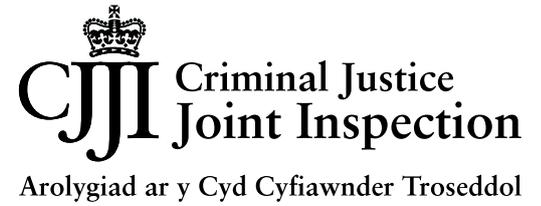
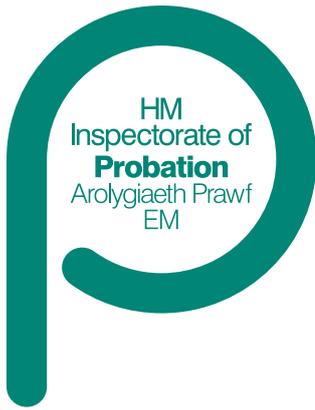


# HM Inspectorate of Probation Annual Report 2013–14

Independent inspection of  
adult & youth offending work



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## FOREWORD

### HM Inspectorate of Probation Annual Report 2013-2014



#### **Achieving an effective balance under Transforming Rehabilitation - Appropriate oversight vs space to innovate**

Ultimately the value that probation and youth offending services provides to the public must be rooted in reducing reoffending. The most effective way to protect the public is to prevent offending. It is quite rightly the outcome demanded of probation and youth justice services by the public, and is the outcome that all probation and youth justice professionals want to achieve. As committed professionals it is what drives them day in, day out. But most of all it is what victims expect and deserve and it is therefore what we should focus our attention on achieving.

The *Transforming Rehabilitation* changes in the probation world are clearly ambitious. They seek to reduce the rate of reoffending through a significant and fundamental transformation of delivery arrangements, on a scale, and at a pace, not previously attempted. Like all significant change *Transforming Rehabilitation* brings with it uncertainty, genuinely held concerns and lively debate. For many staff it feels difficult and challenging. Some do not agree with the methodology and some are opposed on ideological grounds. Others, me included, recognise the risks that come with significant change, but also recognise the opportunity to innovate, to think afresh, and to make a significant impact on reoffending outcomes.

To realise that ambition everyone involved will need to play their part. The role played by providers in the National Probation Service, in Community Rehabilitation Companies and in prisons will be pivotal. As an independent inspectorate we want to be assured that providers deliver a seamless, joined up provision from the individual users' perspective. Providers of probation services will need to take this opportunity to look at how they work, and plan how they connect with colleagues working with the same individuals across the system. From the users' perspective how will it feel, will it make sense and make a difference? Will it be effective?

For example, will NPS and CRC staff be sufficiently focused on improving reoffending outcomes? Will they be appropriately focused on developing their application of desistance related work? Will they be too focused on providing the interventions they have become accustomed to? Will the system as a whole continue to require individuals to fit into a rigid and inflexible criminal justice system, missing opportunities to flex and to meet individual needs? I think the answer to that last question has in the past all too often been yes, and for the avoidance of doubt, if you don't believe me then ask offenders what they think. We clearly don't do enough of that either.

Equally, if offender management in custody is to be effective there is an urgent need for a change in working arrangements and staff culture in prisons to facilitate the work needed with individuals during the custodial part of their sentence. Every member of staff in every prison should be working towards reducing the risk of reoffending from the moment a custodial sentence starts. So how will this work? Are prison governors as engaged as probation leaders and others in the *Transforming Rehabilitation* changes? Do they, and their staff, understand what needs to happen if they are to play their part? Is the challenge of joining up services to deliver effectively through the gate provision really understood?

The public has a legitimate expectation that the criminal justice system impacts positively on levels of reoffending. The changes that are currently taking place are designed to achieve that outcome. But I have a lingering concern that, if not addressed, could get in the way. My concern is that we have still not managed to find a solution to a significant and intractable barrier - the 'system' itself. Frustratingly we continue to have an overwhelming and deeply embedded preference on insisting that the individual fits with the 'system', rather than finding a way to design a 'system' that is able to flex to meet the needs of the individual. This remains a challenge across public services, and is certainly a continuing challenge for the criminal justice system.

The system is of course by definition large and complex, but that fact should not get in the way of being brave enough to stand back from the way work is currently delivered and find a way to work differently, to learn from what is delivered, and to use the evidence of success to develop service offers and improve effectiveness. Finding a way to break free from the constraints of the 'system' and its application to individuals has been amongst the systems biggest challenges for many years, and it will remain a significant challenge in the *Transforming Rehabilitation* world.

The reason this is important right now is that as part of *Transforming Rehabilitation* suppliers of services will need space to innovate, to flex, and to make services responsive to individual needs. I am concerned that suppliers may not focus sufficiently on their core task to reduce reoffending if oversight from the centre is not appropriately balanced. My immediate concern is that there may well be a desire to over control. If that is allowed to happen it may well lead to unnecessary and expensive bureaucratic processes that risk overwhelming suppliers, will stifle innovation and effectiveness and will certainly waste valuable resources. In redesigning the system finding the right balance between contract compliance and performance management on one hand, and the freedom and space to innovate on the other will be critical.

The government, through *Transforming Rehabilitation*, is keen for providers to innovate and make services responsive to individual need. As an inspectorate, we will see via our inspections whether this is happening and the consequent impact on reoffending. If the balance is right, the prize of an increasingly effective network of probation services, in courts, prisons and our communities, successfully reducing reoffending and protecting victims is more likely to be realised.

## HMI Probation – Inspection in the next 12 months

We are at a crossroads, of that there is no doubt. Like all significant change programmes the transitional phase of *Transforming Rehabilitation* carries inevitable heightened risk. Therefore this year we will pay particular attention to providing assurance around the interface between National Probation Service and Community Rehabilitation Companies.

Through our inspections HMI Probation will seek to facilitate effective practice in probation and youth offending services, with a sharp focus on seeking assurance, celebrating and disseminating best practice and challenging poor practice.

We have already started work on our new inspection methodology for probation services that builds on past experience and is focused very clearly on providing assurance on critical areas of practice, and the identification of effective practice, particularly where the work we find drives reductions in reoffending.

A handwritten signature in black ink, appearing to read 'Paul McDowell', written over a faint horizontal line.

**Paul McDowell**

HM Chief Inspector of Probation



**1**

**HM INSPECTORATE  
OF PROBATION**

# HM Inspectorate of Probation

## Statement of Purpose

### 1.1

HMI Probation is an independent Inspectorate, funded by the Ministry of Justice and reporting directly to the Secretary of State. Our purpose is to report on the effectiveness of work with adults, children and young people who have offended, aimed at reducing reoffending and protecting the public, whoever undertakes this work. We inspect the quality and effectiveness (outcomes achieved) of services provided and make recommendations designed to assist providers to continually improve the effectiveness of their services and improve their reducing reoffending outcomes.

In working to our statement of purpose we:

- seek to contribute to the development of effective practice of the organisations whose work we inspect
- will identify and disseminate best practice based on inspection findings
- will challenge poor and ineffective practice based on inspection findings
- will contribute to the development of sound policy that enables and facilitates effective practice and avoids unnecessary duplication and bureaucracy
- will contribute to the overall effectiveness of the criminal justice system, particularly through joint work with other inspectorates
- will actively promote diversity, both within our own organisation, but also in the organisations whose work we inspect.

## Values

### 1.2

#### ***Integrity***

We work in an independent, honest, open, professional, fair and polite way.

#### ***Accountability***

We are reliable and stand by the evidenced conclusions we reach. We will always fully account for our actions.

#### ***Effectiveness***

We report and publish inspection findings and recommendations for improvement, focused on outcomes and effective practice, in good time and to a high standard.

#### ***Inclusion***

We promote attention to diversity in all aspects of our work, including within our own employment practices and organisational processes and are committed to pursuing equality of outcomes for all.

## Overview

### 1.3

During the year 2013-14 we:

- continued with our risk proportionate programme of Inspection of Youth Offending Work. Under this programme we completed six Full Joint Inspections and 30 Short Quality Screenings (more information is in Chapter 4)
- completed 12 inspections under our new programme of Inspection of Adult Offending Work (more information is in Chapter 2)
- completed 25 inspections of offender management in prisons, jointly with HM Inspectorate of Prisons (more information is in Chapter 3)
- published four thematic reports, which were led by HMI Probation, on life sentence prisoners, victim contact arrangements in Probation Trusts, the treatment of offenders with learning disabilities in the criminal justice system – phase 1 from arrest to sentence, and the Integrated Offender Management approach. (more information is in Chapter 5).

We continued to give a prominent focus to the issue of public safety, developing arrangements to improve the quality of practice in Public Protection and other work through benchmarking the quality of work.

## Inspection work

### 1.4

Our purpose in carrying out our work is to:

- assure Ministers and the public that adult and youth offending work is being delivered effectively
- improve the quality and effectiveness of the work we inspect.

Our inspection methodology is based on the assessment of the quality and effectiveness of adult and youth offending work in a representative sample of particular cases of individuals who have offended. From examining the sample, we judge whether work is being done sufficiently well with the individual to achieve the required outcomes in each case.

We consider that inspection should be proportionate and focused on key aspects of work where direct inspection makes assessments that cannot readily be made by other means. Partly reflecting this, we give a prominent focus in our inspection work to the closely related issues of Public Protection and Child Protection.

## **Joint Inspection of the Criminal Justice System**

### **1.5**

HMI Probation has continued to work with the Criminal Justice Inspectorates on the plans for the Joint Inspection Programme for each year, including those for the Joint Inspection Programme for 2013-15.

## **Departmental arrangements**

### **1.6**

HMI Probation continues to be hosted by the Ministry of Justice (MoJ) and, for organisational purposes, to be located in the Criminal Justice Group in the MoJ. A framework document which sets out the relationship between HMI Probation and the MoJ is available on our website.

## **Accountability and transparency**

### **1.7**

HMI Probation fully recognises and endorses the need for all public sector organisations to be clearly accountable in their financial dealings, particularly in respect of the payment of expenses. HMI Probation meets the MoJ requirements for transparency for 'arms length bodies'. In addition, the Chief Inspector's expenses are published on our website.

## **Complaints procedure**

### **1.8**

We remain firmly committed to ensuring that our inspection processes are carried out with integrity in a professional, fair and polite way, in line with our Values of Integrity, Accountability, Effectiveness and Inclusion. However, our complaints procedure (available on our website) recognises that there may still be occasions where an organisation or individual involved in an inspection wishes to register a complaint. We have received one such complaint in 2013-14.

## **Quality Assurance Strategy**

### **1.9**

As an independent inspectorate, our inspection processes need to be of the highest standard so that the work we inspect is scrutinised fairly and that we reach our judgements and findings through consistent and transparent processes. Our comprehensive Quality Assurance Strategy provides the structure for us to scrutinise our arrangements and processes, aiming to ensure that we provide consistent judgements and reliability both across and, where appropriate, between our inspection programmes.

Our strategy for 2012-15 includes ten elements that cover the main aspects of our work:

- Recruitment and development for those inspecting on behalf of HMI Probation.
- Diversity.
- Selection of case samples.
- Service user feedback from inspections.
- Assessment of cases.
- Inspection interviews and meetings.
- Data analysis.

- Report writing.
- Report editing.
- Report production.

These are applied across all of our main inspection programmes.

## Public Safety

### 1.10

We place particular emphasis on work to protect both the public and children and young people from harm, since this cannot be easily measured by any means other than independent inspection. Accordingly, it is a key example of where and how inspection uniquely adds value and its scrutiny forms an integral part of our inspection methodology.

This work encompasses a wide spectrum and covers both children and young people, and vulnerable adults who are either at risk of harm from others or of self-harm and those individuals who pose a risk of harm to the community. Our approach to assessing the effectiveness of the work undertaken is based on two underlying principles:

- Risk, whether to the public or the individual can never be eliminated, but the public are entitled to expect the respective agencies concerned do their job properly.
- 'Doing one's job properly' means 'doing all that one reasonably could be expected to do' – this is a qualitative judgement, and one of reasonableness, not of perfection.

The issue of public safety forms an important thread running through all our work.

We have continued to take part in the Quality Assurance Panel for Serious Further Offence reviews. Additionally, we have delivered training to members of this panel, who are representatives from the National Offender Management Service (NOMS) and senior managers drawn from Probation Trusts. We are also represented on the Responsible Authority National Steering Group.

## Diversity

### 1.11

We aim to integrate the best principles of diversity and equality into our inspection practice, as well as into the management of our own staff. Our objectives to address diversity and equality issues are set out in our Equality Action Plan 2011-14 (available on our website).

We see it as very important to examine diversity issues in our inspection programmes. We have built into each of our main programmes key criteria to identify whether or not individuals who offend are being treated proportionately, with no difference by their diversity characteristics. In this connection, we periodically analyse and publish inspection findings by diversity characteristics, so that any disproportionality in the quality of work with different groups of individuals (by race, gender, age, disability) can be identified.

We also aim to integrate the best principles of diversity within HMI Probation, in terms of how we organise ourselves and treat others, and to monitor how we do this. In this connection, we routinely monitor the diversity characteristics of HMI Probation staff.

This information shows that at the end of March 2014, of the HMI Probation staff group in total:

- 43% were female, 57% male
- 6% were from a minority ethnic group, 94% white
- 5% considered that they had a disability within the meaning of disability discrimination legislation
- 8% were lesbian, gay or bisexual, 82% heterosexual [10% preferred not to say]
- 30% had caring responsibilities
- 18% were aged under 35, 16% aged 35-44, 31% aged 45-54 and 35% were aged 55 or over.

We continue to work to our Welsh Language Scheme, agreed by the Welsh Language Board. We maintain a Welsh language page on our website on Welsh language matters and ensure that our Associate Inspector panel includes Welsh speakers.

We carry out diversity impact assessments for the main processes contained within all of our regular inspection programmes.

## **Disclosure and Barring Service (DBS) checks**

### **1.12**

Our staff involved in inspections of youth offending work may have direct contact with children and young people. For this reason all relevant staff have an enhanced DBS check, in line with the expectation that we have when inspecting the work of a Youth Offending Team (YOT).

## **Staffing**

### **1.13**

During 2013-14, six staff left the Inspectorate and seven staff joined. The majority of the staff who left did so because they had reached the end of their secondment with us, although this group also included the retirement of our former Chief Inspector, Liz Calderbank, and one of our HM Inspectors, Joy Neary. Our staff group as at 31 March 2014 is shown in Appendix A.

Our staff group possess a variety of skills and come from different backgrounds, and we are committed to maintaining and extending this level of diversity. We have been helped in this by the many Probation Trusts, YOTs and other organisations who have seconded their staff to us. We are grateful for their continuing willingness to do so.

We continue to maintain a, now reduced, panel of Associate Inspectors. Recruited to the same rigorous standards as our salaried inspection staff, Associate Inspectors work on a sessional, fee-paid basis alongside our salaried staff.

During 2013-14 we have piloted arrangements for offering short-term placements of three-six months to colleagues working in the field with experience relevant to thematic inspections we are undertaking. We are pleased to say that this has worked very well and has provided us with a valuable source of additional expertise, while at the same time offering an opportunity to the placement to develop inspection skills and acquire a greater understanding of the subject area being inspected. As such, we intend to continue with this arrangement in the coming year.



# 2

## INSPECTING ADULT OFFENDING WORK IN THE COMMUNITY

# Inspecting Adult Offending Work in the Community

## Overview

### 2.1

The Inspection of Adult Offending Work (IAOW) programme started in April 2013. To date we have inspected work in 12 Probation Trusts, with the last of these reports due for publication in July 2014. We are currently designing a transitional programme for the 2014-15 year, when the interface between the National Probation Service (NPS) and Community Rehabilitation Companies (CRCs) will be a key focus of our attention.

## Delivery of IAOW

### 2.2

During the first six months of 2013-14, we carried out inspections focusing on work with people who had committed violent offences, in Bedfordshire, Merseyside, Devon and Cornwall, Hampshire, Northumbria and Northamptonshire. Our case samples have been drawn from the work undertaken by Probation Trusts. We published a report on the aggregate findings from these inspections in April 2014.

During the second half of the year, we focused on the work of Probation Trusts to protect children and young people. We inspected a broad sample of cases, to examine whether child safeguarding issues were appropriately considered in all cases, accurately identified and appropriately assessed and managed where relevant. These inspections were undertaken in York and North Yorkshire, Norfolk & Suffolk, Kent, Durham Tees Valley, London and Wales. We will publish a report on the aggregate findings from these inspections later in 2014.

In each individual inspection we have examined between 50 and 100 cases, depending on the size of the Probation Trust.

The work with each individual is examined in detail through an interview with the offender manager and inspection of the supporting case records. We make judgements about the quality of work relating to five key areas:

- Assisting sentencing.
- Delivering the sentence of the court.
- Reducing the likelihood of reoffending.
- Protecting the public.
- Delivering effective work for victims.

Our findings are supported by commentary, which is drawn from discussion with senior managers and from our interviews with offender managers about how their practice is supported and developed by the organisation. We have also used questionnaires to obtain the views of victims in contact with the Probation Trusts, and from sentencers through meetings and interviews. The National Offender Management Service (NOMS) conducts an annual survey of offenders; we have used the results of this survey to inform our inspection of each trust. We have also had access to the general learning points from Serious Further Offence reviews in the period prior to the inspection, and in our case inspections we have given

attention to these key areas. Additionally, we have paid attention to the ways in which trusts have responded to our thematic reports and their implementation of findings.<sup>1</sup>

## IAOW findings

### 2.3

In each inspection report we present overall scores for the five key areas of practice.

Over the first six inspections (focused on work with violent offenders) we found:

- 81% of work to assist sentencing
- 80% of work to deliver the sentence of the court
- 73% of work to reduce the likelihood of reoffending
- 71% of work to protect the public
- 77% of work to deliver an effective service for victims

was of sufficient quality.

The ‘headline’ scores for the percentage of work we found to be of sufficient quality for each of these individual inspections are shown in the table below, in the order undertaken.

Probation Trust	Assisting sentencing	Delivering the sentence of the court	Reduce the likelihood of reoffending	Protecting the public through minimising the risk of harm to others	Delivering effective work for victims
<b>Bedfordshire</b>	77%	73%	66%	61%	61%
<b>Merseyside<sup>2</sup></b>	79%	83%	75%	76%	87%
<b>Devon &amp; Cornwall</b>	82%	78%	69%	70%	78%
<b>Hampshire</b>	79%	82%	75%	76%	77%
<b>Northumbria</b>	89%	82%	77%	72%	77%
<b>Northamptonshire</b>	78%	79%	73%	68%	74%

Over the second set of five inspections (focused on work to protect children) we found:

- 86% of work to assist sentencing
- 76% of work to deliver the sentence of the court
- 66% of work to reduce the likelihood of reoffending
- 64% of work to protect the public
- 67% of work to deliver an effective service for victims

was of sufficient quality.

<sup>1</sup> For example,

Equal but Different: An inspection of the use of alternatives to custody for women offenders [October 2011],  
 Putting the pieces together: an inspection of Multi-Agency Public Protection Arrangements [November 2011],  
 Transitions: An inspection of the transitions arrangements from youth to adult services in the criminal justice system [October 2012]

Victim Contact: An inspection of the victim contact arrangements in Probation Trusts [November 2013],  
 A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system – phase 1 from arrest to sentence [January 2014]

<sup>2</sup> Based on three of the six Merseyside Local Delivery Units (LDUs), covering the areas of Knowsley, Liverpool North and Sefton.

The ‘headline’ scores for the percentage of work we found to be of sufficient quality for each of these individual inspections are shown in the table below, in the order undertaken.

Probation Trust	Assisting sentencing	Delivering the sentence of the court	Reduce the likelihood of reoffending	Protecting the public through minimising the risk of harm to others	Delivering effective work for victims
York & North Yorkshire	82%	85%	82%	80%	86%
Norfolk & Suffolk	85%	77%	66%	67%	70%
Kent	86%	74%	63%	58%	64%
Durham Tees Valley	89%	79%	70%	70%	66%
London <sup>3</sup>	85%	67%	53%	52%	53%
Wales	The inspection was conducted in March 2014 but the scores are not included in the data in this report. The report will be published in English and Welsh in July 2014.				

## Feedback from service users

### 2.4

#### Offenders

In developing the IAOW programme we agreed with NOMS that, to avoid duplication, the offender survey conducted annually would provide the basis for our offender feedback. The results for Probation Trusts informed our lines of enquiry during the inspection and comments from service users are included in individual reports.

#### Victims

We sent questionnaires to victims in the cases we inspected, where the offence required victim contact by probation. Over the 11 completed inspections, 99 victims responded<sup>4</sup>. The majority were completely or largely satisfied with the response of probation. Most victims had been given the chance to talk about any concerns they had about the individual’s release, and 91% were satisfied with arrangements to keep them up to date about the key points of the offender’s sentence. Where the offender was due for release, 94% of victims said that extra licence conditions were added to ensure that they felt safer. When concerns were reported to probation, a satisfactory response was provided in 88% of cases.

The majority of comments from individual victims expressed their gratitude for the service they received, a number paying tribute to individual members of staff. A small number of negative comments appear to have related to a failure by the Probation Trust to communicate with the victim or to follow up on agreed actions.

#### Comment by victim

*“The Victim Liaison officer was very compassionate and friendly and sympathetic when discussing the crime, and the service offered.”*

<sup>3</sup> Based on six of the 23 LDUs which comprise London Probation Trust. These LDUs cover the areas of Barking, Dagenham & Havering, Hackney, Haringey, Newham, Redbridge & Waltham Forest, and Tower Hamlets.

<sup>4</sup> Questionnaires were not sent to victims in Durham Tees Valley, by agreement with the Probation Trust.

### Comment by victim

*“The victim liaison staff member has been really helpful. I would not have had a clear understanding of the sentence or an opportunity for my concerns to be heard once he is released. It has been good to have somebody to contact as the release date has approached.”*

### Comment by victim

*“I had to ring probation and ask for information that I wanted and needed..... was told that I would be kept informed of dates etc. This didn't happen.”*

## Local Assessors

### 2.5

Prior to undertaking an inspection we normally train a group of probation staff as Local Assessors to work with us for the duration of the inspection in their area<sup>5</sup>.

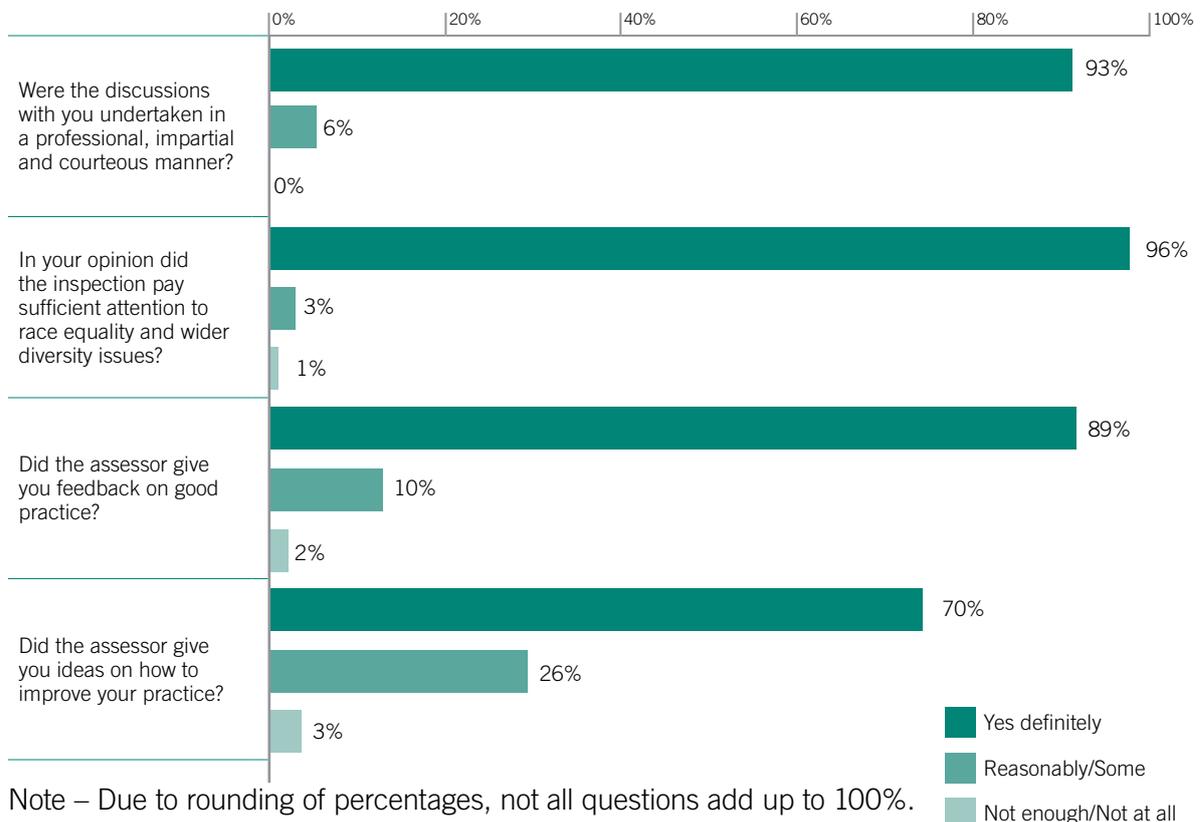
Their feedback to us suggests that they invariably find this a worthwhile experience and take their learning back into their own workplaces. We have encouraged Probation Trusts to use the skills acquired by these members of their staff in post-inspection activity.

## Feedback from offender managers

### 2.6

After each case inspection we invited feedback from the offender manager we had interviewed. Over the 11 inspections included in this report, 228 feedback forms were returned. The majority were positive about the experience of inspection.

### Feedback from offender managers



<sup>5</sup> We did this in all Probation Trusts inspected this year except Durham Tees Valley.

We have also aimed to capture some evidence about the impact of inspection on practice. We asked offender managers to tell us about the work for which they had received praise.

“Good knowledge of the case. Excellent understanding of the dynamic nature of the risk from the case - balancing the clear intention to do serious harm against the poor health and medical incapacity at the present moment.”

“The way I have engaged with the offender and made the decision to try a variety of sentencing options to accommodate her diversity needs and dealt with her welfare issues”.

“Good liaison with Approved Premises Staff, liaison with Social Services regarding child protection issues. Good management of risk through curfew and signings”.

“Updating OASys regularly, noting progress re employment, obtaining of accommodation. Adherence to sentence plan objectives. Home visiting.”

We also asked offender managers to give us examples of what they may do differently, as a result of the feedback they received.

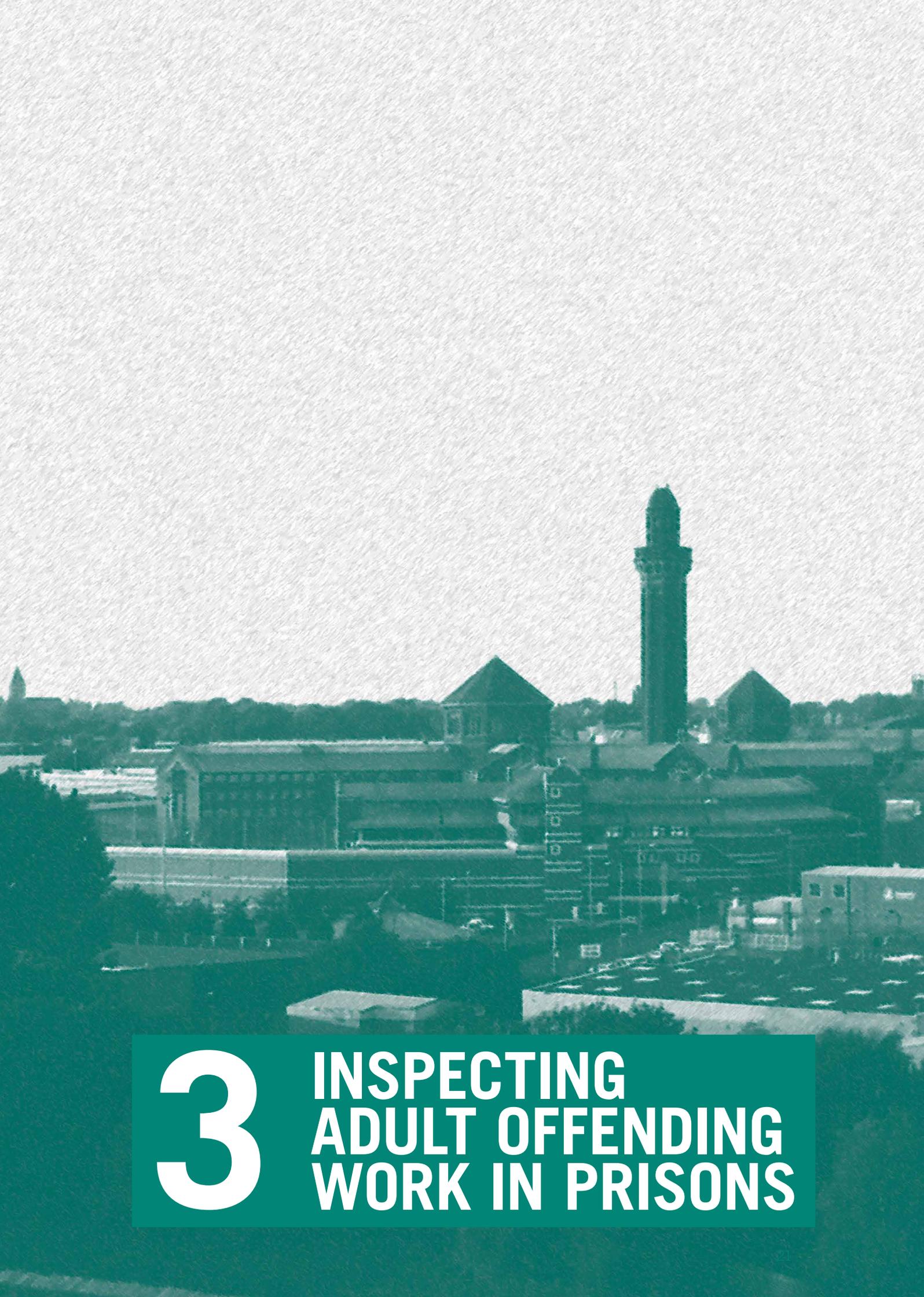
“Clarify, when it is evident there are children involved, what the offender says in regard to the impact on any children and discuss with line manager or colleagues whether they think I should refer the case to Children Services.”

“Consider timing of OASys reviews as a way of consolidating positive progress made”.

“With any cases that I’m dealing with who have children they are not actively responsible for I will still check out with Social Services if family are known. I will take greater care in documenting why I have made particular decisions”.

“Link contingency to criminogenic need i.e. in this case alcohol consumption”.

We also asked offender managers whether there were any factors that would get in the way of them changing their practice, or continuing with best practice. Unsurprisingly, many commented on high workloads, staff shortages due to vacancies and sickness, inefficient procedures and IT problems. However, 66% saw no obstacles to changing their practice – a similar proportion to previous years.



**3**

**INSPECTING  
ADULT OFFENDING  
WORK IN PRISONS**

# Inspecting Adult Offending Work in Prisons

## Overview

### 3.1

Offender management is the term used to denote assessment, planning and implementation of work with offenders in the community or in custody to address the likelihood of them reoffending and the risk of harm they pose to the public. Community based offender managers and staff in prison Offender Management Units (OMUs) have responsibility for undertaking or coordinating work with prisoners to address the attitudes, behaviour and lifestyle that contributed to their offending.

This year we have joined HMI Prisons on 25 of their inspections and have assessed the quality of the work done with individual offenders by staff in OMUs, in liaison with the responsible offender managers in the community. Our findings contribute to the inspection report by HMI Prisons.

## Prison Offender Management Inspection 2012-2013 Aggregate Report

### 3.2

In December 2013 we published, with HM Inspectorate of Prisons, our third joint aggregate report about the quality and effectiveness of offender management of prisoners. This was based on the findings from our joint Prison Offender Management Inspections in 21 establishments during 2012 and 2013.

In our report in 2012, we found a wide variation in the role, importance and effectiveness of OMUs in different establishments; we also found that, although many prisons paid good attention to the 'resettlement' needs of prisoners (i.e. their personal and social circumstances), they did not pay sufficient attention to the 'offender management' functions, namely the rehabilitation of the prisoner and protection of the public. Our report, therefore, contained a number of recommendations designed to support the work, then happening in prison establishments, to make the OMU the centre of activities to manage the sentence.

We were disappointed to find that, in practice, little progress had been made to implement the recommendations from our last aggregate report and that outcomes for prisoners, both in terms of resettlement and rehabilitation, are no better than a year ago. We were particularly concerned because the lack of progress cast doubt about HM Prison Service's capacity to implement the changes required under *Transforming Rehabilitation* designed to reduce reoffending rates, especially for short-term prisoners.

As a result of our findings, HM Chief Inspector of Prisons and HM Chief Inspector of Probation said:

*"We have come to the reluctant conclusion that the Offender Management Model, however laudable its aspirations, is not working in prisons. The majority of prison staff do not understand it and the community based offender managers, who largely do, have neither the involvement in the process nor the internal knowledge of the institutions, to make it work. It is more complex than many prisoners need and more costly to run than most prisons can afford. Given the Prison Service's present capacity and the pressures now facing it with the implementation of Transforming Rehabilitation and an extension of 'Through the Gate' services, we doubt whether it can deliver future National Offender Management Service expectations. We therefore believe that the current position is no longer sustainable and*

*should be subject to fundamental review and that this work should be taken forward as part of the strategy of implementing Transforming Rehabilitation.*

*In the meantime, our report contains some recommendations which, if implemented, would serve to ameliorate the situation until more far-reaching changes can be made.”*

## **Recommendations from the report**

### **Main recommendation:**

- Given that the present offender management arrangements in prison will become increasingly challenging with the implementation of the expectations of *Transforming Rehabilitation*, a major policy review should be conducted by the Chief Executive of NOMS, examining the execution and functioning of the Offender Management Model in prisons, to ensure a better match between the requirements of the model and the resources and skills available in prisons to deliver it.

In the meantime, pending implementation of our main recommendation, a number of operational issues require immediate attention.

### **We recommended that NOMS:**

- produces a practice guide for offender supervisors in custodial establishments to support the consistent development of their role
- ensures foreign national prisoners are subject to offender management to address their risk of harm and likelihood of reoffending.

### **We further recommended that NOMS works with custodial establishments and providers of offender management services to ensure that:**

- OMUs and other departments, including Education, make P-NOMIS their central, daily record of contact with and about prisoners
- there is an up to date analysis of prisoner need to address the risk of reoffending (based on OASys data)
- prisoners have access to an adequate range of programmes to address their offending behaviour and other associated needs
- the resettlement needs of prisoners are managed as part of a coordinated approach to offender management from reception to release
- all offender supervisors, prison and probation staff, receive the same level and quality of supervision and oversight of their work
- staff from all relevant prison departments prioritise attendance at sentence planning boards, or make written contributions especially concerning risk of harm issues
- risk management plans address the prisoner’s current situation as well as the future.

### **Some of our key findings**

- Almost half of the prisons we visited did not have an up to date analysis of prisoner needs on which to make decisions about investment in interventions. OASys data was rarely used.
- There continued to be a lack of leadership about the use of P-NOMIS. Important information about prisoners was held in various places and not communicated effectively.
- Prison officer offender supervisors were committed to their work and reported that they were better trained than previously. However, they had still not received sufficient guidance about their role and the interface between that and the role of the wing officer. Planned contact with prisoners was not seen as a priority.
- There was a two tier approach to the management and supervision of offender supervisors that failed to assist most of the prison officers in improving their performance.
- Public protection arrangements were generally good and were more often integrated into the work of the OMU than previously. Support for the management of Multi-Agency Public Protection Arrangements cases was effective.
- The provision of accredited programmes continued to be insufficient to meet need and appeared to be reducing. As a consequence, prisoners requiring them were unable to progress. Non-accredited alternatives were increasingly being used without evidence of their effectiveness.

## ***Transforming Rehabilitation* – developing a revised inspection programme for assessing Prison Offender Management and outcomes achieved by short-term resettlement prisoners.**

### **3.3**

NOMS have accepted the main themes and conclusions from the aggregate report and acknowledge that the *Transforming Rehabilitation* reforms will require them to revise the offender management model to address the issues and recommendations we have made. The Chief Executive Officer of NOMS also agrees with our conclusion that a fundamental reassessment of offender management in prisons is required and they are beginning to undertake this work.

*Transforming Rehabilitation* will, of course, fundamentally change the operating model in the community and expand community supervision support to those serving short prison sentences. This will, in turn, require a different inspection approach.

The changes enacted under *Transforming Rehabilitation* highlight the importance of work to prepare prisoners for release, both in terms of their resettlement and changing their attitudes to offending. These changes are reflected in our methodology and in the increase in resources allocated to this inspection activity.

## Other work with NOMS and Prisons

### 3.4

During 2013-2014, in conjunction with NOMS, we ran eight offender management quality assurance workshops, designed for first line OMU managers in prisons so that they could better understand their task and determine what good offender management looked like. Attendance was excellent with around 70 staff, mostly managers responsible for resettlement and OMUs, taking part. In each workshop, a prison case was examined in depth, and judgments were made about the quality of practice using a benchmark set by HMI Probation. This provided an opportunity for staff from different prisons to come together to discuss and share their practice. As with previous events participants gave very positive feedback about the value of this training.

#### **Feedback comment**

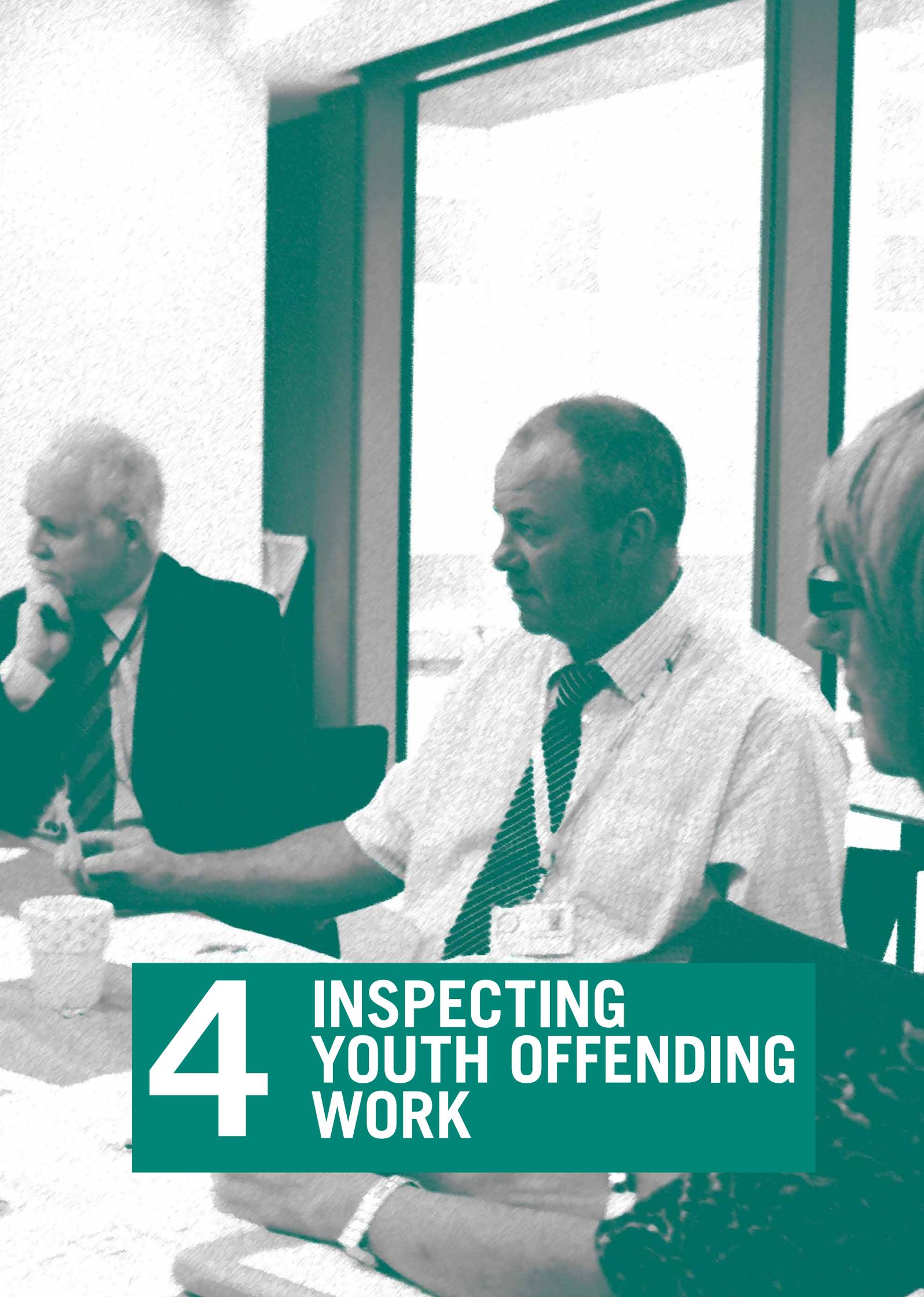
*"I think it was all useful. It made me think about staff recording information. Better use of P-NOMIS case notes is needed and justification of decisions by OASys assessors. More support needed for operational Offender Supervisors by way of supervision providing feedback. Case Assessment Guidance will be useful for quality checks."*

#### **Feedback comment**

*"As someone very new to the OMU world it was a great insight into POMI. It gave me an insight into OASys and what to look for when undertaking quality assurance. And as a by product it was great to network with other OMU staff."*

#### **Feedback comment**

*"Excellent trainers, use of handouts and fellow course members made for an enjoyable workshop. Came away with a clear direction on what good offender management is."*



# 4

## INSPECTING YOUTH OFFENDING WORK

# Inspecting Youth Offending Work

## Overview

### 4.1

This was the second year of the risk-proportionate inspection of the work of Youth Offending Teams (YOTs). The programme consists of two main performance inspection elements – the Full Joint Inspection (FJI), predominantly focusing on those YOTs performing less well, and Short Quality Screening (SQS). Each YOT can expect at least one FJI or SQS, or to be included in a thematic inspection, in a five year period.

Although the FJI has an additional section on governance and leadership, both FJIs and SQSs have practice as their main focus, in particular how well the work is being done to make it less likely that a child or young person will offend in future. Each case is discussed in detail with the case manager (the person who coordinates the work with the child or young person) and that information is collated to provide us with quantitative data across a sample of cases. The number of cases in the sample varies depending on the size of the YOT, but the result is information across four themes:

- Reducing the likelihood of reoffending.
- Protecting the public.
- Protecting the child or young person.
- Ensuring the sentence is served.

## Information Bank

### 4.2

As its title implies, the Information Bank is a collection of both data and intelligence which aids us in determining where to inspect, given that FJIs are ‘risk proportionate’ inspections. The starting point for these decisions is the National Youth Justice Outcome Indicators:

- First Time Entrants.
- Reoffending rates.
- Custody rates.

The Youth Justice Board (YJB) provides us with data on a quarterly basis. The benefit of this information is that it is universal to all YOTs. We also take into consideration any previous inspection data – for example, from our Core Case Inspections (2009-2012) and, as we undertake them, the SQS results. In order to complete our picture, we invite information from other inspectorates. Once we have identified where we might inspect, the timing of that inspection is coordinated with the YJB (for example, avoiding where they may be undertaking work), with other inspectorates and where possible, where a YOT may be going through a major reorganisation, for example, a new IT system.

All these issues are discussed at a quarterly Information Bank meeting, to which all relevant inspectorates in England and Wales are invited to attend and/or provide information.

## Short Quality Screenings

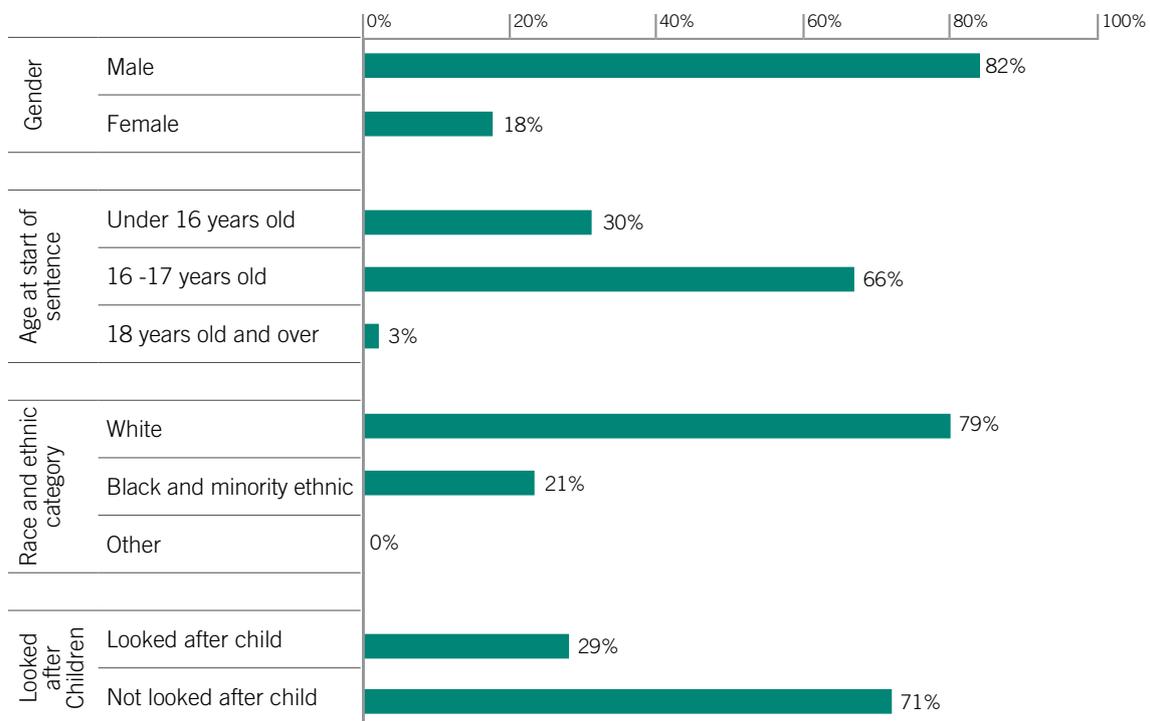
### 4.3

These inspections take place across all YOTs, whatever their performance, and involve a small team of inspectors visiting the YOT for two and half days. We inspect the first few weeks of new orders, which gives us a valuable insight into the initial work done with a child or young person across the four themes. In our experience, the first few weeks of contact are likely to make an impact on the likelihood of that child or young person reoffending and so are crucial to preventing offending.

We produce a short and focused findings letter for each inspection which, identifies the key strengths and areas for improvement in order to aid the YOT as to where to focus their priorities in future. Copies of these letters are published on our website and sent to the YJB and our partner inspectorates.

By the end of March 2014, we had completed 30 SQS inspections. The number of cases inspected in 2013-2014 totalled 694.

### Diversity traits of cases inspected



#### Practice example

*Charlie's relationship with his dad had broken down and he was living in a hostel. The case manager helped them rebuild their relationship by meeting with them both regularly; discussing the issues they had previously and helping them develop strategies to improve the situation. As a result, Charlie was able to successfully return to live at home.*

In order to gain more details about Looked After Children, we now ask additional questions to establish where the child or young person is located during their sentence. We found that 65% were living in their own (home) local authority/YOT area throughout their sentence, 26% were out of their local authority area for all or part of their sentence and 10% of YOTs were hosting children and young people coming into their area. We will be watching and refining this information over the next year, in order to establish if this is a general pattern.

We were pleased to see that in Wales, those children and young people whose preferred language was Welsh were offered the opportunity to have a Welsh speaking case manager.

Of the cases we inspected, those children and young people subject to referral orders formed over one-fifth (21%), youth rehabilitation orders 55% and custodial sentences 23%.

These sentences were imposed for a variety of offences, the most predominant being violence against the person at 39%, with burglary (12%), robbery (12%) and theft & handling stolen goods (12%), being the other main convictions.

#### **Case example**

*The case manager had been struggling to motivate Ben to engage. He, therefore, decided to run the initial planning meeting as a baking session. Ben was relaxed and fully engaged in the activity, speaking openly with the case manager while enjoying the practical task. This creative approach not only helped the case manager glean sufficient information to complete the intervention plan, but significantly contributed to establishing an open and purposeful working relationship between the two. Ben's self-esteem was also raised through being able to take the cakes home to his family.*

#### **Practice example**

*The worker, Jo, engaged with Lee at his pace. The assessment was carried out in 'bite sized chunks'. Jo used child friendly language coupled with affirmation. She frequently checked that Lee was clear about the questions being asked and used different approaches and questions to gather the information she needed. At the end, Jo invited Lee to tell in his own words what he thought the session was all about.*

## **Key findings - SQSs**

### **Pre-sentence reports (PSRs)**

We were pleased to see a high proportion of quality written reports presented to the courts. Of those that were not good enough, the issues to be improved continued to be the analysis of the offending behaviour, better assessments of risk of harm to others, and better assessments of the vulnerability of children and young people. This was replicated in the reports prepared for panels dealing with referral orders.

We found that the majority of children and young people and their parents/carers were involved in the preparation of PSRs.

### **Assessments**

With three-quarters or more of assessments being good enough, improving their overall quality and including other relevant behaviour would enable even more to be assessed as sufficient.

### **Planning**

The production of a plan, following a comprehensive assessment, is an aid to order and coordinate the delivery of interventions. Once agreed with both the child or young person and their parents/carers, and formulated with other relevant professionals, it can help everyone involved see how a pathway out of crime can be achieved. It should be a living document, referred to often and adapted to reflect any changes in circumstances. While around three-quarters of the plans we looked at were completed well, there were a number of significant gaps. Some did not focus enough on reducing the likelihood of reoffending, and the objectives were not clear (SMART – Specific, Measurable, Achievable, Realistic and Time-bounded), others were not completed at all. In both risk of harm to others and vulnerability, contingency plans were not sufficient and in some cases not enough attention had been given to victims' issues.

### **Reviews**

Given that children and young people's lives change quickly, it is important to review both the assessments and plans after a reasonable time period, but also if there has been a significant change in circumstances. This could be further offending, disputes with parents/carers, changes in accommodation, education, training or employment or the death or absence of someone close. It includes anything that may affect how that child or young person feels or behaves in relation to the work that needs to be done to help stop them offending. While nearly three-quarters of reviews were done to a sufficient quality, some did not take place, others did not recognise significant change and some were copied from a previous version but were not updated.

### Management, supervision and oversight

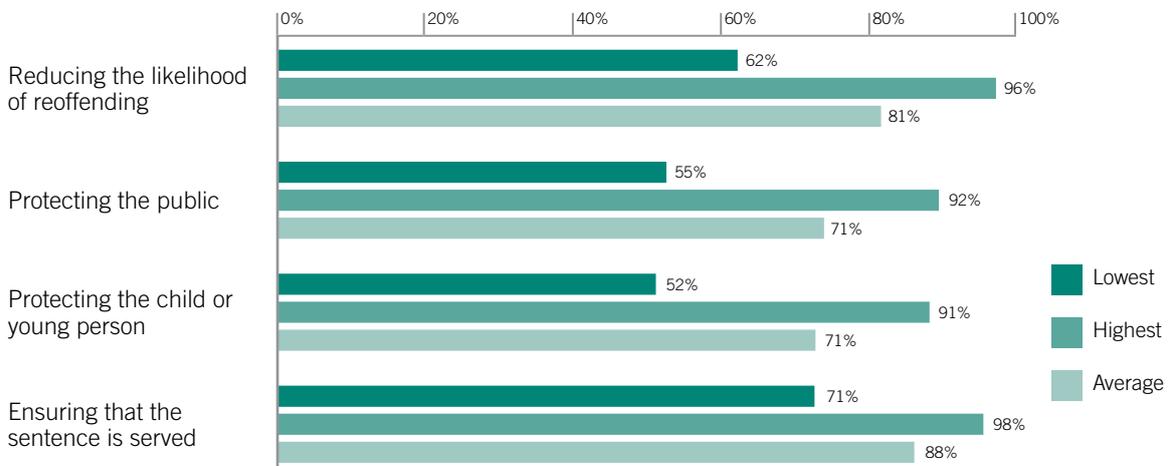
We expect managers to know how their staff are performing. We expect that they will sample the work and will have particular oversight where there are individuals who are a risk to the public or who are vulnerable. We are pleased to see greater involvement of line managers in practice but unfortunately this is not always effective as the issues they identify as needing improvement are not always remedied. In our view, over one-third of this work is not done well enough.

### Engagement

Our inspections continue to evidence a high level of engagement by both children and young people and their parents/carers in the work of the YOT. Significant strides have been made in engaging Speech, Language and Communication (SLC) specialists who can also assist generic case managers understand the issues, but this is still an area of development, particularly in identifying SLC needs as a barrier to engagement and making the subsequent adaptations needed.

The table below details the headline score performance of the 30 YOTs where SQSs have taken place this year. There is considerable variation between the lowest and the highest scores, but we have seen improvements in the lower scores which have in turn raised the average.

### Overall score for Short Quality Screenings



### Feedback on inspection

*“We are pleased that the inspectors identified the progress that the service has made in the quality of practice since our last inspection especially as this has been achieved against a backdrop of a reduction in resources. We are especially pleased that you found that overall case managers had a good understanding of what was likely to be effective in working with children and young people to help them stop offending and improve the quality of their lives.*

*We are equally as aware of the reported deficits and areas requiring further improvement. We will use the inspection findings to improve our services and I would like to express our thanks for helping to make the inspection process a learning opportunity.”*

Assistant Director

### **Action from inspection**

A Short Quality Screening inspection elicited information about issues in a local education establishment. This had been of concern to the Youth Offending Team as a number of children and young people were being either first criminalised or reconvicted as a result of these incidents. Although this was technically outside the inspection criteria, we initiated a meeting with the Chair of the Management Board, the Chair of the Local Safeguarding Children Board (LSCB) and the Director of Children's Services to raise the concerns. The LSCB took responsibility for a high level investigation which found concerning behaviour and made many recommendations about how to improve work, in particular between the establishment and Children's Services and the YOT. We are pleased that our concerns were taken seriously and that positive action has resulted from our visit.

## **Full Joint Inspections**

### **4.4**

This multi-inspectorate programme examines how those supervising children and young people help them to stop offending. Each FJI is conducted over a two week period with a week in between. During the first week, HMI Probation staff assess a sample of cases, with case managers where they are available. The findings are then collated and explored in more detail during the second week by all the inspectors involved: HMI Constabulary, Ofsted (both social care and further education and skills), Care Quality Commission (CQC) in England; and the Care and Social Services Inspectorate Wales (CSSIW), Estyn, and the Healthcare Inspectorate Wales (HIW) in Wales.

This year we incorporated the governance module as part of the main inspection, and used the interventions module for some areas where their national reoffending data gave cause for concern. Of the six inspections, one was on a well performing YOT (Peterborough), and one in Wales (Wrexham). The latter inspection was of particular interest as we had visited there primarily as a result of their poor performance, in the national data set, in reducing reoffending. However, we found that Wrexham had undertaken considerable analysis of their offending data, in collaboration with the YJB, and had worked hard to improve this work – this was apparent in our inspection findings. Our findings in Peterborough confirmed the national data, in that they were a well performing YOT. We also undertook FJIs in Croydon, Rochdale, Portsmouth and Islington.

As these are targeted inspections, it is not possible to present the data as generalised across the YOTs inspected, as these are not necessarily typical of all YOTs. However, we can provide a few key themes to illustrate some of the issues we found and to enable benchmarking by other YOTs to improve these aspects of their practice.

### **Key findings - FJIs**

Many of the themes were similar to those already identified in the SQS findings earlier in this section. Given that FJIs look at work over a longer period of time, we have highlighted areas which relate to outcomes and the management of practice.

#### **Initial outcomes**

For individual cases, inspectors judge whether there has been a reduction in the frequency of offending and the seriousness of offending since the start of the sentence/ release from custody. In terms of frequency, we judged that the well performing YOTs were achieving a 56% reduction in frequency, against the poorer ones being 33%. For seriousness it was from 62% to 37%.

Health and well-being outcomes were mainly a strength, as were identifying and attending to diversity factors and the engagement of children and young people in meeting the requirements of the sentence. The quality of compliance (fully or after initial difficulties) by children and young people varied from 45% to 75%. For other aspects of practice (risk of harm to others, including identifiable victims, keeping the child or young person safe from themselves or others), and giving sufficient attention to ensuring that positive outcomes are sustainable, there were similar differences in the range of performance although these were more pronounced. The common factor linked to these was management oversight. Not surprisingly, those with effective management oversight tended to perform better on each of these measures.

#### **Management of practice**

With the exception of one London borough, we judged that the case manager had access to sufficient resources to address reducing offending, managing the risk of harm and addressing safeguarding needs in the vast majority of cases. In the best performing YOT, we saw evidence that staff supervision and other quality assurance arrangements had made a positive difference to cases. We were pleased to see that in almost all YOTs, staff understood the principles of effective practice and their local policies and procedures. In the better performing YOTs, the case managers considered their training and skills development needs were met and that the culture of the organisation positively promoted learning and development.

### **Practice example**

Jake had significant communication difficulties. He struggled to understand what was happening in court and the implications of what he had done. A speech and language assessment was attached to the PSR that explained his difficulties, the implications of different sentencing options, and provided advice to the sentencing court on how to engage effectively with him. This report was valued by the court and was influential in informing the outcome.

## Headline scores for FJIs in 2013-14

Theme	Croydon	Rochdale	Wrexham	Portsmouth	Peterborough	Islington
Reducing the likelihood of reoffending	55% **	65% ***	73% ***	38% *	72% ***	35% *
Protecting the public	49% *	65% ***	71% ***	43% *	78% ***	34% *
Protecting the child or young person	55% ***	66% ***	78% ***	55% **	82% ****	44% *
Ensuring the sentence is served	73% ***	69% ***	83% ****	67% ***	89% ****	70% ***
Governance	**	**	**	*	***	*

\*\*\*\* good

\*\*\* satisfactory

\*\* unsatisfactory

\* poor

NB: The descriptors above were changed in 2013 to recognise that work could not be described as 'good' if it was only two-thirds sufficient.

FJI reports include clear recommendations for improvement and are presented in an electronic format, with the main findings also available as a poster for display in offices for the benefit of service users and staff. Submissions on FJI reports are sent to Ministers and we issue press notices. Once published, the YOT Manager submits an improvement plan which, once agreed, is monitored by the YJB with periodic reports back to HMI Probation.

With both FJI and SQS programmes we collate data and check for any significant differences based on diversity characteristics. We do not, as yet, have any evidence that there are statistically significant differences between the various groups.

## Local Assessors

### 4.5

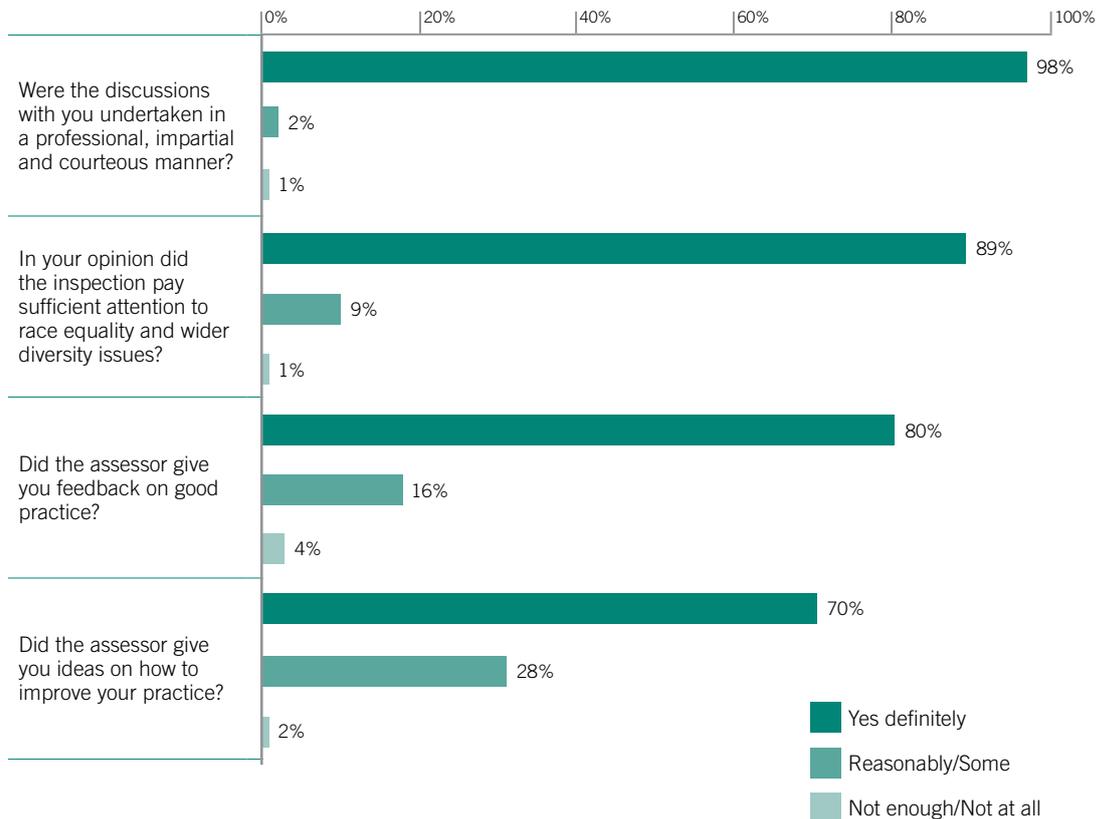
We are joined on most SQS and all FJI inspections by experienced members of staff from YOTs who work with us as part of our inspection teams. We have been very pleased with the uptake of YOTs being willing to 'lend' us their staff, as it not only aids our inspection programme but also provides organisations with a member of staff who understands our benchmarking processes and can take that learning back into practice. We provide two and a half days training with refresher input nearer the time of the inspection. Feedback from inspected YOTs is provided to Local Assessors where case managers complete the feedback form. We would like to thank all the YOTs who have released their staff to undertake this activity this year.

## Feedback from inspections

### 4.6

We ask YOTs to provide us with feedback in two ways. The first is on an individual basis from case managers, where they are provided with an electronic form shortly after their interview. The second is provided by the Chair of the Management Board or the YOT Manager in relation to the whole of the inspection process.

#### Feedback from case managers



\* Please note that due to the rounding of percentages, not all questions add up to 100%. This chart is based on data from 338 returned feedback surveys.

One of the questions on the feedback form asks the case manager what they would do differently after the inspection. The purpose of this is to help those who have been interviewed reflect on the learning they have hopefully gained from the inspection process. Examples of the improvements case managers said they would make include:

*“Ensure tasks created reflect the solution focused approach I use to discuss with the young person what would stop them offending and comply with their order.”*

*“To make my intervention more SMART (specific, measurable, achievable, realistic and time limited) and my risk management plan more holistic.”*

*“To explain non-decisions as well as decisions.”*

*“Dig deeper for information at the beginning of the assessment.”*

*“To draw up the intervention plan with the young person.”*

## Feedback from inspected bodies

The evaluations by inspected bodies also elicited mainly positive feedback – with responses to all 15 questions falling in the ‘fully’ or ‘mainly’ category in response to questions, for example:

*‘Overall – How satisfied were you with the pre-inspection arrangements?’*

*‘Did the team actively address and respond to diversity issues during the week?’*

The overall satisfaction regarding the management of the inspection was 82% fully and 16% mainly. The suggestions for improvement will be considered in our mid-programme review later this year.

### **Comment from a YOT manager**

*“A robust, well managed and supportive process which was welcomed by all.”*

## Service user perspectives

### 4.7

This year, we have used different ways of obtaining information from service users. Face-to-face contact takes place on the FJIs and we have successfully used the university students outlined in last year’s report, but have also explored work with User Voice<sup>6</sup>. We are hoping that this work may develop further in the next 12 months.

### **Comments from children and young people**

*“He was young like us, he knows. We looked at gang-related crime and the sorts of sentences people got and how much more trouble you got into if you’re in a gang. And we looked at how to avoid situations of gang-related crime by, like, what to do, say if a rival gang member gets on the same bus as you. You get off, walk away don’t you, avoid the confrontation. In the past I wouldn’t have, but now I’m just right away from all that.”*

*“They interact with me and explain stuff like, so I can understand. And they help me get to meetings, they ring and remind me. They take time out and make an effort. I’m not just an offender to them.”*

*“I did self-harm quite a bit. My last YOT worker...I told all of them, and they helped me. I haven’t done anything for about nine months.”*

*“Yeah. I’m gay. I can’t remember if it was [male YOT worker] or [another worker], but one of the workers gave me leaflets for these meetings that homosexual people have. I didn’t ever go to them, but it is nice that the support is there.”*

*“It’s right I should do it, I was in the wrong. I’m no coward. You do feel ashamed. [The YOT] have made me see what I did”.*

<sup>6</sup> User Voice is a charity which engages with the hardest to reach young people with experience of the criminal justice system. For more information go to their website on [www.uservoice.org](http://www.uservoice.org)

### **Comments from parents/carers**

*"I couldn't have done this without them. They would look into any queries I might have. They come to see me. I can sit and unwind and don't feel silly. We have built up a rapport and if I have a problem I tell them everything. They are my problem solver, they work with other areas, bring in information I wouldn't have thought of."*

*"If you met [my son] two years ago- he never used to come home, never came home, and when I did get him home he used to trash the place, example - doors. He used to get arrested for his behaviour, he didn't talk to me, nothing. And they've helped him by calming him down. He didn't know how to handle his feelings. In a way of them talking to him they've made him sit down, taught him how to express his feelings without getting violent, and he's got himself a routine which is the best thing he needed. I tried my best to discipline him - I tried everything, I got the police involved, everything, but there was no disciplining the kid. He would not listen. Plus I'd gone through a divorce, so everything was new for him, so he had loads to handle".*

*"if they do not turn up on time [to take him to reparation] how can they expect the child to?"*

*"The staff are patient, reassuring and brilliant and helped him with his reading and writing skills when he applied for college."*

### **Comments from victims**

*"They [the YOS] were good at explaining restorative justice to me and how good it was for him and me".*

*"They [the YOT] were very flexible with arranging meeting times and locations around my doctor's appointments".*

We have also been developing an eSurvey for all YOTs, facilitated by the Viewpoint organisation. The survey will be available in every YOT all year (or for some that already have their own systems for a specified six week period), for completion by children and young people who are three-six months into their contact with the YOT. Data from their own survey will be available to each YOT on an annual basis. The system is free and easy to set up and we are hoping that all YOTs will have signed up and be participating later this year.4.6

## Work with the YJB and YOTs

### 4.8

We continue to meet on a quarterly basis with the YJB on matters of joint interest. This has included Asset Plus, Transforming Youth Custody and the Reoffending Project. Our attention is drawn to those services receiving improvement input from the YJB, some post inspection, the monitoring of improvement plans, Youth Justice Plans and other ad hoc issues.

Periodically, we attend meetings with YOT Managers across Wales and the English regions to enable us to disseminate findings from thematic inspections and provide updates on current inspection practice. We have delivered a number of benchmarking workshops to help YOT Managers, middle managers and senior practitioners understand our inspection processes and expectations. A similar event has taken place for Assistant Directors in London, along with a session about our findings on governance. We are considering offering these to services beyond London. Although not strictly resourced, we see them as supporting improvement and we receive positive feedback on their considerable value to participants.

#### **Comment from a YOT manager**

*"I have just completed the two-day workshop and wanted to let you know how good it was. The management team took full advantage of the programme and there was much discussion, debate and argument throughout. We are all tired but more knowledgeable as a result and the confidence of managers has been restored".*

#### **Practice example**

*A good system of identifying and assessing the needs of vulnerable children and young people was found in 'Operation X'. Police in Y Division had developed a relationship with all 40 children's homes in the borough and had appointed liaison officers from neighbourhood teams to visit these homes weekly. Children and young people who arrived in the area from outside the borough were identified during these visits, any risks identified and in relevant cases services were notified with copies of the risk assessment going to Children's Services, Police Intelligence Hub, Education and the LSCB. The YOT was then able to ensure cases were transferred to them where needed.*

#### **Practice example**

*Originally, Zakk was on a four month youth rehabilitation order following offences of assaulting a police officer and public order. He failed to engage with the YOT and was then resentenced to a four month detention training order after breach. The underlying motivation for the offence was a significant dislike of police officers; an antipathy reinforced by his family. The YOT case manager started work to address alcohol-related problems and proposed he worked with the YOT police officer. Although initially reluctant, Zakk started to work with him, attending the gym and boxing club. Over time, Zakk developed a positive relationship with the YOT police officer and had changed his attitude towards police officers more generally. The YOT police officer has further reduced the likelihood of Zakk reoffending by supporting him to obtain vocational qualifications and was making employment enquiries on his behalf to Enterprise Z.*

### **Practice example**

*Inspectors made the following observation: "...no-one asked him to tell [those present] what he thought he was required to do. . . the language used was often academic or jargon, words such as de-brief, social ownership, conflict management... , all of which could have been replaced with explanations meaningful to him"*

### **Practice example**

*The YOT had developed a good relationship with an employer to provide valuable opportunities for children and young people in developing a range of skills within a commercial setting. The Eagle & Crown was a public house/restaurant on the outskirts of Derbyshire. Children and young people were following a horticulture course at NVQ Level 2, growing vegetables in an area behind the public house which had been professionally landscaped to provide raised bed polytunnels and an area for customers to dine outside. An area was also set aside for hens which the children and young people cared for. Produce grown in the garden was used in the restaurant as were the eggs. Children and young people had the opportunity to develop skills in basic food preparation and customer service. As part of the programme the project was linked to Nacro who provided support with English and mathematics. Topics such as health and safety were carried on in a real working environment and children and young people responded well to the way this was contextualised to the work environment. Those attending were motivated, engaged and could identify the skills they were developing, particularly their personal and employability skills. Although the project was relatively new, two of the former trainees have already been employed by the company.*

### **Practice example**

*Malcolm, a 16 year old on a youth rehabilitation order for burglary was placed in Gloucester by another local authority. The Gloucester case manager was proactive in asking for assessments and plans to be reviewed when significant events occurred. There was good intervention work delivered by the Gloucester case manager, substance misuse worker and the gangs worker in a coordinated way, with a particular emphasis by all three on community integration and positive activities. Several incidents triggered the need for emergency reviews and actions and the YOT was the driving force for these. There was strong management oversight; the relevant manager was involved at appropriate stages (usually to escalate matters with equivalent colleagues at a neighbouring YOT) and helped to ensure that actions were taken in response to imminent risks and needs.*

# 5

# INSPECTING OFFENDING WORK: JOINT THEMATIC INSPECTIONS

# Inspecting Offending Work: Joint Thematic Inspections

## Overview

### 5.1

This year we have undertaken thematic inspections covering both adult and youth offending. As in previous years, we have looked at an area of work and made a detailed examination of practice as well as the strategic leadership and partnership arrangements that support such work. Every inspection report contained recommendations for improvement, and formed part of the *Criminal Justice Joint Inspection Business Plan 2013-15* (except the report on victim contact arrangements which was commissioned separately). We have worked with the National Offender Management Service (NOMS) and the Youth Justice Board (YJB) to ensure that our findings are understood and our recommendations are acted upon. This will continue to be an important concern as the Government's strategy for *Transforming Rehabilitation* starts to take effect, meaning that both the National Probation Service (NPS) and the Community Rehabilitation Companies (CRCs) will need to pick up and address our inspection recommendations in the coming months. In the past year we have also sought to promote our thematic inspection reports to the public across a range of media.

We have been pleased that our plans to offer short-term placements to staff in other organisations, with experience relevant to particular thematic inspections, came to fruition. Staff from a charity, university, health trust, Probation Trust and a Youth Offending Team worked with us on thematic inspections over the year. Not only did the individuals concerned make a significant contribution to the quality of the inspections, they also learnt about our work and deepened their own understanding of the inspection subject matter.

We have also worked with our colleagues in Ofsted and other inspectorates to take forward planning for the revised programme of Multi-Agency Child Protection inspections which are due to be launched in April 2016.

During 2013-14 we published:

- a report on life sentence prisoners, *A Joint Inspection of Life Sentence Prisoners*
- a report on victim contact arrangements in Probation Trusts, *Victim Contact: An Inspection of the victim contact arrangements in Probation Trusts*
- the first of two reports on people with learning disabilities in the criminal justice system, *A Joint Inspection of the treatment of offenders with learning disabilities within the criminal justice system – phase 1 from arrest to sentence*
- a report on Integrated Offender Management, *A Joint Inspection of the Integrated Offender Management Approach*.

We have also led inspections on girls and young women in the criminal justice system, the treatment of people with learning disabilities in prison and in the community, Child Protection arrangements in Probation Trusts and Youth Offending Teams and the contribution of Youth Offending Teams to the Troubled Families initiative. We have also completed the final stage of our fieldwork in the community for the inspection led by HM Inspectorate of Prisons on the effectiveness of resettlement arrangements for adult prisoners. These reports will be published in 2014.

## A Joint Inspection of Life Sentence Prisoners: September 2013

### 5.2

Working with HM Inspectorate of Prisons, we assessed the extent to which life sentence prisoners are supported during the custodial and licence phases of their sentence in: making the transition from closed to open conditions; reducing the risk of harm they pose to others and the likelihood of their reoffending; preparing for release; maintaining links with their home area and family and resettling into the community upon their release.

We visited six Probation Trusts and six prisons and assessed the work with 60 prisoners and 60 people who had been released on licence into the community in the previous two years.

Despite the time it took to reach the point of transfer to open prison, life sentence prisoners were not well prepared for this transition. Once in open conditions, preparation for release relied heavily on the use of release on temporary licence, rather than on other interventions such as courses designed to develop life skills. There were exceptions to this however, as the following example illustrates:

#### **Good practice example**

*One of the offender supervisors in Kirkham Prison, a probation services officer, had devised a short session for prisoners who were on the verge of their first release on temporary licence (RoTL) from prison. This involved the prisoner completing worksheets in which they identified their goals for RoTL, outlining what their expectations were and, crucially, what problems they might encounter while on RoTL. Contingencies to deal with potential problems were formulated through group discussion. This simple initiative seemed to be good practice, which we felt could be further developed by involving family members in the planning and discussion.*

Although a crucial part of release preparation, RoTL was not always well planned or underpinned by robust risk assessment. Furthermore, the quality of assessments and plans to manage both the sentence and the risk of harm the prisoner posed left considerable room for improvement and stifled progress during the custodial phase of the life sentence.

#### **Quote from a prisoner**

*“basic things [were missing] like being assisted with finding places when you go out on town visits, they should give you maps to ensure you go to the right place (e.g. an interview), and know your way so you make it back in time.”*

Those released on life licence appreciated the support of their offender managers and were compliant. Resettlement outcomes, including gaining employment, stable accommodation and community links, were good for the offenders in our sample, especially given the stigma associated with a life sentence. Recall to prison was used sparingly but where necessary and creative alternatives to recall, through imposing additional restrictions such as curfew or residence in approved premises, were often successful.

**Good practice example**

*Stuart was only 19 years old when he received a life sentence for murder. Since his release, he had been living at approved premises in Somerset, although he also had family connections in the area. The offender manager made good use of the family in this case, both as a source of information about Stuart's ongoing level of drug and alcohol use or abstinence, but also to help steer the work with Stuart. He organised a case conference at the family home as Stuart's time in the approved premises was coming to an end, in order to help inform the planning for subsequent accommodation.*

The report contained the following recommendations:

**NOMS should:**

- use the opportunity offered by the Transforming Rehabilitation strategy to reassess how life sentence prisoners are managed in both custody and the community, with a view to providing a clearer strategic focus on this group of offenders and ensuring that they have access to a wide range of services designed to promote rehabilitation
- issue guidance stating the purpose of OASys assessments and stressing the importance of analysing the underlying motivation and triggers for the original offence in order to improve the quality of assessment of risk of harm to others; such guidance should also clarify who is responsible for assessments at key stages of the prisoner's progress through the custodial part of the sentence
- ensure that approved premises are used for those individuals who pose the greatest risk of harm to others.

**Prisons should:**

ensure release on temporary licence is structured, fully risk assessed and well planned so as to maximise the chances of it contributing to the prisoner's successful future rehabilitation

- prepare prisoners for open conditions so as to minimise the impact of the significant change in environment and review the prisoner's OASys assessment after the move has taken place.

**Probation Trusts should:**

- ensure offender managers exert more influence over the release on temporary licence decision-making process within prisons, including sharing information about release on temporary licence with Multi-Agency Public Protection agencies where necessary, so as to ensure that release on temporary licence is used effectively to prepare life sentence prisoners for release
- offer training to offender managers on how to plan and deliver work which enthuses and engages those on life licence, thereby maintaining the offender's engagement over the protracted licence period.

## Prisons and Probation Trusts should:

- improve the quality of sentence planning and plans to manage the risk of harm to others so as to effectively direct work with life sentence prisoners, thereby increasing the possibility of successful outcomes
- involve the life sentence prisoner's family or partner, where appropriate to do so, in the planning, delivery and review of work designed to address the risk of harm to others and the likelihood of reoffending, with a view to maximising the family's positive influence on the life sentence prisoner.

## Victim Contact: An Inspection of the victim contact arrangements in Probation Trusts: November 2013

### 5.3

This inspection was undertaken in response to a specific request put forward by the Commissioner for Victims and Witnesses. Following a report by the Commissioner we were asked to review the victim contact scheme.

The inspection focused on the quality of victim contact work undertaken with, and in relation to, victims of serious sexual and violent offences where the offender received a custodial sentence of at least 12 months. We visited six Probation Trusts to assess the quality of victim contact work by interviewing victims and assessing the work of offender managers and victim liaison staff. In all, we interviewed 28 victims and assessed 72 victim contact cases. We also interviewed key managers and staff from local and national organisations involved in victim contact work.

The victims interviewed during the course of the inspection were generally satisfied with the service they received from the victim liaison service. Many had been understandably traumatised by the offences that had been committed against them or a family member and, for these individuals, life was never going to be the same again. A number remained scared of the offender, even when the offence had taken place many years previously. It was, therefore, very pleasing to find that the vast majority clearly valued their contact with the individual victim liaison officers (VLOs) and felt supported by them at critical points in the offender's sentence.

#### Good practice example

*Violet, a victim living in London, said meetings usually took place with the VLO at her home because she was very fragile emotionally. Her VLO was very well informed about her case, completely understood the circumstances of it, and allowed Violet to talk about how she was feeling. She never put Violet under any pressure. Over and above that, the VLO explained the victim contact scheme and let Violet know what she could expect by way of information and when. Violet said she felt the VLO made the experience personal as opposed to simply making it an information giving process. When the offender attempted to make contact with the victim, the VLO gave Violet clear advice as to how to respond.*

We were, however, disappointed to discover that not all offender managers were fully aware of the impact of the offence on the victim. This inevitably made them less able to understand, or respond to, the victim's concerns as was evident in the following case:

### **Practice example**

*Two men harassed and then violently assaulted the victim, a male aged 52. The victim said in the victim impact report that his health had deteriorated immensely, his depression had become more acute and he no longer went out in the evening because he feared reprisals and felt his life was in constant danger. He was on antidepressants as a result of the attack. He sustained a broken arm which was now held together by a plate. It was very disappointing to see that the offender manager, in completing the relevant section of the offence analysis in the offender assessment, failed to recognise the massive impact this offence had had on the victim, simply describing the impact of the offence upon the victim as 'sustaining a broken arm'.*

Nevertheless, we saw some good examples of joint working between victim liaison officers and offender managers during this inspection.

### **Good practice example**

*A sex offender from Devon and Cornwall had initially gone to an approved premises following his release on licence. He owned a home in the small town where he had committed his offences. One of his victims, who still lived in that town, recognised that the offender had supportive friends in the locality, so she favoured a planned return to his home rather than him just turning up at the end of his licence. The VLO and offender manager agreed a small exclusion zone and licence conditions preventing the offender contacting the victim. The risk management plan produced by the offender manager ensured routes out of the estate where the offender lived were clearly defined so as to minimise the likelihood of the offender and victim meeting. The plan also set times when the offender would visit the small, local supermarket, in order that the victim could be aware of the times he would be there and minimise the likelihood of them inadvertently meeting. These were well thought through arrangements which the offender manager said had been designed to establish 'good habits' in the offender which he would continue after his licence ended.*

The Government's plans for the future structure of probation confirms responsibility for victim liaison work will remain within the public probation function in order for victims to get the best possible support. In the light of our finding, that outcomes for victims were better when offender managers and victim liaison officers worked closely together, we would fully endorse that decision.

The report contained the following recommendations to promote improvement:

#### **NOMS should work to improve the safety of victims and keep them fully informed by:**

- ensuring victim liaison staff are knowledgeable about working with mentally disordered patients subject to a hospital order
- providing victim liaison units with a comprehensive and functional victim contact case management system.

#### **Probation Trusts should work to improve the safety of victims and keep them fully informed by:**

- incorporating their experience into the risk of harm assessment and the risk management plan
- notifying them of events relevant to the victim that occur during an offender's sentence and enabling them to explain any concerns which can inform risk management and sentence plans

- providing agreed notes of all information sharing meetings or telephone conversations they have had with victim liaison officers
- ensuring that they know how to complain if they are dissatisfied with the service
- making sure that victim liaison officers receive appropriate support and training in recognition of the emotionally demanding nature of their role
- work with local youth offending teams to ensure that necessary protocols and working arrangements are in place to ensure that the Victim Contact Scheme is fully implemented in regard to cases supervised by YOTs.

**The YJB should work to improve the safety of victims and keep them fully informed by:**

- issuing further advice to YOTs specifically regarding which cases fall into the statutory victim contact category
- including within the specification for YOT case management systems the requirement for an automated flagging system for statutory victim contact cases.

**YOT Managers should work to improve the safety of victims and keep them fully informed by:**

- ensuring that their teams fully comply with the requirements for statutory victim contact work as set out in National Standards and the Code of Practice for Victims of Crime.

**A Joint Inspection of the treatment of offenders with learning disabilities within the criminal justice system – phase 1 from arrest to sentence: January 2014**

**5.4**

This inspection was carried out with support from the Care Quality Commission, HM Inspectorate of Constabulary and HM Crown Prosecution Inspectorate and is the first phase of a two part inspection to examine the treatment of offenders with learning disabilities within the criminal justice system. The inspection covered the effectiveness of work undertaken in police stations, the prosecution and court process, pre-sentence report preparation and the assessment and planning undertaken at the start of the community order. A further inspection (phase 2) took place between January and March 2014 and focused on work with offenders with learning disabilities in custody and while subject to supervision in the community. This inspection report will be published later in 2014.

We visited six areas in England and Wales to assess the quality of work. We examined 96 police custody records and 60 probation cases. In addition, the Crown Prosecution Service records on 44 of these cases were examined. We also interviewed key managers and staff from local and national organisations.

We found that an accurate estimate of the number of people with learning disabilities within the criminal justice system is impossible because of poor interpretations, about what constitutes a learning disability and a failure to properly identify and record this issue by all the key agencies at all points in the criminal justice process. The specific findings of this inspection are to a great extent a manifestation of these problems of definition and identification. As a result, the needs of offenders with learning disabilities are often overlooked. There were some pockets of good practice and examples of practitioners 'going the extra mile' to ensure that these offenders received the support and treatment they needed. However, examples of good practice were the exception rather than the norm.

Contact with the police is the first stage in the criminal justice system and for the majority of offenders with learning difficulties provides the first opportunity to have their needs

assessed. We found that police custody staff were ill-equipped to identify and respond to the needs of people with learning disabilities and 'Approved Adults' were not always available. In addition, police custody staff rarely have access to specialist workers to whom they could refer people with learning disabilities. There were however examples of good practice:

#### **Good practice examples**

*Michael was arrested for indecent assaults. He was interviewed with an Appropriate Adult present and the interview records show that the Appropriate Adult intervened when the police tried to test Michael's understanding about being arrested. Although Michael knew he had been arrested he did not understand why or what it meant. The Appropriate Adult advised Michael and the police that he should be fully assessed by a Community Psychiatric Nurse before being further interviewed. This helped with subsequent interviews as Michael had a better understanding of what he was being asked.*

*An offender with autism was arrested for burglary. He told police in an interview that he had followed instructions from another offender and he did not realise his actions were wrong. The Crown Prosecution Service charging lawyer was told about the autism but not the detail of what had been said in the interview, although this would not have altered the charge decision, it might have saved some time. The information was supplied later but was not considered by Crown Prosecution Service. The defence later requested an assessment about the defendant's mental capacity leading eventually to a guilty plea.*

The court experience for many people with learning disabilities was confusing and, at times, frightening because little attempt had been made to explain the process to them in terms that they could easily understand.

Finally, we were concerned that pre-sentence reports prepared by probation staff on people with learning disabilities often failed to properly analyse how the disability impacted on their offending, although some Probation Trusts had taken steps to improve practice:

#### **Good practice example**

*In South Wales, a Community Psychiatric Nurse with specialist knowledge of learning disabilities provided advice to offender managers preparing reports on offenders with a learning disability; this helped the report writer address the offender's learning disability in reports better.*

We made a number of recommendations for improvement as follows:

#### **All criminal justices agencies should:**

- jointly adopt a definition of learning disability.

#### **Police forces and the Crown Prosecution Service should:**

- ensure that Police decision-makers and Crown Prosecution Service lawyers are provided with information about learning disability when making decisions about charging and prosecution
- ensure that a defendant's learning disability is considered fully when making decisions on charging and prosecution.

**Police forces should:**

- make effective screening tools available in all custody suites, to assist custody staff in identifying detainees with learning disabilities
- ensure that the rights and interests of people with learning disabilities in police custody are safeguarded through the provision of good quality Appropriate Adult schemes that are available both during and outside normal working hours
- ensure that, at the design stage, new and refurbished custody suites consider screened booking-in areas where potentially vulnerable detainees can be interviewed in privacy so that an assessment of a detainee's learning disability is more likely
- ensure that custody staff are sufficiently aware of a range of learning disabilities and the requirements of the Codes of Practice so that detainees with learning disabilities are treated as 'vulnerable persons'.

**The Department of Health and NHS England (Health and Justice) should:**

- ensure that custody suites and courts have access to specialist learning disability staff to support assessments and the signposting of offenders with learning disability needs into appropriate services
- ensure that Force Medical Examiners are fully trained to assess and treat detainees with learning disabilities, and all medical staff are made aware of the exact requirements of the Codes of Practice in relation to the need for appropriate adults.

**HM Courts and Tribunals Service should:**

- ensure that all possible steps are taken to assist vulnerable defendants to understand and participate in court proceedings in line with the Consolidated Criminal Practice Direction, 2011: treatment of vulnerable defendants.

**A Joint Inspection of the Integrated Offender Management Approach: March 2014****5.5**

We carried out this inspection jointly with HM Inspectorate of Constabulary and looked at the identification of suitable offenders, assessment, planning, interventions and performance outcomes in relation to Integrated Offender Management (IOM).

We visited six areas and interviewed strategic and operational staff, and conducted interviews relating to 108 cases using a case assessment tool we had devised. In addition, we spoke to 16 offenders who were subject to IOM.

An approach to working with offenders, such as IOM, gives an opportunity for police and probation staff together with other workers such as community drug specialists to identify offenders at high risk of offending and offer them a range of constructive rehabilitative

interventions alongside, where required, a strong focus on enforcement and restrictive interventions. The principles of IOM emphasise that all partners should cooperate in working with offenders, and in turn, that offenders must face their responsibilities or face the consequences.

There are no agreed performance criteria against which to assess the merits of approaches to IOM; although there is an expectation that an effective Integrated Management approach will contribute to meeting the Home Office aim to cut crime and the Ministry of Justice ambitions to further reduce reoffending.

Working in partnership to jointly manage offenders offers real opportunities. However, our findings indicate that approaches are more effective in those areas where agencies focus on their unique contribution within the partnership framework. In a number of cases, interventions delivered to promote rehabilitation were promising:

#### **Good practice example**

*Mark was a long-term substance user with a very extensive history of offending. While in custody, a comprehensive plan to address his offending needs was developed. He was met at the prison on his release date by a housing project worker and went straight into residential rehabilitation for his drug dependency problem. Having completed this phase of his recovery he was moved into supported accommodation and was beginning to explore other issues linked to his offending such as a lack of education and training. At the time of the inspection he had maintained his desistance from offending.*

We also saw excellent examples of restrictive/enforcement activity and intelligence sharing:

#### **Good practice example**

*In Conwy, an offender with an outstanding warrant called his probation offender manager from a telephone landline that was not associated with his own address. By checking the number the call was received from with the IOM database, the source of the call was tracked to another offender's address. The IOM coordinator was able to arrange for a local police constable to visit the address immediately and make a swift arrest.*

Despite this the evidence base for IOM remains in need of further development. Attempting to balance the desire for rehabilitation with the requirement to target enforcement activity on those at greatest likelihood of reoffending, and capture this within a performance framework, remains a work in progress.

Our recommendations in the report were as follows:

#### **The Home Office and the Ministry of Justice should:**

- review the IOM principles and guidance to provide a single framework for those offenders identified as suitable, including a clear description of the nature of the work to be delivered
- rescind all previous requirements and guidance, such as those pertaining to the prolific and other priority offender initiative, and incorporate these into the new guidance where relevant
- promote a prioritisation framework to reflect more accurately the objectives to be pursued with individual offenders

- ensure that the principles of IOM are incorporated into the Transforming Rehabilitation programme, with clear performance incentives for providers of probation services to contribute to IOM
- ensure that new contracts for the electronic monitoring of offenders offer a suitable legal framework for those offenders subject to statutory orders managed within IOM
- commission an independent, authoritative and structured evaluation of the cost and benefits of IOM in terms of crime reduction; reduced frequency and/or seriousness of reoffending; and eventual desistance from crime.

**Chief Constables should:**

- promote the benefits of IOM to all officers and staff in their force area, particularly those working at the front line
- ensure that there are processes in place which ensure that intelligence is passed between IOM units and front line police officers and staff, and vice versa.

**Probation Trusts should:**

- take an active role at a strategic level, to ensure that IOM is effective
- provide appropriate services for all offenders managed within IOM, regardless of their statutory status.

**The YJB should:**

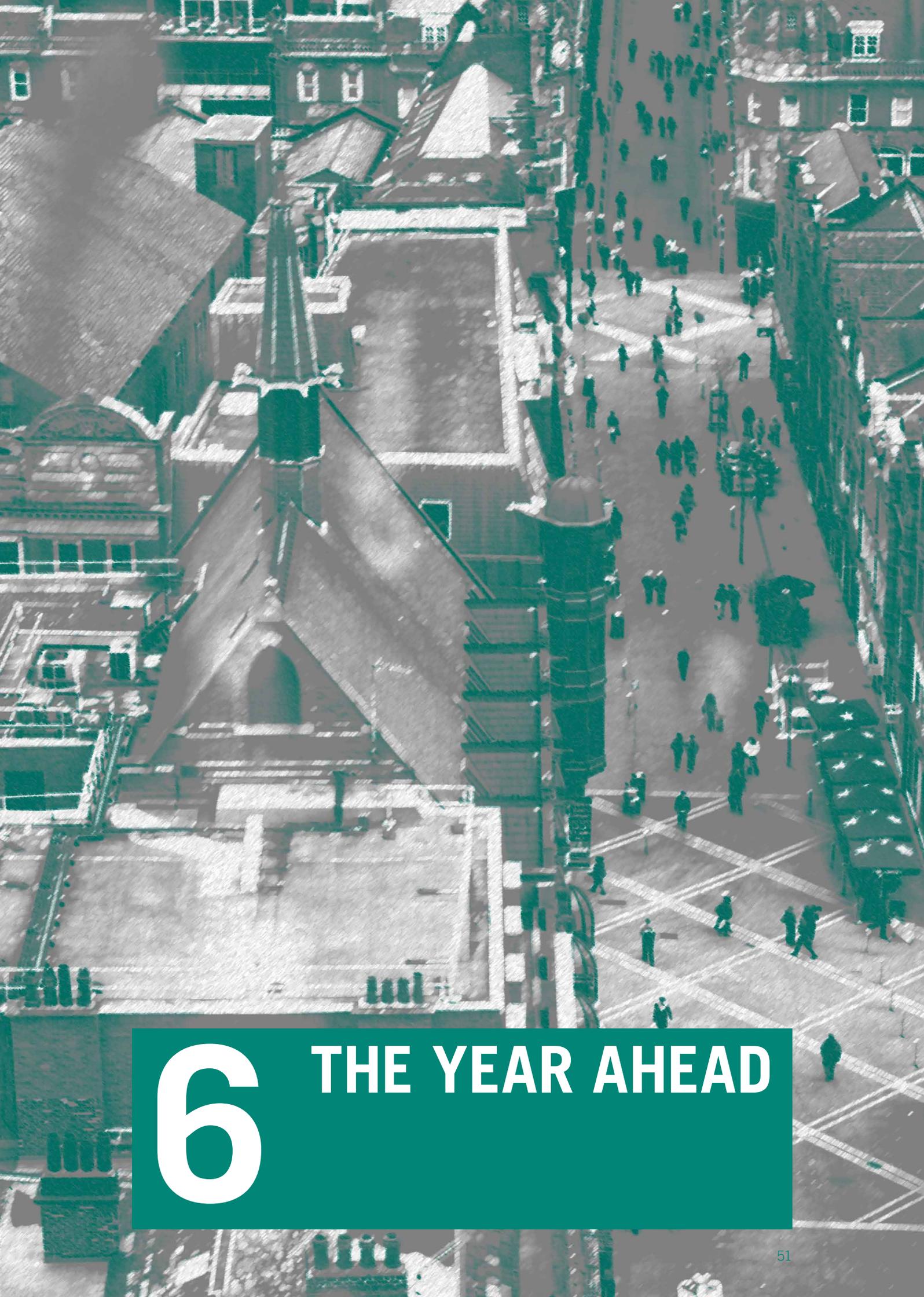
- ensure that Youth Offending Teams are aware of the benefits of collaborating with IOM approaches.

**Community Safety Partnerships should:**

- ensure that all relevant partners are involved in the delivery of IOM, as a major contribution to local crime reduction
- identify a single lead officer of sufficient status to contribute to the strategic planning of IOM in each area.

**IOM partnerships should:**

- ensure that all staff receive sufficient training to enable them to fulfil their duties
- ensure that intelligence is shared effectively by all partners, to reduce crime and reoffending
- ensure that police and probation staff are deployed to best effect, in accordance with their respective skills and role profiles.



6

THE YEAR AHEAD

# The Year Ahead

## Programme for 2014-15

### 6.1

Our underlying approach for 2014-15 will continue, as in recent years, to be the assessment of the quality and effectiveness of adult and youth offending work in a sample of cases. By examining a sample of cases, we determine whether the work being undertaken will achieve the required outcomes in each case.

Our programme of work for 2014-15 has the following 5 key work areas:

### Key Work Area 1

#### **Develop a fit for purpose methodology for Probation and youth offending services Inspection, focusing on effective reducing reoffending practice and providing assurance**

A significant focus of our work during 2014-2015 will be the development of our methodology to enable us to give full and appropriate attention to the success of providers in reducing reoffending, and to provide assurance about the delivery of the sentence of the court and the protection of the public. This development work will enable us to launch our new inspection methodology for use in the 2015-2016 period.

### Key Work Area 2

#### **Inspecting youth offending work (IYOW)**

We are part way through our IYOW programme - both the Short Quality Screening (SQS) and Full Joint Inspections (FJI) and will be conducting a review this year. This will explore how we might:

- have access to more up to date offending data, by YOT area
- increase the profile of outcomes in our inspections and reports
- evaluate and balance different forms of evidence gathering
- develop our service user engagement arrangements
- shorten our FJI reports and review their presentation
- highlight and disseminate best practice
- consider how we might inspect prevention work
- achieve greater impact from our inspections.

As part of this process we will seek feedback from inspected bodies and consult our stakeholders.

We plan to continue to undertake 20-30 SQS and six FJI reports over the next 12 month period.

### Key Work Area 3

#### **Inspecting adult offending work in the community**

During 2014-2015, the inspectorate will play an important role in providing assurance about the arrangements developed under Transforming Rehabilitation. Areas of interface between

the National Probation Service (NPS) and Community Rehabilitation Companies (CRCs) present particular risks, and it is on these that we plan to concentrate our attention.

### **Workload audit**

In April and May we will conduct an audit of workloads held by probation trusts, in comparison with those held 12 months ago, to establish to what degree caseloads held by probation trusts continue to be manageable during this period of change. The results of this audit will form the basis of a Ministerial briefing.

Other inspections during the year will include four related strands of work:

#### **1. Case transfer (April – May 2014)**

Probation Trusts have recently completed a process of determining which cases will, on 1st June 2014, transfer to the NPS and which to the CRC. We intend to inspect the outcomes of this process by undertaking an audit of the way in which it has been undertaken and examining the accuracy of the transfer decisions in a sample of cases.

#### **2. Court work and case allocation (July – September 2014)**

From June onwards, case allocation will be undertaken on the basis of the Risk of Serious Recidivism assessment and allocation tool, generally completed at court. We intend to undertake an inspection of work at court, focusing on the quality of probation work in the court setting and the quality and accuracy of the assessment and allocation decisions in a sample of cases.

#### **3. Start of order (July – September 2014)**

Research has shown that for work with offenders to be effective, it must start promptly and must quickly capture the individual's motivation and commitment. Good communication between the organisations involved will be important to ensure that orders start well. We therefore intend to conduct an inspection of early work with offenders by both NPS and CRCs.

#### **4. Inspection of continuing work with offenders (Nov 2014 – Feb 2015)**

During the later part of the year we plan to inspect work which has been undertaken with offenders in the first four months of supervision by both NPS and CRC. The cases will be drawn from a sample sentenced after 1st June, and allocated to the new organisations. A key focus of these inspections will be the effectiveness of enforcement and risk escalation processes, as well as the quality of work undertaken during this period.

## **Key Work Area 4**

### **Inspecting adult offending work in custody**

During 2014-2015 we will inspect approximately 40 prison establishments as part of the wider HMI Prisons inspection programme. Our specific focus is to examine the effectiveness of Offender Management arrangements in prisons to help the successful rehabilitation of offenders once they are released from custody.

We will also contribute to the review of Prison Offender Management arrangements, commissioned by the Chief Executive of NOMS.

HMI Probation will also explore, with Prison Inspectorate colleagues, how we might develop our methodology to include inspection of the resettlement activity in custody, the linked Through the Gate arrangements, and the connections to our inspection of probation services methodology set out in key work area 1 above. We aim to shed light on the effectiveness of the custodial element of the provision and to test the outcomes achieved during the lead up to a prisoner's release and in the months following their resettlement into their local community.

## Key Work Area 5

### Thematic inspections

We undertake thematic inspection of work undertaken with adults and children and young people who offend, jointly with other inspectorates, to consider cross-cutting issues appertaining to all sectors, and as a single inspectorate on areas to examine elements of practice in which we have a particular interest.

All our joint thematic inspections are included in the Joint Plan for the four CJS Inspectorates as a whole (published separately). Some of the inspections involving HMI Probation cover adult offending work, others either include an additional youth offending dimension or focus solely on youth offending work.

In 2014-15 we will publish reports on:

- Girls and young women in the criminal justice system.
- Child protection arrangements in probation trusts and Youth Offending Teams.
- The contribution of Youth Offending Teams to the 'Troubled Families initiative'.
- The effectiveness of resettlement arrangements for young people released from custody.
- The second part of our inspection on people with learning difficulties in the criminal justice system.

As part of our work with other criminal justice inspectorates we will lead a follow-up inspection on Multi Agency Public Protection Arrangements and contribute to inspections on local criminal justice partnerships and also to one on changing patterns of drug misuse led by HMI Prisons. We will also maintain our commitment to the multi-agency child protection inspections planned to start in April 2015.

In addition, we plan to carry out inspections exploring how desistance theory informs the work of Youth Offending Teams, and on the Youth Justice Board's community safeguarding and public protection incidents procedures.

For these purposes we will continue to work not only with our colleague CJS Inspectorates (HMI Prisons, HMI Constabulary, and HM CPS Inspectorate) but also with Ofsted, the Care Quality Commission and the National Audit Office in England where relevant, and in Wales with Estyn, Health Inspectorate Wales, Care & Social Services Inspectorate Wales, and the Wales Audit Office.

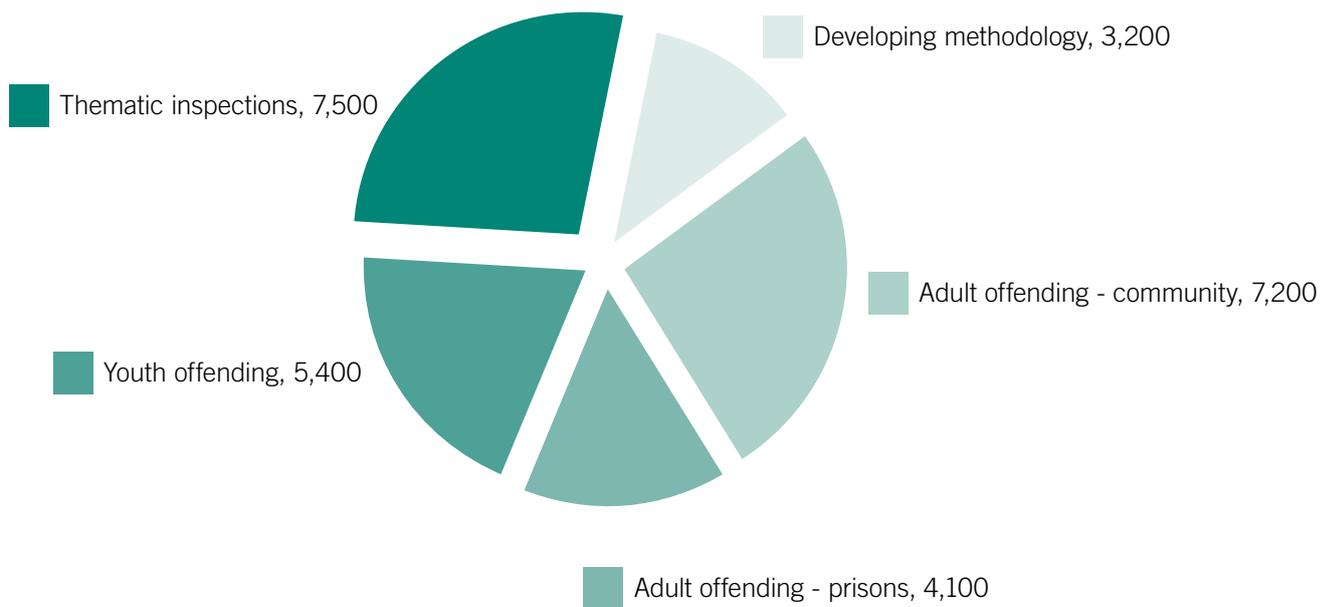
## Allocation of resources

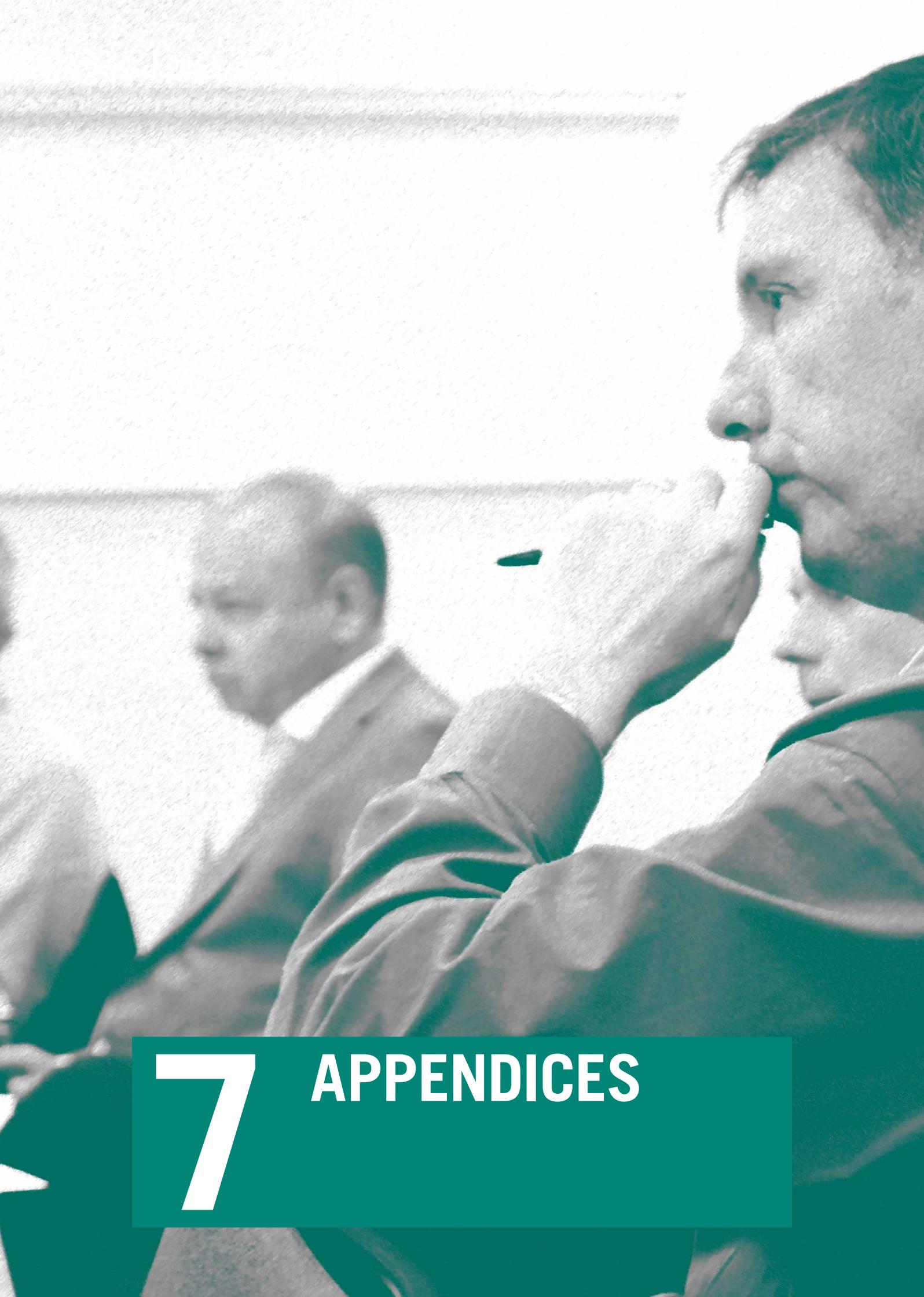
### 6.2

We have created a budget of 27,400 deployable ‘inspection hours’ for 2014-15 [an increase of 1,100 inspection hours on last year’s programme] and have allocated them as follows:

Developing methodology	3,200
Adult offending - community	7,200
Adult offending - prisons	4,100
Youth offending	5,400
Thematic inspections	7,500
<b>Total</b>	<b>27,400</b>

### Allocation of resources: inspection hours





# 7 APPENDICES

# Appendix A

## HMI Probation Staff As At 31 March 2014

### **HM Chief Inspector**

Paul McDowell

### **HM Assistant Chief Inspectors**

Julie Fox

Sally Lester

Alan MacDonald

Andy Smith

### **HM Inspectors**

Jane Attwood

Colin Barnes

Mark Boother

Vivienne Clarke

Helen Davies

Yvonne McGuckian

Ian Menary

Jonathan Nason

Caroline Nicklin

Helen Rinaldi

Tony Rolley

Nigel Scarff

Joseph Simpson

Avtar Singh

Les Smith

Liz Smith

Steve Woodgate

### **Assistant Inspectors**

Lisa Clarke

Mike Lane

Beverley Reid

Gary Smallman

**Associate Inspectors (fee-paid)**

Helen Boocock  
Paddy Doyle  
Krystyna Findley  
Martyn Griffiths  
Keith Humphreys  
Iolo Madoc-Jones  
Joy Neary  
Ian Simpkins

**Support Services****Head of Support Services**

Andy Bonny

**Deputy Head of Support Services (Information and Operations)**

Kevin Ball

**Information and Operations**

Pippa Bennett (Manager)  
Robert Turner (Manager)  
Oliver Kenton (Assistant Research Officer)  
Joanna Hewitt  
Stephen Hunt  
Lynne Osborn  
Jane Regan

**Deputy Head of Support Services (Corporate, Finance and Publications)**

Penny Rickards

**Corporate, Finance and Publications**

Grace Gibson (Manager)  
Charles Luis (Manager)  
Alex Pentecost (Manager)  
Siobhan Fallous  
Adam Harvey  
Christopher Reeves  
Jamie Smith

**Press and Media Relations Manager (shared with HMI Prisons and Prisons and Probation Ombudsman)**

Jane Parsons

## Appendix B

### Reports of Inspections Published in 2013-14

<b>Inspection of Adult Offending Work</b>	<b>Date Published</b>
Bedfordshire	August 2013
Devon and Cornwall	September 2013
Merseyside	September 2013
Hampshire	October 2013
Northumbria	November 2013
Northamptonshire	January 2014
York and North Yorkshire	February 2014
Kent	March 2014
Norfolk and Suffolk	March 2014

<b>Prisoner Offender Management Inspection 2 (POMI 2)</b>	<b>Date Published</b>
Third Aggregate Report	July 2012

<b>Inspection of Youth Offending: Full Joint Inspection (FJI)</b>	<b>Date Published</b>
Blackpool	May 2013
Powys	June 2013
Croydon	July 2013
Rochdale	September 2013
Wrexham	January 2014
Portsmouth	February 2014

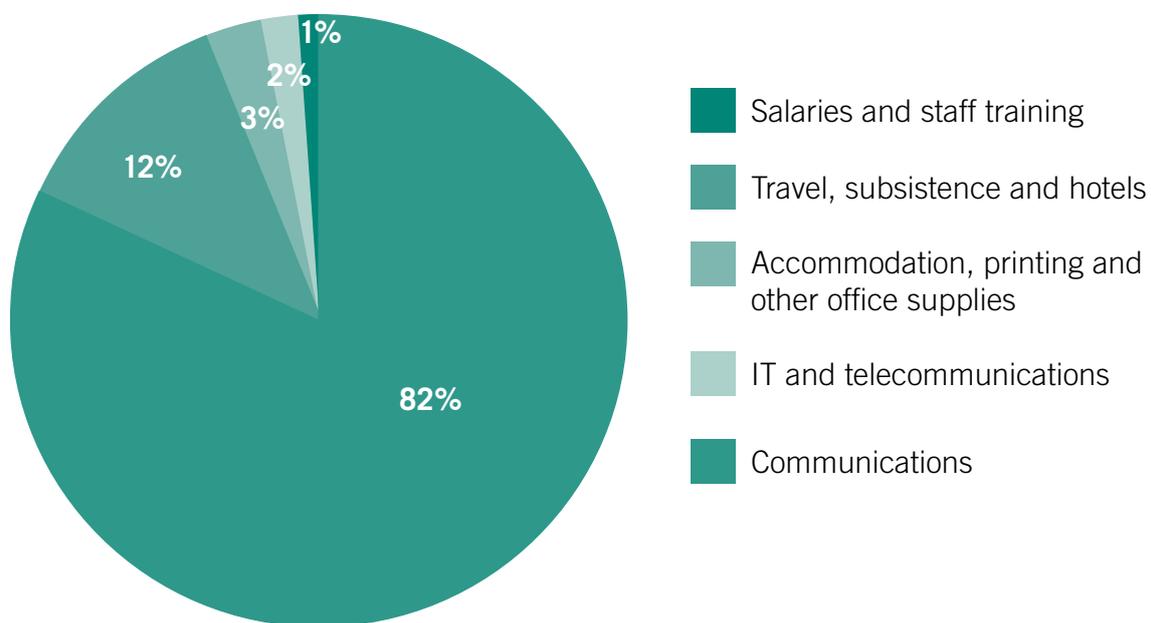
<b>Inspection of Youth Offending: Short Quality Screenings (SQS)</b>	<b>Date Published</b>
Bury	May 2013
Hertfordshire	May 2013
Milton Keynes	May 2013
Oldham	May 2013
Staffordshire	May 2013
Windsor & Maidenhead	May 2013
Blanaeu Gwent and Caerphilly	June 2013
Cheshire East	June 2013
Hartlepool	June 2013
Manchester	July 2013
Wandsworth	July 2013
Kingston & Richmond Upon Thames	August 2013

Stoke on Trent	August 2013
Merton	October 2013
Wirral	October 2013
Liverpool	November 2013
Tameside	November 2013
Newcastle	December 2013
Stockton-on-Tees	December 2013
Wigan	December 2013
Kirklees	January 2014
Medway	January 2014
Sandwell	January 2014
Vale of Glamorgan	January 2014
Gwynedd & Ynys Mon	March 2014
Leicestershire	March 2014
North Yorkshire	March 2014
Solihull	March 2014

<b>Inspection of Youth Offending: Core Case Inspection (CCI)</b>	<b>Date Published</b>
Core Case Inspection of youth offending work in England and Wales Aggregate report of the findings from HMI Probation's Core Case Inspection programme 2009-2012	May 2013

<b>Joint Thematic Inspection reports</b>	<b>Date Published</b>
A joint inspection of life sentence prisoners	September 2013
Victim Contact: an inspection of the victim contact arrangements in Probation Trusts	November 2013
A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system - phase 1 from arrest to sentence	January 2014
A Joint Inspection of the Integrated Offender Management Approach	March 2014

## Appendix C HMI Probation Budget for 2013-14



	Total budget for year (£)
Salaries and staff training	£2,702,000
Travel, subsistence and hotels	£383,000
Accommodation and office supplies	£97,000
IT and telecommunications	£61,000
Communications	£36,000
<b>Total budget</b>	<b>£3,279,000</b>

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Twitter: you can follow us @HMIProbation  
[www.justiceinspectors.gov.uk/hmiprobation](http://www.justiceinspectors.gov.uk/hmiprobation)  
A Welsh language version of this Annual Report is also available from this website.

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