

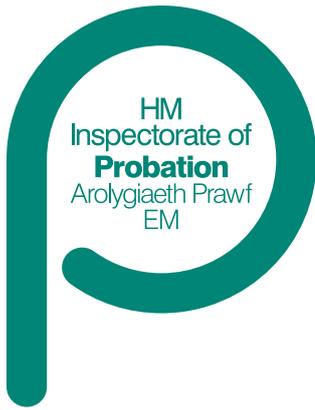
# HM Inspectorate of Probation for England and Wales

# Annual Report 2014–15

Independent inspection of  
adult & youth offending work

August 2015





HM Inspectorate of Probation  
for England and Wales

# Annual Report 2014–15

Independent inspection of  
adult & youth offending work



# Contents

Foreword by HM Chief Inspector of Probation	4	Short Quality Screenings (SQS)	28
<b>1. HM Inspectorate of Probation</b>		Full Joint Inspections (FJI)	31
Statement of Purpose	7	Local Assessors	33
Values	7	Feedback from inspections	34
Overview	8	Service users' perspectives	34
Inspection work	8	Work with the YJB and YOTs	36
Joint inspection of the criminal justice system	9	<b>5. Inspecting offending work: joint thematic inspections</b>	
Departmental arrangements	9	Overview	38
Accountability and transparency	9	An inspection of the work of probation trusts and Youth Offending Teams to protect children and young people	39
Complaints procedure	9	The contribution of Youth Offending Teams to the work of the Troubled Families programme in England	40
Quality assurance strategy	9	Girls in the criminal justice system	42
Public safety	10	Joint thematic inspection of resettlement services to children by Youth Offending Teams and partner agencies	44
Diversity	10	A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system – phase two in custody and the community	46
Disclosure and Barring Service (DBS) checks	11	Resettlement provision for adult offenders: accommodation and education, training and employment	48
Staffing	11	<b>6. Developing a new inspection methodology</b>	
<b>2. Inspecting adult offending work in the community</b>		Emerging principles	51
Overview	13	Consulting on inspection models	51
<i>Transforming Rehabilitation</i> – early implementation	13	Piloting the developing methodology	52
Workload audit report	13	Quality & Impact inspection model	53
Case transfers	15	<b>7. The year ahead</b>	
Court work and start of order inspection (July – August 2014)	16	Programme for 2015-16	57
Inspection of early work with offenders (September to December 2014)	21	Allocation of resources	58
<b>3. Inspecting adult offending work in prisons</b>		<b>Appendices</b>	
<i>Transforming Rehabilitation</i> – implementing a revised inspection programme for assessing Prison Offender Management	24	A. Staff as at 31 March 2015	59
Key findings from inspections	24	B. Reports of inspections published in 2014-15	61
Other work with the National Offender Management Service and prisons	25	C. Budget for 2014-15	63
<b>4. Inspecting youth offending work</b>			
Overview	27		
Information Bank	27		

## Foreword

### by the Chief Inspector



Following the resignation of Paul McDowell, I took up my post as interim HM Chief Inspector on 19 February 2015.

I will not miss this opportunity to pay tribute to the professionalism and resilience of my former colleagues who work in youth justice, in probation services and in parts of the National Offender Management Service. Whether they work in the public, private or third sector their conscientious work sometimes goes unrecognised and is under-valued in the modern climate of challenge and reform.

Governments since 1997 have instigated major changes to the Probation Service. Twice in my career to date I have been told that I was participating in a once in a lifetime reform of probation. Those words have not been used in relation to the *Transforming Rehabilitation* Programme but few would argue that the nature and pace of these changes will continue to have unprecedented impact on organisational structures and staff for some time to come. Our early *Transforming Rehabilitation* reports highlight significant operational and information sharing concerns across the boundaries of the National Probation Service and Community Rehabilitation Companies, and continuing frustration with old case management systems. We have found probation areas that had struggled to deliver a quality service prior to *Transforming Rehabilitation* are now finding it hardest to adapt and cope with the reforms. The correlation between historical performance of former probation trusts and progress made with *Transforming Rehabilitation* implementation extended into the important issue of staff morale. This speaks to the urgent and continuing need to support the necessary improvement in the quality of leadership and management.

However, with time and continuing goodwill I believe these transitional problems can be resolved. The much bigger challenge for 2015 and beyond will be to turn the rhetoric of innovation and the long advocated extension of services to short term prisoners into hard evidence of effectiveness and reduced rates of reoffending. This will be the true test of the *Transforming Rehabilitation* reforms.

While the work of probation is very familiar to me, in youth justice I have renewed my interest in and passion for work which places the child in the centre of each inspection, where diversion from the formal criminal justice system is well managed and lower custody rates are welcomed. Nevertheless, Youth Offending Teams (YOTs) face the pressures to reduce the reoffending rates of children who commit more serious offences and who are subject to custodial sentences or community sentences.

Our *Joint thematic inspection of resettlement services to children by Youth Offending Teams and partner agencies* highlighted shocking reoffending rates and fault lines in inter-agency resettlement plans for children leaving custody. We have known for at least a decade what helps children leaving custody to stop offending but too few are being provided with what they need, especially suitable accommodation and education, training or employment opportunities. Children and their parents/carers should be well prepared for their release from custody and all agencies should be ready to support a constructive release plan. Some children did not know where they would be living until a few days before release, and because of that, other provision could not be put in place. We will keep the Government's resettlement plans within *Transforming Youth Custody* under review in the hope they may go some way to fixing these historical problems. We have made recommendations to bolster those plans.

In HM Inspectorate of Probation we welcome the new policy and operational focus on rehabilitation and reduction in reoffending rates, and we believe this must be reflected throughout our future inspection programmes. We have been allocated a small increase in budget to resource development of a new inspection model which will be piloted in the first half of 2015/2016 and assume functional value later in the year. I believe this will provide fit for purpose independent and impartial scrutiny, which is more important than ever before.

I am proud to present this Annual Report. When working as Chief Probation Officer in West Yorkshire and London I learned the value of good inspection and how this could be a driving force for change and for improved staff morale, which is so often a feature of high performing organisations. I trust the work of the Inspectorate in 2014/15 may serve such a useful purpose and inspire behaviour and action to improve policy and practice in the future.



**Paul Wilson CBE**

Her Majesty's 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 (MoJ) and reporting directly to the Secretary of State. Our purpose is to report on the effectiveness of work with adults and children who have offended. This is aimed at reducing reoffending, protecting the public, and improving the wellbeing of children at risk of reoffending, whoever undertakes this work. We inspect the quality and impact of services provided, and make recommendations designed to assist providers to continually improve the effectiveness of their services.

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 service practice quality and impact, in good time and to a high standard. We check the impact of our inspections. We disseminate widely to enable improvement across England and Wales.

#### ***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 2014-15 we:

- continued with our risk-proportionate programme of Inspection of Youth Offending Work. Under this programme we completed 6 Full Joint Inspections and 31 Short Quality Screenings (more information is in Chapter 4)
- conducted an audit of workloads held by probation trusts, followed by an audit of the way cases had been transferred to the National Probation Service (NPS) and which to the Community Rehabilitation Companies (CRCs). We also completed 14 inspections under our programme of Inspection of Adult Offending Work (more information is in Chapter 2)
- completed 43 inspections of offender management in prisons, jointly with HM Inspectorate of Prisons (HMI Prisons) (more information is in Chapter 3)
- published five thematic reports, which were led by HMI Probation, on girls 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 children released from custody, and the second part of our inspection on people with learning difficulties in the criminal justice system (more information is in Chapter 5)
- developed a new inspection methodology that will judge system-wide effectiveness of services within a local area by considering both quality of practice and impact. The methodology is undergoing further consultation and piloting and will assume functional value later in 2015-16 (more information is in Chapter 6).

We continued to give a prominent focus to the issue of public safety, developing arrangements to improve 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
- highlight enablers and barriers to effective practice wherever we find them
- make recommendations to improve the quality and impact of the work in areas we inspect
- enable improvement in the effectiveness of probation and youth justice services across England and Wales.

Our current core inspection methodology is based on the assessment of the quality of adult and youth offending work by the inspected body in a sample of cases of individuals who have offended. From examining the sample, we judge whether work is being done sufficiently well with the individual in order to most likely achieve the required outcomes. We are currently redeveloping our inspection methodology to enhance our ability to achieve our stated purpose (see Chapter 6).

We consider that inspection should be risk-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 *Criminal Justice Joint Inspection Business Plan 2013-15*.

## **Departmental arrangements**

### **1.6**

HMI Probation continues to be hosted by the 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 not received any complaints in 2014-15.

## **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 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 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 quality 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 to 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.

## 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 2015, of the HMI Probation staff group in total:

- 49% were female, 51% male
- 8% were from a minority ethnic group, 92% white

- 8% considered that they had a disability within the meaning of disability discrimination legislation
- 6% were lesbian, gay or bisexual, 83% heterosexual [11% preferred not to say]
- 24% had caring responsibilities
- 19% were aged under 35, 17% aged 35-44, 28% aged 45-54 and 36% 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.

## **Staffing**

### **1.13**

During 2014-15, 8 staff left the Inspectorate and 12 staff joined. Our staff group as at 31 March 2015 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 NPS, CRCs and many 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 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 2014-15 we have continued to offer short-term placements of 3-6 months to colleagues working in the field with experience relevant to thematic inspections we are undertaking. This 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.

# 2

## INSPECTING ADULT OFFENDING WORK IN THE COMMUNITY

# Inspecting adult offending work in the community

## Overview

### *Transforming Rehabilitation* – early implementation

#### 2.1

The Government's *Transforming Rehabilitation* reforms are changing fundamentally the way that adult probation services are organised and delivered. As such, it is important that the Inspectorate provide the public with a clear evidenced picture of implementation on the ground, to test effectiveness through objective methods and to recommend improvements.

While still too soon to test effectiveness through offender outcomes, a series of inspections completed between April and September 2014 focused on the operational impacts of early *Transforming Rehabilitation* implementation. In particular, inspectors looked at the newly created interface between the National Probation Service (NPS) and Community Rehabilitation Companies (CRCs). With the splitting of probation services into two separate organisations came process, communication and information sharing challenges that did not previously exist. Our first report looking at the early implementation of *Transforming Rehabilitation* highlighted that challenge for probation services in a fast moving and complex programme of reform. It is clear that many of the issues will not be solved overnight and will remain a challenge for some time to come.

During the period under review we examined:

- probation staff workloads (a desktop inspection)
- court work
- start of orders (looking at probation work in the first month of an offender's order)
- interface issues between the NPS and the CRCs.

### Workload audit report

#### 2.2

##### Background

In March 2014 the Secretary of State asked HMI Probation to investigate whether, as a consequence of the proposed *Transforming Rehabilitation* changes, the workload of staff in probation trusts had increased during the period leading to the *Transforming Rehabilitation* go live date of 01 June 2014. This was achieved by conducting a desktop inspection of the caseloads being managed by probation trusts in February 2014, in comparison with those held 12 months ago in April 2013, and an examination of human resources data held by trusts and the National Offender Management Service (NOMS) relating to posts and vacancies.

##### Summary

Out of 35 trusts examined, caseload per staff member over the period April 2013 to February 2014 had increased by 2.4% with average caseloads per trust over that period, increased by 0.2%. The reasons for the increase in individual caseloads were, in the majority of cases, a combination of increased caseloads and reduced staff numbers. Unfortunately, due to issues with the quality of data supplied, it was not possible for us to sufficiently interrogate the reasons for variations between different probation trusts or to understand which operational staff sub group experienced the rise or fall in staff numbers, or why.

Despite that, we were provided with sufficient information to conclude that overall the increases in workloads were minor and were not statistically significant.

### **Key findings**

Information requests were made to the National Offender Management Service Performance and Analysis Group (NOMS PAG). While staff were helpful they were also under considerable pressure to deliver significant change and it was sometimes not clear who owned or was responsible for which information. It was also clear that the quality of the data supplied by probation trusts to NOMS PAG was variable, limiting the reliability of centrally collated data.

Certainly there is a need to focus on developing the quality of human resources data to support future work. For example, the data concerning the number of staff in post and average caseloads were not particularly refined. It could not be broken down by different types of operational post. Furthermore, we were unable to clarify vacancy levels in trusts. That reality significantly limited our ability to draw conclusions related to workload. Specifically we were unable to deduce from the information supplied how many of the staff vacancies were Senior Practitioners, Probation Officers or Probation Service Officers rather than support functions, like administration staff or managers.

Caseload in April 2013 stood at 234,027 cases, compared with 234,535 in February 2014. While not a direct year on year comparison, it is clear that caseload figures are very similar and show only a 0.2% increase over this period.

While there were some regional variations in trusts, data received from NOMS PAG indicated that the average caseload per probation staff member across all trusts increased over this period from 23.5 cases to 24.1, an increase of 0.6 per probation staff member or a 2.4% increase in caseload per staff member.

The average percentage change in operational staffing levels for all trusts was a decrease of 2.2%. There were some notable variations, for example between an increase of 22% of Senior Practitioners, Probation Officers and Probation Service Officers in Dorset, to a decrease of 25% for the same group in West Mercia. The limitations of the data supplied meant that it was not possible to further interrogate the reasons for those variations or to sufficiently understand which staff sub group experienced the rise or fall in numbers, or why.

As a consequence of the increase in staff, Dorset saw a fall in average caseload per probation staff member over the period 01 April 2013 to 01 April 2014 from 23.6 to 18, a decrease of 5.6, or fall in workload per staff member of 31%. In West Mercia we found an increase in caseload per probation staff member over the same period from 18.2 to 22.8 (still lower than the national average of 24.1 cases), 4.5 per staff member or a 20% increase in caseload per staff member.

A decrease in staff numbers over the identified period did not necessarily lead to a large increase in caseload per staff member. For example Essex saw a decrease of 6% in staff over the year but also a fall in caseload from 6,099 in April 2013 to 5,834 in February 2014 of 4.5%, leading to a statistically insignificant increase in caseload per staff member of 2%.

Ten trusts have experienced an increase in staff caseloads of over 5%, in three trusts this has been over 10%. Most of these trusts have seen an increase in overall trust caseload of between 0.5% and 8%, which has generally been matched by similar individual caseload increases. However, in two instances where overall trust caseloads reduced, individual caseloads have still risen.

Overall, we have been presented with a mixed picture. Some trusts have experienced caseload decreases coupled with staffing increases which have led to reductions in caseloads. Others have seen caseload increases with staffing decreases and rises in individual caseloads.

As we have indicated, it is important to note that in the absence of sufficient relevant data it has not been possible to evaluate the impact of vacancies and temporary staff on caseloads, or to examine whether trusts as a result were disproportionately experiencing changes in individual caseload numbers. But when taken as a whole increases in workloads were minor and were not statistically significant.

Noting the variable quality of the data supplied to HMI Probation, we recommended that NOMS should take steps to focus on developing the quality of human resources data to support future work.

## Case transfers

### 2.3

#### **Initial allocation of cases prior to the implementation of *Transforming Rehabilitation***

Over the period 21 April 2014 - 07 May 2014, HMI Probation undertook a brief inspection to review the progress that had been made on preparing for the transfer of cases to either the NPS or to CRCs. We inspected four trusts; South Yorkshire, Cheshire, Dorset and West Mercia. This was completed prior to the implementation of the structural changes from 01 June 2014.

Each of the areas visited had formed a project board to oversee the change process and all of the areas reported that, for the bulk of their caseload, the allocation to the CRCs or NPS had been a time consuming but technically straightforward process. A small number of cases had proved to be more problematic than others, these tended to be those that required verification of the Multi-Agency Public Protection Arrangements (MAPPA) or deportation status of offenders. We noted that nearly three-quarters of the cases had been allocated to CRCs and just over one-quarter to the NPS.

We talked to a variety of staff members, ranging from senior managers to practitioners, to gather their views on the process. They were consistent in their feedback that the process had not been managed as well as it should have been from NOMS. They cited regularly changing target dates and inadequate integration of the various work strands associated with the task, for example, having enough time to address the IT aspects of the change process and addressing the associated human resources implications. In each of the locations the resource burden was noted. This had particularly impacted on the workloads of middle managers, many of whom pointed out that they had not been able to maintain a focus on the quality of service delivery while undertaking the tasks associated with preparing for the allocation of cases to the NPS or to CRCs. The remit of our inspection did not allow us to follow this up at the time, but in the later inspections we did find a lack of management oversight in cases where we thought it was needed.

In terms of finally transferring the cases to the CRC or NPS offender manager who would be working with the offender under the new arrangements, two-thirds of cases were still pending transfer being completed. In each of the areas the reason cited for not having completed the transfer of the cases was that the staffing profile of the CRCs and the NPS had not allowed the transfers to take place. The NPS side of the work was said to be more settled and at that point the staffing problems were focused on the CRC teams. These teams faced problems of not having enough staff in post, not having the staff in the right locations (especially where there were small teams covering large rural areas), or of not having the right balance

of grades and experience of staff. CRC staffing issues were seen as the major log jam in the task of finally transferring cases, but all of the areas felt they would have largely completed the task by the target date.

We noted that a high number of cases due to go to CRCs had been classified as posing a medium risk of serious harm. The harm primarily related to domestic violence and associated child safeguarding concerns. A concern was expressed that, due to the staffing issues outlined above, CRCs in the short and medium term may not have sufficient staff to respond to these issues appropriately.

The extent to which the areas had given attention to helping services users (offenders subject to supervision and victims) to make the transition varied. In one area leaflets had been drawn up and letters sent to all offenders to explain the process. In others the emphasis was trying to set up three-way meetings, between the offender and the old and new offender managers, to help to smooth the transition. A number of practitioners told us about the high levels of anxiety the changes had generated for some offenders. These were often offenders with chaotic lives or with mental health difficulties.

Where individual offender managers had to transfer their entire caseloads, they said they did not have enough time in the short period before the transfer was to take place to set up three-way meetings in all cases. Between them, the areas estimated that just under one third of offenders would experience a change in offender manager as a result of this process.

Many of the issues described above were likely to be transitional and, at the time these inspections were completed, it was difficult to anticipate the impact they might have in the longer term.

## Court work and start of order inspection (July – August 2014)

### 2.4

#### National Probation Service work in court

The introduction of *Transforming Rehabilitation* has not resulted in significant changes to the way that probation services are delivered in court. However, new tasks associated with the allocation of cases are drawing staff away from preparing same day reports and that is leading to some delays in sentencing.

- **Reports:** The NPS prepares and delivers reports to courts to provide information about offenders to help sentencers make their decisions. We found fewer reports completed on the day of sentence than had been the case last year. The reports we saw were of a good enough quality to support sentencing, and they proposed sentences that would allow appropriate work to be undertaken to reduce the likelihood of reoffending and to manage any risks presented by the offender.
- **Risk Assessment at the report stage:** Due to changes in practice over recent years, which pre-dated *Transforming Rehabilitation*, few reports were based on a full written assessment of risks of reoffending or of causing serious harm. This did not impact on the quality of reports to support sentencing, but it did mean that many cases reached the point where an allocation decision had to be made without this assessment being completed.
- **Diversity:** It is important that diversity factors are identified at the earliest possible opportunity otherwise the likelihood of having a positive impact on the offender's behaviour is reduced. We found that it was unusual for a full discussion about

diversity issues to take place at any point in the court process, and often this was only undertaken in the first appointment with an offender manager. These factors were rarely recorded in a way that would enable any member of staff meeting the offender to know what reasonable adjustments were needed. Legislation requires that all public services are delivered in a way that is equally appropriate to people who have a range of protected characteristics, including race, gender and disability.

### **Initial allocation of cases to Community Rehabilitation Companies or the National Probation Service**

Allocation of a case to the right agency is a new process introduced by *Transforming Rehabilitation*. This requires the NPS to decide (based on a set of national criteria) whether they will retain the case or whether it will be managed by the local CRC. Allocation is a different process to the actual assignment of the work. Assignment means linking an offender to a single offender manager who will arrange and coordinate all the interventions to be delivered during their sentence.

- **Allocation:** The processes by which allocation decisions were made were time consuming. The key document linked to this process, the Case Allocation System, did not support full and clear recording of all the factors relevant to the allocation decision. To ensure there is a swift and accurate decision about which agency a case will be allocated to, our view is that the new processes linked to allocation should be completed by the member of staff preparing any report for court.
- **Risk of serious recidivism:** This is a new calculation, based on factors including an offender's previous convictions, that identifies the likelihood that they will commit a serious sexual or violent offence. It does not appear to identify many additional cases needing to be managed by the NPS that would not already be automatically allocated due to MAPPA or risk of serious harm status.
- **Timeliness:** The majority of cases were allocated to a CRC by the NPS within one working day after sentence. A small number of cases should have been allocated to the NPS rather than the CRC. These were mostly cases that should have been subject to MAPPA, and this had been overlooked. These cases had to be reallocated from the CRC back to the NPS with all the work and disruption that this involved.
- **Risk of serious harm screenings:** These are checklists that identify factors that suggest that there may be a likelihood of an individual committing an offence that will cause serious harm. Staff were not clear about whether the new Risk of Serious Harm screening replaced the previous one or was additional to it.
- **Eligibility for deportation:** There was nowhere in the new paperwork to record the deportation status of offenders, even though this is one of the factors that is relevant to allocation to the NPS.
- **Risk of serious harm analysis:** Where the Risk of Serious Harm screening indicates potential risk factors, a fuller written analysis of those risks should follow. We found that in many cases a full Risk of Serious Harm analysis had not been completed by the NPS, or if it had been done, the CRC had not received it. Cases allocated to the CRC without these completed risk assessments meant that they could be assigned to the wrong grade of staff and subsequently need to be reassigned. Offender managers would not have been aware of all the risk factors; the management of the case would not have been as stringent as it should have been; and signs that the risk posed by offenders may be increasing, and action needed, could be missed.

- **Information to Community Rehabilitation Companies:** We were told by CRC staff that information from the NPS was sometimes reaching them after the offender reported for their first appointment. We also interviewed two offenders who mentioned that staff who had seen them did not know anything about them, which was not a good start. Timeliness of information arriving at the offender manager's office had been an issue before the implementation of *Transforming Rehabilitation*. However, staff becoming familiar with the changes to IT that reflect the new organisational structures and processes have impacted on the speed of communication between the NPS and CRC. We are, therefore, concerned to note the increase in frequency of this particular issue in the early months of implementation.
- **First appointments:** The fragmentation of the contact with offenders going through the court process and the increasing use of group induction, meant that many offenders had contact with numerous probation staff before meeting the offender manager who would be working with them. This meant that there were delays in starting to form the crucial working relationship with their supervisor. The impact of that fragmentation had the potential to reduce the likelihood of effective work being undertaken.

## IT issues

The introduction of *Transforming Rehabilitation* has exacerbated previous IT problems. While some of the initial difficulties have been resolved, many of the new tasks required by *Transforming Rehabilitation* are more complex and take longer than previously. The pressure of this falls most heavily on NPS staff, both administrators and those preparing reports for the courts. At the time of this inspection, we were not aware of any permanent additional resource having been identified to meet the new requirements. Unless this issue is addressed this will remain a problem for the NPS.

- **Transforming Rehabilitation and IT:** Two key IT systems are used by probation services staff to manage and record cases under supervision and to complete assessments and plans for offenders. Before *Transforming Rehabilitation* there were already significant concerns about the functioning of these systems, including; slow running, an unreliable search facility, the need to use numerous keystrokes for tasks that had been simpler on old systems, and lack of national guidance on the use of warning 'flags'. Many new processes that were introduced by *Transforming Rehabilitation* needed to be recorded on IT systems. Some of these new tasks were not integrated with existing systems, so staff had to enter the same basic information about offenders that had already been inputted elsewhere. They then had to remember to export documents to another application so that the work was recorded. Where attempts had been made to integrate documents with electronic case records, we saw that operational staff could only access these templates once administrative staff had set the cases up, so in practice the documents were being completed on paper and uploaded later, losing the benefits of integration.
- **Inefficiencies:** We saw time wasted where staff could not always access computer terminals when their jobs required it. Most significantly, there was no facility for staff working in courts to use laptops to access probation information systems remotely, so they relied heavily on paper systems that then had to be uploaded to the computer system later. An example of the consequence of this was that the key first appointments given to offenders when they were sentenced were rarely recorded on the case management system. While there have been some improvements to systems in recent months, it is clear that many of the new processes associated with the implementation of *Transforming Rehabilitation* still take longer and are more complex than previous arrangements. That was particularly the case in relation to court work.

The IT systems were barriers to staff using their time most effectively, and hindered access to clear and accurate information about offenders.

- **Electronic records:** A recent probation instruction made it clear that the NPS should supply a package of information electronically via the case management system to the CRC after the offender's court appearance. We agree this is the best approach, but this was not being done consistently or in a timely way in the areas we inspected. Not all staff understood the system had the ability to upload and store a range of documents electronically, and in some places there was no access to a scanner to enable this to be done.
- **Change process:** From November 2013 there had been communication about forthcoming IT changes, including national briefing events and teleconferences in early 2014, however, the perception among staff we interviewed was that many of these changes were introduced at short notice and with little opportunity for formal training. Instructions were sent out by email, but not all staff understood them, and tight timescales for implementation often added to the challenge. In the early months following *Transforming Rehabilitation* there were a number of 'workarounds' as solutions to the IT problems that had arisen nationally and locally. Some of the workarounds were cumbersome and were not fully understood or, therefore, used by staff.
- **Links between IT systems:** We found most operational staff and managers were completely unaware that the two existing systems could be linked so that each system updated the other whenever a new assessment was completed. This led to inspectors frequently seeing information recorded inconsistently between the two systems.
- **Warning flags:** The case management system allows 'flags' to be placed against an offender's name to indicate particular areas of concern. This allows any staff member to know immediately, for example; what level of risk was posed by an offender, whether the case was managed by MAPPA, or whether there were risks to staff or children. We found these flags were often either not used, or carried out of date or misleading information. While this issue does not appear to be any worse under *Transforming Rehabilitation* than previously, it means that key facts about a case are not immediately available, and they would be an important safeguard at the point cases are allocated to a CRC. It is important to note the significant communication and information sharing challenge that now exists for probation providers as a consequence of there being two organisations rather than one. As with many of the issues we highlighted from this inspection, it is often the case that already existing problems take on new significance. This is one example of that challenge.

### **Staffing and resources**

There has been a huge amount of change for probation staff as the transition from Probation Trusts to the NPS and CRCs has been rolled out. We found staff working very hard to implement the required changes. The speed of the transition had left them feeling that they had not been sufficiently informed about new working processes and many did not understand the rationale for them.

- **Staff grades:** Probation officers are professionally qualified staff and probation services officers have a lower level of qualification and take on less complex work. Not all areas had the ideal balance of probation officers and probation services officers staff to cover courts and prepare reports or used these resources efficiently. This led to some probation officers preparing reports for which they were over-qualified. This is not an efficient way to use limited resources.

- **Transforming Rehabilitation and resources:** We found NPS teams struggling to complete all the new tasks required by *Transforming Rehabilitation* with their existing staff allocation. We were not sure whether all local circumstances, as well as the time that new tasks took, had been taken into account when decisions were made about how many staff would be required in the NPS. Most areas had kept staff numbers in court teams static, but new processes meant that more resources were needed in courts. Tasks which would previously have been completed in the first few weeks of an order now have to be completed by the NPS at the point of cases being allocated to CRCs. The time consuming nature of the tasks was reducing the availability of court duty staff to deliver same day reports, so more cases were being adjourned than had been the case previously. We understand that some additional resources had been allocated to the NPS over the summer months to address the shortfall of staff in courts. This had been used to arrange sessional staff to write adjourned reports, and did not provide permanent additional cover in court teams. Most of the new processes which had been introduced as part of the implementation of *Transforming Rehabilitation* were starting to become embedded, but this has taken staff time away from court and report work.
- **Probation Services Officer tasks in the National Probation Service:** A number of probation services officers were assigned to the National Probation Service. Apart from those working in court, we did not understand the reasons why probation services officers were placed in the National Probation Service. Several senior probation officers were not clear what appropriate tasks could be allocated to them.
- **Impact of Transforming Rehabilitation on Senior Probation Officers:** Since the implementation of *Transforming Rehabilitation*, NPS middle managers were spending a significant amount of time managing human resources processes, for example recruitment, via the Ministry of Justice 'shared services' system. Previously, most of these tasks would have been completed by specialist staff in local human resources units in probation trusts. Overall, we are concerned this may be having an impact on management oversight of practice. We found little evidence of management oversight in either CRC or NPS cases where we had assessed it was needed, which was a concern. This may be a transitional issue which may ease as the shared service system embeds and managers become accustomed to the new arrangements. However, given the importance of management oversight, we are concerned that appropriate attention is given to this issue right now, while that changeover takes place.
- **Morale:** We were told that staff morale had been affected negatively by the implementation of *Transforming Rehabilitation*, but we found a mixed picture in both the NPS and CRC offices we inspected. In two out of the five CRCs, we were told by staff that morale was low. We think this could be partly attributed to the loss of tasks and responsibilities of probation officers in CRCs, for example, they were not able to prepare court reports on offenders they were supervising or their breach reports were now quality assured by NPS staff. There was a fear amongst some staff that in the future a lack of time would stifle creativity. In contrast, other CRC staff were positive about the opportunity to be more creative. Probation services officers in CRCs were not clear about career options which may have an impact on the retention of staff.
- **Managing the interface between the National Probation Service and Community Rehabilitation Companies:** The majority of CRC and NPS middle managers were doing their best to address interface issues between the two organisations. Initially most of these issues related to allocation of cases and transfer of information. We think that regular formal meetings helped address problems with processes or communication. There are two further areas of work that will need ongoing discussions between

CRCs and the NPS. The NPS has to arrange the enforcement and prosecution of all CRC cases who fail to comply with their orders, and CRCs have to refer cases back to the NPS where it is believed that the level of risk of serious harm has escalated significantly. We did not have enough information to comment on the process of risk escalation as this had not occurred that often in the offices we inspected. Both enforcement and escalation will be a focus of our future inspections.

## **Recommendations**

We made 67 recommendations in our report on *Transforming Rehabilitation – Early Implementation*. Our key recommendations on court work, assessment and allocation included improvements in arrangements for written first appointments, enabling court duty staff to continue with work while waiting for cases, and swift transfer of information to ensure court administrators and offender managers to complete tasks on nDelius (case management system).

On the interface between the NPS and CRCs, key recommendations included NOMS urgently re-evaluating resources available to complete the new workload requirements, evaluating the value and purpose of the Risk of Serious Recidivism tool, and clarifying processes when there are offender allocation problems. NOMS should also develop a single and efficient Risk of Serious Harm screening process, which is easily accessible to all relevant agencies. Both types of service provider should record in nDelius progress on requests for information from domestic violence units and children's services. Full Risk of Serious Harm analysis should be completed prior to allocation. NOMS should define a national set of nDelius 'flags' for all service providers to use systematically.

On the CRC Start of Order, key recommendations included all agencies completing offenders' risk and needs assessment plan within ten working days of their first appointment, and a comprehensive diversity assessment to be used at the first appointment. All offenders should be able to meet their offender manager at their first or second appointment, with purposeful home visits in all cases where there are concerns about domestic abuse and/or safeguarding children.

On the NPS Start of Order, key recommendations included assigned offender managers meeting offenders within five working days, and purposeful home visits taking place where appropriate. The Offender Assessment System should be completed within four weeks. The NPS should review the numbers and proportion of staff to ensure efficiency, and NOMS should review the roles and responsibility of probation services officers and training required.

## **Inspection of early work with offenders (September to December 2014)**

### **2.5**

The Early work methodology evolved from the 'Court Work, Assessment and Allocation' and 'Start of Order' inspections described above. We have now completed the second inspection of the early implementation of *Transforming Rehabilitation*. We published the report in May 2015, and it looked at the first four months of work with offenders. The inspection was seen as a continuation of the Inspectorate's work to understand and report on the developing *Transforming Rehabilitation* landscape. The sample specification for this inspection was considerably different to our first inspection. We included work with those released on licence and excluded those subject to a single requirement of unpaid work. We also visited different geographical areas. It is not, therefore, possible to directly compare the findings of the two reports and say conclusively that any apparent improvements are representative of performance nationally. It is our intention to use the methodology which underpins this report in a series of inspections for the remainder of 2015.

The fieldwork for this inspection took place in December 2014 and January 2015 and looked at four months' work that had been undertaken between August 2014 and January 2015 with offenders who had received community sentences or had been released on licences. Similarly to our first inspection, we looked at the start of the order, in this inspection we were also able to look at work in the first three to four months, which often equates to about one-quarter of the length of an intervention. As such, it was difficult for us to assess the long term outcomes of the interventions, as they had as yet not had time to take full effect.

# 3

## INSPECTING ADULT OFFENDING WORK IN PRISONS

# Inspecting adult offending work in prisons

## *Transforming Rehabilitation* – implementing a revised inspection programme for assessing Prison Offender Management

### 3.1

Last year we reported that the National Offender Management Service (NOMS) had accepted the main themes and conclusions from the last joint Prison Offender Management Inspection aggregate report (2013) and acknowledged that the *Transforming Rehabilitation* reforms will require them to revise the Offender Management (OM) model to address the issues and recommendations made by ourselves and HMI Prisons. The Chief Executive of NOMS commissioned a fundamental reassessment of the OM model in prisons and the review of Offender Management is nearing completion.

We finalised (in conjunction with HMI Prisons) the development of a revised and more focused Prison Offender Management Inspection (POMI) programme and began to use that revised methodology from June 2014 to inspect all prisons alongside the Prison Inspectorate (up to this point our budget had only allowed us to inspect OM arrangements in about half of the institutions in England and Wales).

The changes enacted under *Transforming Rehabilitation*, particularly the ‘Through The Gate’ reforms, 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.

We continue to work closely with HMI Prisons and in particular we want to explore how best to inspect the work carried out in Resettlement Prisons both during an offender’s sentence and in the Through the Gate services and support they receive.

Between April 2014 and March 2015 we conducted 38 of Prison Offender management Inspections as part of the wider programme of HMI Prisons inspections. We provide expert assistance for the resettlement chapter of HMI Prisons reports and we use our findings to give detailed feedback to heads of Offender Management Units (OMUs) in each institution that we jointly inspect.

## Key findings from inspections

### 3.2

- There are very few prisons without an OASys (case management system) backlog, so many prisoners either do not have a sentence plan, have one that is out of date or have one that was set in a previous prison and is no longer relevant.
- The *Transforming Rehabilitation* changes in the National Probation Service have meant that for many ‘in scope’ cases there have been changes in OM over the past year which results in probation officers from the home area having little ongoing knowledge of the prisoners they are responsible for and playing a minor role in managing their sentences.
- The role of the Offender Supervisor is rarely implemented as intended. Cross deployment of staff is having a significant impact in many prisons in drawing resources away from key OM tasks; and this is exacerbated by many Offender Supervisor staff being new to their role and unclear about how the role should be done.

- Provision of offending behaviour programmes appears to be shrinking; apart from accredited programmes prisons do not run other local programmes to meet the specific needs of their populations.
- There are no specific victim programmes from an OM perspective (occasionally there is one run in education but that is not linked to individual offending and risks).
- Understanding of Multi-Agency Public Protection Arrangements is patchy and too few prisons take a pro-active approach.

## **Other work with the National Offender Management Service and prisons**

### **3.3**

Following the successful Offender Management Quality Assurance Workshops we ran in 2013-2014, for first line OMU managers in prisons we are planning to run a further three events in autumn 2015 in conjunction with NOMS. These workshops are designed to help staff in OMUs better understand their tasks and determine what good OM looked like. In each workshop, a prison case will be examined in depth, and judgments made about the quality of practice using a benchmark set by HMI Probation. This provides an opportunity for staff from different prisons to come together to discuss and share their practice. In previous events participants gave very positive feedback about the value of this training.

# 4

## INSPECTING YOUTH OFFENDING WORK

# Inspecting youth offending work

## Overview

### 4.1

This was the third year of the risk-proportionate inspection of the work of Youth Offending Teams (YOTs). Our core methodology is to examine a representative sample of individuals who have offended, or who are likely to offend, and to assess whether each aspect of work with them was done sufficiently well. Among other things, we give an emphasis to work to safeguard children and to the effectiveness of work to keep to a minimum risk of harm to the public and to children.

Our programme of youth offending inspection consists of two main performance inspection elements – the Full Joint Inspection (FJI), predominantly but not exclusively focusing on those YOTs performing less well, and Short Quality Screening (SQS). Each YOT can expect either 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. 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.

In addition, we examine leadership, management, partnership and governance and consider the impact that these areas have on service delivery.

## Information Bank

### 4.2

The Information Bank is a collection of data and intelligence which aids us in determining where to inspect. This is crucial given the status of FJIs as risk led inspections. The starting point of the Information Bank is the National Youth Justice Outcome Indicators. These provide quantitative nationally comparable data on first time entrants to the youth justice system, reoffending rates and rates of custody for each YOT area. These are Youth Justice Board (YJB) owned data. The Information Bank also contains information arising from previous HMI Probation inspections including our SQSs and from our Core Case Inspections (2009-2012). In order to ensure as comprehensive a picture as possible, we invite data and intelligence from other inspectorates to inform the Information Bank. This may include results from Ofsted (social care) from their single inspection framework or may be intelligence from HMI Constabulary or the Care Quality Commission. Once we have identified which are the priority YOTs for inspection, we coordinate the timing of that inspection with the YJB and other inspectorates. This enables us to potentially avoid YOTs where the YJB may be undertaking work, or where other inspectorates may have activity planned or have recently inspected.

## Short Quality Screenings (SQS)

### 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 a 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 2015, we had completed 31 SQS inspections. The number of cases inspected in 2014-2015 totalled 742. Of these just under one-fifth were girls. Just under three-quarters were aged 16-17 years old with the remaining majority being under 16 years old. Just under three-quarters of the children were white with just one-quarter identifying as being from black and minority ethnic backgrounds.

Please note that not all questions received a response therefore the totals may not add up to 742.

Gender	#	%
Male	616	83%
Female	125	17%

Age in years at start of sentence	#	%
Under 16	209	29%
16 - 17	509	70%
18+	10	1%

Race and ethnic category	#	%
White	530	72%
Black & Minority Ethnic	194	26%
Other groups	11	1%
Not stated/refusal	3	0%

Of the cases we inspected, those children subject to referral orders formed over one-fifth (22%), youth rehabilitation orders 55% and custodial sentences 22%.

Disposal	#	%
Referral Order	163	22%
Reparation Order	4	1%
Youth Rehabilitation Order with Supervision only	110	15%
Youth Rehabilitation Order and ISP	48	6%
Youth Rehabilitation Order plus other requirements	253	34%
Detention and Training Order	144	19%
Section 91 custodial sentence	14	2%
Detention for public protection	6	1%

These sentences were imposed for a variety of offences, the most predominant being violence against the person at 37%, with burglary (10%), robbery (11%), and theft and handling stolen goods (12%) being the other main convictions.

Original index offence	#	%
Violence against the person (including affray, violent disorder, abusive/threatening behaviour etc.)	270	37%
Fraud and forgery	6	1%
Sexual offences	37	5%
Criminal damage (excluding arson)	32	4%
Burglary	72	10%
Arson	3	0%
Robbery	84	11%
Drug offences	50	7%
Theft and handling stolen goods	87	12%

Looked After Children made up 30% of the cases that we inspected (where these data were available). For girls the figure was slightly higher at 36%. In order to gain more details about Looked After Children, we ask additional questions to establish where the child or young person is located during their sentence. We found that 59% were living in their own (home) local authority/YOT area throughout their sentence, 30% were out of their local authority area for all or part of their sentence and 11% of YOTs were hosting children 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.

## Key findings

The table below details the headline score performance of the 31 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.

	Low	High	Average
Reducing the Likelihood of Reoffending	46%	94%	73%
Protecting the Public	45%	97%	70%
Protecting the Child or Young Person	30%	100%	68%
Ensuring that the Sentence is Served	66%	98%	82%

## Pre-sentence reports

We were pleased to see a high proportion (85%) of written reports presented to the courts were of a good quality. Of those that were not good enough, the areas for improvement continued to be the analysis of offending behaviour, relevant and current 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.

## Assessments

In around three-quarters of cases, assessments of safeguarding and vulnerability and of the risk of harm to others was judged to be of sufficient quality. Broadening the sources of information and using up-to-date information would improve the overall quality of assessments and enable more assessments to be considered to be sufficient. Family and personal relationships and attitudinal factors were the risk factors most frequently identified as being the barriers to a reduction in reoffending. Education, Training and Employment (ETE) and substance misuse were less significant, but where they did apply in individual cases they had a significant impact.

## Planning

The production of a plan, following a comprehensive assessment, is an aid to order and coordinate the delivery of interventions. It should be a living document, referred to often and adapted to reflect any changes in circumstances. While around 70% of the plans that we looked at were completed well, there were a number of significant gaps. Too many plans lacked clear objectives and a high number of the plans for children serving a custodial sentence did not sufficiently address resettlement issues. In terms of both risk of harm to others and to vulnerability, contingency plans were not consistently sufficient.

## Reviews

Given that children and young people's lives change quickly, it is important to review both their 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, ETE 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 effectively their staff are at delivering services to children

and young people. We expect that managers will sample the work of their staff and will have particular oversight where there are individuals who are a risk to the public or who are vulnerable. While we are pleased to see greater involvement of line managers in practice this has not always translated into improved outcomes for children and young people. In just over half of the cases we looked at we saw that management oversight had been effective in reducing the risk of reoffending or keeping a child or young person safe from harm.

## Engagement

Our inspections continue to evidence a high level of engagement by both children and their parents/carers in the work of the YOT. In over three-quarters of cases engagement with the child or young person was good and improving over the period of working with the YOT.

## Full Joint Inspections (FJI)

### 4.4

This multi-inspectorate programme examines how those supervising children help them to stop offending. Each Full Joint Inspection (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 inspectorates involved: HMI Constabulary, Ofsted (both social care and further education and skills), Care Quality Commission in England; and the Care and Social Services Inspectorate Wales, Estyn and the Healthcare Inspectorate Wales in Wales.

HMI Probation has conducted six FJIs between April 2014 and March 2015. Of the six inspections, one was on a well performing YOT (Trafford). Our findings in Trafford confirmed the national data, in that it was a well performing YOT. We also undertook FJIs in Wakefield, Lambeth, Bromley and Swindon, and one in Wales (Newport).

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

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 governance arrangements.

## Headline scores for FJIs

Theme	Newport	Wakefield	Lambeth	Trafford	Bromley	Swindon
Reducing the likelihood of reoffending	*	***	**	***	*	***
Protecting the public	*	***	**	****	*	**
Protecting the child or young person	*	***	**	***	**	**
Ensuring the sentence is served	**	****	****	****	***	****
Interventions (additional module)	*	***	**	****	*	***
Governance	*	***	**	***	*	**

\*\*\*\* good \*\*\* satisfactory \*\* unsatisfactory \* poor

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

## 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. The reoffending rates across the 6 FJI YOTs varied from a high of 78% to a low of 39%. The quality of compliance (fully or after initial difficulties) by children varied from 62% to 93%. This is a significant improvement on 2013-14 and may be due to the work of YOTs to be creative in their engagement with children and young people.

### Practice example – creative engagement

Harry\* had pushed the victim from a bike and then stole it. The victim sustained no injury. Harry was designated a Child in Need with Children's Services due to neglect and was being assessed by Child and Adolescent Mental Health Services for Attention Deficit Hyperactivity Disorder (ADHD) and also suspected Oppositional Defiance Disorder at the time of sentence. He had also received a statement for Emotional and Behavioural Difficulties. The identification of diversity issues at the earliest opportunity allowed the case manager to identify positive constructive 'activity based' interventions to engage Harry.

The case manager had been able to take into account the age of the young person (12 years old), his statement of Special Educational Needs, his mental health issues and decided creatively to purchase a pack of Super Hero 'Top Trumps' to play with Harry. This helped not only to effectively engage him in supervision sessions but also to help Harry to think of 'positive personal attributes'.

\* Names have been changed throughout to protect identity

### Practice example – engagement and inventive supervision

We observed the determination and persistency of a referral order panel to successfully connect with a reluctant and difficult to engage young person, to ensure he understood the importance of his return to education, where he was bright and able, but refusing to attend.

The case manager took Mark's ADHD into account by meeting him in a range of settings and collecting him when necessary for his appointments. She took him through a department store to test and reinforce his learning about how to deal with his feelings in a busy, chaotic setting.

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.

### Practice example – effective intervention

Justin had been involved in a burglary. He completed a four session Victim Empathy Programme with the YOT reparation worker as part of his order. She was able to draw on Justin's family's own experience of being a victim of crime. Initially unremorseful for his offence, he began to appreciate the negative impact of his behaviour on the householder.

The common factors linked to these were leadership and management, partnership and governance arrangements. In all of our FJI's we have seen evidence of the impact of leadership, management, partnerships and governance on the end point service delivery to children and young people. Where governance arrangements are robust and partnership working is strong service delivery is improved. Where agencies do not work as effectively together and there is a limited sense of a common goal and strategic direction, this impacts on the service that the YOT is able to deliver.

#### **Practice example – partnership working**

In Simon's case, the case manager worked closely with his social worker, the YOT nurse and parenting worker to ensure the smooth flow of indicative information, such as feelings of aggression by the young person. This in turn guaranteed AIM (Assessment, Intervention, Moving on) work was undertaken in a seamless way. This prioritised the risk of harm work over constructive use of time and reduced the risk for all potential victims.

When YOT workers identified that one of their young people was, potentially, being exploited by an older drug offender, they worked swiftly with the police to arrest the offender and re-house the young person.

#### **Practice example – partnership working to safeguard against child sexual exploitation**

Jodie was a 14 year old girl with very complex needs, who was displaying sexualised behaviour, regularly went missing and threatened to self-harm. The YOT assessed that she was at high risk of child sexual exploitation and the relevant referral was made to Operation Artemis, a police-led operation to investigate possible cases of child sexual exploitation. An officer from the unit attended the YOT risk management panel. It was agreed that as part of the vulnerability management plan the officer would investigate Jodie's internet access in order to ensure she was not in contact with potential abusers. This was a good example of joint work to protect the child or young person following assessment by the YOT.

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 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. 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 via an electronic form shortly after their interview. The second is provided later by the Chair of the Management Board or the YOT Manager in relation to the whole of the inspection process.

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:

*“Have a more robust and direct relationship with the Probation Service.”*

*“Ensure core Asset [case assessment tool] reflects knowledge of case.”*

*“Consider risk more carefully.”*

*“I will look at the wider context of vulnerability on young people.”*

Feedback from the Chair of the YOT Management Board or the YOT Manager has been positive on the whole. For example:

*“The communication prior to the inspection, the liaison over case selection, the queries regarding different aspects of the inspection all went very well. The inspection itself was conducted in a very professional manner with thoroughness and diligence. Staff found the inspectors knowledgeable, insightful, thought provoking and thorough.”*

(YOT Manager)

Areas for suggested improvements have tended to focus on the planning stages. For example:

*“It may be worth considering a face to face initial meeting rather than a telephone conversation for the initial planning meeting as my experience suggests that this would minimise room for miscommunication.”*

(YOT Manager)

## Service users' perspectives

### 4.7

This year, we have used a variety of different ways of obtaining information from service users. Face-to-face contact with service users on our FJIs has been undertaken on our behalf by university students and by the charity User Voice. This has elicited rich data which inform our inspection findings and the User Voice representative is always present at our FJI initial findings meetings to feed back directly on the views of children to strategic leaders in the local authority as well as YOT Managers and practitioners. Examples of service user feedback elicited by User Voice are outlined below.

The significance of the child or young person's relationship with their YOT worker came through strongly. For example:

*"Sometimes he does help, I almost got kicked out of school and he sorted it out because he didn't feel it was fair."*

(Child)

*"He tells me stories of when he was young and that makes me feel comfortable - and then I look at him and he is a YOT worker and he has changed and all that."*

(Child)

*"My YOT worker? Yeah I get on with them very well...I see them quite a lot and like I trust them basically."*

(Child)

The impact of governance and partnerships on frontline delivery was also a key theme:

*"I wouldn't have a clue [if the family mediation service is working with the YOT]; the workings of the YOT are something of a mystery as they are not engaging us with what's going on."*

(Police Officer)

*"Yes [the co-ordination between school and the YOT had been explained to me] - if I am going to be late for my appointment to the YOT I tell my school and if my YOT worker needs to know how I am doing at school she will email them."*

(Child)

Where victim work has been undertaken well we saw many examples of where it has had a powerful impact on both the young offender and the victim:

*"I have no idea as to what is being done or what process is being followed - they have offered for me to meet the offender which I have taken on board and am looking forward to."*

(Victim)

*"Yes on behalf of the victim and their feelings - it was useful because you don't really look at the other person's feelings you just think about yourself and what's going to happen to you."*

(Child)

*"I had to put myself into the victim's shoes and write a letter. I think it eventually got sent. I got that I understood how the victim felt and I felt remorseful."*

(Child)

For many YOTs there is a challenge in where to meet children and young people. Home visits enable YOTs to assess children but are not always welcomed by children and their families. Likewise meeting children within a YOT office can be problematic in many areas:

*"She sees my mom at times - they conduct home visits. At first I felt it was a bit weird but then she told me why she was coming to my house so I understood a bit more."*

(Child)

*"Too many people from different areas coming to this YOT - things have been going off outside of YOT because of rivalry because of area."*

(Child)

In addition to the user engagement undertaken on inspection, this year has been the first year of our eSurvey undertaken by YOTs. This is a survey which covers all of the YOTs in England and Wales. Each YOT has to undertake a sample of post court children who have been in contact with them for three to six months. We have analysed the raw data that this has presented us with and reported back to each YOT on their findings. This piece of work has captured the views of over 6,000 children and young people.

The system is free and easy to set up and all except 13 YOTs have participated. Where YOTs have been unable to do so we have followed these up and addressed the issues, thus enabling all YOTs to be in a position to participate for 2015/16.

## **Work with the YJB and YOTs**

### **4.8**

We meet at least quarterly with the YJB on matters of joint interest. This has included Asset Plus (case assessment tool), *Transforming Youth Custody* and the Reoffending Project. We share intelligence with the YJB, who in turn keep us informed of those services receiving post inspection improvement input from the YJB, the monitoring of improvement plans, Youth Justice Plans and other issues of mutual interest as they arise.

Periodically, HMI Probation senior managers attend meetings with YOT Managers across Wales and the English regions to enable us to disseminate findings from our 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. In addition, we have undertaken three youth justice consultation events to inform the development of our new inspection methodology (see Chapter 6).

# 5

## INSPECTING OFFENDING WORK: JOINT THEMATIC INSPECTIONS

# Inspecting offending work: joint thematic inspections

## Overview

### 5.1

As in previous years we have conducted thematic inspections covering both adult and youth offending work. Some of the inspection activity formed part of the *Criminal Justice Joint Inspection Business Plan 2013-15*. It is especially pleasing to see how our thematic reports have been welcomed by practitioners and managers in inspected organisations and by senior figures in the National Offender management Service (NOMS), the National Probation Service (NPS), Community Rehabilitation Companies (CRCs) and the Youth Justice Board (YJB). Our thematic reports are seen as useful, authoritative and impactful, and it is clear that in many cases, the reports have not only 'shone a light' on good and poor practice, they have, in a number of instances, led to significant policy changes.

During 2014-15 we published:

- a report on child protection, *An inspection of the work of Probation Trusts and Youth Offending Teams to protect children*
- a report on the contribution of youth offending teams to the Troubled Families initiative, *The contribution of Youth Offending Teams to the work of the Troubled Families Programme in England*
- a report about young females who offend, *Girls in the Criminal Justice System*
- a report on youth resettlement, *Joint thematic inspection of resettlement services to children by Youth Offending Teams and partner agencies*
- the second of two reports about the treatment of 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 two in custody and the community.*

We have also completed an inspection on the extent to which Youth Offending Teams (YOTS) utilise the principles of desistance when working with children and young people. At the end of 2014 we completed the fieldwork for an inspection of the YJB Community Safeguarding and Public Protection Incident Procedures, and with HMI Constabulary we also undertook a follow-up inspection of Multi-Agency Public Protection Arrangements (MAPPA), to assess the progress made on implementing the recommendations of the original report published in 2011.

All these reports will be published in 2015.

In addition, we have worked with our colleagues in the other criminal justice inspectorates to support them complete follow-up inspections on disability hate crime and on local criminal justice partnerships.

We have also participated in the two pilot inspections of the integrated child protection inspections alongside Ofsted and the other inspectorates involved. A joint report has been published by Ofsted outlining the learning from these pilot inspections and the future arrangements for these inspections.

Finally, in September 2014, HMI Prisons published a joint thematic report on resettlement provision for adult offenders to which Ofsted and ourselves contributed.

## An inspection of the work of probation trusts and Youth Offending Teams to protect children and young people

### 5.2

This inspection was undertaken in response to the findings from our mainstream inspection programmes of probation and youth offending work practice which suggested that work to protect children carried out by probation trusts and YOTS was not being consistently delivered well enough.

The inspection focused on the work to identify those children at risk of harm and to take appropriate action where necessary. We visited six probation trusts and YOTs to assess the quality of the work by inspecting cases and interviewing offender/case managers. In all we inspected:

- 58 orders held by probation trusts and 83 orders held by YOTs which had commenced in the three month period prior to the inspection
- 42 cases in probation trusts and 36 cases in YOTs where a child protection plan was or had been in place at some point during the course of the order
- 48 referrals to children's social care services made by probation trusts and 37 made by YOTs.

We also interviewed key managers, staff and partners at local and national level involved in work to protect children and young people.

In probation trusts, systems were in place to identify those children at risk of harm from offenders, and to assess, plan and contribute to joint work to protect them. Policies were not always followed however, and the systems were not always consistently operated. Management oversight was not systematic or effective.

While there was some good work by individual offender managers to contribute to child protection work, the quality of practice varied considerably both across, and within, trusts. There was little joint planning or work with other agencies. Not all probation staff fully understood the purpose of the work or their role in it; this was particularly apparent where there were children who witnessed domestic violence. Conversely, the role of probation staff was not always well understood by children's social care staff, including the chairs of child protection case conferences and core groups, nor was their expertise always recognised or their potential contribution explored.

#### **Practice example – lack of joint planning**

Mr Abbot had a history of drug abuse and violence against partners and was under probation supervision. He was living alone with his children who were subject to child protection plans. Despite this, there was no attendance by the offender manager at either child protection conferences or core group meetings. It was unclear from the records of both agencies why this had happened. The child protection plan contained no actions for probation to undertake and there was no evidence that children's social care had seen or taken into account probation risk assessment or plans, or had asked for information about his supervision.

YOTs were generally well connected to children's social care services and necessary enquiries and referrals were made and information was shared.

There was assessment and planning by YOT staff to help to protect children where necessary, however, it was not consistently of sufficient quality. Parents/carers were not always involved and home visits were not always undertaken. There was little joint assessment and planning by the agencies working with the child or young person.

There was some excellent and imaginative direct work with children and their parents/ carers and some good partnership work.

#### **Practice example – partnership work**

In Calderdale the Local Safeguarding Children Board (LSCB) had set up a multi-agency operational group to tackle child sexual exploitation and the YOT was actively engaged in the group. There was effective police led multi-agency operational practice around vulnerable children and young people. The use of a specific risk management tool and monthly monitoring meetings was well established and was visible in the cases we saw.

However, the role of YOT staff was not always well understood by children's social care staff, and as a result their contribution was not integrated into joint child protection work. Work to combat child sexual exploitation was being developed in partnership with other agencies.

Management oversight systems were in place, but were not always effective.

#### **Practice example – good strategic management**

In Nottingham, a Safeguarding Assurance Forum had been established. Its purpose was to provide an overview of safeguarding risks and issues within the system and evidence effective oversight of Nottingham City Council safeguarding and early help services. The independent chair of the YOT Management Board was an active member and contributor, ensuring that the needs of children and young people who have offended were always taken into account.

Our recommendations to NOMS and to service providers included ensuring that all staff understand their contribution to protecting children and young people, including issuing detailed guidance on roles and responsibilities. Staff from all agencies should work together to assess, plan and intervene to protect children and young people, involving parents/carers where appropriate. Police intelligence should be used effectively. LSCBs should monitor the effectiveness of joint working to safeguard children and young people.

## **The contribution of Youth Offending Teams to the work of the Troubled Families programme in England**

### **5.3**

This inspection was commissioned by the Criminal Justice Chief Inspectors' Group. The objectives of the inspection were to assess the effectiveness of the efforts of YOTs, and their partners, in achieving the objectives of local Troubled Families initiatives and to disseminate good practice.

Together with inspectors from the Care Quality Commission (CQC), HMI Constabulary and Ofsted we visited six areas and met strategic and operational staff at all grades from organisations involved in the delivery of local Troubled Families services. We conducted individual and group interviews relating to 107 cases and we spoke to 30 service users (children and parents/carers) who had participated in the local Troubled Families programmes.

Some promising work was seen and we noted that progress had been made against factors linked to offending in many cases. In many of the YOT Troubled Families cases, the quality of work we saw was higher than the norm.

#### **Practice example – good outcomes**

Two cases considered by an inspector were able to demonstrate good outcomes relating to health matters, better school attendance and a reduction in offending. In the first case strong links were seen between the YOT, health and social care agencies. This enabled the family to draw wide support from health professionals in relation to substance misuse, physical health problems, mental health issues and support with issues relating to sexuality. The second case involved addressing anger issues and a pregnancy. In this case the work resulted in no further offending by the young person.

However, we could not track progress against the specific Troubled Families outcomes in the majority of YOT case files.

YOT staff and their partners had attempted to form positive working relationships with those receiving services and this was crucial in working towards Troubled Families objectives. We noted that, as standalone documents, YOT specific assessments and plans were often of good quality and these had benefited from the multi-agency arrangements. However, we found that Troubled Families work was often hindered by inadequate integration of multi-agency assessments and plans. In too many cases single agency perspectives had not been pulled together in a multi-agency plan. YOT practitioners needed to be clear about the priorities and outcomes being addressed for the families in a multi-agency context. The role of the Troubled Families lead professional had not been adequately defined in several locations and this compounded the planning difficulties.

Uncertainties about the Troubled Families lead practitioner/lead professional role limited the ability of staff to deliver coordinated packages of services. YOT staff, and others, had a tendency to default to work relating to the core priorities of their host organisation and this diluted the Troubled Families focus of their work. Some areas had undertaken mapping exercises to ensure that the required range of Troubled Families services were in place and to promote improved partnership working.

#### **Practice example – working together**

In London there was a pan-London Troubled Families group that met monthly. This was a group in which Troubled Families managers could discuss ideas, share good practice and troubleshoot common problems faced by local authorities embedding the Troubled Families Programme. The agenda allowed space for key speakers to contribute. For example, at one meeting, public health professionals presented their proposals regarding joint Troubled Families and public health work. Department for Communities and Local Government (DCLG) representatives were also invited to attend for part of the meeting and the group agreed the key themes to be raised with the DCLG.

The scale and ambition of the Troubled Families programmes varied across the local authorities we inspected. Plans to support the implementation of the local programmes needed more attention as did addressing the practice challenges that arose from Troubled Families work. YOTs had played a full and active part in these developments and they were enthusiastic participants in the work.

*“This provides a real basis for joined-up working, it provides more access to services and it gives you a common goal.”*

(Practitioner)

Our recommendations included all relevant Government departments ensuring that Troubled Families guidance includes clear statements about the expectations of partnership involvement in the programmes. The DCLG should explore more how Troubled Families contributes to the outcomes of children involved. The YJB should ensure that YOTs clearly outline their Troubled Families work in their annual plans, and respond to any performance and capacity issues.

Local Troubled Families Teams and their partner agencies should produce, share and review integrated multi-agency assessments and develop outcome-focused plans for each case. They should ensure that all lead practitioners are clear about their role in relation to Troubled Families, and receive adequate training and support. All relevant partners need to be sufficiently involved in delivery, and demonstrate and monitor partnership agreements on a clear set of measurable outcomes.

## Girls in the criminal justice system

### 5.4

This inspection was agreed by the Criminal Justice Chief Inspectors' Group and formed part of the work stream identified in the *Joint Inspection Business Plan 2012-2014*. The objective of the inspection was to assess the effectiveness of youth offending services, in conjunction with other organisations, in reducing the likelihood of girls offending and in reducing the risk of harm girls present to others and making them less vulnerable (with particular reference to alcohol misuse).

Together with inspectors from the CQC, HMI Constabulary, and Ofsted we visited 6 YOTs to assess the quality of work in a sample of 48 cases. We also interviewed key managers and operational staff in the YOTs and other agencies. We also interviewed 20 girls who were serving sentences in custody and custody staff.

The best work in YOTs was characterised by an approach to assessment and intervention that recognised that girls often had different needs to boys. The assessment and management of the risk of harm posed by girls to others was generally sound and there were some promising examples of interventions that were designed for girls.

#### **Practice example – gender-sensitive intervention**

Caroline, a 16 year old girl, was living at home with her mother who was drinking heavily. This caused some difficulties in their relationship, as Caroline found it difficult to cope with her mother's behaviour when she was drunk. On occasion Caroline used alcohol to help her cope. The case manager recognised that in order to stop Caroline's drinking and subsequent offending, she needed to relieve the issues at home. The case manager developed a good relationship with Caroline and gained a good understanding of what was happening at home. Caroline's mother was supported to get help with her drinking and as a result the stress within the home was reducing, the relationship between mother and daughter was improving and Caroline was not drinking as a method of coping. Her chances of reoffending had therefore reduced.

Unfortunately, this approach was not consistently applied. In some cases, assessments and interventions did not take into account gender differences. Many of the girls were vulnerable and presented challenges to those who worked with them. Efforts were made to reduce this vulnerability, but in too many cases there was a preoccupation with process rather than effective action.

Child sexual exploitation presented a serious risk to girls in all the areas we visited. We saw some effective preventative work to help girls understand the risk in their lives and increase their resilience. However, the responses to girls who were victims of sexual exploitation were highly variable in quality and effectiveness and the links between their offending behaviour and the serious risk of harm that they faced were not always considered properly. Although all areas had multi-agency procedures to identify girls at risk of sexual exploitation, these often concentrated more on information sharing rather than targeting work to reduce risks to them.

### **Practice example – addressing sexual exploitation**

In Leeds there was a weekly meeting between a detective sergeant, the lead for the child protection and sexual exploitation team and a full time missing from home and sexual exploitation coordinator employed by the council. During this meeting, all referrals were discussed and a risk assessment matrix completed. The meeting triggered a further multi-agency strategy meeting where an initial plan based on the basic information was put in place. This included a police investigative plan and potential care plan for the victim. Girls at high risk of exploitation were also the subject of a rolling intelligence log so that all intelligence was easily accessible and in the same place. This approach provided options to disrupt criminal activity and allowed the girls space and time to develop trust and confidence so that they felt safe to make direct disclosures.

Girls in custody spoke positively about staff and their key workers. These relationships had helped them to develop good insight into what they needed to do in order to resettle successfully on release.

*“They are fabulous – they have been really great as they listen to you and help you sort out your problems.”*  
(Girl in custody)

However, work to address offending behaviour in custody was often not recognised as such by girls, and YOT workers could do more to maintain or build relationships with girls in custody in preparation for their release.

More work needed to be done in monitoring performance data about girls by YOT managers in order to target interventions more effectively and improve outcomes.

Our recommendations to enable improvement included YOTs ensuring that work is undertaken to understand and identify the particular needs of girls, including vulnerability to child sexual exploitation. YOTs and local authorities should ensure gender-appropriate assessment and interventions, and regularly evaluate their effectiveness in order to shape future provision. Staff need to be suitably skilled and trained to meet the specific needs of girls effectively. There should be cooperation between agencies to work with and safeguard girls, including health agencies and the police, and exit strategies need to be developed to ensure access to appropriate ongoing support.

## Joint thematic inspection of resettlement services to children by Youth Offending Teams and partner agencies

### 5.5

This inspection was led by HMI Probation, in collaboration with partner inspectorates CQC and Ofsted, in response to the findings from our mainstream inspection programme of youth offending work which suggested that resettlement services to children in custody and on release were not being delivered consistently well enough.

The inspection focused on the journey and experience of the child or young person. A total of 29 children were tracked through the custodial period, their release and the initial phase out into the community. We talked to them and their parents/carers where possible and appropriate, about the things that made it easier for them to settle back into their community successfully and about what got in the way.

We also talked to staff and managers within the Young Offender Institutions, the Secure Training Centres and YOTs as well as chairs of the YOT management boards and senior managers from the organisations with oversight of this work throughout England.

The offending outcomes for many of the children whose cases we inspected were poor. Too many had been rearrested, charged or convicted of new offences within months, or even weeks, of being released. Other outcomes: accommodation, education, training or employment (ETE), substance misuse and/or physical or mental health was also poor for too many. Very often, the support to help these children to successfully stop offending and start new, law-abiding lives had not been good enough. Many of the children in our inspection were vulnerable to harm, either through their offending or from others. They led complicated and chaotic lives, often in very difficult circumstances.

*“Historically, we’ve found that job centres and prison[s] don’t link. If we know there’s someone coming out, we have an interview for them as soon as they come out. She didn’t get her money straight away because they sent paperwork to the wrong departments. It would be a lot better if it was in place while she was inside.”*  
(Re-engagement worker)

Much hard work was carried out in the custodial institutions but it was not linked to giving children the best chance to stop offending and make a new life. It did not meet the individual, and often complex, needs of the child or young person frequently enough; it was restricted to what was routinely available within the institution, the provision of education and behaviour management.

Key staff did not fully understand each other’s roles, did not always value each other’s input and did not always work together. Information sharing was inconsistent both within and between organisations. Sentence planning was not integrated across all internal services, did not always take account of previous assessments or individual need and was not genuinely linked to the community. Plans were not useful tools to drive progress. At the custodial stage, work in the community was not proactive and in too many cases was largely about attending meetings in the institution rather than preparing for release.

*“I had all these random people on my case...(so I)... just closed the door and isolated myself.”*  
(Child)

While there are some promising local resettlement projects, resettlement work in the community often started too late. Resources and services were not in place soon enough before release, leaving the child or young person insufficiently supported at the most crucial point.

Conversely, we saw some excellent work both in custody and in the community, and for a small number of children and young people, this hard work had contributed to successful resettlement back into the community. Those children had not reoffended. They had been helped to find and maintain suitable accommodation, they were engaged in ETE and they told us about how they had changed the way they thought about themselves and their future.

#### **Practice example – early resettlement arrangements**

Afzal was a Looked After Child who had suffered violence at the hands of his father; his relationship with his mother was problematic and he was unable to live with her. He had been diagnosed as possibly suffering from Post-Traumatic Stress Disorder. While he was in foster care, he had committed a robbery at knife point and was considered to pose a high risk of harm to other people. In a subsequent semi-independent placement he had started to do better. The new placement provided 24 hour support, he had individual counselling sessions and help to learn life skills such as budgeting and cooking for himself.

When he received the custodial sentence, children's social care services paid a retainer to the accommodation placement for two months prior to his release to ensure that he could return there. This ensured that Afzal knew exactly where he was going well in advance, and was able to prepare himself and plan for his future. It also allowed agencies to have other services in place in the community. Following his release, Afzal had not reoffended, had complied with his supervision, maintained his accommodation and was engaging fully in counselling.

Our recommendations included the Ministry of Justice enabling and directing the YJB to provide accommodation retainers where necessary, and changing legislation so that all children leaving custody are entitled to receive sufficient support even if their order has finished. The individual needs of children should be met during the custodial phase of their sentence, rather than fitting into what is available in detention. Government departments should ensure that eligible children receive benefits on the day of release.

The YJB and NOMS should ensure that planning, training, delivery and evaluation for resettlement provision should be joint work between custodial and community agencies, with shared understanding of effective resettlement. Standards and guidance should strengthen the focus of work on early preparation for resettlement, and Release on Temporary Licence should be a routine part of resettlement, with risk averse practice challenged. Education and training should specifically prepare children for realistic constructive activity on release. Documentation designed for resettlement planning should be suitable for children and parents/carers.

Custodial institutions and community partners need to create and provide effective joined up resettlement services, which are evaluated for effectiveness. They should enable provision for families and friends to support children in custody and on release. Partner agencies should work collaboratively to meet the needs of children and young people, including accommodation and constructive activities, well in advance of release. They should plan manage the risk of harm posed that children pose to others.

## A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system – phase two in custody and the community

### 5.6

This joint inspection led by HMI Probation and supported by HMI Prisons inspectors was the second of a two part report commissioned by the Criminal Justice Chief Inspectors' Group. The report deals with the activity of prisons and probation services and focuses on assessment, planning and delivery of interventions to offenders both in the community and prison. We also examined the treatment, care and safe resettlement of prisoners with a learning disability.

The fieldwork for this inspection was conducted between January and March 2014. We visited six probation trusts and five prison establishments:

- two category B local prisons
- one category C training prison
- two women's local prisons

We examined 60 cases in the community and 26 in custody.

Within probation services, identification of those offenders with learning disabilities remained a problem because screening tools were not used routinely at the pre-sentence report or induction stage. There was also an over-reliance on disclosure of the existence of learning disabilities by the offender/prisoner or their family. This problem was even more significant in prisons. Only one of the prisons we visited used a screening tool for all prisoners during the reception process, and information about prisoners' learning disabilities throughout their time in custody was rarely appropriately shared with relevant staff.

#### **Practice example – HMP/YOI Parc screening tool**

A screening tool was administered to all prisoners and a score was generated that gave an indication as to where a prisoner had a high level of need, and in which areas these needs were concentrated. Where a high level of need was identified, this prompted a case review between the prisoner, a prisoner mentor, residential and activities staff and a learning disability nurse, from which a supported living plan was generated, identifying how these needs were to be best dealt with. We were told:

*“Although there is a financial cost in screening all prisoners on their induction into the prison, the cost is worth it due to reductions in the use of segregation and the use of control and restraint.”*

The negative findings of this inspection stem largely from problems of identification. As a result, the needs of people with learning disabilities were often missed. There were pockets of good practice and examples of staff developing supportive relationships and 'going the extra mile', but these were far too often the exception rather than the norm, both in prisons and the community.

In the first phase of this inspection (focusing on pre-sentence), published in January 2014, we found many practitioners committed enormous amounts of time and effort attempting to get offenders diagnosed and to get other social and health care agencies to accept responsibility for them. In this inspection, we found practitioners were equally frustrated by the lack of support from those agencies.

Offender managers and supervisors were keen to receive advice and guidance to support their work with this group of offenders. Those with direct access to community psychiatric

nurses felt supported. However, most community psychiatric nurses were not trained or experienced in working with people with learning disabilities.

Most probation trusts had guidance and screening tools available to offender managers; however, these were often believed by offender managers to be inaccessible and rarely used. Some prisons had learning disability nurses but, generally, offender supervisors did not consult them regularly. One prison, unable to identify any serving prisoners with learning disabilities, employed four learning disability nurses who were aware of only one remand prisoner with a learning disability.

*“We have only been able to identify one prisoner with a learning disability. I think that suggests that it is not an issue in this prison.”*  
(Prison Governor)

Although some initiatives and guidance were being developed by national (England and Wales only) and local leaders, frontline staff and some managers were either unaware of or unable to implement it. The *Equality Act 2010* makes it clear that public authorities not only have a duty to make reasonable adjustments to meet the needs of service users with a disability (including a learning disability) but have an additional duty to actively promote equality (rather than simply avoid discrimination). We found that, in the majority of cases, probation trusts and prisons were not making reasonable adjustments and are not promoting equality for people with learning disabilities.

The potential impact of the failure to identify and engage appropriately with offenders with a learning disability in the community and in prisons places them at risk of reoffending and makes positive outcomes less likely. As one offender manager working with a service user with a learning disability told us:

*“The service user has so many problems, unpaid fines, benefits stopped, electricity cut off. Every time I see him there is another crisis which needs my help. I just haven’t had time to do any offence-focused work with him yet.”*

Our recommendations included that NOMS should ensure that all those delivering prison and probation services fully comply with the requirements of the *Equality Act 2010* by making necessary adjustments delivered to those with a learning disability. A tool should be introduced to screen all offenders for a learning disability. All work in relation to offenders with learning disabilities, whoever undertakes the work, should be evaluated for impact.

Prison Governors should ensure that *Prison Service Instruction 32/2011* is carried out in full. All offenders with a learning disability should have a multi-disciplinary care or support plan in place that sets out how needs will be met, with consideration of the support required to fully access all prison opportunities and procedures. Staff should be made aware of their responsibilities to prisoners with learning disabilities, taking these into account in disciplinary matters and adapting interventions. There should be an equivalence of care between community and custody, and all work should be evaluated for impact.

Each service provider in the community should develop effective arrangements with adult social care, Local Safeguarding Adults Boards, and other relevant services in order to meet the needs of offenders with learning disabilities. Assessments and interventions should take full account of the service user’s disability, including its impact on desistance and ability to abide by their sentence.

## Resettlement provision for adult offenders: accommodation and education, training and employment

### 5.7

This joint thematic review was led by HMI Prisons with support from HMI Probation and Ofsted.

This inspection looked at resettlement work conducted with adult offenders who had received a determinate custodial sentence of more than 12 months and were therefore subject to probation supervision on release. Fieldwork looked at the identification of accommodation and ETE needs, and work in custody and in the community to address them. Fieldwork took place in eight prisons and four probation trusts.

The inspection confirmed the central importance of an offender's family and friends to their successful rehabilitation. The main findings were:

- more than half the offenders returned home or moved in with family and friends on release
- the few who had a job on release had mainly arranged this with the help of previous employers, family or friends
- relationships with family and friends were too often viewed purely as a matter of visits which could be reduced or increased according to an offender's behaviour
- too little account was taken of whether initial arrangements for living with a family on release were sustainable and what continuing support might be needed
- sentence planning and oversight were weak and resettlement work in prisons was insufficiently informed
- although many had ETE appointments arranged, only 16% of the sample had a known job or training place on release, and six months after their release, half of the sample still did not have ETE in place
- information sharing in prisons was poor overall but better in open prisons and those preparing long-term prisoners for release
- shortages of affordable rental accommodation, references, a lack of resources to pay deposits and rent in advance and the practical problems of arranging accommodation from inside prison meant that rented accommodation in the private or social housing sectors was not an option for any of the offenders in this cohort
- young adults who had been in care as Looked After Children and women offenders who were sole carers for their children had entitlements to housing that needed to be identified and met
- although none of the offenders in this cohort used the vocational skills or training they had received in prison for employment after release, the employability skills they had gained – reliability, trustworthiness, and good customer services – were important.

#### **Practice example – importance of family relationships**

One prisoner explained that he had applied for Release On Temporary License to see his family and to set up a bank account but told us it had not been granted because he was in regular receipt of visits anyway. If this was the case, then the assessor had failed to appreciate the importance of family relationships in supporting resettlement.

The inspection also confirmed the criticisms that have been made in previous inspection reports about the effectiveness of offender management arrangement in prisons.

*“Housing is the main issue. When I get out they want me to find somewhere to stay myself for a week. I have been in prison for two years; they could have done something before now!”*  
(Offender)

There were, however, some examples of promising practice.

#### **Practice example – peer mentoring**

There was good support in London for offenders on release, by the Regional EmployAbility Challenge project peer mentors. These individuals met offenders at ‘the gate’ and accompanied them to their first appointments with Jobcentre Plus and ‘Moving-On’, which is a government-backed project providing support in finding employment and courses.

Our recommendations included that relevant Government departments should remove any barriers to offenders obtaining private rented accommodation, and ensure that offenders can obtain support to do this. We called for a national strategy to better help offenders maintain and improve family relationships, which should be central to the rehabilitation process where appropriate. Future contracts should give a greater emphasis to developing employability skills.

Prisons and service providers in the community should better coordinate all aspects of resettlement work, including information sharing, and ensure continuity in the delivery of sentence plans after release. Full use of open conditions and Release On Temporary License should be made to develop experience and relationships where appropriate. Resettlement strategies should address the specific needs of groups with needs that differ from the majority. Sustainable accommodation and ETE outcomes should be evaluated in order to further develop service provision.

# 6

## DEVELOPING A NEW INSPECTION METHODOLOGY

## Developing a new inspection methodology

In April 2014, we began a review and redevelopment of the methodologies for both our adult and youth justice core inspection programmes, under the operational title of *Project Outcome*. We wanted to ensure that our inspections would continue to be fit-for-purpose to provide public assurance and help improve effectiveness of services within shifting delivery landscapes. It is planned that the new inspection methodology will be incorporated into our work and start to have functional value from late 2015.

### Emerging principles

#### 6.1

A number of key principles for future inspection in the developing mixed sector environment were clear very early in our review:

- Public protection is the primary focus of inspection, and inspectors will always need to be able to test and raise concerns about services' ability to reduce the risk of harm to members of the public. This includes the protection of victims (particularly relevant with those affected by domestic violence domestic violence) and child safeguarding (including the risk of child sexual exploitation).
- Testing and improving the effectiveness of services should involve looking at whether they are actually making a difference. This means examining 'current impact' on adults and children who have offended, which would include indicators of; reduced offending, protecting the public from harm, protective factors against future offending, and whether they have abided by their sentence. In an increasing contractual service environment, providers would also relate this focus to their outcome targets.
- For youth justice services, any focus on current impact needs to have a primary concern with the wellbeing of the child or young person at risk of reoffending.
- 'Impact data' need to be contextualised in the local area with the experiences of those involved to understand how and why effectiveness is or is not achieved. We need to follow lines of inquiry for individual cases.
- Service provision in probation and youth justice typically includes several different agencies and partnerships, and so inspections need to take a system-wide approach. In order to understand the reasons for impact in any one case, lines of inquiry need to follow their journey across agencies. Inspections need to include all relevant services in the local area rather than be restricted to one agency.
- A system-wide approach means that inspections should be able to make recommendations at any level in any relevant organisation, whether about national/ local policy or practice. Findings and recommendations should both promote innovative enabling practice and address barriers to effectiveness, including making proactive evidence-based suggestions for how agencies might be more effective.
- The enablers and barriers to effectiveness that are discovered in inspections locally should, cumulatively, be disseminated widely in such a way as to drive improvement of probation and youth justice services across England and Wales.

### Consulting on inspection models

#### 6.2

Over the winter of 2014 and into the spring of 2015, we started consulting with policy makers and practitioners on conceptual models for a more 'impact-focused inspection' in

adult probation and youth justice. The conceptual models explored the key components to a methodology that could incorporate the above principles, and the indicators that we might use for judging impact. During the period, the models changed as appropriate to address emerging concerns, observations and opportunities.

Two series of open consultation seminars with practitioners from adult probation and youth justice respectively were held around the country during March 2015. After presenting our conceptual models, practitioners were involved in workshops to explore and feed back on different aspects of the models and to comment on how they might work in practice. Overall, attendees at the events responded positively to proposals for a more impact-focused methodology incorporating the above principles. From the 'exit poll' conducted, 82% of total attendees felt that such a methodological approach could easily be understood by service providers, with most (87%) considering that we were focusing on the right impacts. In particular, attendees liked:

- the focus on exploring the enablers and barriers associated with the impact on individuals of their services
- contextualising overall impact data by following the individual's journey – "putting service users at the heart is long overdue"
- plans to take a system-wide approach.

Attendees were also concerned that the development of our new methodology should:

- retain and test on some published criteria or framework for guiding practice quality. Authoritative testing and guidance of quality practice was seen as particularly important at a time of changing leadership and provision. In addition, these criteria were needed by agencies and local authorities internally to underline standards and resources necessary for public protection
- manage the risk of unavailable or unreliable data, ensuring that alternative sources may be available and that data can be verified
- ensure that system-wide recommendations should have strength, or "teeth", in order that all agencies involved will make the necessary changes. As with other recent inspection programmes, it may require the involvement of partner inspectorates to investigate the work of those agencies in relation to probation and youth justice effectiveness.

Consultation on the continued development of the models will continue through summer 2015, including online surveying, and more intense dialogue with partner inspectorates.

## **Piloting the developing methodology**

### **6.3**

We began piloting elements of the developing inspection model at the end of March 2015, exploring how particular methodological concepts would translate into practice. In particular, early piloting tested ways to investigate the factors that have led to identified impacts on individuals, whichever individuals or agencies were involved. This piloting work has already proved vital in revising the models and shaping delivery, suggesting in particular that:

- inspectors' professional judgement of impact is necessary for some parts of the desistance journey that are not picked up on national databases, but still make a crucial difference to future reoffending (such as service user engagement, or finding a pro-social identity)

- following cases in a system-wide way across agencies will mean inspecting in a more geographically fragmented way, introducing issues for scheduling and team location
- verification of impact data from different sources needs to be built into inspection
- service providers being inspected appreciated and worked well with the concepts of being judged on what they were able to achieve with service users (rather than the focus on process per se)
- inspectors will need to ‘peel back’ different layers of enablers and barriers to impact in order to illuminate and understand different system issues by using, the ‘five whys investigation method’ or similar.

Piloting the developing models of inspection will continue until they are incorporated into our work in a functional way, which is due to begin later this year.

## Quality & Impact inspection model

### 6.4

Feedback from early consultation and piloting has been included in the revised inspection methodology outlined below. We consider that this new model will best enable us to inspect effectiveness of all probation and youth justice services in the mixed sector environment. We will be able to test and enable improvements in how services protect the public from harm and reduce the number of victims of future offending. In the youth justice context, the methodology will also, crucially, focus on how youth justice partnerships are able to improve the wellbeing of children at risk of reoffending.

The new methodology provides a ‘multi-dimensional’ picture of local effectiveness by combining the *assessment of quality* of work to protect the public (including safeguarding children and young people) with the *evaluation of impact* on those who have offended.

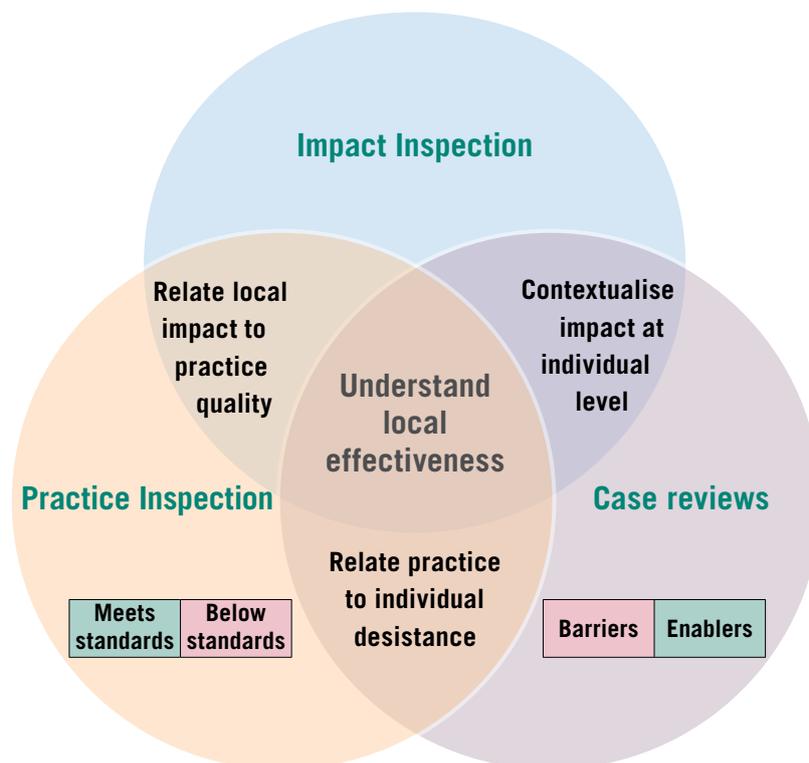
The picture of local effectiveness is achieved through three dimensions of inspection:

- **Impact inspection:** evaluation of levels of current outcomes of those who have offended in a local area. We will analyse indicators of impact in relation to reoffending, protecting the public from harm, abiding by the sentence, and the current presence of risk/protective factors for future offending. For youth justice, those protective factors will also be focused on child safeguarding and wellbeing. Full implementation of this dimension depends on securing access to national and local datasets, which is yet to be agreed. This dimension will provide judgments of impact.
- **Practice inspection:** assessment of the quality of delivery, leadership, public protection and child protection processes in key agencies. This dimension will provide judgments of practice quality.
- **Case reviews:** investigates system-wide barriers and enabling factors to individual desistance (and wellbeing in children and young people). This dimension will enable us to better highlight system innovation and issues.

This three-dimensional approach means that quality and impact are analysed at the levels of local population, agency and individual to give a whole-system picture.

**The proposed three-dimensional inspection methodology to assess effectiveness through quality and impact (adult probation version)**

Practice <b>quality + impact</b> in local area = <b>Effectiveness</b>		
Judgments of agency practice quality	Judgments of local area impact	Highlighting system innovation and issues



<b>Improve probation effectiveness</b> by disseminating locally and across England and Wales	
Recommend changes	Promote

An even greater understanding of the levels of local effectiveness is achieved by synthesising the analysis from the three inspection dimensions (the overlaps sections in figure 1):

- Linking the **Impact inspection** and **Practice inspection** allows a comparison of the relative impact of different aspects of delivery.
- Linking the **Impact inspection** and **Case reviews** contextualises local outcome patterns by allowing inspectors to look in depth at exemplar cases.
- Linking **Practice inspection** and **Case reviews** highlights the place of policy, leadership and local practice factors in individual desistance (and child wellbeing). This individual approach is particularly useful at exploring how local practice impacts on diverse groups.

Tracking impact over time can add a key ‘fourth-dimension’ to the model. By collating data from several inspections and linking our assessment of practice quality to much longer-term impact, we can tell the relative difference that aspects of probation delivery make to developmental desistance journeys and wellbeing in children and young people. Such knowledge can inform the focus of future practice inspections.

Findings and recommendations are directed at all levels of each responsible organisation on the journey of those who have offended, as appropriate. Any barriers to individual impact and below-standard practice uncovered will always be addressed with suggested changes – informed by our knowledge base comprising research, inspector experience, and promising practice found elsewhere. Enabling factors for impact found on inspections can help build libraries of promising and innovative practice for practitioners in adult probation and youth justice.

Identified factors and accompanying recommendations can help agencies in other geographical areas better understand their own impact and learn lessons, even before their own inspection. The knowledge base from this new inspection model will show what delivery factors have most impact in the current context, and innovative and promising practice that made a difference to individuals' desistance. Widespread dissemination of this real-world evidence of 'what works in practice', discovered through inspections of quality and impact, will help enable future improvements for probation and youth justice across England and Wales.

# 7

## THE YEAR AHEAD

# The year ahead

## Programme for 2015-16

### 7.1

During the 2015-16 period we will deliver a programme of inspection that will test the effectiveness of probation and youth justice work and enable the improvement of services. We will continue all the programmes of inspection that we are currently pursuing. Our current methodology for assessing the quality of practice will increasingly incorporate elements of our new methodology from late 2015, enabling us to take a system-wide view of delivery and evaluate the impact of services. This will ensure that Ministers and the public continue to receive fit-for-purpose assurance about the effectiveness of the work of probation and youth justice providers. Widespread dissemination from inspection and ongoing analysis of quality and impact data will help enable future improvements in probation and youth justice across England and Wales.

### 7.2

Our inspection programme for 2015-16 has the following main elements:

#### **Inspecting youth offending work**

We are part way through our IYOW programme and plan to continue to undertake 32 Short Quality Screenings, 6 Full Joint Inspections and 3 Full Joint Reinspections.

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

We will be undertaking 16 inspections looking at work undertaken with offenders in the first 4 months of supervision by both the National Probation Service and Community Rehabilitation Companies.

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

During 2015-16 we will join HMI Prisons in the inspection of 41 prison establishments, as part of their wider 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.

#### **Thematic inspections**

We carry out thematic inspection of work undertaken with adults and children 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 Criminal Justice Sector Inspectorates as a whole (published separately).

In 2015-16 we will publish reports on:

- the Youth Justice Board's community safeguarding and public protection incidents procedures
- the follow-up inspection on Multi-Agency Public Protection Arrangements
- how desistance theory informs the work of Youth Offending Teams

- the transition from youth offending services to adult services following *Transforming Rehabilitation*
- unpaid work.

### Joint targeted area inspections

We have maintained our commitment to the Joint Targeted Area Inspections on Child Protection led by Ofsted, of which we will be undertaking six inspections in 2015-16.

### Implementation of our new methodology

We are continuing to consult on and pilot our new inspection methodology, which will assume functional value later in the year. The methodology will judge system-wide effectiveness of services in a local area by evaluating both practice quality and impact, and review the enablers and barriers to positive impact. Widespread dissemination of ‘what works in practice’ for positive impact discovered through this new inspection methodology will help enable improvement in probation and youth justice.

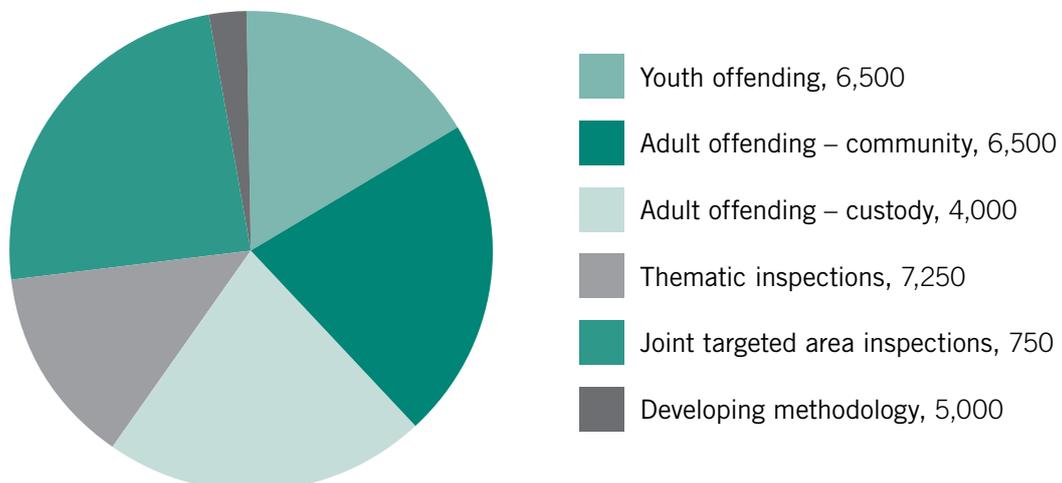
## Allocation of resources

### 7.3

We have created a budget of 30,000 deployable ‘inspection hours’ for 2015-16 (an increase of 2,600 inspection hours on last year’s programme) and have allocated them as follows:

Youth offending	6,500
Adult offending – community	6,500
Adult offending – custody	4,000
Thematic inspections	7,250
Joint targeted area inspections	750
Developing methodology	5,000
<b>Total</b>	<b>30,000</b>

### Allocation of resources: inspection hours



# Appendix A

## Staff as at 31 March 2015

### **HM Chief Inspector**

Paul Wilson

### **Deputy Chief Inspectors**

Neal Hazel (Strategy)

Alan MacDonald (Operations)

### **Assistant Chief Inspectors**

Helen Mercer

Helen Rinaldi

Andy Smith

### **HM Inspectors**

Jane Attwood

Colin Barnes

Mark Boother

Vivienne Clarke

Helen Davies

Yvette Howson

Susan McGrath

Yvonne McGuckian

Ian Menary

Jonathan Nason

Caroline Nicklin

Tony Rolley

Nigel Scarff

Joseph Simpson

Avtar Singh

Les Smith

Liz Smith

Steve Woodgate

### **Assistant Inspectors**

Joe Coleshill

Jenny Daly

Jo Dowling

Nicola McCloskey

Amanda Paterson

Mark Scott

**Associate Inspectors (Fee-Paid)**

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

**Head of Support Services**

Andy Bonny

**Head of Corporate Services**

Penny Rickards

**Operations Team**

Pippa Bennett (Manager)  
Robert Turner (Manager)  
Adam Harvey  
Joanna Hewitt  
Stephen Hunt  
Lynne Osborn  
Henry Skwarczynski

**Corporate and Finance Team**

Hema Mistry (Manager)  
Grace Scott (Manager)  
Veronica Baruku-Eyaru  
Melanie Owen  
Jamie Smith

**Communications Manager**

Alex Pentecost

**Project Administration Officer**

Jane Regan

**Senior Research Officer**

Kevin Ball

**Assistant Research Officer**

Oliver Kenton

**Chief Communications Officer**

(Shared with HMI Prisons and Prisons and Probation Ombudsman)  
Jane Parsons

## Appendix B

### Reports of inspections published in 2014-15

<b>Inspection of Adult Offending Work</b>	<b>Date Published</b>
An aggregate report on the first six inspections: a focus on violent offending	April 2014
London	May 2014
Durham Tees Valley	May 2014
Wales	July 2014
An aggregate report on six inspections focused on protecting children	August 2014
<i>Transforming Rehabilitation</i> – Early Implementation	December 2014

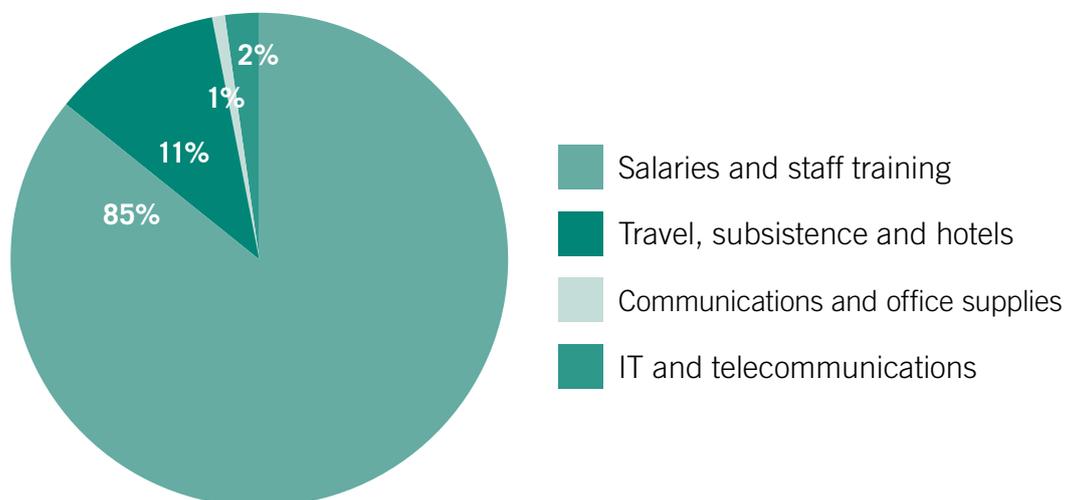
<b>Inspection of Youth Offending: Full Joint Inspection (FJI)</b>	<b>Date Published</b>
Peterborough	April 2014
Partners in crime? Findings from inspections on Youth Offending Team partnerships	April 2014
Islington	June 2014
Newport	September 2014
Wakefield	October 2014
Lambeth	January 2015
Trafford	February 2015

<b>Inspection of Youth Offending: Short Quality Screenings (SQS)</b>	<b>Date Published</b>
Suffolk	April 2014
Cambridgeshire	April 2014
Newham	April 2014
Torbay	April 2014
Short Quality Screenings (SQS) Aggregate Report: November 2012 – March 2014	April 2014
West Sussex	May 2014
Brent	May 2014
Isle of Wight	May 2014
Kent	June 2014
Cumbria	June 2014
North East Lincolnshire	July 2014
Wiltshire	July 2014
Sutton	July 2014
Luton	July 2014
Barnet	July 2014
Durham	August 2014

<b>Inspection of Youth Offending: Short Quality Screenings (SQS)</b>	<b>Date Published</b>
Cornwall and the Isles of Scilly	August 2014
Conwy and Denbighshire	September 2014
Tower Hamlets	October 2014
Derby City	October 2014
Harrow	November 2014
Essex	November 2014
Hillingdon	November 2014
Bedfordshire	December 2014
Sheffield	December 2014
South Tyneside	January 2015
Bolton	January 2015
Redbridge	February 2015
Bristol	March 2015
Oxfordshire	March 2015
West Berkshire	March 2015
Carmarthenshire	March 2015
Stockport	March 2015
Northamptonshire	March 2015

<b>Joint Thematic Inspection reports</b>	<b>Date Published</b>
An Inspection of the work of Probation Trusts and Youth Offending Teams to protect children and young people	August 2014
Resettlement provision for adult offenders: Accommodation and education, training and employment	September 2014
Girls in the Criminal Justice System	December 2014
The contribution of Youth Offending Teams to the work of the Troubled Families Programme in England	January 2015
Joint thematic inspection of resettlement services to children by Youth Offending Teams and partner agencies	March 2015
A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system - phase two in custody and the community	March 2015

## Appendix C Budget for 2014-15



	Total budget for year (£)
Salaries and staff training	£2,908,000
Travel, subsistence and hotels	£387,000
Communications and office supplies	£48,000
IT and telecommunications	£67,000
<b>Total budget</b>	<b>£3,410,000</b>





Email: [hmip.enquiries@hmiprobation.gsi.gov.uk](mailto:hmip.enquiries@hmiprobation.gsi.gov.uk)  
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.

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

© Crown Copyright  
ISBN: 978-1-84099-708-8