almost all cases (94%), and a timely and investigative approach was taken in 81% of instances where appointments had been missed. The professional judgements of offender managers about the acceptability of absence or other behaviour were appropriate in most cases. We also found that judgements were mostly reasonable, consistent and clearly recorded. Where other workers were involved, they generally took effective action to increase motivation, encourage engagement and secure compliance.
- 2.7. Formal warnings, when required, were given in a clear and timely way in most situations. Enforcement proceedings or recall were used appropriately in over 80% of relevant cases. Clear explanations were given to the individual about why they were being returned to court or recalled, and proceedings were started swiftly in just over two-thirds of cases. In a similar number of cases, efforts were made to re-engage the individual with their sentence plan and encourage their commitment to continue.

Reviewing progress and setting new objectives

- 2.8. The sentence plan should specify when it will be reviewed. In over half (57%) of cases this was not clear. In particular it was unclear what changes might prompt an unscheduled review. Where the review period was stated, it was appropriate in most instances.

- 2.9. Sentence plan reviews provide an opportunity to celebrate progress and encourage people in their commitment to complete their sentence and desist from offending. Reviews were not generally used in this way, or undertaken in a way which enabled the individual to participate fully. In over half (55%) of cases there was no evidence that work done with the offender had been reviewed in a sufficient and timely way, for example when the person completed one of the requirements or conditions of their order or licence. In around one-quarter of cases, reviews were not used effectively to record the individual's progress against their objectives, or to set new priorities. In only half of cases were reviews used to allocate additional resources if required.
- 2.10. In summary, far too often we found that offender managers did not see reviews as a priority. Some were completed eight or nine months after the start of the community sentence or licence, and others had only been reviewed shortly before the inspection. Although offender managers have the freedom to use their professional judgement to decide when to review the work undertaken with an individual, we believe that this is an important process, providing the opportunity to monitor progress, acknowledge and record achievements, consider possible barriers to change and to motivate and encourage desistance from offending.

Reviewing sentence plans and reinforcing progress



Review when there had been significant change

- 2.11. NOMS guidance states that reviews should be undertaken where there has been significant change, such as progress against sentence requirements or changes in the individual's circumstances that affect the offender's potential risk of harm to others. Significant change had occurred after the initial sentence planning in 205 cases in the sample but only 101 (49%) were then reviewed promptly. This was concerning, as significant change could involve new offences or other events that might trigger a change in Risk of Serious Harm (RoSH) classification and the need for additional risk management planning, or at least a change in sentence plan objectives.

Case transfers

- 2.12. Twenty cases in the overall sample had been transferred between different Probation Trusts or other organisations such as a YOT. Transfers out of the Trust were handled appropriately in seven out of ten cases, with provision of up to date assessments, plans, and other relevant documents.
- 2.13. Ten cases were transferred *into* the Trust being inspected. The transfer was not always handled as well as it should have been. In six cases the assessment, sentence plan and risk management plan were not updated within a reasonable period of time after the transfer. More positively, where the person moved geographical areas as part of the transfer, a new appointment was made with them as soon as possible in all relevant cases, although not all received a timely home visit. In 7 of the 20 cases it was not clear who was managing the case at every point in the transfer.

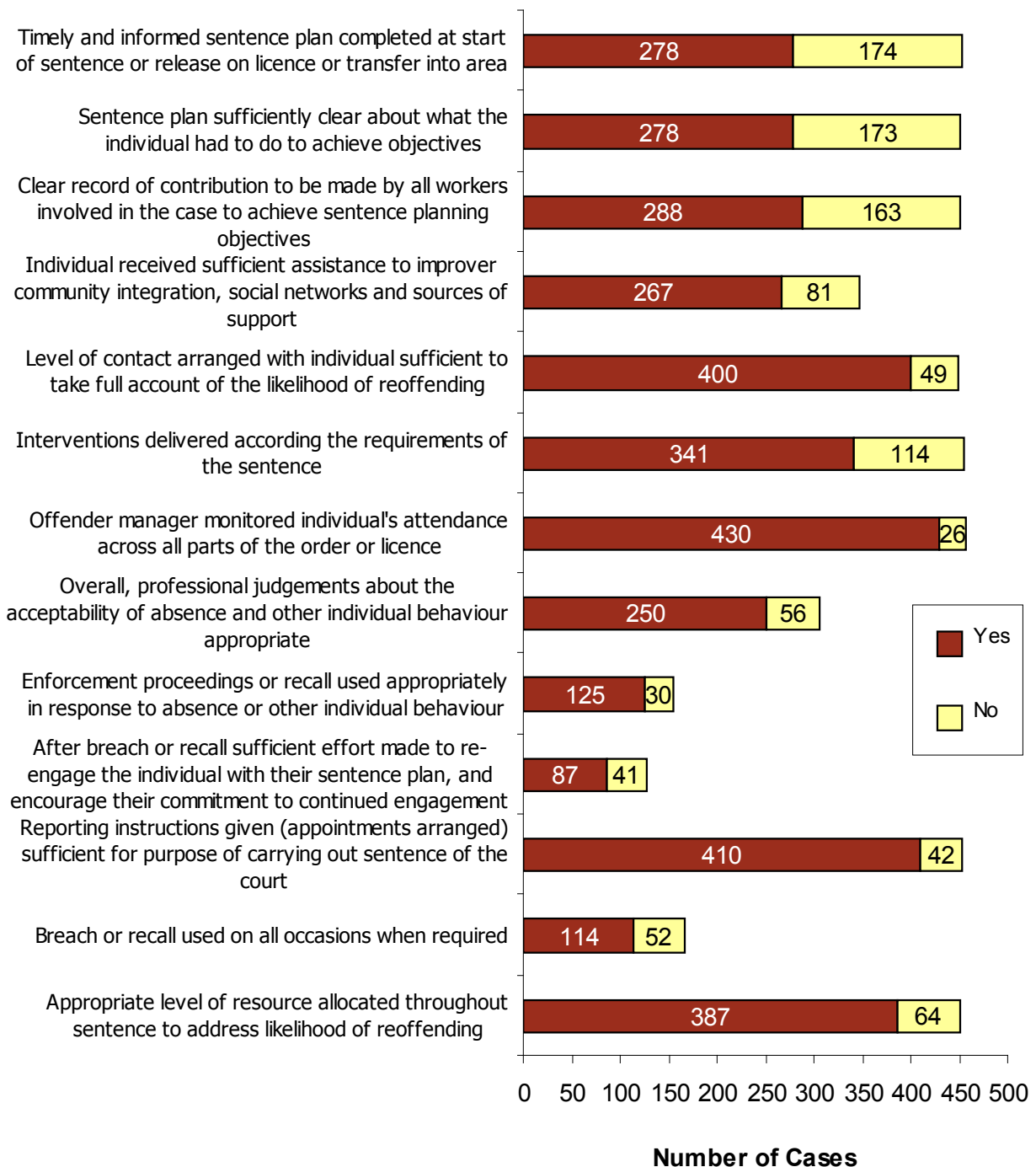
Case recording

- 2.14. In the great majority of cases, records (both electronic and paper) held sufficient information to support the management of the order or licence. Relevant information was usually accessible or communicated to other workers involved in the case. Almost all records (82%) were well organised and the recording of information was generally clear and timely, but 22% lacked relevant documents. Case records did not always reflect the work carried out with an individual; in 23% of cases it was clear from discussion that more work had been undertaken than was evidenced.

3. Achievement of initial outcomes – delivering the sentence

- 3.1. The requirements of the order or licence were delivered as intended in 76% of cases, so far as was practicable at the stage we inspected the case. Reporting instructions given to individuals were sufficient to carry out the sentence of the court in almost all instances. In the majority of cases, the delivery of the sentence plan had been maintained when there was a change in offender manager.
- 3.2. In 211 of the cases (46%), the person complied with their sentence without the need for additional action by the offender manager. In a further 84, action taken to promote compliance was successful. In summary, two-thirds of offenders in our sample were complying with the sentence.

Delivering the Sentence



Recommendations

To ensure compliance with the sentence of the court:

- those being supervised should be involved in setting objectives in their sentence plans, and sufficient attention should be paid to factors that may promote compliance and engagement with the sentence.
- work with individuals should be regularly reviewed, particularly when significant changes have taken place; reviews should be used to capture and support progress, promote compliance and, where appropriate, redefine objectives and the service required to meet these.

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

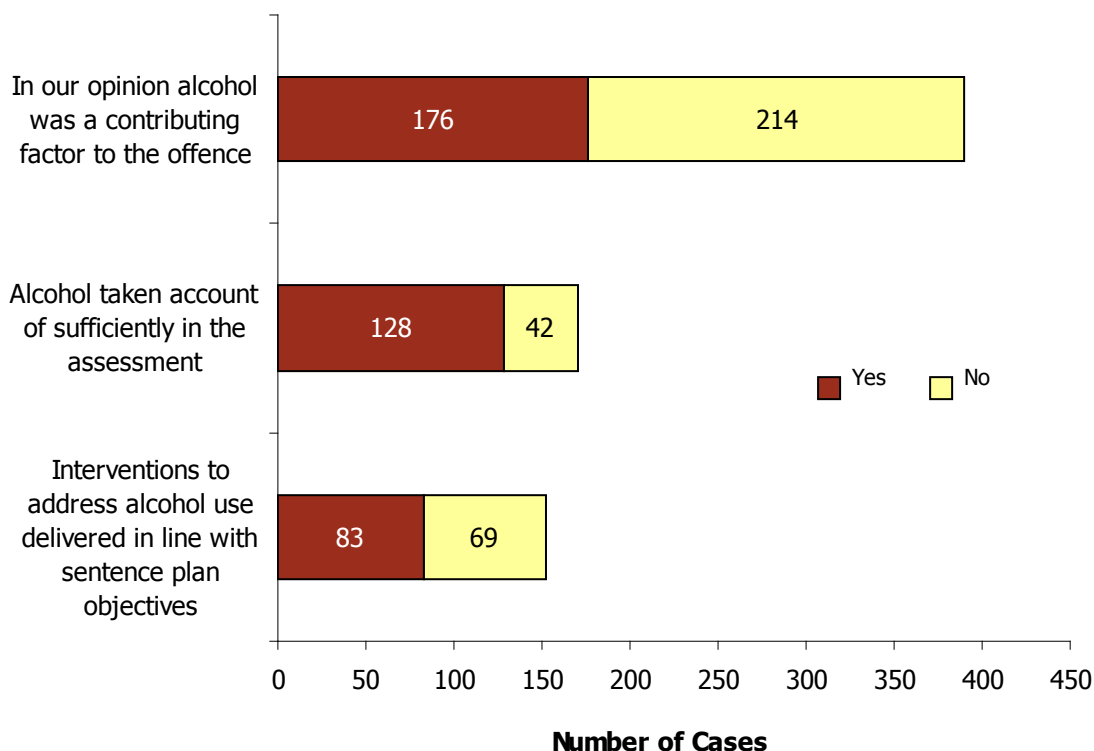
Overall, 65% of work to to reduce the likelihood of reoffending was done well enough.

What we found in the cases

1. Assessment of the likelihood of reoffending

- 1.1. An accurate assessment of the factors that may be linked with further offending ensures that work with an individual is appropriately targeted and therefore more likely to be effective. Assessment was needed in all cases except where the only requirement was for unpaid work. A sufficient assessment was completed in 59% of cases. In 69 of 391 relevant cases no assessment was completed at the start of the order or licence, despite being needed.
- 1.2. Around three-quarters of completed assessments were timely, drew fully on all available sources of information, and took previous relevant behaviour into account. However, we were disappointed to find that in a third of cases there was little evidence that individuals were actively involved in the assessment of the factors related to their offending behaviour and had made little contribution to the judgement about what would help them to stop offending.
- 1.3. Most assessments included relevant information about the individual's home and social environment and identified the factors that related to that person's offending. Among the 457 cases we inspected, there was a variety of factors related to the likelihood of reoffending for each person. The most commonly identified reoffending factor was the individual's thinking and behaviour. This included poor problem solving, difficulty in understanding the perspective of others and low self-control. Problems with relationships featured in just under half the cases, followed by lifestyle and associates, and attitudes to offending. Emotional well-being issues (including mental health, learning disabilities and behavioural issues) were present in one-third of cases. Drug misuse issues featured in 104 of the cases.
- 1.4. In view of the links between alcohol intoxication, domestic abuse and the potential for physical and emotional harm to children and young people, we were interested to see what role alcohol played in these types of offences. In 198 of the 457 cases (45%), we judged that alcohol use was a factor that made the individual more likely to reoffend. This rose to 55% of cases where the offender was a perpetrator of domestic abuse. In 176 of these cases, alcohol was judged to be a contributing factor in the *current* offence, and this was taken into account sufficiently in the assessment in 128 cases (75%). Overall, it was the fourth most common factor identified in the assessments, after deficits in thinking and behaviour, relationship problems and lifestyle and associates.
- 1.5. We then looked to see whether the contribution of alcohol to the offence was addressed sufficiently in sentence planning. However, this was missing in 35% of all cases.

Alcohol and offending



Reviews of the assessment

1.6. We have noted earlier in this report the importance of reviewing progress against the objectives set in the sentence plan. Part of this process should involve reviewing the assessment and recording changes – both positive and negative – in the factors related to offending. In our inspections, we found that reviews of assessments of the likelihood of reoffending were sufficient in just under half of all cases. In almost a quarter (23%) of the cases we inspected, they had not been reviewed at all.

2. Delivery of interventions to reduce reoffending

- 2.1. Constructive interventions (as opposed to those designed to be restrictive) encouraged and challenged the individual to take responsibility for their actions and decisions relating to offending in just under two-thirds of cases. Some Probation Trusts had introduced a structured programme of activity for the first few months of the person's order or licence, which was specifically focused on tackling offending-related factors and their rehabilitation generally. However, in one-third of the cases we inspected, there was no evidence that work with the individual had focused on the changes they needed to make to their behaviour throughout the sentence.
- 2.2. Overall, service users were well prepared for the interventions delivered throughout their order or licence. In one-third of cases, the offender manager had not regularly reviewed with the individual work done in other parts of their order or licence, such as attending accredited programmes or undertaking substance misuse sessions.
- 2.3. The majority of service users were informed of relevant local services which could support and assist them to sustain their desistance from offending. Most were then referred to these services where appropriate.

Accredited programmes

- 2.4. Delivery of an accredited programme was planned for 79 (17%) cases in the sample. These are longer, structured intervention programmes tackling specific issues and offending related attitudes, and are usually run on a group work basis. Attendance on the programme is usually a requirement of a community sentence or suspended sentence order, or a condition in a licence.
- 2.5. In 45 of the 79 cases where there was a programme requirement, the delivery of that intervention was consistent with the sentence plan; it had either been completed by the time of our inspection or there were plans in place to deliver it at an appropriate time in the future. For 3 cases though, the programme was delivered later than planned and in 31 it had not been delivered (but should have been) some nine months into the order or licence. In 16 cases the programme had not been started due to the offender's failure to cooperate with this part of their sentence.

Specified activities

- 2.6. Fifty-three cases included a SAR. These are usually structured sessions focusing on a particular topic related to the person's offending, such as alcohol use. Thirty-eight SARs were delivered individually by the offender manager or another worker; the other fifteen were delivered in a group setting. In 37 of these cases, we judged that the particular specified activity had made its intended contribution to planned work.

Approved Premises

- 2.7. Approved premises provide controlled accommodation for offenders under supervision, usually for those classified as posing a high risk of harm to others. They were used in 42 cases in the sample, and we were pleased to note that in the majority of these cases, constructive interventions had been provided in line with the individual's offending-related needs and their sentence plan.

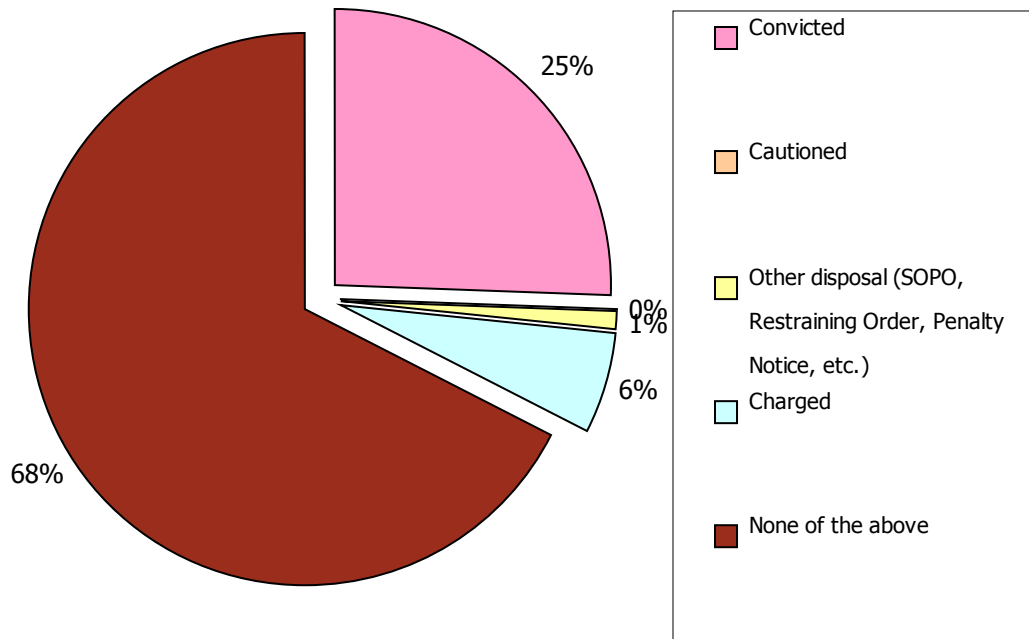
Interventions to support relationships and protect children

- 2.8. In these inspections, given that the topic was protecting children, we wanted to see whether interventions to tackle relationships had been delivered. In only 79 cases out of 212 relevant cases interventions had been delivered in line with sentence plan objectives. It was of concern that only a minority of those who needed it were receiving an appropriate service, especially given the known link between poor relationships, domestic abuse and Child Protection and safeguarding.

3. Achievement of initial outcomes –reducing reoffending

- 3.1. Just over one-third of the cases had terminated by the time of our inspections and the remainder were around nine months old. Of the 457 cases in the overall sample, 116 (25%) individuals had been convicted of a further offence during the order or licence we inspected. None had been cautioned. A further five had received another type of disposal related to their behaviour during the sentence e.g. SOPO, Restraining Order or Penalty Notice. Twenty-seven (6%) had been charged with a further offence.
- 3.2. Over the whole inspection sample, therefore, 68% of offenders had not been convicted of, cautioned for, or charged with an offence committed since the start of the sentence or release on licence. Rates varied between 72% for York & North Yorkshire Probation Trust to 62% for Norfolk & Suffolk Probation Trust.

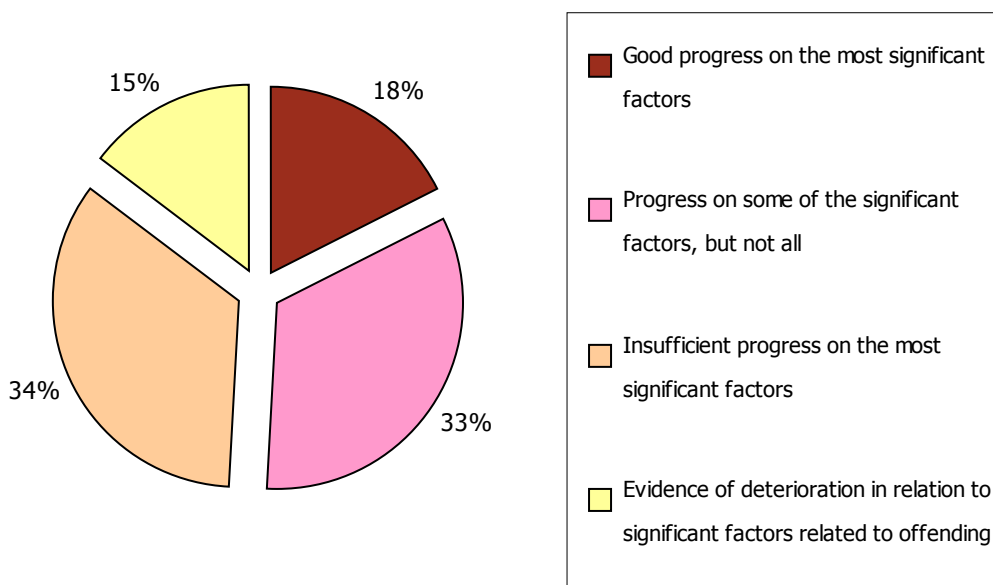
Further offending committed since the start of the sentence or release on licence



Progress on offending related factors

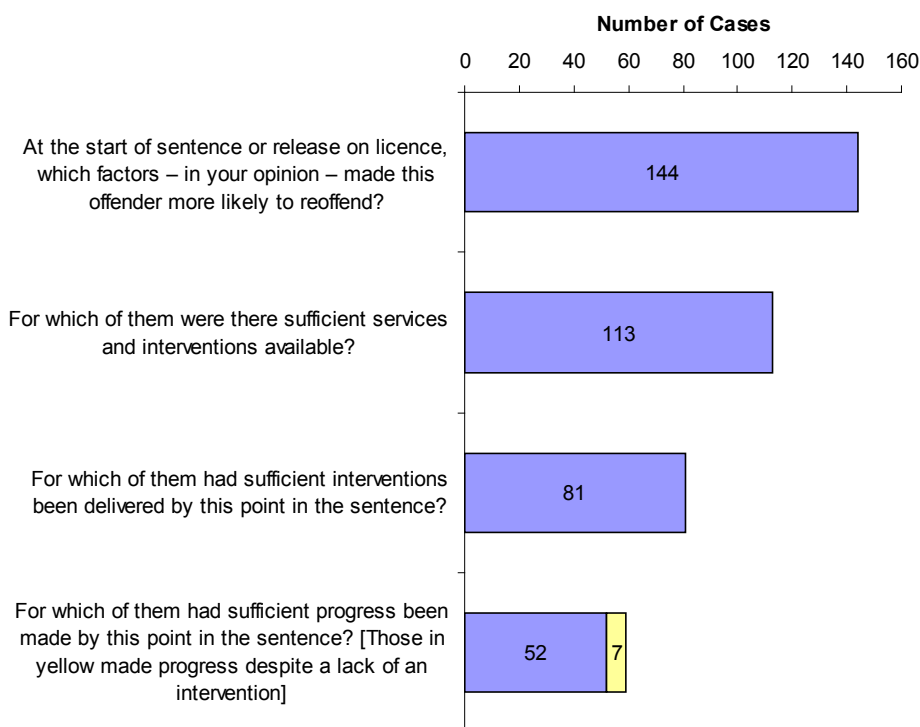
3.3. The cases in our inspection sample have been supervised for several months, and we therefore expect to see improvements in factors associated with the likelihood of reoffending. Some of those factors had indeed been tackled by the time of the inspections; sentence planning objectives had been achieved fully or in part in just over two-thirds (69%) of the cases in our sample; just over half (51%) had made some progress in addressing significant factors, with 18% judged to have made good progress on the most significant factors. The remainder had either made insufficient progress (34%) or there was evidence of deterioration in relation to significant factors (15%).

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

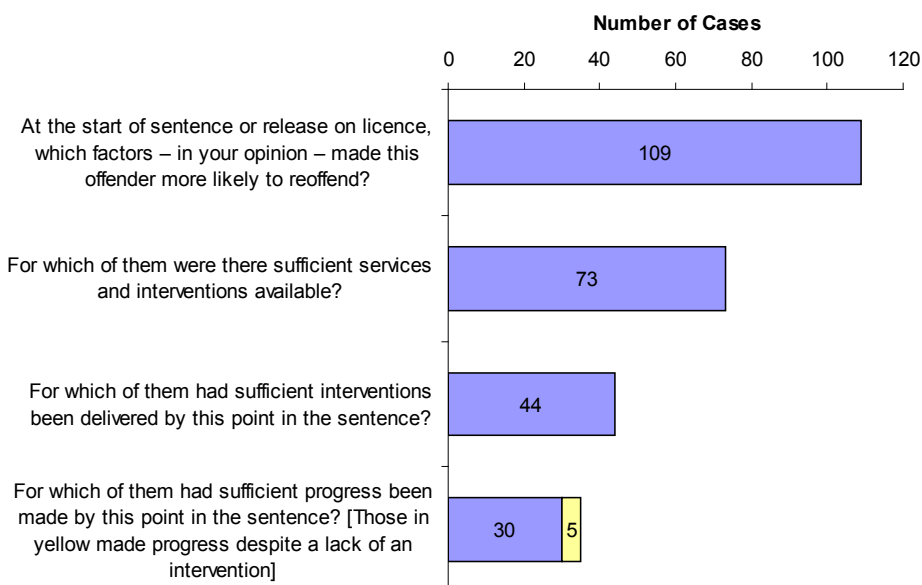


3.4. We also broke these figures down to examine the extent to which progress was made in relation to various offending related factors. Although problems are often identified in the initial assessment, appropriate services and interventions are not always available to address these issues. Even where resources are available, they were not always delivered to a sufficient degree. This is particularly disappointing as, when they are delivered, progress is made by a substantial number of offenders. (See chart below for more details).

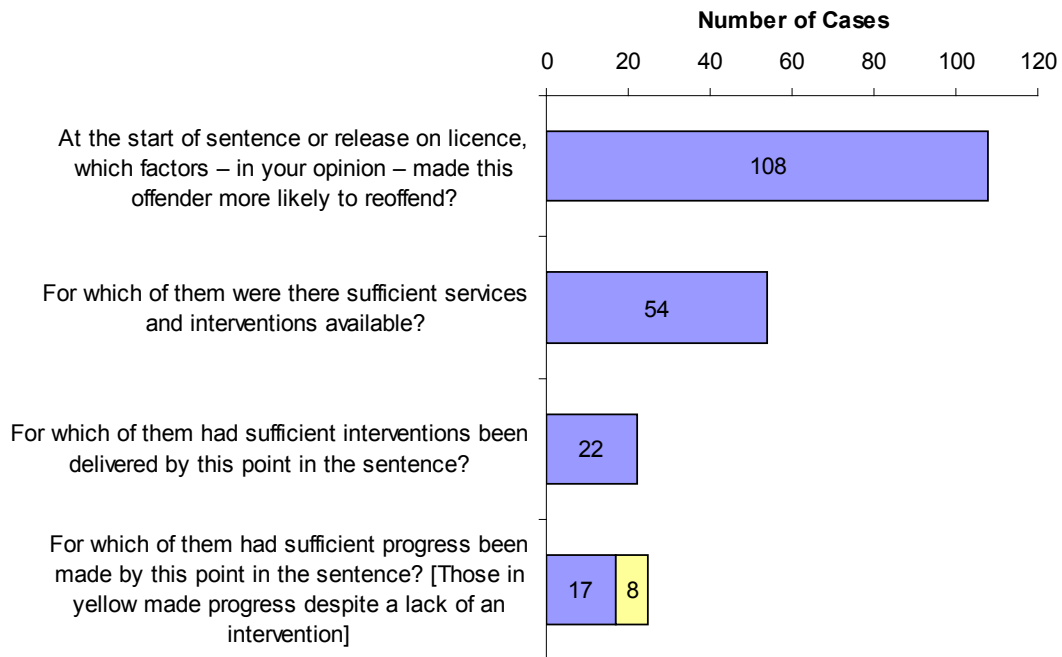
**Progress against factors that make reoffending more likely:
Accommodation**



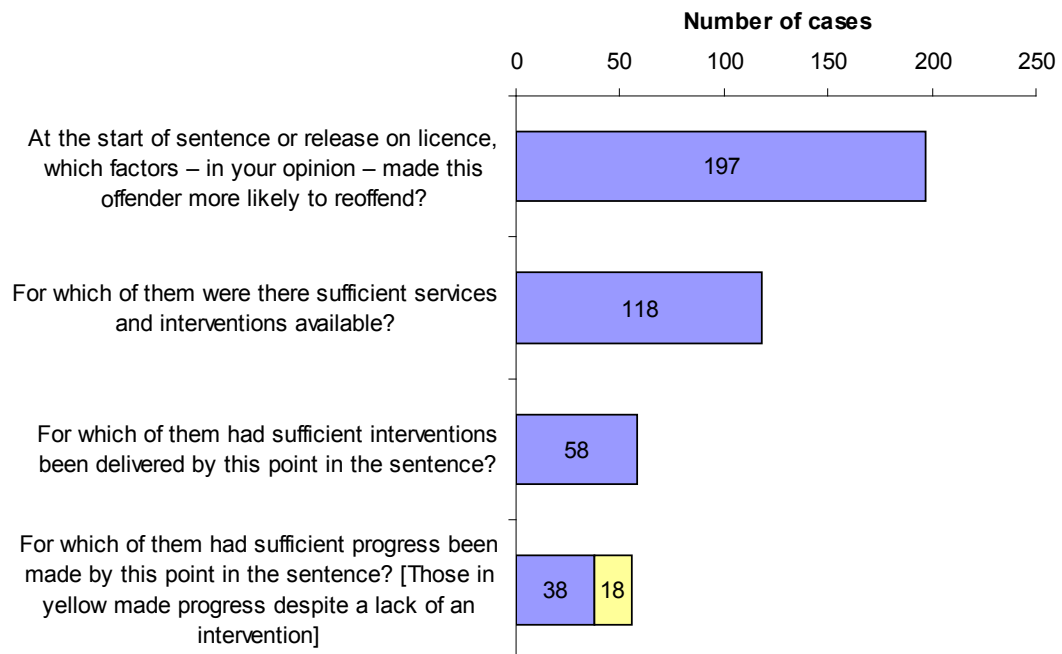
**Progress against factors that make reoffending more likely:
Employment, training and education**



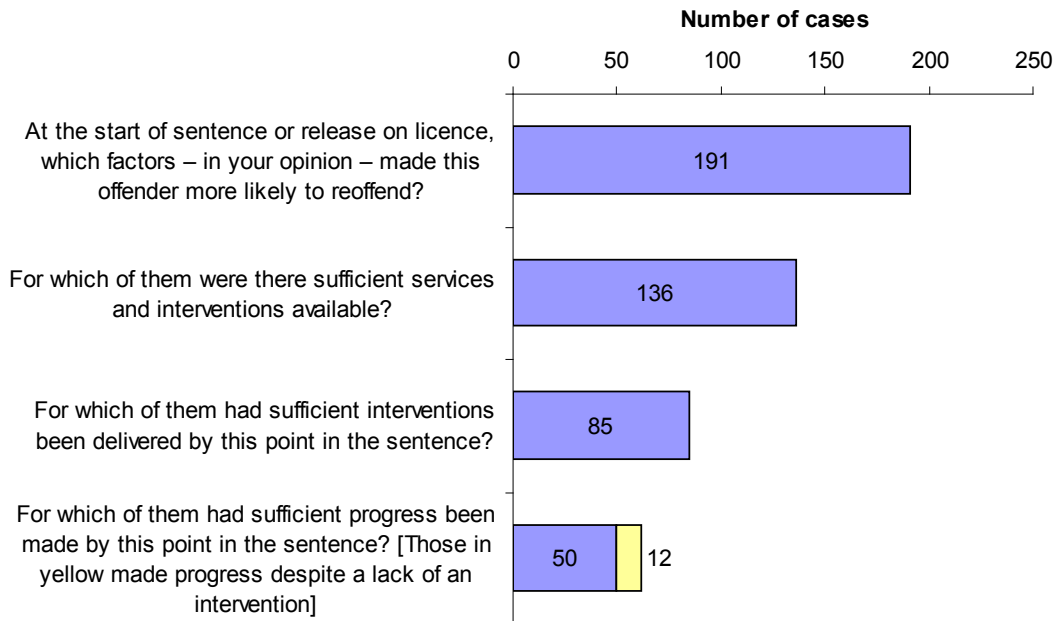
**Progress against factors that make reoffending more likely:
Financial Management**



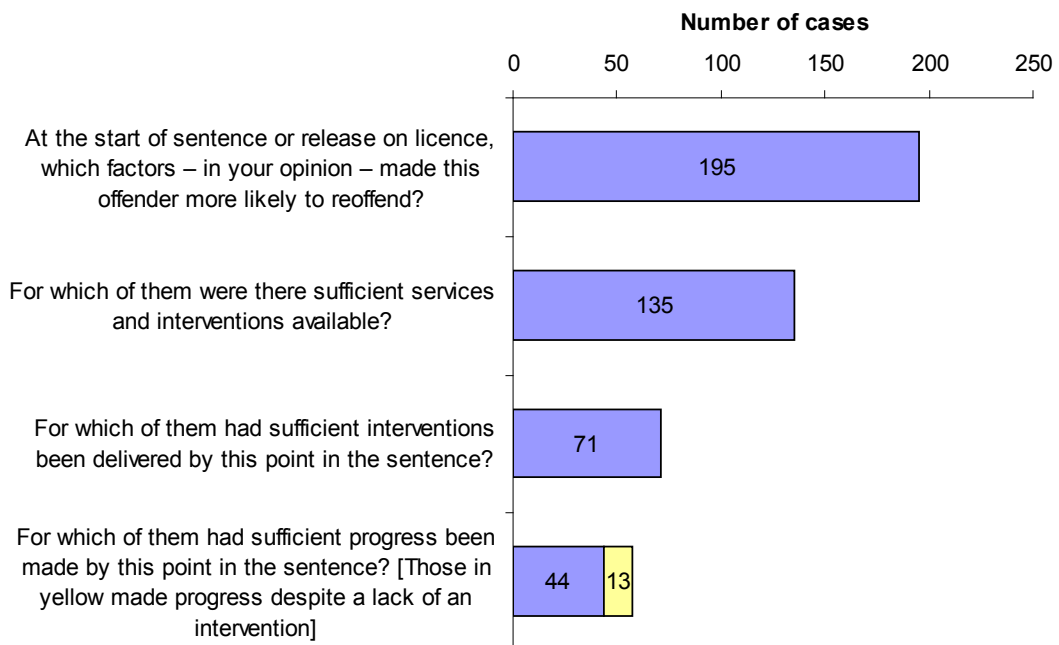
**Progress against factors that make reoffending more likely:
Lifestyle & associates**



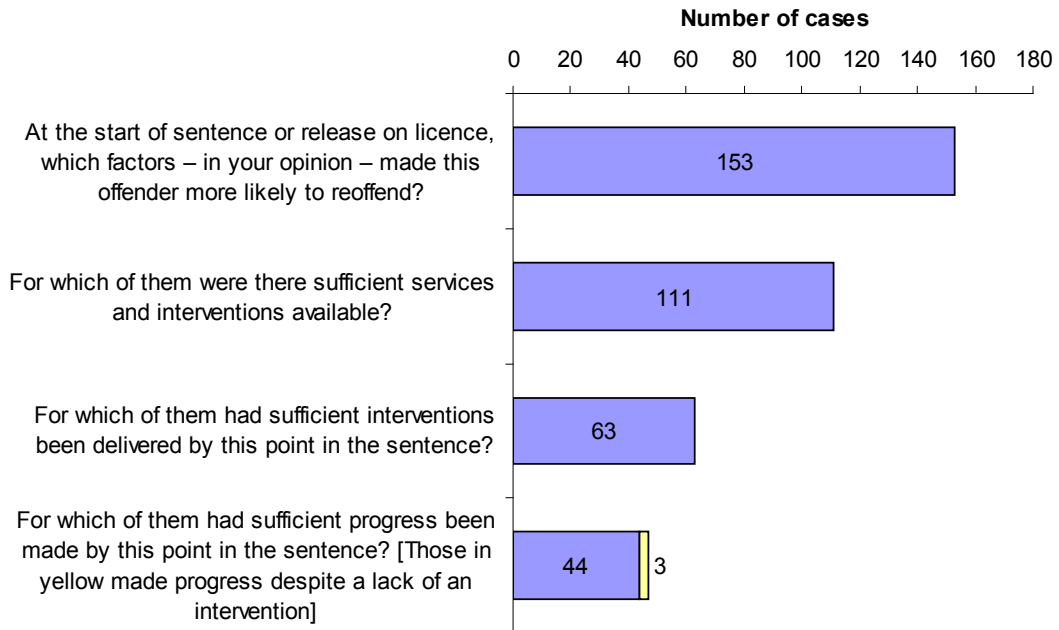
**Progress against factors that make reoffending more likely:
Drug misuse**



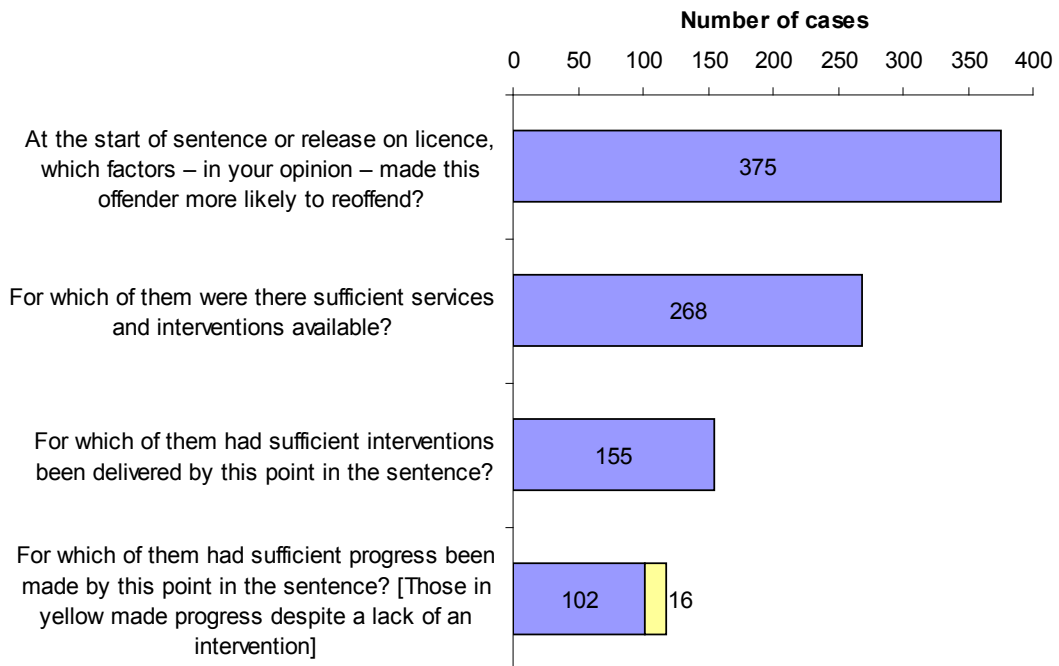
**Progress against factors that make reoffending more likely:
Alcohol misuse**



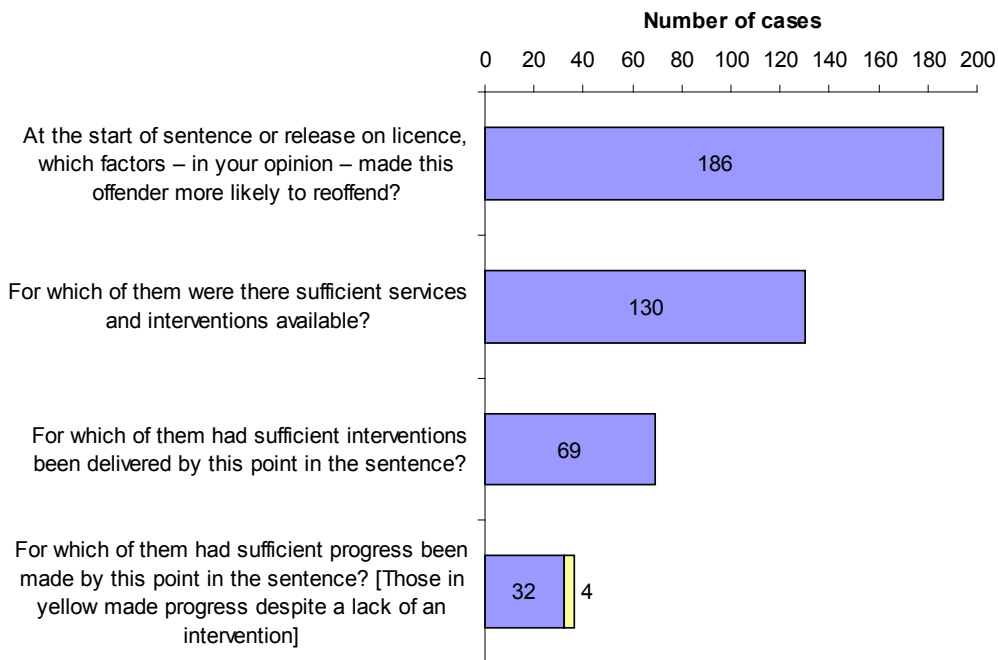
**Progress against factors that make reoffending more likely:
Emotional well-being (including mental health and behavioural
issues)**



**Progress against factors that make reoffending more likely:
Thinking & behaviour**



**Progress against factors that make reoffending more likely:
Attitudes to offending**



3.5. Desistance from offending is supported by improved integration into the community and positive family relationships. We look for evidence that sufficient attention has been given to ensuring that positive outcomes achieved during the sentence can be sustained in the future. We found this in 61% of relevant cases. In only half the cases was there evidence of an improvement in the offender’s integration into the community or an improvement in the relationships with their family.

Practice illustration- Changing attitudes by delivering offence focused work

Dalay was a 29 year old man who was sentenced to a period of imprisonment with others for conspiracy to supply drugs. It was his first conviction. During his prison sentence there was intelligence that he was a known gang member. The offender manager increased his risk of serious harm to others to high. While Dalay was on licence a member of his family was murdered. The offender manager discusses the situation with him to try and discover if there were going to be tensions in the community. The offender manager decided he should continue to be classified as high risk of serious harm until she was sure there was no likelihood of retaliation. It was clear from the record of contact that the offender manager had delivered offence focused work. Also there was evidence of Dalay’s attitude about the offence changing, from minimising his involvement to taking responsibility for it.

London Probation Trust

Practice illustration – providing support for community integration

Sheila was a middle aged woman of previous good character, who had been convicted of driving with excess alcohol and given an ATR. With a significant alcohol problem, Sheila was an extremely difficult character to engage, initially turning up for her appointments under the influence of alcohol. But the offender manager persisted with her, with a mixture of patience, flexibility and firmness. She recognised that social isolation was a key problem for Sheila, since she was new to the area and was largely alone with her young son, while her partner worked long hours away from home. The offender manager therefore elicited the help of the school’s family liaison officer to support and develop Sheila’s community integration. The introduction of a mentor also helped this process.

When Sheila had completed the ATR, the offender manager reframed the sentence planning objectives so as to ensure that Sheila knew that the alcohol service provider could give ongoing assistance with relapse prevention. Although at the time of the inspection Sheila was still drinking, her consumption had reduced significantly and she had not reoffended.

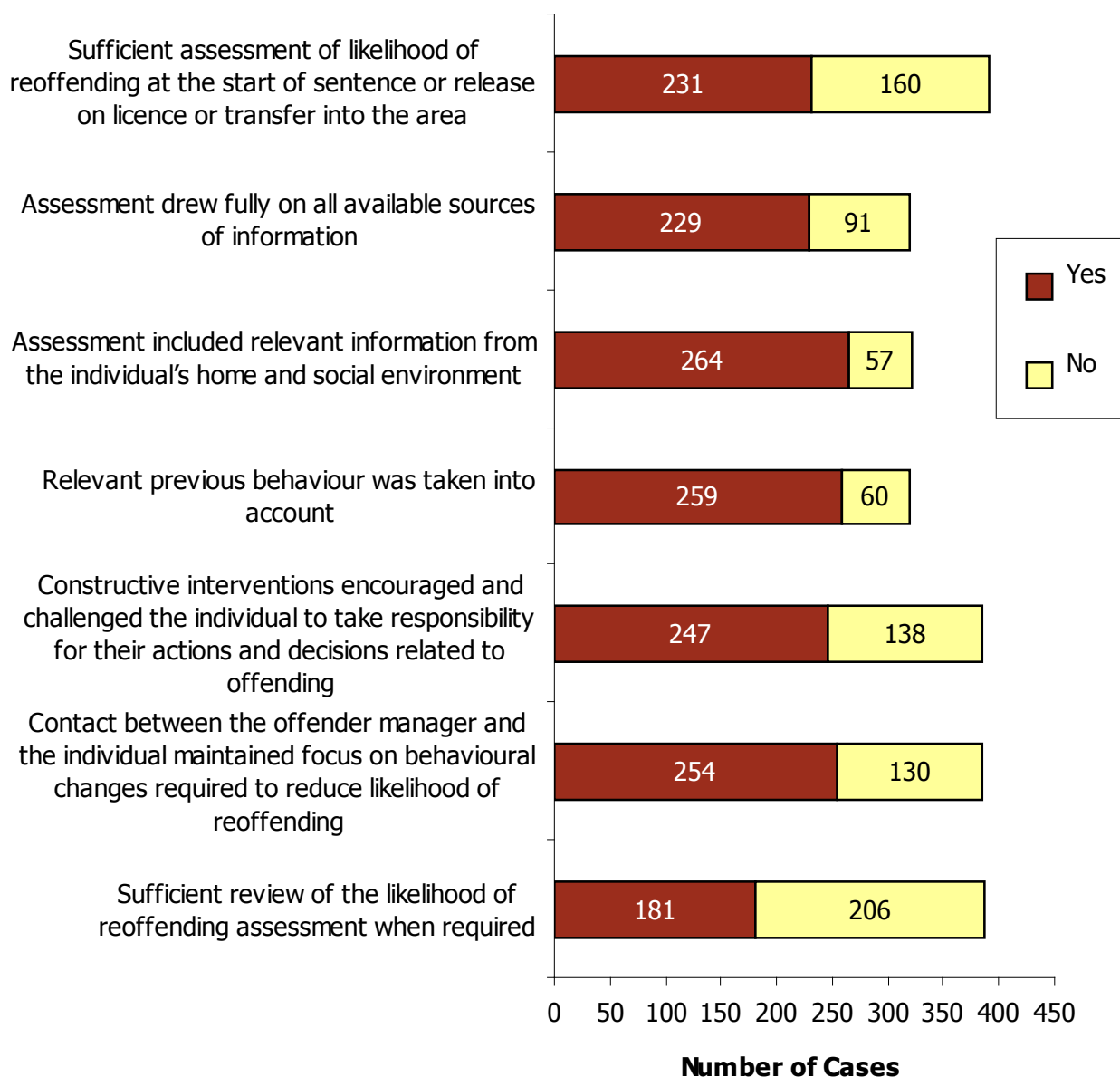
Kent Probation Trust

Recommendations

To ensure that reoffending is reduced through the delivery of appropriate and effective interventions:

- initial assessments of likelihood of reoffending should be completed to a sufficient standard, and used to ensure that work with individuals focuses on relevant offending related factors, including the changes they need to make to their behaviour
- interventions should be delivered in line with the sentence plan.

Reducing Likelihood of Reoffending



Outcome 4: Protecting the public by minimising 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 victims⁴.

Case assessment score

Overall, 64% of work to ensure the protection of the public was done well enough.

What we found in the cases

1. RoSH screening and analysis of risk of harm to others

- 1.1. A RoSH screening should be completed in every case; failing to do this means that a potential risk posed by the individual may be missed. In 71 cases there was no evidence that the screening had been completed at all, and in 83 the screening had been done but not sufficiently well. The main reason screenings were not sufficient was that were either not done on time or they failed to reflect accurately the risk of harm posed by the offender.
- 1.2. In cases where concerns are identified by the screening process, a full analysis of the risk of harm to others is required. An accurate assessment at an early stage of an order or licence enables all those working with an individual to understand what level of risk of harm is present and what factors might increase or lower that risk. Where a full risk of harm analysis was required, it was completed sufficiently well in only 46% of the sample. Some assessments did not make reference to all of the available information, and previous relevant behaviour was not always taken into account. In some cases it was not clear exactly who was likely to be harmed and in what circumstances as there was often insufficient analysis of the offending and other behaviour. In particular, assessments did not always pay sufficient attention to issues relating to the individual's contact with children and young people; this was lacking in 33% of the sample. In 103 cases (27%) a full analysis should have been completed but was not.
- 1.3. Gaps in the quality of practice, particularly those relating to the offender's contact with children or young people, are unacceptable and of serious concern. It should be noted, though, that performance did vary considerably within and across the six Trusts.

RoSH classification

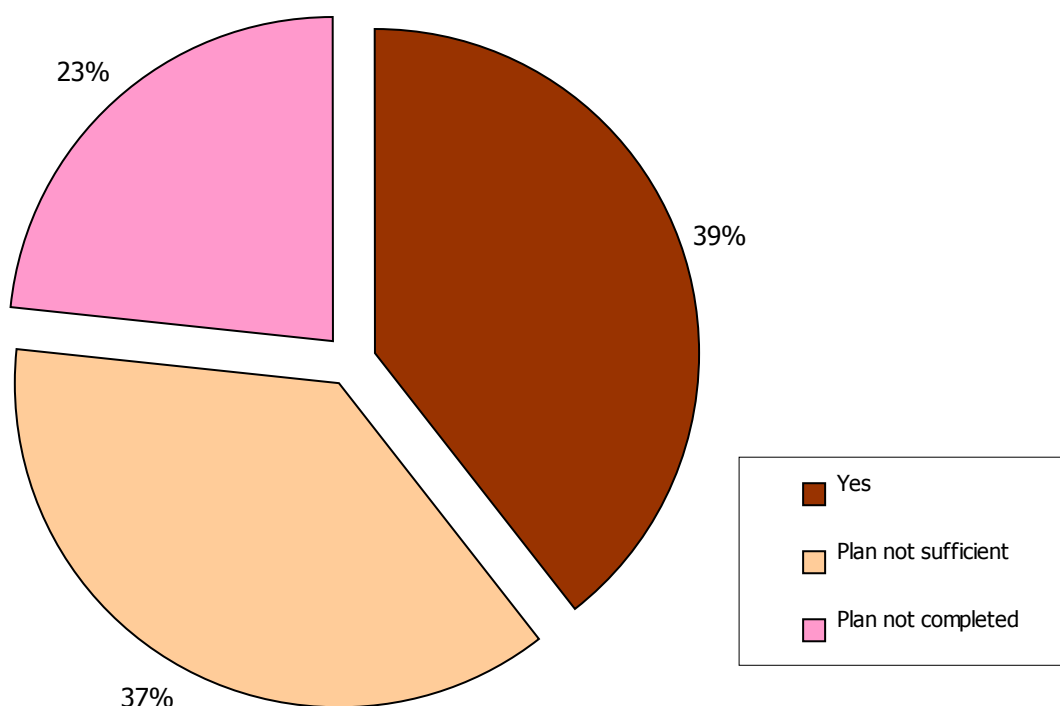
- 1.4. Despite gaps in the analysis, in the vast majority of cases we judged that the RoSH classification was correct, which means that the individual had been accurately assessed as posing a low, medium, high or very high risk of serious harm to others.

⁴ 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.

Planning to manage the risk of harm to others

1.5. Risk management plans are required in cases where the RoSH classification is medium or higher. In our inspection sample there were 317 cases requiring such a plan, but 74 (23%) did not have one. Where the plan had been completed, 118 were of insufficient quality. Actions needed to manage the offender's risk of harm to others were not set out in 54% of plans. It was often unclear about who should do what, and when, or how information would be shared. Further gaps included failing to address the risks to specific victims, and not making clear how the objectives in the sentence plan or other activities would protect actual or potential victims. Plans did not always tackle the factors identified in the risk of harm analysis, and planning for contingencies (such as breakdown in relationships, loss of employment, or increased consumption of alcohol) was lacking in almost half. In 49% of cases there was no evidence that individuals were actively involved in plans and arrangements to manage their own risk of harm to others. Many offender managers saw the OASys risk management plan as a 'form to fill in' rather than a key tool for protecting the public in identifying who was at risk of harm from the individual and exactly how they were going to be protected.

Sufficient initial plan in place to manage risk of harm



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

Use of restrictive interventions

- 2.1. Restrictive requirements (such as a curfew or electronic monitoring) or restraining orders were in place in 170 cases. We judged that their use was appropriate in almost all instances. They were generally proportionate to the risk of harm and likelihood of reoffending, and minimised the risk of harm to actual and potential victims. Where there was a curfew, it was seen as providing a significant punishment in most cases.
- 2.2. Where there were restrictive requirements or conditions in community orders or licences, they were monitored fully in most cases. Forty-two people had been resident in approved premises at some point during their sentence. For all except one, the requirement to reside there and other restrictions on behaviour were used effectively to manage risk of harm to others.

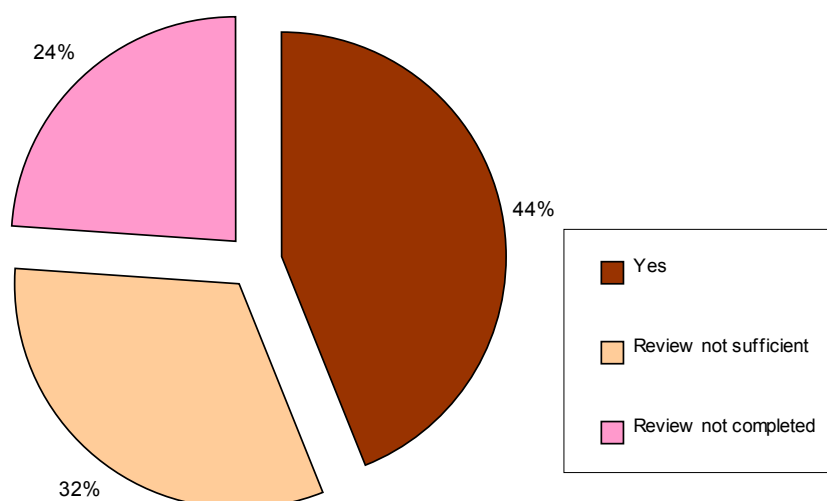
Home visiting

- 2.3. Home visits play a vital role in managing the risk of harm posed by an offender and investigating their relationship with others within their family, in particular potential victims of domestic abuse and any children or young people living at, or visiting the home. Without seeing an offender within their home environment it is almost impossible to assess these relationships.
- 2.4. In cases classified as posing a high or very high risk of serious harm to others, or where there were Child Protection concerns, we expect to see that a purposeful initial home visit had been carried out – that is, one that takes place when the offender and other members of their family, particularly children, are at home and the offender is clear why the offender manager visiting. This was not done in almost 105 of the 221 cases where we thought it should have been. In our view, home visits should have been repeated in 91 cases but were not. This was of concern particularly in those cases where the offender was a perpetrator of domestic abuse or where Child Protection or safeguarding concerns were known.

Reviews of risk of harm to others

- 2.5. Changes to the risk of harm posed to others, including an increase in a person's substance misuse, loss of settled accommodation or the forming of a new relationship, should lead to an appropriate response from the offender manager. In these situations the assessment should be reviewed to reflect the changes. In 32% of relevant cases the review was not sufficient, and in 24% no review had been undertaken. Changes were not always identified swiftly and acted upon appropriately nor were other agencies always informed about any increase in risk of harm to others. This was worrying, as it indicated that practitioners were not always spotting significant changes or tackling them when they occurred.
- 2.6. Risk management plans were not sufficiently well reviewed in 36% of cases and in 27% of cases there was no review at all. The gaps were similar to those identified in the initial risk management plan. Actions set out the plans were carried out as required in under two-thirds of relevant cases.

Sufficient review of the risk of harm assessment



Enforcement

- 2.7. In 88 cases inspected, breach proceedings or recall to custody were used in response to an increase in the risk of harm posed by the individual. We judged that this was appropriate in most cases. It was generally done promptly, with a clear explanation being given to the person concerned.

However, efforts were not always made to re-engage them with their sentence plan following breach action. There were 13 cases where we thought that breach proceedings or recall should have been used but were not, which was of concern.

Multi-agency work

- 2.8. Where an offender presents a risk of harm to others, or where there are concerns about children with whom they have contact, multi-agency work (for example through MAPPA or Child Protection procedures) plays an important role in effective ongoing management of the risks. It is essential, therefore, that agencies share relevant information to ensure that the assessment of risks is informed and accurate.
- 2.9. We were concerned to find that in 46% of relevant cases there was no evidence that all inter-agency checks had been made on the individual or addresses they were connected with. For example, in 96 of 238 cases checks had not been made with police regarding domestic abuse callouts, and in 105 of 270 cases, no checks had been made with children's social care services. We found a mixed picture across the six Trusts inspected. Some had good processes for making checks and sharing information between probation and children's social care services. In others there were no agreed processes or it was left to individual offender managers to decide if they needed to contact other agencies. The failure to make initial checks at the start of the sentence and sharing information with Child Protection agencies has the potential of leaving children and young people at risk of harm. More positively, where checks had been made and there was new information, the offender manager took appropriate action in all but five cases.
- 2.10. Of the 104 cases which met the criteria for MAPPA, all but 10 had been correctly identified. In all but two identified cases, the initial level of MAPPA management was appropriate; 66 were managed at Level 1 and 28 at Level 2. (In our inspection sample there were no offenders managed at Level 3, which is the highest level of inter-agency work). For those cases that needed to be managed at Level 2, appropriate and timely referrals had been made in all but six cases.
- 2.11. MAPPA operated effectively, overall, in 24 of the 28 cases managed at Level 2. In the great majority of cases, all relevant staff working with the individual contributed effectively to MAPPA. Decisions taken within MAPPA were, in the main, recorded clearly and acted upon, but there was less evidence of decisions being reviewed appropriately, perhaps because they were not always incorporated into planning documents such as risk management plans. In most cases it was clear that actions had been communicated to all those who needed to know; this still left four cases where communication needed to improve.
- 2.12. In 58 cases, a record was made on the Violent and Sexual Offenders Register (ViSOR); in 42 cases we felt that ViSOR had been used effectively to support the management of the case.
- 2.13. For cases managed through MAPPA at Levels 2 and 3, we expect to see that plans are in place to minimise the risk of harm presented by the individual in the longer-term, when no longer subject to MAPPA management⁵. We found evidence of this in all but three relevant cases.
- 2.14. The findings from serious case reviews have frequently stressed the need for all agencies working with abused children and young people and those who abuse children/young people, to work together and share information. Sharing information involves talking to other professionals – social workers, police, health visitors, family doctors etc. It also involves all professionals attending Child Protection conferences, and other meetings to protect children and young people. We inspected 96 cases where children or young people known to the offender were the subject of multi-agency Child Protection procedures. We judged that these procedures were used effectively in just over half (53%) of relevant cases. Decisions taken at multi-agency Child Protection meetings were

⁵ This was a recommendation in the joint Criminal Justice Thematic inspection *Putting the pieces together – an inspection of Multi-Agency Public Protection Arrangement*, November 2011.

not always clearly recorded on case files; or communicated, followed through and acted upon; or reviewed appropriately. Of particular concern was that offender managers or other representatives did not always attend Child Protection conferences or core group meetings, or contribute to or prepare reports for those meetings. Previous serious incident reports and enquires into the deaths of children or young people, have cited the failure of agencies to share information and effectively use Child Protection procedures. These findings are therefore of serious concern.

Management oversight

2.15. Where cases are assessed as posing a high or very high risk of serious harm to others, or where there are Child Protection concerns, there should be active and effective management involvement in the case. We found limited evidence of sufficient oversight in the overall sample. Ninety-four cases (46%) contained no evidence of management oversight and forty-five (22%) showed some evidence, but it had not been effective – this included cases where the manager had countersigned a plan or assessment that contained clear gaps in quality. It was often difficult to see from case records that managers were providing sufficient scrutiny or support in some of the most difficult and demanding cases. Management oversight is essential to ensure that sufficient resources are being used effectively to protect the public.

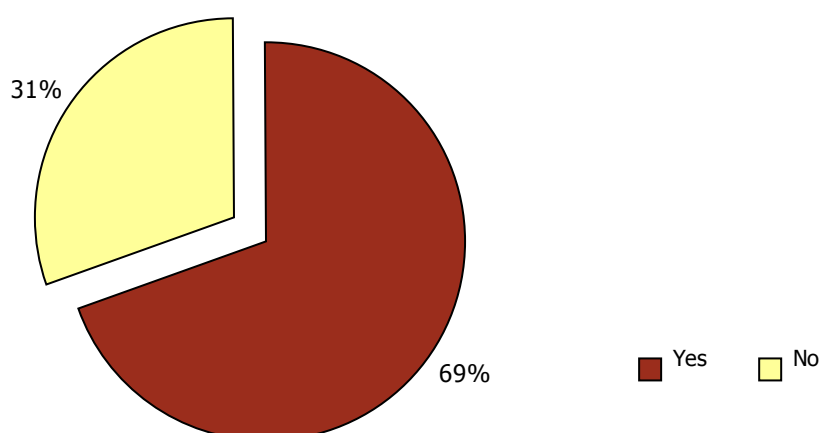
Community Payback

2.16. In the six inspections we saw a number of cases where the only requirement of the community order or suspended sentence order was for unpaid work. In some of these cases domestic abuse issues were apparent. As there was no supervision requirement, some offender managers were unclear about what was expected of them and did not liaise with other agencies regarding domestic abuse issues and potential risks to children and young people.

3. Achievement of initial outcomes – minimising the risk of harm to others

- 3.1. We judged that all reasonable action had been taken to keep an individual's risk of harm to others to a minimum in just over two-thirds of cases. This left a significant number of cases where action had not been sufficient.
- 3.2. The quality of work to ensure the protection of the public varied across the six Trusts and some needed to give increased attention to this important area of work.

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



Practice illustration-Swift action to protect children and young people

The offender manager became aware that Max had moved back in with his ex-partner (the victim of his offence) and their child, in breach of a restraining order. The offender manager contacted the police regarding the breach of the restraining order, and Children's Services in relation to the safety of the children. This meant that when the victim made a complaint, following a further assault, Children's Services were able to become involved immediately and provided support. The offender manager took breach action resulting in the original community order being revoked and replaced with a suspended sentence.

York & North Yorkshire Probation Trust

Practice illustration-effective risk management via MAPPA

Brian was a convicted sex offender, recently released on licence and due to attend the sex offender treatment programme in the community. Due to his level of risk of harm, his case was being managed at MAPPA Level 2, with the approved premises initially being used as a means of controlling his risk. When it was identified that a niece of Brian's fell into the age range of his previous victims, the Trust and other agencies involved took prompt action to ensure that the niece was sufficiently protected through careful monitoring of the strict licence conditions. Throughout the case, the VLO maintained regular contact with the offender manager and, through this means, contributed to the management of his risk of harm.

Kent Probation Trust

Practice illustration-Taking action to minimise risk of harm to the public

Martin was sentenced to custody for historical sexual offences. Despite insufficiencies in pre-release work and assessment and planning, the offender manager acted quickly to ensure that effective risk management actions were taken, which included referrals to MAPPA and approved premises. Also the offender manager contacted Children's Services and the VLO. These actions ensured that Martin was well managed upon his eventual release, with coordinated work delivered by Jigsaw (a unit of police and probation staff who manage sex offenders) and approved premises staff. Martin made good progress during his licence. He successfully completed a Community Sex Offender Group work Programme, which commenced just one week after his release. There was good communication between approved premises staff and the offender manager. A suitable move-on address was found prior to the completion of Martin's licence, with effective shared working between London and another Probation Trust regarding the transfer of Martin's case.

London Probation Trust

Recommendations

To minimise the risk of harm to the public:

- a thorough assessment of risk of harm to others should be carried out in all cases; where necessary, this assessment should underpin planning to manage risk of harm to others, with assessments, plans and work aimed at protecting the public being reviewed appropriately
- plans to manage the risk of harm to others should be timely, anticipate possible changes in risk of harm factors, and include contingencies to address such changes. They should be reviewed appropriately, particularly in response to significant changes. Service users should be actively involve in all plans and arrangements to manage their own risk of harm

- checks should be made as a matter of routine with children's social care services and other relevant agencies to ensure that work with all individuals commences and progresses in the light of any Child Protection and safeguarding concerns
- where relevant, plans of work should contain objectives designed to protect children and young people and meet obligations from multi-agency risk management procedures
- managers should provide effective oversight in all cases where the individual poses a high or very high risk of serious harm to others and/or where there are Child Protection concerns.

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, 68% of work to deliver effective services for victims was done well enough.

What we found in the cases

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

- 1.1. To ensure an assessment of threat to victims or potential victims is sufficient, information needs to be sought from other agencies. In 46% of relevant cases (127), this was not done. Information from children's social care services was not always sought at the start of a new order or licence, so it was not always clear whether there were children or young people living in the same household as the offender, or if any children/young people there were already known to children's social care services. Given this, it was unsurprising that in 38% of the overall sample, we judged that the safety of children and young people had not been promoted.
- 1.2. In 123 of 190 relevant cases (65%) risk management plans did not sufficiently address the risk of harm posed to specific victims. Half of all relevant plans failed to describe how the objectives in the sentence plan or other activities would protect actual or potential victims.

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 current and potential victims. This was done sufficiently well in only 64% of relevant cases in the overall sample. This left 96 cases where more attention was needed. Offender managers did not always give enough thought to any continuing risk of harm posed by the individual, or take into account the likely impact of the offender's behaviour on the victim.

3. Achievement of initial outcomes – minimising risk of harm to victims

- 3.1. In a third of relevant cases (85 out of 246) we judged that risk of harm to actual or potential identifiable victims had not been managed effectively. In particular, the safety of children and young people had not been promoted in 92 cases (38%) where this was needed. As noted elsewhere in this report, risks to children and young people had not always been identified in cases where there was domestic abuse.

4. Victim contact work

- 4.1. Probation Trusts have responsibility for running victim contact schemes. These provide victims of some crimes with information about key points in an offender's custodial sentence, and give the victims a chance to say what conditions they think should be included for their safety in the offender's licence once that person is released.

4.2. There were 70 licence cases in our overall sample where victim contact work was required. In all but 12 we found evidence that an offer of a face-to-face meeting with the victim contact worker had been made within eight weeks of the offender being sentenced to custody. Thirty-six victims took up the offer of contact and the overall quality of work undertaken was seen as sufficient in all bar three cases.

Practice illustration-attention to the victim’s welfare

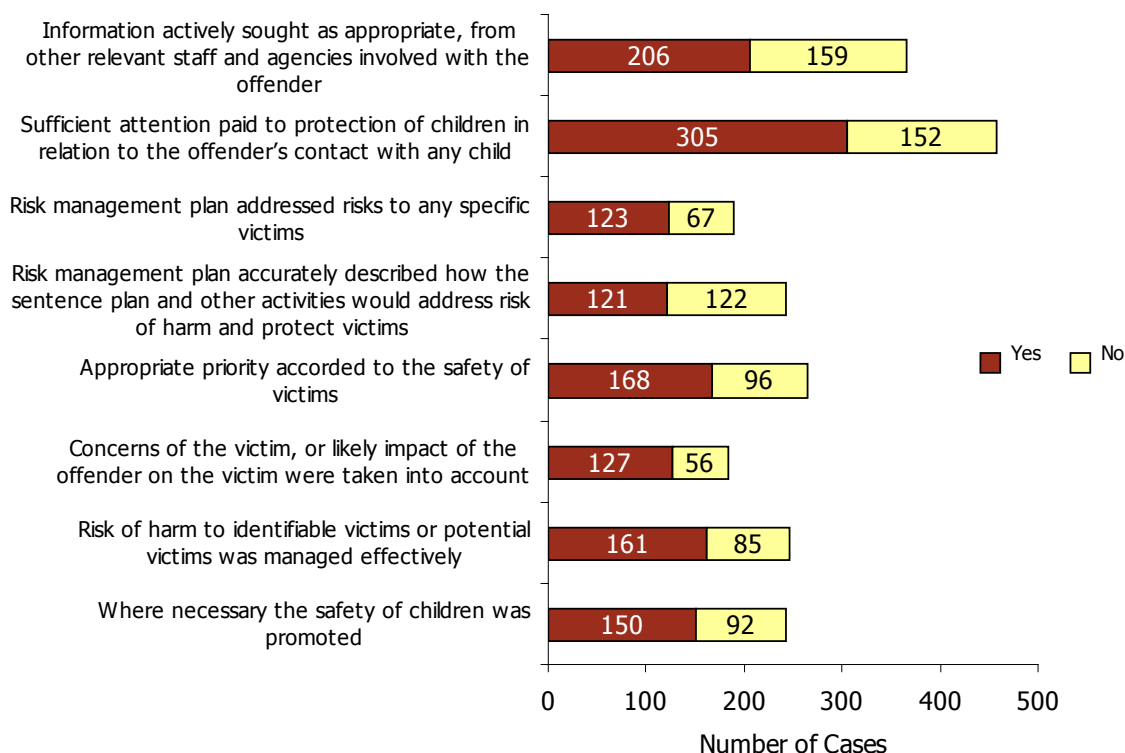
There were concerns that Paul, who had served a prison sentence for breaching a restraining order, would seek to harass his victim immediately upon his release. When he failed to report to probation on the day of release, as directed in his licence, the offender manager took prompt action, including telephoning his family members to check on his whereabouts and checking on the precise time of his release from prison. Once she had confirmed that he had been released too late to comply with his appointment time, the offender manager briefed both her SPO and the VLO. Paul reported later that day, after which the offender manager again liaised with the VLO so that they could update the victim.

Kent Probation Trust

4.3. All but one victim were informed of relevant conditions of release, such as the offender being excluded from certain areas or prohibited from contact with them. Where appropriate, all but four were kept informed about relevant events during the offender’s sentence, such as a move to a different category of prison.

4.4. As detailed in the earlier section on stakeholder and service user views, victims who responded to our survey in each Probation Trust were positive overall about the service they had received.

Effective Work for Victims



Leadership and Strategic Management

Leadership and strategic management

How Probation Trusts support the delivery of work with offenders – views from offender managers

We interviewed 286 offender managers over the six inspections (as part of the inspection of the 457 cases in the overall sample) to gain their views about their experience of working for their Probation Trust.

Workload management

Just over two-thirds of offender managers thought that workloads were actively monitored; the remainder believed they were not or said they were unsure. Only 42% thought that workloads were managed in a fair and transparent way. These figures did vary quite considerably from Trust to Trust and the issue for many offender managers was about transparency – not being able to see how work was allocated.

Overall 71% thought that planned absences, such as leave or long-term sick leave, was managed in an effective way to minimise disruption to offender management. However, only just over half offender managers believed that unplanned absences (short notice sickness or other unforeseen absences) were effectively handled to ensure offenders were seen as planned.

Management oversight and support

Almost all offender managers were very positive about the skills of their line managers, saying they had the ability to assess the quality of their work, assist development and support them. Most also thought their manager actively helped them to improve the quality of their work. However, a third of practitioners said that routine countersigning of their work and management oversight was not an active process.

Almost three-quarters (71%) of those interviewed reported receiving regular professional supervision (formal meetings with line-managers), at least every six weeks. Case discussion featured strongly in supervision, as well as feedback about performance, training and development issues and discussion of personal well-being. Under half reported that their practice had been observed by their manager or another person who had given feedback. Of these the majority felt that this and other management support had improved their practice.

Of the 286 offender managers interviewed 147 told us they had particular diversity needs. Just over three-quarters thought that these had been reasonably addressed by the organisation. This did however leave a significant minority (34 of 147) who had concerns about the extent to which they were appropriately supported.

Learning and development opportunities

Offender managers who were POs all held a relevant professional qualification. Forty-five probation service officers held no relevant professional qualification but all but six were working towards a qualification at degree or diploma level. The majority of offender managers thought that arrangements for ongoing training and development were sufficient to equip them to do their current job, but were slightly less positive about the extent to which their future development needs were met.

Many offender managers felt they had received sufficient training around diversity factors, but some reported less confidence in making initial assessments around mental health issues (57) and learning needs (43). A significant minority felt similarly about issues of culture and ethnicity, and issues relating to young offenders (41).

The majority (79%) of offender managers interviewed told us they had received protecting children training within the last two years. However that left 58 who had not. The majority also felt confident that they could identify and work with Child Protection and safeguarding issues. This was somewhat surprising given our findings that concerns about protecting children had not always been recognised or addressed in the cases we inspected, and suggests that front-line staff were either overly confident or simply didn't realise what actions they should have been taking to protect children and young people.

A third of practitioners interviewed told us they had not had an opportunity to discuss and learn from the findings of the Munro review⁶. Slightly more were confident that they had an opportunity to disseminate the findings from Serious Further Offence or case reviews.

Overall, the great majority of offender managers (85%) thought their Trust promoted a culture of learning and development.

6 *The Munro Review of Child Protection: Final Report*, Department for Education 2011

Appendices

Appendix 1

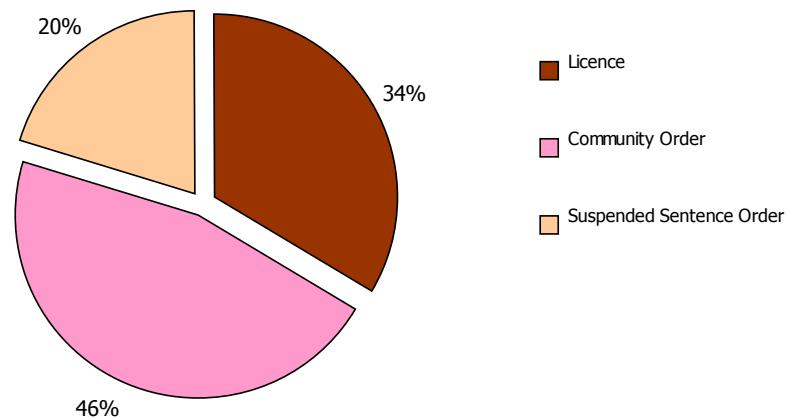
Contextual information about the inspected case sample

Between October 2013 and March 2014, we inspected the work of Probation Trusts with those who had committed a wide range of offences but with a focus on work to protect children. The sample was drawn from cases managed by six Trusts.

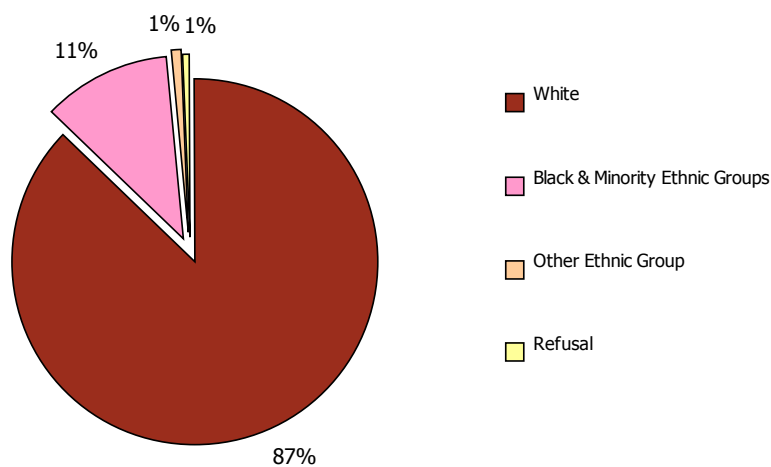
In the first fieldwork week of each of the six inspections we looked at a representative sample of between 50 and 90 individual cases (depending on the size of the area), which had been supervised for around nine months. These were community orders, suspended sentence orders and post-custody licences.

Over the six inspections, we examined a total of 457 cases. In 186, cases the index offence involved domestic abuse, or the individual offender had previously been a perpetrator of domestic abuse. In 195 cases there were Child Protection concerns.

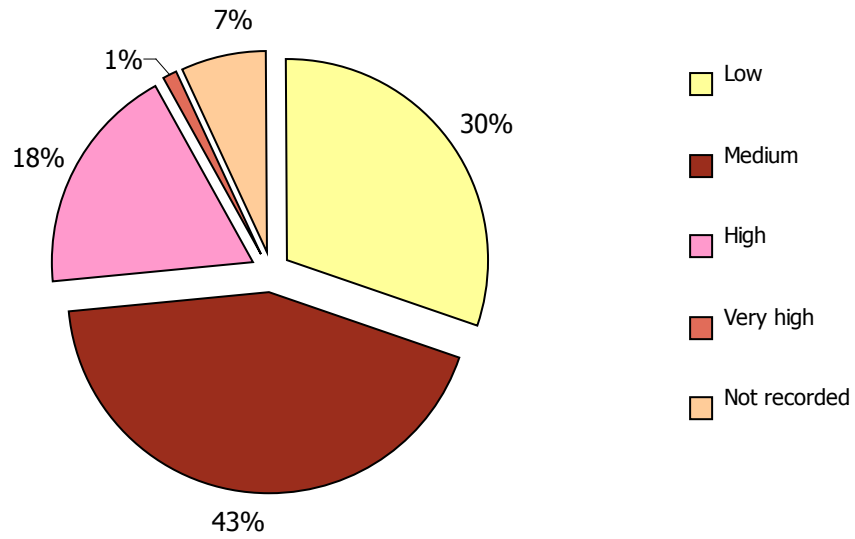
Type of Case



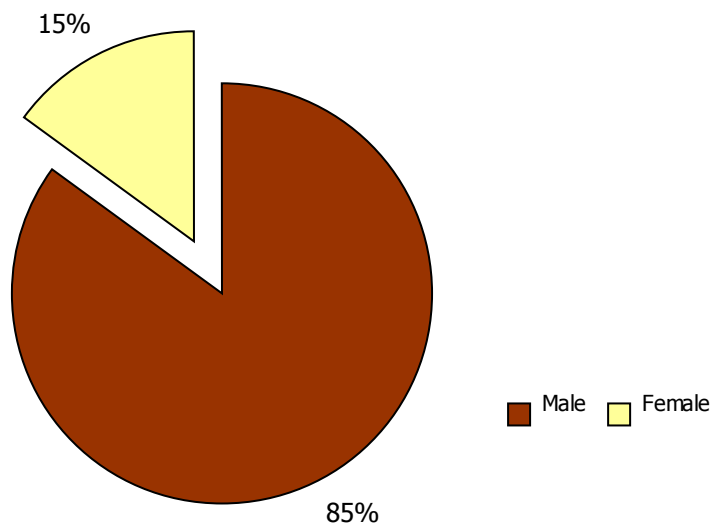
Race and Ethnicity



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



Gender



Appendix 2

Acknowledgements

We would like to thank all the staff from the six Probation Trusts (Durham Tees Valley, Kent, London, Norfolk & Suffolk, Wales and York & North Yorkshire) members of their management teams 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 (aggregate report) Les Smith, *HMI Probation*

Mark Boother, *HMI Probation - Durham Tees Valley*

Vivienne Clarke, *HMI Probation - Norfolk & Suffolk*

Helen Davies, *HMI Probation - Wales*

Helen Rinaldi, *HMI Probation - Kent*

Nigel Scarff, *HMI Probation - London*

Les Smith, *HMI Probation - York & North Yorkshire*

HMI Probation Support Services

Pippa Bennett, *Support Services Manager (Information and Operations)*

Oliver Kenton, *Assistant Research Officer*

Lynne Osborn, *Support Services Officer (Information and Operations)*

Alex Pentecost, *Support Services Manager (Communications)*

Assistant Chief Inspector

Sally Lester, *HMI Probation*

Appendix 3

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 focused 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 programme 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.

In this, the second six inspections, we have inspected a wide range of cases but particularly focused on the quality of work done to protect children. This included statutory Child Protection cases and those where child were potentially at risk of physical and emotional due to domestic abuse within their family.

The case sample comprised offenders who were subject to a community order (including suspended sentence order) or post-custody licence.

Methodology

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

Although our main focus was the quality of practice, we also commented on leadership and management in our reports where this provided an explanation or context for the findings about practice. Prior to or during this first week, we received copies of relevant local documents that informed our understanding of the organisation's structure and priorities. Inspection teams followed up lines of enquiry triggered by case inspections; this could involve meeting local managers, talking with practitioners or administration staff, or general observation of office practice.

In the first four⁷ of the six inspections, we held formal meetings with managers, sentencers, service providers and statutory local Child Protection and safeguarding services, two weeks after the case inspection. Preliminary analysis of the data from the case inspections allowed us to explore, in greater detail, the themes that were emerging. We also considered specific local characteristics and needs; the ways in which gaps in provision were identified and filled; and work that had been done to improve the quality of service delivery. In particular, issues relating to leadership, management and partnership were explored to help us understand their contribution, or otherwise, to the quality of the work delivered.

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

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

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

⁷ In the final two inspections Durham Tees Valley and Wales, due to developments in *Transforming Rehabilitation*, the inspection took place over one week and focused on the cases. We did not hold follow up meetings with managers.

- 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.

Publication arrangements

In respect of the individual inspections, draft reports were sent to the relevant Probation Trust for a factual accuracy check three weeks after each inspection, with publication approximately six weeks later. In addition the published copy went to the relevant Ministers, other inspectorates, the Ministry of Justice Policy Group, NOMS, and Police and Crime Commissioners. Copies were made available to the press and placed on our website. Where inspections are undertaken in Wales the reports are published in both Welsh and English, but no such inspections were carried out in the first six months of this inspection programme.

For this aggregate report, the draft was sent to NOMS for comment. Publication arrangements were as above.

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/hmiprobation/about-our-inspections/adult-inspection-programmes/inspection-of-adult-offending-work/#.U-iky1aFGI4>

Appendix 5

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>ATR</i>	Alcohol treatment requirement
<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>CPN</i>	Community psychiatric nurse
<i>Desistance</i>	The process by which people stop offending and build a new, crime-free identity
<i>DRR</i>	Drug rehabilitation requirement
<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>ETE</i>	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
<i>HMI Probation</i>	HM Inspectorate of Probation
<i>Interventions; constructive and restrictive interventions</i>	<p>Work with an individual that is designed to change their offending behaviour and/or to support public protection.</p> <p>A constructive intervention is where the primary purpose is to reduce Likelihood of Reoffending.</p> <p>A restrictive 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 restrictive intervention (to minimise their Risk of Harm) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case.</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>LoR</i>	Likelihood of Reoffending: see also constructive Interventions

<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>NOMS</i>	National Offender Management Service: The single agency responsible for both Prisons and Probation Trusts
<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>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 RoH 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>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>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>RMP</i>	Risk management plan: a plan to minimise the individual's risk of harm
<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>SAR</i>	Specified activity requirement
<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 MAPPA 'Responsible Authority' (police, probation and prison service) are discharged through the SMB. This consists of senior representatives of the agencies involved in MAPPA and lay advisors
<i>SOPO</i>	Sexual Offences Prevention Order
<i>SSO</i>	Suspended sentence order
<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>Transforming Rehabilitation</i>	Under the Government's Transforming Rehabilitation Strategy, Probation Trusts have been replaced by the National Probation Service and 21 Community Rehabilitation Companies. For further details see http://www.justice.gov.uk/transforming-rehabilitation .
<i>TSP</i>	Thinking Skills Programme
<i>ViSOR</i>	Violent and Sexual Offender Register
<i>VLO</i>	Victim liaison officer: responsible for delivering services to victims in accordance with the Trust's statutory responsibilities
<i>WSW</i>	Women's Safety Worker
<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 6

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.justiceinspectorates.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:

HM Chief Inspector of Probation
1st Floor, Manchester Civil Justice Centre
1 Bridge Street West
Manchester
M3 3FX



Arolygiad ar y Cyd Cyfiawnder Troseddol

HM Inspectorate of Probation,
1st Floor Civil Justice Centre
1 Bridge Street West
Manchester
M3 3FX

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