



HM Inspectorate
of Probation

An inspection of probation services in:
Barking, Dagenham and Havering PDU
The Probation Service – London region

HM Inspectorate of Probation, November 2022



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Acknowledgements

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The role of HM Inspectorate of Probation

HM Inspectorate of Probation is the independent inspector of youth offending and probation services in England and Wales. We report on the effectiveness of probation and youth offending service work with adults and children.

We inspect these services and publish inspection reports. We highlight good and poor practice, and use our data and information to encourage high-quality services. We are independent of government, and speak independently.

Please note that throughout the report the names in the practice examples have been changed to protect the individual's identity.

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Foreword

This was the first Probation Delivery Unit (PDU) inspection of services within Barking, Dagenham and Havering since the unification of the Community Rehabilitation Companies (CRC) and National Probation Services (NPS) in June 2021.

The overall quality of work delivered to manage people on probation was insufficient across three out of four of our standards for casework, but we identified slightly better implementation and delivery practice. Co-location of partnership arrangements was positive and we saw evidence of services commissioned through the use of the Regional Outcomes and Innovation Fund. Further work is required to build on these foundations to ensure the right services are delivered to keep people safe. Overall, we rated the PDU 'Requires improvement'.

The PDU had a strong vision to unite staff and an ambition to improve probation practice. This was supported by visible leaders and experienced staff who understood the challenges faced by unification. We saw some promising activity to engage people on probation and support their desistance, but this was all too often undermined by the lack of analysis of critical factors to keep other people safe, including the safety of victims.

At the time of fieldwork in September 2022, the PDU was experiencing staffing pressures and operating at 64 per cent staffing capacity, with vacancies and absences across probation practitioner grades. Understandably, staff did not feel that their workloads were manageable. Management oversight and robust quality assurance arrangements are necessary to ensure there is an active understanding of the quality of work. When resourcing at the frontline falls below the required level, management oversight is critical. Too often, assessments were either not countersigned or signed without the expected level of scrutiny. The lack of focus on activities to improve the quality of work being undertaken was acknowledged by the PDU leadership team. This was also a regional issue due to inadequate resourcing of regional performance and quality teams, with staff from these teams redeployed to assist and support frontline practice. This requires attention from the national senior leadership team.

While we did hear that PDU leaders and managers are visible and approachable issues relating to diversity were of concern and the leadership team need to address these immediately, to ensure a fully inclusive environment for all staff.

The PDU will be disappointed with the outcome of this inspection. If appropriately resourced and therefore able to fully implement the existing plans for the PDU, I hope that improvements in service delivery will follow.



Justin Russell

Chief Inspector of Probation

Ratings

Barking, Dagenham and Havering PDU

Fieldwork started September 2022

Score **5/24**

Overall rating

Requires improvement



1. Organisational delivery

1.1 Leadership

Requires improvement



1.2 Staff

Requires improvement



1.3 Services

Requires improvement



1.4 Information and facilities

Requires improvement



2. Court work and case supervision

2.2 Assessment

Inadequate



2.3 Planning

Inadequate



2.4 Implementation and delivery

Requires improvement



2.5 Reviewing

Inadequate



Recommendations

As a result of our inspection findings we have made a number of recommendations that we believe, if implemented, will have a positive impact on the quality of probation services.¹

Barking, Dagenham and Havering should:

1. improve the quality of work to assess, plan for, manage and review the risk of harm
2. ensure that domestic abuse and safeguarding checks are completed and utilised to inform assessment, planning and risk management
3. improve the effectiveness of quality assurance and management oversight of all casework
4. ensure that interventions necessary to improve desistance and reduce reoffending and risk of harm are provided in all cases
5. ensure staff responsible for case management oversight have the skills, knowledge and time to undertake the work effectively
6. ensure that Professional Qualification in Probation (PQiP) learners have appropriate caseloads and management oversight to undertake their work effectively
7. ensure the work environment promotes professional boundaries and inclusivity for all staff.

London region should:

8. ensure Barking, Dagenham and Havering PDU has sufficient staffing resources in place
9. ensure effective arrangements are in place with the Metropolitan Police Service to obtain and share risk-related information
10. strengthen multi-agency public protection arrangements (MAPPA) to ensure there is consistency in the arrangements with local police
11. increase quality assurance activity at PDU level.

HM Prison and Probation Service (HMPPS) should:

12. consider incentives to improve recruitment and retention of staff
13. ensure that performance monitoring has a greater emphasis on the effectiveness and quality of service delivery.

¹ Progress against previous inspection recommendations for the relevant CRC or NPS division are included in annexe one.

Background

We conducted fieldwork in Barking, Dagenham and Havering PDU in the week beginning 26 September 2022. We inspected 40 cases where sentences and licences had commenced between 21 February 2022 and 27 February 2022 and 07 March 2022 and 13 March 2022. We also conducted interviews with 23 probation practitioners and held 17 group meetings with probation and partnership staff.

On 26 June 2021, the PDU was formed from the CRC and NPS teams covering the London boroughs of Barking, Dagenham and Havering. The PDU is one of 18 within the London probation region, which has three districts, and is one of six PDUs managed within the North East London district.

The PDU covers two London boroughs, with Barking and Dagenham being metropolitan and Havering suburban. Reoffending rates differ between the two boroughs, with data for October 2019 to September 2020 indicating proven reoffending rates of 24.4 per cent across Barking and Dagenham and 19.7 per cent across Havering².

There was one office for the PDU based in Hornchurch. The PDU has legacy CRC and NPS staff and newly qualified officers distributed across five teams, with an additional PQiP team.

London probation region manages approximately 38,950 people on probation at any one time. At the point the inspection was announced in May 2022, this PDU was responsible for managing 1,287 people on probation, of which 797 were subject to community orders and 490 subject to post-release supervision after custody. Of the total caseload, 36 per cent were from black, Asian and minority ethnic backgrounds, 36 per cent had a declared disability, eight per cent were female.

The Prioritising Probation Framework (PPF) is a mechanism which attributes a red-amber-green (RAG) rating to a PDU based on staffing levels and workloads. Depending on the RAG rating, the PDU is expected to focus resources on agreed priorities at the expense of other business activities. The principles of the PPF were first established by HMPPS in March 2020 as a response to the operational pressures which the Covid-19 pandemic presented. At the time of our inspection, Barking, Dagenham and Havering PDU was operating at a 'green' status, which means all probation practice should be undertaken.

At the point of fieldwork, the PDU was experiencing staffing pressures and operating at 64 per cent staffing capacity, with the balance due to vacancies and absences across practitioner grades. The Probation Service's workload management tool reported average workloads for probation practitioners at 118 per cent of target levels. An application for 'amber' status under the PPF was made just prior to inspection fieldwork. If granted, concessions would be made in respect of business-as-usual activities (for example, increased use of telephone rather than face-to face-reporting, relaxation of reviewing assessments and changes to sequencing of requirements). All applications to move to amber status have to be approved by the Regional Probation Director, which ensures a high level of accountability and oversight.

² Ministry of Justice. (July 2022). Proven reoffending statistics: October 2019 to September 2020.

1. Organisational delivery

1.1. Leadership



The leadership of the PDU enables delivery of a high-quality, personalised and responsive service for all people on probation.

Requires improvement

Strengths:

- The PDU plan sets out the local priorities aligned to the regional strategy. The vision and values underpinning the plan are 'One Team, One PDU', designed to create an inclusive environment, and 'Probation 101', which focuses on getting the basics of practice right first time. These principles were known and understood by staff, with leaders described as visible and approachable. Staff were offered time with the head of service to discuss concerns or issues and we heard examples where practitioners had benefited.
- Performance management structures have been set up across the PDU, including monthly accountability meetings and weekly team 'huddles'. Since these were initiated, performance against key targets had improved.
- Strategic relationships with many key partners were positive, contributions to the violence against women and girl's partnership being strong. Examples of collaborative working across partnerships included the use of the Regional Outcomes and Innovations Fund (ROIF) to commission mentoring services for 18–25-year-olds in Havering.
- Business risks were understood and addressed. Absences with no backfill, the main concern were actively reviewed and concerns escalated.
- Mechanisms for promoting staff engagement were implemented, including a People Board and one-off PDU events.

Areas for improvement:

- Forums to support staff engagement were not fully effective, requiring an increased focus on diversity and inclusion in engagement forums.
- Despite supportive relationships across the PDU, there was some separation of legacy NPS and CRC staff and practitioner and administration teams. Stronger team identities would assist with PDU cohesion, knowledge sharing, managing blended caseloads, and improving understanding of roles.
- Concerningly, staff reported witnessing incidents of discriminatory behaviour and a lack of professional conduct. Some staff did not feel empowered to challenge or have confidence that concerns would be addressed. While some concerns were shared with managers, the full extent of the experiences of some black staff was not understood.
- Quality assurance activity, including countersigning assessments, was insufficient. Managers confirmed this and the Head of PDU was developing a plan to implement new processes.

1.2. Staff



Staff are enabled to deliver a high-quality, personalised and responsive service for all people on probation.

Requires improvement

Strengths:

- Staff were motivated, dedicated and many had been in post for several years. In the cases inspected, there was strong engagement and work to support desistance.
- Staff described strong and supportive relationships with colleagues, supervision with line managers was frequently undertaken (13 of 17 from the staff survey).
- The staffing group was ethnically diverse, reflecting the local population and profile of people on probation. Eighty-four per cent of staff identified as female, 55 per cent identified as black, Asian and minority ethnic, and 19 per cent had a declared disability.
- A performance and learning culture was promoted by senior leaders. Staff were provided protected learning time. The staff survey identified there was a culture of learning and continuous improvement (15 of 17 respondents).

Areas for improvement:

- At the time of fieldwork, the PDU was experiencing staffing pressures and operating at 64 per cent staffing capacity, with vacancies and absences across practitioner grades. The average workload was measured at 118 per cent on the workload measurement tool, with 14 of 17 respondents to the staff survey identifying their workload as "not so" or "not at all" manageable.
- While there are clear routes for complaints and support if staff feel discriminated against, some staff were reluctant to use these and lacked confidence that their concerns would be resolved if raised with managers. The full extent of the issue was not fully understood by managers until raised by inspectors. In response, the diversity and inclusion action plan was appropriately updated, which, if implemented, should address relevant issues.
- The PDU supports 18 PQiP learners. We found evidence of excessive caseloads for some PQiP learners. While data from cases demonstrated their effective engagement and desistance work with people on probation, gaps existed in their risk of harm and reviewing work. In 5 out of 8 cases supervised by PQiP learners, management oversight was absent, insufficient or ineffective. Management oversight was insufficient, ineffective or absent in 55 per cent of all cases inspected.
- The administration team was under-resourced. Confusion regarding the role of the central administration hub led to a lack of understanding of the role of case administrators.

1.3. Services



A comprehensive range of high-quality services is in place, supporting a tailored and responsive service for all people on probation.

Requires improvement

Strengths:

- Referral rates to commissioned rehabilitation services (CRS) providers were positive across each of the pathways. 875 referrals were made between June 2021 and June 2022. Of those, 203 were completed and 372 referrals remained active for ongoing assessment or service delivery was underway, the remaining 300 were either pending assessment or not suitable.
- CRS providers, local services and Integrated Offender Management (IOM) staff were co-located and positively describing close relationships with probation practitioners and proactive leadership to resolve issues.
- A needs analysis of the profile of people on probation was used to identify shared priorities across the community safety partnership, including the use of ROIF to commission mentoring services. Ninety-one per cent of probation practitioners we interviewed reported they had access to an appropriate range of services.
- New unpaid work placements were identified in conjunction with Barking and Dagenham local authority.
- Youth justice services reported an effective transfer process supported by the lead Senior Probation Officer responsible for youth-to-adult transitions.
- In the cases inspected, we found that the delivery of services in 55 per cent of cases supported the desistance of the person on probation.

Areas for improvement:

- Police domestic abuse enquiries were not being completed routinely in 38 per cent of cases inspected. Child safeguarding enquiries were more consistent but were missing in 23 per cent of cases where required.
- Services for women delivered by Minerva under the CRS model were not consistent nor well regarded by practitioners or partners, with concern around how well services were coordinated and delivered. The PDU does not have women-only reporting times, or a women's centre.
- Changes in police personnel has led to some inconsistencies chairing MAPPA meetings. Also seen in screening processes, and the quality of referrals into MAPPA, with only 20 per cent of practitioners receiving sufficient training.
- Of 40 cases inspected, 16 had a disability related to mental health. While we heard positive feedback around the personal wellbeing services within the CRS provision, access to mental health services was poor.

- Unpaid work and accredited programmes were managed at regional level. As of June 2022, the unpaid work caseload for the PDU was 471, with a backlog of 44 per cent of unpaid work requirements outstanding beyond 12 months. The waiting list for accredited programmes was 158 for people on probation convicted of a non-sexual offence.
-

Resettlement work

Strengths:

- We saw evidence that assessments to support desistance were stronger in post-release cases than for community cases, with 86 per cent of assessments using sufficient sources of information on which to base their analysis.
- While there were no prisons within Barking, Dagenham and Havering, we saw sufficient pre-release contact by probation practitioners with prisoners in 12 out of 15 relevant cases, and effective use of video links to maintain contact.

Areas for improvement:

- Barking, Dagenham and Havering did not have a specific resettlement team and all custody and post-release cases were allocated to generic sentence management teams. Dedicated teams, as referred to in the Target Operating Model, would enhance the experience and expertise to supporting those released from custody.
- Services delivered to people subject to post-release sentences focused less on supporting desistance than for individuals subject to community sentences.
- There was insufficient use of appropriate constructive or restrictive interventions in post-release cases to manage the risk of serious harm, including the use of appropriate licence conditions. Where licence conditions were used, they were not sufficiently incorporated into plans to keep others safe.
- The work to manage the safety of others did not consistently include relevant information sharing with children's social care or police domestic abuse enquiries, or appropriate alcohol misuse and mental health services. In half of the post-release cases inspected, the involvement of other agencies to manage and minimise the risk of harm was not sufficiently coordinated.
- There was less focus in post-release cases in comparison to community sentences around reviewing to keep other people safe. Fifty-seven per cent of cases had insufficient input from agencies involved in managing the risk of harm, which often included social care and police information sharing. Key individuals in the person on probation's life were not involved meaningfully in 64 per cent of cases.

1.4. Information and facilities



Timely and relevant information is available and appropriate facilities are in place to support a high-quality, personalised and responsive approach for all people on probation.

Requires improvement

Strengths:

- Policies were stored on the EQuIP/intranet platform, easily accessed by staff.
- The PDU used information from caseload needs analysis to influence and commission services for 18–25-year-old males in Havering.
- The PDU had a single office for people on probation based in Hornchurch. The office has appropriate mobility access, was relatively new, had good facilities and was well maintained.
- People on probation felt safe accessing probation premises and were able to have private conversations with their probation practitioners.
- Staff had mobile phones and laptops, which support remote working. Probation practitioners were expected to work in the office three days per week. This aimed to enhance contact with colleagues and people on probation.
- Service improvement plans were based upon analysis and review of data and performance measures.
- ICT systems provided managers with appropriate management information.
- The PDU had developed 'learning pods' with protected learning time for probation practitioners. Monthly themes were targeted around areas of poor performance for the PDU. There was evidence of strong and frequent communication with all staff meetings, weekly briefings from the head of PDU and information sharing within teams.

Areas for improvement:

- Staff were aware of the challenges of making domestic abuse enquires to the police. There were varying practices across the PDU in relation to the role of the probation practitioner and case administrators in the process.
- Although regional learning from serious further offences (SFOs) is disseminated to PDU staff, it was not clear that learning from SFO reviews and serious case reviews had been delivered in a way that made a difference in the practice of those probation practitioners we met.
- CRS providers found a lack of access to case management systems problematic. Those who previously had access when working with the CRC found information exchange less timely. Many PDU staff found the referral and monitor system caused difficulties with timely information sharing.
- Staff were not clear about changes to administrative processes, with partial implementation of administrative tasks to the service centre, and provision of unclear guidance.

Feedback from people on probation

User Voice, working with HM Inspectorate of Probation, had contact with 77 people on probation as part of this inspection. Response rates with those who identified as black, Asian and minority ethnic groups were under-represented in the User Voice sample, 39 per cent compared with 51 per cent within the overall PDU caseload. Approximately 12 per cent were from women, compared to seven percent in the current caseload.

Strengths:

- The User Voice survey supported the findings from inspected cases of positive engagement, with 63 per cent (42 out of 66) of respondents being happy with the overall support they received from their probation practitioner. One respondent recognised the difficulty in accessing suitable housing and told us:

“they are trying their best to find me housing” and “they helped me get a bank account, accommodation and universal credit.”

- Probation practitioners were accessible to people on probation, with 81 per cent (55 out of 68) being able to contact their probation practitioners when needed. Sixty-six per cent (45 out of 68) of people on probation were offered appointment times that suited their personal circumstances.

Areas for improvement:

- Appointments were a source of some frustration to some respondents, with long waiting times when they arrived at the office. This was indicative of similar views:

“they are always late and not just by 10 minutes. It is sometimes an hour or more. This is crazy because if I was an hour late, I’d be marked as non-compliant.”

- Leaders within the PDU acknowledged an inconsistent approach to appointments for those individuals reporting to the duty worker, prompting a review of arrangements.
- Feedback from people on probation demonstrated that access to services was inconsistent, with only 40 per cent (27 out of 58) of people on probation considering that probation had helped them access the services they needed. When asked whether appointments gave them what they need, one respondent replied:

“nine times out of ten, no. I am still waiting for drugs and alcohol help.”

- Experiences of induction varied from person to person, with negative experiences relating to a rushed or confusing delivery.

Diversity and inclusion

Strengths:

- Diversity was managed at a regional level through the Equality, Diversity, Inclusion & Belonging roadmap for 2023 and supported by the 2021/22 plan. The Bridging the Divide committee met monthly, and involved diversity and inclusion leaders and champions, and each protected characteristic had a senior leader allocated. Two staff represented the PDU and were members of the People Board.
- A caseload needs analysis, in conjunction with data held by the community safety partnership, had informed the commissioning of services to young adults within Havering.
- People on probation were asked about their diversity characteristics at the start of their order in 87 per cent of cases. We saw some effective use of interpreter services, as well as flexibility from practitioners to adapt communication to take into account learning needs.

Areas for improvement:

- While aspiring for inclusivity across the PDU, this was not the experience of some staff, as mentioned previously. The Head of PDU has implemented a thorough action plan to address the concerns identified and was encouraged to ensure relevant forums are created to hear from all staff in order to monitor the impact and effectiveness of any actions taken.
- While the PDU utilised the 'Let's Talk' toolkit to develop staff understanding of diversity and inclusion, there had been limited evaluation of the impact.
- Analysis of the impact of a person on probation's protected characteristics on their ability to engage with services was insufficient in almost half of inspected cases. We saw evidence of some circumstances where appointments clashed with religious activities.
- Access to services for women across the PDU were significantly poorer than in other PDUs, with no women's centre and concerns around delivery of sufficient services to meet specific needs of women on probation by the CRS provider Minerva.
- While the PDU had access to personal wellbeing services under the CRS model and the personality disorder pathway, service provision for people on probation with mental illness was identified as a gap.

2. Court work and case supervision

The pre-sentence information and advice provided to court supports its decision-making.

Not applicable

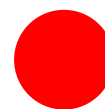
Our rating³ for court work is based on the percentage of cases we inspected being judged satisfactory against the key question:

Key question	Percentage 'Yes'
Is the pre-sentence information and advice provided to court sufficiently analytical and personalised to the individual, supporting the court's decision-making?	Not applicable

This standard was not inspected. There were no courts located within Barking, Dagenham and Havering, and there were no pre-sentence reports prepared within the inspected PDU.

³ The rating for the standard is driven by the score for the key question, which is placed in a rating band. Full data and further information about inspection methodology is available in the data workbook for this inspection [in the data annexe](#).

2.2. Assessment



Assessment is well-informed, analytical and personalised, actively involving the person on probation.

Inadequate

Our rating⁴ for assessment is based on the percentage of cases we inspected being judged satisfactory against three key questions:

Key question	Percentage 'Yes'
Does assessment focus sufficiently on engaging the person on probation?	65%
Does assessment focus sufficiently on the factors linked to offending and desistance?	68%
Does assessment focus sufficiently on keeping other people safe?	43%

Barking, Dagenham and Havering PDU was rated as 'Inadequate' for assessment as the lowest score of the three key questions was 43 per cent. The lowest score relates to whether there was sufficient focus on keeping other people safe.

Strengths:

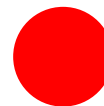
- There was evidence of relationship-based approaches with people on probation. In 70 per cent of assessments, there was sufficient analysis of the ability of people on probation to comply and engage with services.
- We saw evidence of strengths-based assessments of desistance which took into account both the analysis of offending-related factors and identifying the strengths and protective factors of the person on probation.

Areas for improvement:

- Domestic abuse enquiries and child safeguarding information sharing was undertaken in too few cases, with inconsistency in administrative processes. Where information was shared, it was not always analysed sufficiently, with 50 per cent of assessments not considering all relevant factors in keeping people safe, and 45 per cent of assessments not sufficiently analysing risks related to actual or potential victims.
- Despite a large majority of people on probation being asked about their diversity characteristics at the start of supervision, only 53 per cent of assessments analysed the impact of these on their ability to comply and engage with services.

⁴ The rating for the standard is driven by the score for the key question, which is placed in a rating band. Full data and further information about inspection methodology is available in the data workbook for this inspection [in the data annexe](#).

2.3. Planning



Planning is well-informed, holistic and personalised, actively involving the person on probation.

Inadequate

Our rating⁵ for planning is based on the percentage of cases we inspected being judged satisfactory against three key questions:

Key question	Percentage 'Yes'
Does planning focus sufficiently on engaging the person on probation?	60%
Does planning focus sufficiently on reducing reoffending and supporting desistance?	73%
Does planning focus sufficiently on keeping other people safe?	43%

Barking, Dagenham and Havering PDU is rated as 'Inadequate' for planning as the lowest score out of the three key questions was 43 per cent. This lowest score relates to whether there was sufficient focus on keeping other people safe.

Strengths:

- In the majority of cases, planning sufficiently addressed and prioritised offending-related factors. Plans included appropriate levels of contact with the person on probation and identification of relevant CRS services. This was more effective where providers were located within the probation office.
- Planning included the person on probation's level of motivation and readiness to change, recognising potential barriers to engagement and compliance.

Areas for improvement:

- Deficits within assessments to keep others safe impacted upon the quality of risk management plans, with 53 per cent of cases not sufficiently addressing and prioritising those risk of harm factors most critical.
- Outside of IOM and MAPPA, collaboration with key agencies in respect of planning to keep others safe was absent, meaning plans were not sufficiently robust.
- Contingency planning was insufficient in 50 per cent of cases, which meant that if there were concerns about the risk posed, it was not clear what action should be taken to keep others safe.

⁵ The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. Full data and further information about inspection methodology is available in the data workbook for this inspection [in the data annexe](#).

2.4. Implementation and delivery



High-quality well-focused, personalised and coordinated services are delivered, engaging the person on probation.

Requires improvement

Our rating⁶ for implementation and delivery is based on the percentage of cases we inspected being judged satisfactory against three key questions:

Key question	Percentage 'Yes'
Is the sentence or post-custody period implemented effectively with a focus on engaging the person on probation?	75%
Does the implementation and delivery of services effectively support desistance?	55%
Does the implementation and delivery of services effectively support the safety of other people?	48%

Barking, Dagenham and Havering PDU is rated as 'Requires improvement' for implementation and delivery. Professional discretion could be applied as the lowest score was within five percentage points of the rating boundary of 50 per cent and we found sufficient evidence to justify a higher rating.

Strengths:

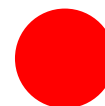
- We saw flexibility to engage people on probation according to personal circumstances in respect of appointment times and use of services. Of the individuals surveyed, 42 out of 66 were happy with the support received.
- Sufficient focus was given to maintaining effective relationships and diversity needs, ensuring that service delivery was personalised.
- Services to support desistance were delivered sufficiently in 60 per cent of cases. Where people on probation had accommodation needs, sufficient services were delivered to meet those needs.

Areas for improvement:

- Insufficient services were delivered to address substance misuse in the cases inspected. Where there was a mandatory treatment requirement, effective communication or information sharing was not always evident.
- Insufficient attention was given to protecting actual and potential victims. Home visits were not completed often enough. In light of regional challenges in obtaining police domestic abuse information, this would have provided opportunities to identify and manage the safety of others.

⁶ The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. Full data and further information about inspection methodology is available in the data workbook for this inspection [in the data annexe](#).

2.5. Reviewing



Reviewing of progress is well-informed, analytical and personalised, actively involving the person on probation. **Inadequate**

Our rating⁷ for reviewing is based on the percentage of cases we inspected being judged satisfactory against three key questions:

Key question	Percentage 'Yes'
Does reviewing focus sufficiently on supporting the compliance and engagement of the person on probation?	53%
Does reviewing focus sufficiently on supporting desistance?	43%
Does reviewing focus sufficiently on keeping other people safe?	38%

Barking, Dagenham and Havering PDU is rated as 'Inadequate' for reviewing as the lowest score of the three questions is 38 per cent. The lowest score relates to whether there was sufficient focus on keeping people safe.

Areas for improvement:

- There was not enough emphasis placed on reviewing activity, with staff and leaders raising recent increases in caseloads as a barrier. People on probation were meaningfully engaged in reviewing their compliance in just half of cases. Only six out of 27 relevant individuals were included in reviewing the risk of harm they posed.
- The progress of people on probation was not tracked sufficiently and effectiveness of interventions was not fully understood by the PDU. Reviewing did not identify and address changes in factors linked to offending behaviour, with necessary adjustments being made to the plan in 15 out of 33 cases.
- There was insufficient information sharing with key agencies when reviewing the risk of the person on probation, with gaps in information from mental health services, police and children's social care.
- Management oversight was not effective to support the reviewing of engagement, desistance and work to keep other people safe. Of particular concern was the reviewing of the work undertaken by PQiPs in relation to understanding how changes need to be incorporated into their work.

⁷ The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table.

2.6. Outcomes

Early outcomes are positive, demonstrating reasonable progress for the person on probation.

We do not currently rate the Outcomes standard, but provide this data for information and benchmarking purposes only.

Outcomes	Percentage 'Yes'
Do early outcomes demonstrate that reasonable progress has been made, in line with the personalised needs of the person on probation?	26%

Strengths:

- Compliance was positive in two-thirds of cases inspected, which was evidenced through positive engagement work across inspected cases. This was reflected in 25 of 38 cases not requiring any breach or recall action.
- In the majority of cases inspected, 29 out of 40 cases, there were no further charges or convictions.

Areas for improvement:

- Overall, there was only a limited demonstration of improvements in the factors most closely linked to offending, with improved outcomes only being seen in 10 out of 39 cases. Outcomes were limited where family and relationships, lifestyle and alcohol misuse were identified as related to offending.
- We saw evidence that accommodation was a particular challenge within Barking, Dagenham and Havering. While there were some positive relationships developed with the Single Homeless Project and St Mungo's, we saw limited progress of outcomes in respect of accommodation. Of 11 cases where accommodation was a factor related to their offending, we saw progress in only four cases.
- Despite hearing positive partnership arrangements in place at a strategic and operational level, this had not translated into positive outcomes for people on probation in Barking, Dagenham and Havering.
- The PDU delivery plan and presence of several services within the probation office had not effectively translated the vision and strategy into frontline practice.

Annexe one – Web links

Full data from this inspection and further information about the methodology used to conduct this inspection are available [on our website](#).

A glossary of terms used in this report is available on our website using the following link:

[Glossary \(justiceinspectorates.gov.uk\)](https://justiceinspectorates.gov.uk)