

Probation Hostels' (Approved Premises) Contribution to Public Protection, Rehabilitation and Resettlement

An inspection by HM Inspectorate of Probation

July 2017

Thematic Inspection

Probation Hostels' (Approved Premises) Contribution to Public Protection, Rehabilitation and Resettlement

An inspection by HM Inspectorate of Probation

July 2017

This inspection was led by HM Inspector Joe Simpson, supported by a team of inspectors, as well as staff from our operations and research teams. The Assistant Chief Inspector responsible for this inspection programme is Helen Davies. We would like to thank all those who helped plan and took part in the inspection; without their help and cooperation, the inspection would not have been possible.

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

© Crown copyright 2017

You may re-use this information (excluding logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit www.nationalarchives.gov.uk/doc/open-government-licence or email psi@nationalarchives.gsi.gov.uk.

Where we have identified any third party copyright information, you will need to obtain permission from the copyright holders concerned.

This publication and information on our role and Code of Practice is available for download at:

www.justiceinspectorates.gov.uk/hmiprobation

The inspectorate is a public body. Anyone wishing to comment on an inspection, a report or any other matter falling within its remit should write to:

Her Majesty's Inspectorate of Probation
1st Floor Civil Justice Centre
1 Bridge Street West
Manchester
M3 3FX

Contents

Foreword	4
Key facts	6
Approved premises explained	7
Executive summary	8
Recommendations.....	11
1. Introduction.....	12
1.1. Why this thematic?	13
1.2. Background.....	13
1.3. Aims and objectives.....	14
1.4. Report outline	15
2. Policy, leadership and management.....	16
2.1. Policy and strategy	17
2.2. Conclusions and implications	26
3. The quality of work	28
3.1. Preparation for placements	29
3.2. Induction	33
3.3. The period of residence	33
3.4. Move-on	40
3.5. Staff issues	42
3.6. Conclusions and implications	44
4. What is being achieved?	45
4.1. Protecting the public.....	46
4.2. Rehabilitation and resettlement	47
4.3. Conclusions and implications	50
Appendices	51
Appendix 1: References	52
Appendix 2: Glossary.....	53
Appendix 3: Methodology	56

Foreword

The public are not generally aware of probation hostels (approved premises), which are located in the community and occupied by some of the riskiest individuals as they are released from prison. They act as a half-way house between prison and home, and have two main roles: to help rehabilitate and resettle some of our most serious offenders, and to make sure that the public are protected in the offenders' early months in the community.

We found that probation hostels are doing a good job overall. We found them to be exceptionally good at protecting the public, and the public can have confidence that risks are being managed well overall, with individuals returned to prison when it is right to do so. The quality of resettlement and rehabilitation services was mixed, however. It was noticeably better for women than for men. We found that independent hostels providing services under contract also perform well. We were impressed with the purposeful involvement of residents in many aspects of day-to-day life. For example, residents in independent hostels got involved in cooking, whereas those in state run premises were catered for.

Our inspection raises some strategic questions for Her Majesty's Prison and Probation Service (HMPPS) and the Ministry of Justice.

Firstly, there are not enough hostels in the right places, and this reduces the chance that rehabilitation and resettlement work will be effective. People need to engage with the communities they will live in. Performance measures for probation hostels focus on occupancy, but targets need to promote an optimum balance of occupancy and effectiveness.

For historical reasons, hostels are not always located where they are most needed, and so many residents are placed away from their home areas. The situation is exacerbated by a general shortage of places, leading to more people being sent to wherever a place is available. Were extra beds and hostels provided, those places could easily be filled, and this would also enable some prisoners to be released earlier. During our inspection, we noted some ready opportunities to increase the number of bed spaces.

Secondly, there are only six women's hostels (with none in London or Wales) and a clear shortage of places for women. There are obvious reasons why it is particularly desirable to rehabilitate most women close to home.

Lastly, it would be a sensible investment to improve the management information available about hostels and their effectiveness, to inform both policy and delivery. For example, there is little national information about the impact of hostels on the needs of residents and the risks they pose. Currently, management information does not track the extent to which offenders get the right placements at the right time, get the right services and achieve the right results.

Our findings show that many residents do make progress towards their goals. A large number present complex patterns of risks and needs associated with

offending, and this makes the progress they achieve yet more impressive. Many residents maintain their progress after leaving hostels, but the quality of work done with them begins to fade. Extra capacity, a good geographical spread, and sharing learning from the best would all help to improve effectiveness overall.

This report offers suggestions on how to make a good service even better.

A handwritten signature in black ink, consisting of a large, stylized 'G' followed by a series of loops and a long horizontal stroke ending in a small wave.

Dame Glenys Stacey
HM Chief Inspector of Probation
July 2017

Key facts

90	Number of probation hostels run by the National Probation Service (NPS) in England and Wales
11	Number of independent hostels in England and Wales
6	Number of women's hostels in England and Wales
7	Number of hostels classed as Psychologically Informed Planned Environments
2,267	Approximate number of beds available across the estate ¹
£49.5 million	Budget for 2017/2018 ² – the average cost of a probation hostel is £700,000: around £30,000 per bed
90%	Percentage of residents who are assessed as posing a high or very high risk of serious harm ¹
92%	Occupancy rate for hostels in the most recent quarter (87% for the women's estate) ¹
96.3%	Proportion of residents who are subject to licence on release from prison. Community sentences take up 1.2% of bed spaces and residents on bail and bail assessment take up 0.3% ¹
25%	Percentage of placements where the resident leaves the premises because of a breach of licence conditions ¹

¹ Approved Premises Management Report for Quarter 2, 2016/2017, NOMS, 2017 (unpublished).

² National Probation Service Approved Premises Budget, Division and Cluster, 2017 (unpublished).

Approved premises explained

Prisoners are released following the custodial element of their sentence. Many are released on licence to support, and test, their re-entry to society. Some continue to present risks to the public when they are released. Approved premises (referred to as probation hostels or hostels in this report, other than when quoting from agency documents) play a necessary and valuable role in managing these risks.

There are 101 hostels, which are located in communities across England and Wales. They vary in size (from 10 to 45 bed spaces), presentation, degree of modernisation and what they offer. They provide a structured re-entry into the community, chiefly to those who have been released from prison following serious violent and/or sexual offences. Most hostel residents pose a high or very high risk of serious harm. However, it is the risk of serious harm combined with complex needs that makes work with offenders in hostels challenging. Given the profile of the risk of harm for hostel residents, the great majority of these cases are managed by NPS staff.

Hostels are staffed 24 hours a day and balance care with control. They impose various constraints on residents' freedom. These include curfews and check-in times during the day, regular drug and alcohol testing, welfare checks and room searches. Serious breaches of a hostel's rules or any licence requirements, or increased concerns about risk of harm to others, will lead to residents being quickly recalled to custody.

Until 2014, local probation trusts delivered probation services, including probation hostels. The government's *Transforming Rehabilitation* policy created a new National Probation Service and 21 Community Rehabilitation Companies (CRCs) on 01 June 2014. The NPS manages offenders who pose a high or very high risk of serious harm and those who are subject to Multi-Agency Public Protection Arrangements (MAPPA). CRCs manage most offenders who pose a medium or low risk of serious harm. Probation hostels are administered nationally by the NPS and through its six divisions in England and one in Wales. The estate is large, consisting of 101 hostels.

Residents have a probation officer (responsible officer), linked to their home area who is responsible for managing their case. They also have a key worker, a member of the hostel's staff team who offers advice and support during the period of residence. Residents are required to engage in purposeful activities and programmes. These include work to promote rehabilitation and resettlement, such as education, training and employment; accommodation; drugs and alcohol; life skills; practical skills; and thinking skills. Residents normally remain in the hostel for around 12 weeks, and plans for moving on to independent living should be in place by the end of that period.

There are different types of hostel. The majority are for men. Specialist provision is available for women in six hostels, which take both high-risk offenders and some medium-risk offenders where they would benefit from the services available. There are seven Psychologically Informed Planned Environments (PIPE) probation hostels, and they form a key part of the national offender personality disorder strategy. The PIPE programme offers expert psychological input from NHS clinicians to help hostels better manage offenders with a suspected personality disorder. Hostel provision also comes from 11 independent approved premises that deliver services under contract

or a grant. Some of these have charitable status and some have links to faith-based organisations.

All probation hostels are on route to gaining Enabling Environments status, a process overseen by the Royal College of Psychiatrists. There are ten core Enabling Environment Standards. These cover belonging, boundaries, communication, development, involvement, safety, structure, empowerment, leadership and openness.

Executive summary

Probation hostels offer a necessary and valuable service and are, overall, performing well. They provide a credible way of managing the transition from custody to the community for many of the most dangerous offenders in England and Wales. They offer a structured method of protecting the public and rehabilitating and resettling offenders. An important by-product of improving the number and effectiveness of hostel placements is a reduction in the prison population.

Most residents are in hostels following lengthy custodial sentences for serious violent and/or sexual offences. Their rehabilitation needs are complex. Probation hostels bridge criminal justice and broader social policy concerns, yet there is no current statement of probation hostel policy. There is an opportunity to focus policy on male offenders who pose a high risk of harm (and on female offenders who pose a high or medium risk of harm), who have complex needs and are in transition from custody to the community.

The changes to probation introduced by *Transforming Rehabilitation*, and the creation of HMPPS, give an opportunity to consolidate the sector's role and make it more effective. Before *Transforming Rehabilitation*, each probation trust was responsible for the hostels in its area. There was no central planning. Provision was spread unevenly, and staffing and operating models were inconsistent. Hostels are where they are for historical reasons; their locations do not match need. For example, there is no provision for women in Wales or London. The uneven distribution of the estate, the lack of bed spaces and the drive to achieve high occupancy levels hinder the extent to which hostels can contribute to resettlement and rehabilitation. Since *Transforming Rehabilitation* was introduced, hostels have been managed as a national resource. This also presents new opportunities.

Probation hostels have high occupancy rates and are oversubscribed. The sector benefits from different forms of provision, and there are some 2,200 beds available. The estate is substantial but there is not enough capacity, with an estimated shortfall of 25%³. There are opportunities to increase the number of hostel beds, which would enable some prisoners to be released earlier. Performance measures focus on occupancy, but targets need to achieve an optimum balance of occupancy and effectiveness. Innovative ways of expanding capacity are available.

There is little national understanding of the impact of hostels on the risks posed by residents and on meeting residents' needs. Management information does not adequately track the extent to which offenders get the right placements at the

³ Based on interviews with NPS managers, conducted as part of this inspection

right time, get the right services and achieve the right results. Better systems for collecting, analysing and responding to partner organisations', residents' and responsible officers' feedback are also required. Information resources need to be developed to support the effective delivery of hostel services and improve the efficiency of the estate.

The broader eligibility criteria for women compounds the lack of capacity in the women's estate. The limited number of beds and the uneven distribution of the women's hostels mean that many women are placed far from their homes. Despite this, we found that women's hostels were delivering good-quality services designed to achieve public protection, rehabilitation and resettlement outcomes. Independent hostels were also performing well. Their freedom to develop local responses to complex issues helps them evolve in innovative ways. We found much to be positive about in hostels that operate as PIPEs, but a major limitation was the lack of suitable interventions to address personality disorders. This eroded the morale and motivation of both staff and service users. Many practitioners told us that periods of hostel residence were often not long enough to address personality disorder issues effectively.

The good practice found in women's hostels, independent approved premises and PIPE hostels should be shared, where suitable, with NPS-run men's hostels. National management arrangements make that easier than previously.

We estimated that half of all residents were not placed in their local area. Often, vacancies are filled as referrals are matched to bed spaces within the NPS division, rather than being booked in advance. We thought around a half of bed places were provided to the right offender, but in the wrong place. Many out-of-area residents do not meet the criteria for accessing local resources. They are not motivated to make best use of their time at the hostel as they, and the professionals, know they will not be staying in the area.

Because of the risks posed by residents, many organisations and groups have a direct interest in how probation hostels perform. These include prisons, the Parole Board, police services, MAPPA, local authorities and Local Safeguarding Children Boards. Out-of-area placements affect the work of partner organisations, for example the police, as these organisations have to engage with out-of-area residents who pose a high risk of serious harm. Police resources are consumed in managing cross-service police liaison to share intelligence and deliver risk management plans. Centralising the management of hostels has brought benefits, but it has also weakened links with local strategic bodies. These local structures are essential for managing public protection issues effectively and for successfully rehabilitating offenders.

Most residents posed a high risk of harm, all reasonable action been taken by responsible officers to keep to a minimum the service user's risk of harm in almost nine out of ten cases. When risk became unmanageable, offenders were promptly recalled. In practice, we found that hostels were being used well to support the transition of 'imprisonment for public protection' prisoners from custody to the community. However, the quality of resettlement and rehabilitation services was mixed. Some residents were better served than others.

Some key activities such as catering, everyday maintenance tasks and cleaning are important ingredients of hostel life. These tasks provide opportunities for residents to

feel part of the regime and develop practical and life skills. Most of these services are provided for NPS-run hostels via contracts. We did not find any examples of these contracts being delivered in ways that adequately underpinned the hostel's core work. None of the NPS-run hostel managers we spoke with were satisfied with the services received. A lack of video-conferencing equipment also hampers the ability of staff to help to prepare future residents for hostel placements. It also hinders preserving good working relationships with responsible officers once released and minimises potential cost savings.

For hostel placements to have the desired results, prison and probation processes must support them to ensure they are effective. Probation staff need to be more involved in the custody part of the sentence, and prison processes must enable release plans to be achieved. The creation of HMPPS gives an opportunity to align the work of prisons and probation services more effectively.

It was beyond the scope of this inspection to undertake a detailed analysis of the differences between hostels and the reasons for those differences. However, during visits to ten hostels we found that no two were the same. Some of the differences were fitting, given the type and function of the hostel, but some were not. The regimes on offer were better aligned to achieving rehabilitation and resettlement goals in women's hostels and independent approved premises, compared with NPS-run hostels for men.

Residents' inductions were sound across the board. The differences in regime and culture between hostels were striking. Some secured impressive resident participation in purposeful activities; others were less successful in doing this, particularly for out-of-area residents. Move-on issues were mostly addressed, but too many residents failed soon after being discharged.

Feedback from staff suggests that hostels need to ensure responsible officers and key workers have access to good-quality training and support to undertake their complex range of duties. The quality of some responsible officers' work needs to improve at all stages of the process. However, responsible officers told us that heavy workloads impeded their ability to provide high-quality work for hostel residents. It is perhaps too much to expect that all responsible officers can have a sufficient level of exposure to work in hostels, or links to hostels, to undertake their work consistently and effectively. It is worth considering some form of specialisation for responsible officers, to support their involvement in developing hostel regimes and to secure quality and consistency of practice.

Our findings show that many residents make progress in their public protection, resettlement and rehabilitation goals. Hostel staff, responsible officers and partnership staff all make active contributions to this while offenders are resident in hostels. Many residents maintain this positive progress after they have left, but the quality of the work begins to fade. Once departed, some offenders relapse. The context is important to consider when reflecting on these findings, as many residents present complex and entrenched patterns of risk and needs associated with offending. This makes the progress achieved by residents yet more impressive. These results suggest that the structured and contained environment offered by hostels does promote effective work by professionals and residents. It enables residents to make progress on a range of issues. More capacity, better distribution of provision, and sharing learning from the best hostels with the estate as a whole will help to drive up overall effectiveness further.

Recommendations

The Ministry of Justice should:

- develop a probation hostel policy statement to include:
 - ◇ a focus on high risk of serious harm male offenders, and high and medium risk of serious harm female offenders with complex needs, in transition from custody to the community
 - ◇ a focus on the capacity, type and distribution of the probation hostel estate.

The Ministry of Justice and Her Majesty's Prison and Probation Service should:

- where appropriate, reduce the number of non-local hostel placements
- establish systems to measure take-up of hostel places, service quality and outcomes and use this information to improve the effectiveness of the estate
- support effective work with residents through:
 - ◇ provision of video-conferencing facilities
 - ◇ personality disorder pathway programmes that provide access to relevant services for residents
 - ◇ facilities contracts that provide services in ways that promote the primary purposes of probation hostels.

The National Probation Service should:

- ensure all probation hostels offer a programme of purposeful activities that both meets the needs of residents and secures their participation
- provide guidance to HMPPS staff on how pre-release work and sentence planning will build on work done in custody and prepare prisoners for successful hostel placements
- strengthen liaison between hostels and local strategic partners
- review recording practices at probation hostels to make sure they meet the needs of the hostel and responsible officers
- review out-of-hours cover arrangements to ensure that prompt and effective management cover is available at all times
- consider the need, in the medium term, for a degree of responsible officer specialisation to support effective hostel work.

1. Introduction

1.1. Why this thematic?

Our most recent inspection of probation hostels, undertaken under the Criminal Justice Joint Inspection programme, reported in 2008. We concluded that probation hostels were generally doing a good job in carrying out the increasingly exacting role that they have been expected to undertake in recent years. Public protection work was undertaken to a good standard, but there was some room for improvement in the resettlement aspect of the hostels' work. Residents were in general treated decently and fairly, and experienced acceptable living conditions.

There is limited HMPPS data on quality, and work in probation hostels is not well served by academic literature. This report is a timely opportunity to assess probation hostels' contribution to achieving the key criminal justice goals of public protection, rehabilitation and resettlement, following the government's *Transforming Rehabilitation* programme. It provides an evidence-based platform to offer advice on further developing the probation hostel estate.

1.2. Background

The role of hostels has evolved to reflect broader changes to probation over time. Historically, probation and bail hostels were provided by local probation trusts. They were used as an alternative to custody for those subject to bail, probation or licence. Over time, their role has focused more closely on public protection. Hostels contribute to rehabilitation and resettlement within a risk management framework. They are most often used for offenders who are on licence from custodial establishments and have complex needs. The NPS supervises the great majority of offenders who are placed in probation hostels. The ways that people with long criminal histories reduce or stop offending are complex and can take time. Being released, often after a long period in custody, can be a challenge for many offenders. Many face practical difficulties in successfully resettling in the community. This is where hostels help.

The current NPS statement of purpose for probation hostels⁴ is as follows:

'We aim to provide a residential placement which operates to Enabling Environment Standards. Approved Premises will:

1. provide the highest levels of community based public protection
2. provide an environment which is rich in opportunities for rehabilitation
3. support an individual plan for independent and offence-free living.'

The proportions of offenders placed in a hostel who pose a risk of serious harm⁵ are shown in Table 1.

⁴ NPS operating model, HMPPS, 2017

⁵ Approved Premises Management Report for Quarter 2, 2016/2017, NOMS, 2017 (unpublished).

Table 1: Risk of serious harm classification of residents across the whole probation hostel estate

Risk of serious harm	Men	Women
Very high	2%	0%
High	89%	70%
Medium	9%	28%
Low	0%	2%

This national data on the risk of serious harm profile for residents across the estate echoed our sample.

Standards, guidance and contractual provisions

The work of probation hostels is governed by a combination of National Standards, practice guidance and contract provisions. The current National Standards for the Management of Offenders have applied since 01 February 2015⁶. They are supported by a practice framework covering the NPS⁷ and providers contracted to deliver probation services in the community.

National Standard 8 relates to probation hostels and has three requirements: prospective residents are identified and referred; a residence plan is prepared; and residents undertake a planned programme. The National Offender Management Service (NOMS) service specification for 'Approved Premises: Public Protection and Regimes' sets out 49 outputs. These are grouped into service elements such as: premises are secure and safe; restrictions are enforced; public protection arrangements are in place; premises are managed; residents participate in a purposeful regime; and a community engagement strategy is in place. CRCs' contracts include a duty to cooperate with the NPS in maintaining hostel referrals and placements.

Practice guidance for staff comes in many forms. Key sources of guidance are the Approved Premises Handbook, Probation Instruction (PI) 32/2014, and guidance on the NPS web-based system: Excellence and Quality in Process (EQiP).

1.3. Aims and objectives

This inspection looked at probation hostels' contribution to managing risk of harm and achieving resettlement and rehabilitative outcomes. Specifically, we wanted to know the following:

1. Does policy and national leadership ensure that hostels deliver identifiable resettlement, reduced reoffending and public protection benefits?
2. Is there enough capacity in the estate and do capacity issues restrict the benefits gained from investment in the estate?
3. Are hostel placements correctly targeted?

⁶ National Standards for the Management of Offenders, NOMS, 2011.

⁷ Practice framework; National Standards for the Management of Offenders for England and Wales, NOMS, 2015.

4. Does pre-release work contribute to successful periods of residence?
5. Does assessment and planning for hostel work set the correct objectives and activities to achieve public protection, rehabilitation and resettlement goals?
6. Do hostel regimes support achieving planned public protection, rehabilitation and resettlement goals?
7. Does joint work between responsible officers, hostel staff and partners promote effective work?
8. Do move-on arrangements support achieving planned results?

1.4. Report outline

Chapter	Content
2. Policy, leadership and management	<p>Policy and national leadership. The number and distribution of hostel places. Management information and facilities services.</p> <p>Diversity in the sector. Alignment of hostel work with local public protection, resettlement and rehabilitation services. Key stakeholders' perspectives.</p>
3. The quality of work	<p>Our findings in relation to the quality of pre-placement, induction, residence, move-on and post-residence practice. The capacity and capability of the workforce.</p>
4. What is being achieved?	<p>Progress on managing risk of harm and securing rehabilitation and resettlement.</p>

2. Policy, leadership and management

We looked at changes in the way probation hostel services have been provided since *Transforming Rehabilitation*. We wanted to judge whether the policy position and national leadership of hostels promote effective work. We considered the alignment of hostel services with the priorities of key stakeholders.

2.1. Policy and strategy

There is no current statement of probation hostel policy, but an ambitious list of identified duties. The most recent policy guidance is Probation Instruction 32/2014, issued on 01 June 2014. This incorporated all probation hostel guidance into a single document. It included advice for responsible officers, in both the NPS and CRCs, who work with hostels. It clarified that the main purpose of probation hostels is to provide intensive supervision for offenders or defendants who present a high or very high risk of serious harm. It noted that most residents will have been released from prison on licence. Some will be serving community sentences, while others will still be awaiting trial. In practice, we found that hostel places are taken up almost exclusively by offenders on release from custody. Offenders with a community order or on bail rarely meet the risk of serious harm threshold needed for a place.

The PI identified the core tasks of hostels as: risk management; purposeful activity; security and substance testing; curfews and other licence conditions; compliance; resettlement; and addressing health, mobility and social care. The PI recognised that high-risk of harm female offenders are rare compared with high-risk of harm male offenders, and that different admission criteria apply. It also noted a reduction in local commissioning for services such as health, an increase in elderly sex offenders with significant care needs, a lack of suitable 'move-on' accommodation for this group and a high proportion of offenders with a personality disorder.

We were struck by the high Offender Group Reconviction Scale (OGRS) scores that apply to hostel residents. More than half of the combined sample had OGRS scores of over 50%. The residents also had complex needs; some had served long prison sentences and faced significant issues re-integrating into the community. Thus, the hostel population is chiefly those who pose high levels of risk of serious harm to the public, share the characteristics of those who are most likely to reoffend, and present complex resettlement and rehabilitation needs. The PI stated that offenders serving indeterminate sentences should not be released from prison until they can be managed safely in the community. In practice, we found that hostels were being used well for imprisonment for public protection (IPP) offenders, to manage the transition from custody to the community.

There is an opportunity to refresh the policy on probation hostels. The revised policy could target hostels at offenders who pose a high risk of serious harm (with the medium risk of serious harm caveat for women), have complex needs, and are in transition from custody to the community. Essential for this is effective work with local partner agencies to manage the public protection risks posed by residents and to secure residents' rehabilitation and resettlement.

Leadership and management

When probation trusts were responsible for the hostels in their area, there was no central planning of the estate. Provision was spread unevenly. For example, there are no women's hostels in London or Wales. Staffing and operating models were inconsistent. NOMS launched a review of the estate in 2015. Its aim was to move to a consistent national model, focusing on strategic planning, the operating model,

staffing, referrals and women's hostels. With *Transforming Rehabilitation*, probation hostels became a national resource, managed by national and divisional teams. These arrangements have enabled the estate to be developed to meet national need. The NPS lead has made commendable progress in consolidating aspects of the estate, but we doubted whether their administrative capacity is sufficient to achieve maximum value from the estate in the future. We welcomed the recent bolstering of divisional resources through the appointment of quality development officers. As part of their role, they will assist in taking forward practice issues.

Probation trusts embedded hostels in their local interagency liaison arrangements. The changes to the hostel management structures have weakened this. Current probation local delivery unit management is thinly spread. Local delivery unit managers provide the main links to local strategic fora, but those managers are not responsible for hostels. Most hostel managers said that, where they still had good local connections with relevant agencies, this was because of legacy relationships. Most felt these would wither over time under the current arrangements. This is of concern as, for hostels to have a positive impact on risk of harm, rehabilitation and resettlement, joint work with other local organisations is essential.

Hostel staffing is being standardised under the NPS E3 programme (Effectiveness, Efficiency, and Excellence). New job descriptions have been established and a national rota is being introduced. The degree of change required in each hostel varies, depending on existing practices. Some hostels are staffed in line with the NPS operating model; others are still in the recruitment phase. All staff in women's hostels are female.

Most NPS divisions have a central referral unit (CRU) and all use a standard electronic referral form. Standard out-of-hours arrangements are also being implemented. Hostel managers will be on call to cover several hostels in their area. Managers will also cover for staff absences. This is an unsatisfactory arrangement, as it could lead to risk of harm issues not being managed sufficiently well. For example, the manager of 'hostel 1' could be called to respond to a serious incident in an unfamiliar 'hostel 2' some distance away, while covering for a staff absence in 'hostel 3'. The potential for this to prevent the manager from overseeing serious incidents effectively is obvious. Some managers of independent approved premises (IAPs) were also dissatisfied with the way the out-of-hours arrangements covered their hostels.

Performance and capacity

The average cost of a probation hostel is around £700,000: some £30,000 per bed per year. The national priority is to manage occupancy rates, and hostels are successful in this: for the July–September 2016 quarter, there was almost full occupancy across the sector.

Table 2 Hostel beds as a percentage of NPS caseload

	Probation hostel bed spaces	NPS divisional caseload	Beds as a percentage of NPS divisional caseload	Beds as a percentage of total beds
London division	312	15,949	2.0%	14%
Midlands division	386	16,390	2.4%	17%
North East division	463	17,405	2.7%	20%
North West division	388	16,077	2.4%	17%
South East and Eastern division	251	14,936	1.7%	11%
South West and South Central division	364	12,212	3.0%	16%
Wales	103	6,544	1.6%	5%
Total	2,267	99,513	2.27%	

Based on data from the Approved Premises Management Report (Q2 2016/2017) (unpublished) and probation performance figures (4.10 July-September 2016).

Table 2 reveals that the distribution of hostel beds across England and Wales is uneven and that beds are not matched to caseloads. Wales is poorly served in terms of meeting the demand. The beds/caseload ratio in the South West and South Central division of England is almost double that of Wales. Within divisions, many residents from urban areas are displaced to rural areas, because provision is not geographically aligned to demand.

NPS managers do not currently have access to reliable national data to track the extent to which offenders go to the right hostel, at the right time, receive the right service and achieve the right result. Plans are in hand to improve this position via nDelius entries.

We undertook a survey of probation hostels. Of the 101 hostels across the estate, 83 responded to the survey. Responses came from each division and each type of hostel. The survey asked: 'Does national leadership help you to maintain your hostel's standards of performance?' The survey responses were: all or most of the time (30%), some of the time (54%), seldom (14%) and never (1%). While these involve small numbers, the women's hostels were most critical on this issue.

Poor practice examples: *In one case, we noted that the CRU had provided an out-of-area placement for a resident. The responsible officer had no contact with the resident before he was allocated to the hostel. The receiving area assigned a temporary offender supervisor to oversee the case. The responsible officer, due to pressure of work, had limited involvement. The number of staff and the distances involved resulted in a lack of continuity and coordination of effort. Move-on accommodation was identified in yet another area but the move was protracted. The resident is now in a new local delivery unit, with yet another caretaking officer. The responsible officer has not seen the resident for several weeks and there has been little quality work done in this case.*

A greater Manchester resident had been placed in Carlisle due to a lack of beds closer to home. Limited preparation work was undertaken before his release and there were multiple delays in coming to a decision. It is difficult to see what can be achieved in resettlement this far from his home area.

Local hostel managers interviewed as part of this inspection estimated the bed space shortfall to be around 25%. NPS senior managers have also identified a shortfall in capacity. The shortfall in provision, the uneven distribution of the estate, and the drive to hit high occupancy levels combine to prevent hostels from contributing fully to resettlement and rehabilitation.

Capacity issues also impede prison releases. They lead to many residents being placed out of area, often at short notice. Often, vacancies are filled as referrals are matched to bed spaces within the division, rather than being booked in advance. In our sample, we judged that in around half of the cases offenders were placed out of their home area. It is not difficult to see how this can undermine work on rehabilitation and resettlement. Many out-of-area residents do not meet the criteria for accessing local resources. They are not motivated to make the best use of their time at the hostel as they, and the professionals involved, know they will not remain in that area for long. A review is required to ensure an optimal balance is struck between occupancy and delivering the right placements for offenders.

National and local strategies to expand capacity could include:

- exploring new hostel provision via IAPs
- making better use of the existing estate – there is potential to create more bed spaces in some of the hostels we visited; a capacity review could identify extra places or the possibility of new places within the current buildings and the attached land
- using some existing (and perhaps unused) prison service buildings as hostels
- providing housing alternatives independently, such as the (up to) 80 units secured in Leeds by the Compass project (see the following good practice example)

- providing 'virtual' hostel placements, with local strategic public protection bodies (for example MAPPA) being asked to identify and commission suitable move-on accommodation in the area.

'Virtual' hostel placements, with offenders based in their own home, could involve the use of curfews, supported by tagging (including GPS tagging), alcohol and drugs testing, regular visits from probation and police staff and support for offenders to continue to access resettlement and rehabilitation services. These arrangements could help to speed up throughput within the estate and create more capacity.

***Good practice example:** In partnership with Leeds City Council, the Compass St John's Housing Project provides up to 80 units of good-quality accommodation. The IAP manager at St John's led the project. It offers a move-on option to all Leeds hostel residents. Landlords, letting agents and private individuals work with Compass on this project. Tenancy agreements guarantee that the rent will be paid and the accommodation maintained at a high standard. This secures a ready supply of good-quality accommodation. Residents must take part in purposeful activities, and do well, to be considered. Housing benefit covers the rental fee and the service charge. Compass has three members of staff, volunteers and service user mentors. Support to residents consists of regular home visits plus drop-in sessions at the hostel. Risk management is carried out through close working arrangements between probation officers, West Yorkshire Police and partner agencies.*

Facilities provision

Some activities within hostels underpin the quality of the regime. Examples include catering, everyday maintenance tasks and cleaning. These are important ingredients of hostel life. Managing these tasks with residents provides opportunities for residents to feel part of the regime and develop practical and life skills. The activities offer an opportunity to assess the readiness of residents for independent living. The bulk of these services were provided for NPS hostels, via contracts, by AMEY and by Interserve. We did not look at the detail of these contracts; instead, we focused on the services provided. We did not find any examples of these contracts being delivered in ways that adequately underpinned the core work of the hostels. IAPs did not have these contracts and the difference in the 'feel' and operation of the regimes was evident.

None of the hostel managers we spoke with were satisfied with the services received. Some pointed to individual members of staff from AMEY or Interserve making efforts to deliver their service in positive ways within the hostel. However, the balance of opinion was that the way these contracts support hostels in meeting their primary purposes needs to be evaluated.

One manager said:

“They are shocking. They have very poor specifications and are poorly managed. Contractors need to be held to their obligations. The process is not responsive, people travelling 300 miles to change a light bulb. Worst problem is the rules about how expensive the job has to be before it can be fixed. The threshold is too low”.

Another aspect of hostel facilities that limited the scope of the work was the lack of managed access to computers to enable residents to search for jobs and apply for housing. There was also a clear need for hostels to have video-link facilities so that hostel staff could engage with prisoners before release and residents could preserve working relationships with their responsible officers. This applied particularly to those residents who were out of area during the period of residence.

Women’s hostels, IAPs and PIPE hostels

There are 6 women’s hostels providing a total of 112 beds. Three of the hostels are NPS-managed and three are IAPs. The NPS North West division has two; while the, Midlands, North East, South West, and South East and Eastern divisions each have one. The limited number of beds, and the distribution of the women’s hostels, mean that many women are in hostels far from their home. This has a negative effect on move-on arrangements and reintegration into the community. The distribution of probation hostels for women was judged by the UK Supreme Court in May 2017⁸ to constitute direct discrimination against women because there is a greater risk for women than men of being placed far from home, which is a detriment to them.

The main target group for women is those released from custody on licence who pose a high or very high risk of serious harm. In addition, the women’s estate takes medium-risk offenders where they would benefit from the services available. In our sample, one-quarter of the women presented a medium risk of serious harm. Thus, there is a difference in the profile of residents in the male and female estates. This also means that a direct comparison with the men’s estate, on capacity issues, is not helpful, as a larger proportion of women offenders are eligible for a hostel placement. The broader eligibility criteria for women compound the lack of capacity in the women’s estate.

The National Approved Premises Association (NAPA) acts as a conduit to government on behalf of the IAP trusts. All IAPs work under contract or a grant to deliver the same service specifications as a NPS hostel. In the past, NAPA has supported hostel practice developments nationwide. Since *Transforming Rehabilitation*, its role has focused on representing the collective voice of IAPs in contract negotiations. This avoids HMPPS having to engage individually with IAP trusts. Most IAPs are governed by Boards of trustees. Some IAPs have charitable status and some have links to faith-based organisations.

Many IAPs have strong links to their local communities, and management committee members often work for other bodies, for example health and education. IAPs are

⁸ R (on the application of Coll) (Appellant) v Secretary of State for Justice (Respondent) [2017] UKSC 40 On appeal from [2015] EWCA Civ 328.

well rooted in local communities and use this to connect with other agencies, such as the NHS and drugs and accommodation services. This can work to the benefit of hostel residents.

All hostels provide interventions for residents. IAPs have flexibility in what they provide and how staff provide it. For example, some IAPs offer gardening, allotments, furniture restoration, outdoor activities and cookery classes. These sorts of activities can be an important part of the resettlement and rehabilitation package and can help residents to get individualised services. This in turn can support their rehabilitation.

Many of the IAPs own their own buildings and they are not subject to the facilities management contracts. They use this freedom to improve their service to residents. IAPS have retained catering and hostel maintenance functions, which are essential parts of building an engaging, purposeful and inclusive hostel regime. In respect of catering, there is a range of provision among the IAPs. Some offer self-catering, some are fully catered and some are mixed. Having the freedom to manage this, and employ cooks where required, enables IAPS to offer diverse provision that benefits residents and the local community. A range of good-quality food for special diets and allergies can be readily provided. Where staff are employed as cooks and cleaners, they are integrated into the staff team and can merge their work with the overall aims of the hostel.

There are seven PIPE probation hostels, and they form a key part of the national offender personality disorder strategy. Offenders with a personality disorder are some of the most challenging individuals to rehabilitate successfully. To address these challenges, NOMS, in collaboration with NHS England, developed the Offender Personality Disorder Pathway. The PIPE programme forms part of this pathway (NOMS and NHS England, 2015).

The PIPE programme has been in place since 2012. Staff at PIPE hostels receive extra training, and there is expert psychological input from NHS clinicians to help them better manage offenders with a suspected personality disorder. This training enables staff to develop an understanding of the psychological aspects of their work so that they can create safe and encouraging environments. PIPE hostels enable offenders to progress through a pathway of interventions and help maintain progress. We found much to be positive about in PIPE hostels, but a major limiting factor was the lack of suitable interventions to address personality disorder issues. This eroded the morale and motivation of both staff and residents. Many practitioners told us that periods of hostel residence were often not long enough to address personality disorder issues effectively.

Local and partnership issues

Due to the risks posed by the residents, several organisations and groups have a direct interest in how hostels perform. These include prisons, the Parole Board, police services, MAPPA, local authorities and Local Safeguarding Children Boards. Most residents in hostels have served lengthy custodial sentences for serious violent and/or sexual offences. The rehabilitation needs of this group are complex. Hostels bridge criminal justice concerns and broader social policy, for example on employment, health and accommodation. This is a complex task, in a complex system. Effective hostel work is multi-faceted.

As noted earlier, the current management structure has damaged the alignment of hostels with local strategic interagency arrangements. This is of concern, because for hostels to be successful in reducing risk of harm and rehabilitating and resettling offenders, joint work with local organisations is essential.

Nine in ten of our sample of residents were MAPPA cases. Hostel residence was a key part of their risk management plans. In theory, hostels are fully integrated into MAPPA locally. In practice, we found the degree of integration to be mixed, particularly for out-of-area placements. Hostels have the required security measures in place. These include: CCTV cameras in all communal areas; secure entry to the building; staff-only areas; monitoring of arrivals and departures; monitoring of residents' daily routines (where they are going, what time they come back and what they are wearing); day and evening curfews; staff alarms; room searches and welfare checks; drug and alcohol tests; and immediate recall procedures for out of hours.

Through MAPPA, there were examples of additional restrictions being added to some residents' licence conditions, such as day-time curfews and sign-in times at various points in the day. One resident told us his wife (the victim of his offence) lived 300 miles away, and he was required to sign in to the hostel four times during the day as well as observing the hostel's standard 11pm to 6am curfew. This prevented him from travelling to the victim's address. 'Trigger plans' detail specific actions to be taken if risk escalates or a resident does not comply with their conditions.

One MAPPA Chair told us the hostels in his area had good local links with police on both strategic and operational levels. Police community support officers visited the hostels and most hostels emailed their resident list to the police weekly. The MAPPA Chair valued the hostels' responsiveness when release plans had collapsed and places had to be found at short notice.

A responsible officer expressed a general sentiment when he told us:

"APs [probation hostels] are not perfect but I don't know what I'd do to manage these offenders if APs did not exist. MAPPA would go nuts if we could not access these placements and the whole system for managing public protection would be dented".

Good practice example: *In St Leonard's House, the ViSOR police liaison officer attends the hostel so that information on offenders of interest to both organisations can be exchanged promptly. They aim for monthly meetings so that police priorities can be updated. This enables the organisations to carry out joint planning on public protection issues. It helps MAPPA to run effectively, as the relevant practitioners can present the MAPPA panel with considered options for action plans. It also enables the local authority to understand and respond to the risks posed, for example by providing accommodation in relevant cases.*

Out-of-area placements affect the work of partner organisations, such as the police, as they have to engage with out-of-area residents who pose a high risk of

serious harm (for example, MAPPA Level 3 cases). This means that their resources are consumed in cross-service police liaison, sharing intelligence and delivering risk management plans. Probation hostel CRUs provide insufficient information to enable hostels, and their police counterparts, to assess and prepare for risk of harm concerns relating to residents who have been given an out-of-area placement.

We saw some examples where a lack of information-sharing protocols had hindered effective partnership work. Many hostels welcome the involvement of local agencies, charities, faith groups and volunteer groups, including mentors. However, not all of these relationships were adequately supported by information-exchange arrangements.

Hostels' information on the behaviour of residents, room searches, alcohol and drug use, forming new relationships and progress on making positive changes in their lives is of great value to police public protection units. Such information exchanges were routinely supported by information-sharing protocols.

For complex cases, credible hostel placements can influence Parole Board decisions for release. Almost all probation recommendations for a hostel are supported by the Parole Board. Senior Parole Board representatives told us that more hostel capacity would increase the rate of release from prison.

Our survey on probation hostels echoed some of our findings. When asked whether structural changes to local commissioning and partnerships had made any difference to effective work with residents, the responses were: all or most of the time (12%); some of the time (63%); seldom (15%); and never (10%). Responses were similar across the whole estate and indicate that local commissioning has become more problematic in some hostels. The comments associated with this question included concerns about: a deterioration in the quantity and quality of housing provision; budget cuts in local partnership agencies; problems in the length of time it takes for state benefits to be approved; the removal of crisis loans; and mental health services often being oversubscribed. In conversation with hostel staff, the general theme was that partnership work was more problematic in supporting resettlement activities for out-of-area residents.

Neighbourhood liaison

Probation hostels exist in community locations, and local community relations have to be managed. Most of the hostels we visited had adopted a 'keep below the radar' strategy. This aimed to manage residents' behaviour and not invite adverse publicity about the work of the hostel. Overall, this was successful and there were few ongoing tensions with local communities.

In one hostel, the approach was more active. Sycamore Lodge, in the Midlands, holds regular liaison meetings with representatives of the community. We attended one such meeting, which had four members of the public in attendance, alongside the local police community support officer. All participants said they had a high degree of confidence in the management of the hostel. This was thanks largely to their positive regard for the hostel manager. They said the manager had kept them informed of issues emerging at the hostel and had engaged actively and positively with the local community. Hostel residents had helped with local challenges, for

example removing snow from paths in bad weather. The group had operated for a number of years and met every three months. The hostel manager was available between meetings if issues arose that needed prompt action. The participants had been shown around the hostel, and were aware of the rules and public protection processes. They felt the hostel was appropriately staffed.

In another hostel, the links with the local community were positive; for example, the hostel's residents prepared food for local homeless people.

2.2. Conclusions and implications

We judged that probation hostels are necessary and credible. They offer a way of managing the transition from custody to the community for many of the most dangerous offenders in England and Wales. Hostels provide a structured way to protect the public, meet resettlement needs and focus on rehabilitation. Policy on hostels needs to be refreshed. Issues related to policy, capacity and practice limit what is achieved.

Performance measures focus on occupancy, but targets need to achieve an optimum balance of occupancy and effectiveness. The probation hostel estate is substantial, but there is a shortfall in capacity and places are not matched to demand. This impedes the effectiveness of the estate. The sector benefits from different forms of provision. Innovative suggestions for expanding capacity are available.

There is little understanding of the impact of hostels on the risks posed by residents and on residents' needs. Management information does not adequately track the extent to which offenders get the right placements, at the right time, with the right input and achieve the right results. Better systems for collecting, analysing and responding to partner organisations', residents' and responsible officers' feedback are required. Information resources need to be developed to support the effective delivery of hostel services and improve the efficiency of the estate. Delivery of services needs to improve, along with investment in information and communication equipment in hostels.

Most residents are in hostels following lengthy custodial sentences for serious violent and/or sexual offences. The resettlement needs of this group are complex. Many are at a key transitional point in their reintegration into society. Hostels provide a link between criminal justice and other aspects of social policy, such as employment, health, accommodation and education services. This is a complex task, and effective hostel work involves many moving parts. Centralising the management of hostels has brought benefits, but it has also weakened links with local strategic bodies. These local structures are essential for managing public protection issues effectively and for successfully rehabilitating offenders.

All of the hostels prioritised managing public protection risks. However, women's hostels and IAPs were better at achieving rehabilitation and resettlement goals, compared with NPS-run hostels for men. We found examples of innovative practice that has the potential to be rolled out more widely to further strengthen the sector.

Increased capacity, better distribution and better sharing of best practice from women's hostels and IAPs would drive up effectiveness overall. For placements to

have the desired results, prison and probation practices must support them to ensure they are effective.

3. The quality of work

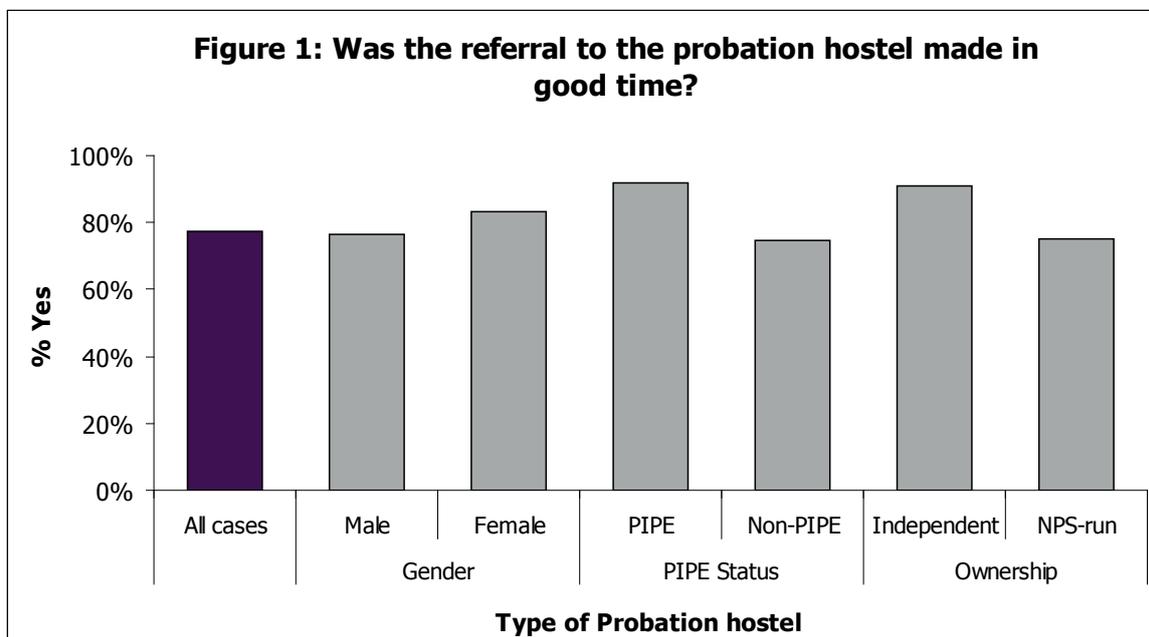
In this chapter, we consider the quality of services on offer in probation hostels and how responsible officers contribute to effective placements. We followed HMPPS's practice guidance and reviewed the journey of a resident through the process. We looked at the referral, pre-placement, induction, residency and move-on phases of the work. There were 71 current residents in our sample: 59 were men and 12 were women. We also looked at 48 former residents (39 men and 9 women (including 1 transgender woman)). For the combined sample, there were a total of 119 cases.

3.1. Preparation for placements

Referrals

All NPS divisions have set up, or are on the way to setting up, CRUs. These take referrals from across the division and quickly match them to vacancies in the divisional estate. This is efficient, but the main driver is to fill bed spaces quickly to ensure occupancy. The CRUs did not adequately support offenders being placed in the most appropriate hostels at the right time so that their needs could be met. CRU processes need to better support rehabilitation and resettlement goals, as well as to help meet occupancy targets. In several cases, CRUs were helpful in finding hostel placements at short notice. There was more than one occasion when a hostel place was confirmed on or near the day of release.

In our sample, just over three-quarters of current residents had had a referral made in good time. Practice was better than the average for women's hostels, PIPE hostels and IAPs. It was also better than average for black and minority ethnic offenders; those aged under 30 years old; those who had committed violent offences (compared with sexual offences); those with licences of over 12 months; and IPP cases. *Offender Rehabilitation Act 2014* (ORA) licence cases were served particularly badly in this respect, with less than half of referrals being made in good time. The risks and needs of ORA residents mean that placements must be agreed early enough to prepare residents for release and make plans for the period of residence. It is a matter of concern that almost one-quarter of the cases had not got off to a good start in this respect.



We found that some residents were released from prison without benefit support and they immediately began to accrue debts for hostel management fees. Some were released without medical information or the medication needed for the day of release. Pre-release contact by hostel staff and responsible officers is useful for reducing residents' anxieties about the move, but limited access to video-link facilities hampers this work. Face-to-face or video-link meetings can allow planning for

successful placements to begin. In one women's hostel, residents had made a short film about the hostel, and this was available for prospective residents.

We asked current residents if their suitability for hostel placements had been fully assessed. We found this was so in nearly all cases. Overall, the position was generally positive and we judged that most placements had been targeted correctly. The survey we conducted on probation hostels largely echoed this. When asked whether offenders placed at their hostel were appropriate for the kind of assistance provided, the responses were: all or most of the time (71%); some of the time (28%); seldom (1%); and never (0%). However, PIPE hostels were least positive about the targeting of placements.

Pressure on hostel places means that it is not always possible to confirm places before a Parole Board hearing. This limits the time available for preparing the prisoner for going to the specific hostel. Some responsible officers spoke of decisions being made to grant parole on condition of a hostel placement being found, leading to hasty referrals and decisions on placements, with not enough time to prepare the prisoner for release to the hostel.

We could not track unmet needs in this inspection, but we did ask staff whether all eligible offenders have been offered the option of a probation hostel. The common response was that they did not know, but had a sense there was more demand for places than there were places available. Some hostel staff noted different referral rates from local responsible officers, with some referring many cases and others none. In Adelaide House, women's referral rates were discussed in meetings between the CRC and the NPS. This arose because some women were leaving prison homeless when there were hostel places available. The manager of Adelaide House visited HMP Styal to interview prospective residents. This helped to ensure bed spaces were used efficiently and women who met the criteria for admission were having their needs met. Many residents came from outside the local NPS division. Video-conferencing to other prisons would help to extend this pre-release work.

Pre-placement work

We saw differential practice on using Release on Temporary Licence (ROTL), pre-placement, to enable residents to prepare for their reception on release on licence. The use of ROTL improved the quality of pre-placement work in the cases we looked at, and many more cases would have benefited from its use.

In several hostels, the manager would visit, with responsible officers, the offender in prison before release. This promoted successful periods on licence but was a costly activity and had to be used sparingly. Some hostels assigned key workers before the release, and this gave structure to the pre-release contact with the prisoner. This work included sending leaflets and travel instructions. In one hostel, it included video-conferencing before release. There were a range of approaches to engaging with up-coming residents before release, and the quality of information provided to residents varied. For example, one hostel provided inaccurate directions to the hostel.

Our survey of probation hostels asked: 'Does pre-release work in custody contribute positively to periods of residency?' The responses were: all or most of the time (30%); some of the time (48%); seldom (21%); and never (1%). Staff at Women's hostels and IAPs were the most satisfied with this. Comments included:

“Short notice referrals can make pre-release work very difficult if not impossible”.

This work often depends on engagement from third parties such as responsible officers, prison teams and local services, and this was not always reliable.

For our sample, residents’ individual diversity was regularly considered. Staff identified and tried to address barriers to engaging effectively with residents in most cases. However, in one-quarter of cases service users had not been meaningfully involved in drawing up plans for the placement.

Some hostels stated that they were receiving offenders with physical disabilities, who were elderly and infirm, or who had mental health or care issues that the hostel was ill-equipped to help them with. In one hostel, we met a resident who was profoundly deaf. A sign language interpreter was available to support him. He felt safe in the hostel and spoke highly of the staff. He did not think he needed much other than support on some practical matters. His residential officer said the lack of an interpreter could be difficult, and cited an issue about whether the resident had signed the sex offenders register or not. The worker described asking him clearly if he had signed and was assured that he had. It turned out this was a miscommunication, with potentially serious results. PIPE hostels were often under pressure to take residents who did not need PIPE facilities because the estate as a whole was overstretched. This was particularly the case for women’s PIPE hostels.

The highest risk of serious harm classification that should have applied for the whole sample, during the sentence, was very high (1%) high (87%) and medium (12%). We found that the risk of serious harm level was correctly identified throughout the period of supervision in all cases. A large majority of residents (105) were subject to MAPPA. Most were managed at Level 1 (76); 26 were at Level 2; and 3 were at Level 3. MAPPA applied to 10 of the 12 IPP residents and 19 of the 20 female residents.

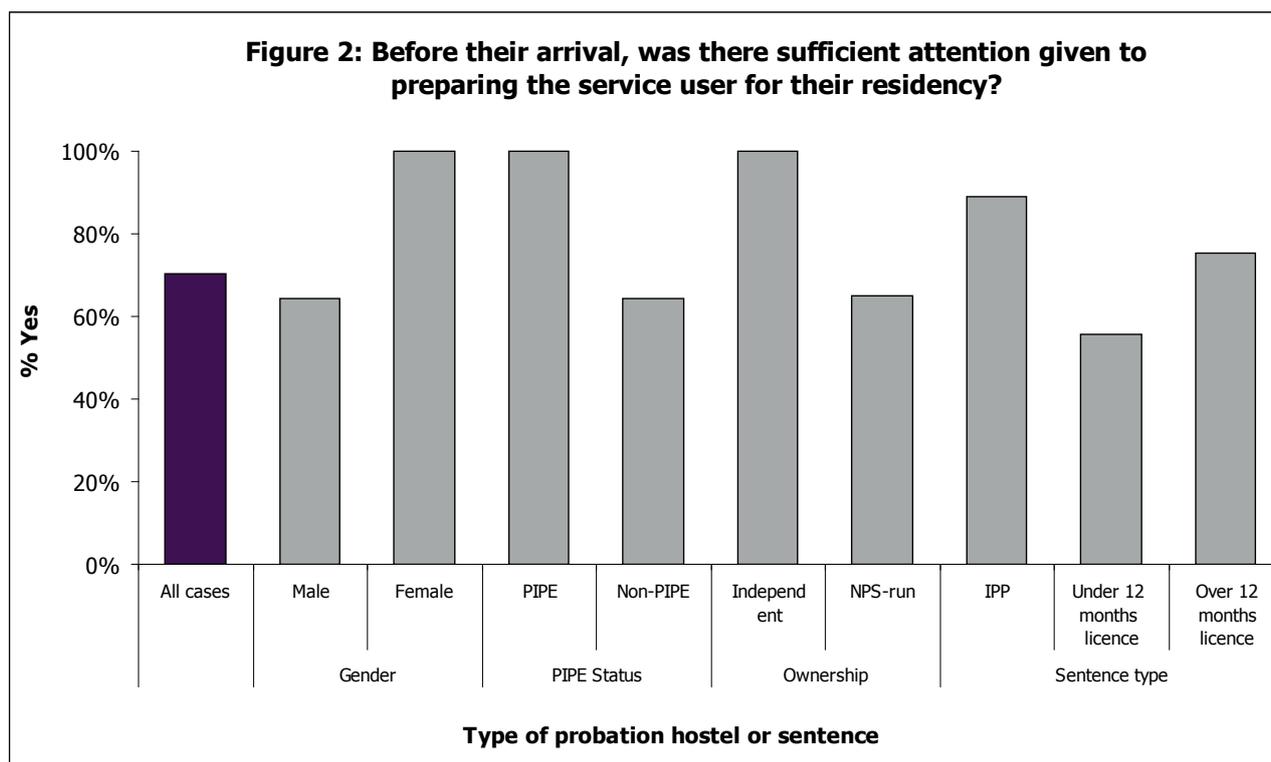
There had been sufficient planning to manage and minimise the risk of harm posed by almost all current residents. In just over one in eight cases, we found the planned duration of the period of residence was not enough to support the resident in making progress on managing and reducing their risk of harm. Pressure on bed spaces and rigidity in applying the 12-week occupancy rules were the most common reasons for periods of residence not being as long as needed.

We found that some PIPE-hostel residents had received joint prison visits from hostel staff and responsible officers before release, but that the links with prison personality disorder units were not fully developed. Personality disorder work done in custody was not being fully integrated into pre-release work. Personality disorder case formulation meetings had been held before referrals but the results were not routinely incorporated into supervision plans and not linked to MAPPA actions. We found examples of case formulations from prison not being provided to responsible officers, so responsible officers and the hostel’s staff did not know before arrival what had taken place and what had, or had not, previously worked with residents.

Reeves (2011) offers some insights into why this is important. Reeves suggests that, for some residents, there may be attitudinal or experiential issues that will need to be addressed before the placement. The study asked respondents what they thought the purpose of the hostel was. Many saw it as housing and a way to control them.

They often resented the more controlling aspects. While some residents believed that probation services wished to help them reintegrate into society, they did not connect this with the way the hostel worked with them. This suggests that, for many potential hostel residents, there is a need to prepare them for a period of tight supervision and purposeful activity.

Pre-placement, sufficient attention was given to preparing for the period of residence in less than three-quarters of cases. Our sample indicated that this aspect of practice was better in women’s hostels, PIPE hostels and IAPs, and for black and minority ethnic offenders, those aged under 30 years old, those who had committed violent offences (compared with sexual offences), those with licences of over 12 months and IPP cases. Again, ORA licence cases performed particularly badly in this respect.



Poor practice examples: *The responsible officer was sick before the prisoner’s release date and there was doubt about whether the hostel place had been secured. The prisoner called the probation office from custody to check, but no clear answer was given. It was only on the day of release that he knew for certain he was going to be staying at a hostel. The Public Protection Casework Section also had to chase information the day before release, as it needed to know what to include in the licence conditions. There are comments from the responsible officer in the contact log such as: ‘as far as I am aware AP [hostel] place still available’. This does not instil confidence that the placement would get off to a good start.*

Similar issues were seen in another case, as the hostel place was confirmed just a few days before release. Until then, the prisoner thought he was going home. Late in the process, an exclusion zone was included in the hostel conditions. This created tensions for the resident and for his family, who had prepared for his return home. The reasons for these changes were not fully explained to the resident or to his family.

Pre-placement joint work with other professionals promoted a successful hostel placement in a large majority of cases and personality disorder cases fared particularly well.

3.2. Induction

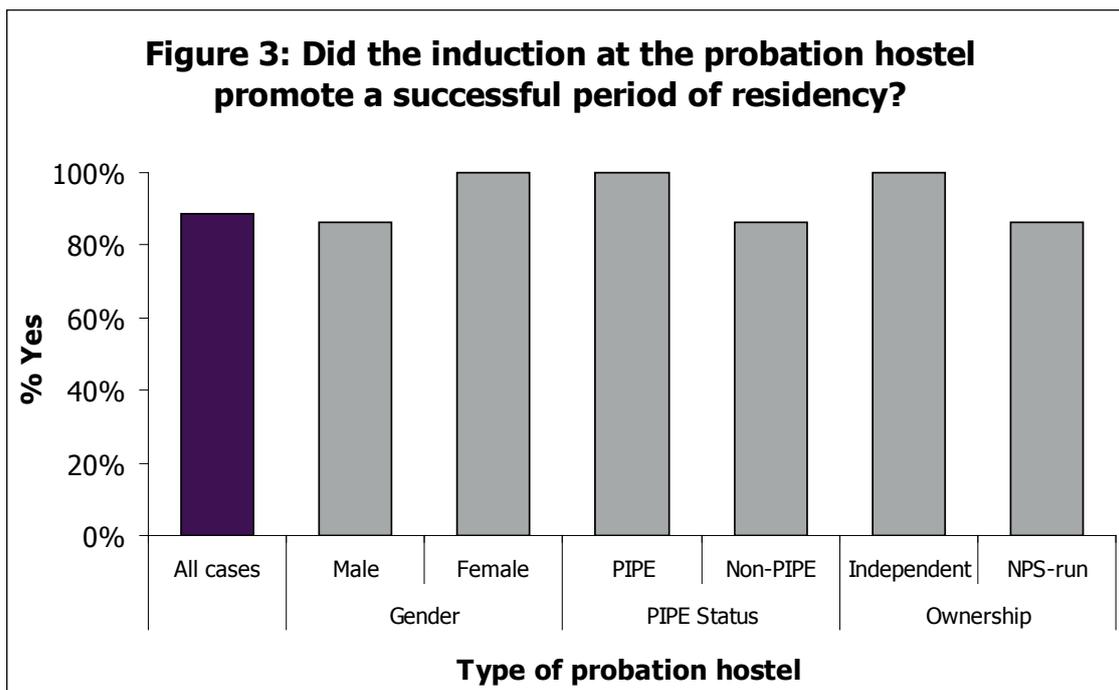
Our expectations for inductions were that: there is timely assignment of relevant staff (responsible officers and hostel key workers); residents are engaged at induction and are helped to establish themselves in the hostel; hostel staff and responsible officers seek to overcome barriers to engagement; and residents have a clear understanding of their obligations and responsibilities while at the hostel.

Our survey of probation hostels asked: 'How do you induct offenders to promote successful residency?' Responses to this showed that pre-release information was built on at the induction. Induction was usually spread over two to five days, to avoid overwhelming the resident with too much information. Three-way meetings between residents, key workers and responsible officers were usually held in the first week. Initial induction sessions typically focused on explaining rules and licence conditions and included a tour of the hostel. Key workers checked for urgent issues and medical needs. Many hostels welcome residents with a cup of tea to help reduce their anxiety and promote positive engagement. Some hostels use a 'buddy system' for new arrivals. Others use resident meetings and peer support to build connections with the hostel. We judged whether induction promoted a successful period of residence and found that this was so in a large majority of cases. Women's hostels, PIPE hostels and IAPs all scored 100% on this measure. Regardless of any problems that may have occurred pre-release, once residents arrive, the hostel staff welcome them in skilful ways. Hostel staff understood that it was important to get residents settled-in quickly.

3.3. The period of residence

We expected to see that: probation hostel services help to achieve planned outcomes; hostels build on strengths to promote desistance from offending; residents receive support to achieve public protection, rehabilitation and resettlement goals; and partnerships and contracts promote effective services. We also checked for clear recording, communication and coordination between the different parties involved in the case; progress towards residents achieving their objectives; residents complying with sentence requirements; and hostel rules being observed and non-compliance addressed where required.

The evolution of probation hostels has meant that they have all developed in different ways. While there are similarities in the ways hostels are structured, there are a range of subtle differences between each one. This means that residents experience different types of regime, depending on which hostel they reside in. All hostels prioritised public protection issues in their day-to-day work. We found that work undertaken by the hostels, by responsible officers and by other professionals had sufficiently focused on protecting those at risk of harm from residents in just under of seven out of eight cases. The main differences between the hostels concerned the extent to which they also delivered comprehensive packages of services to address rehabilitation and resettlement.



Purposeful activities

Each of the hostels we visited published a schedule of purposeful activities for the week. The presentation of this information and the scope, quality and content of the activities varied, as did the extent to which they were tailored to the specific needs of individuals. They included practical sessions on education, training and employment (ETE), on finding move-on accommodation and on addressing drug and alcohol issues. Other options included life skills and practical skills, such as cooking, budgeting and maintaining their tenancies. We saw gardening and allotment work and sewing, art and language classes. Much of this helped residents to develop confidence in working in a learning environment with others. Many of the sessions were offered in-house. In some hostels, outside bodies delivered their services in the hostel. Other hostels required residents to access community-based services.

The overall shape of the packages of services, in-house and externally provided, varied. Nowhere did we see a comprehensive set of activities on offer. For out-of-area residents, the position was more problematic. They were often not eligible for services or did not have a stake in what was on offer. Many did not see the relevance of local activities to their longer-term resettlement goals.

There were differences in the extent to which the hostels required residents to participate in the activities. In some, we found the attempts to secure purposeful participation to be tokenistic. In such circumstances, this led many residents to feel they were just 'marking time' in the hostel. On many occasions, feedback from residents was that they were 'bored' at the hostel. In our case reviews, we found that not all hostels routinely met the rehabilitation, resettlement and diversity needs of residents. Women's hostels, IAPs and PIPE hostels were, overall, offering higher-quality services than those available elsewhere.

Our inspection took place before the E3 staff changes had taken effect. These changes may provide a platform to improve the quality and scope of the services offered by hostels. At the time of the inspection it was clear, for some hostels, that the transformation will extend beyond what individual members of staff do in their hostel. It will need a review of the broader culture and practices within the hostel. For some, moving to a position where they secure residents' participation in meaningful packages of services will require a lot of work.

We asked groups of residents how they could influence what was on offer, and how services were delivered in hostels. Their responses painted a mixed picture, ranging from mandatory weekly staff and residents' meetings to discuss issues about hostel life, to less frequent and less well-attended sessions.

Rehabilitation and resettlement

In our sample of current residents, we tracked the content of the rehabilitation and resettlement work undertaken. We found that the five priorities for resettlement and reducing reoffending were: accommodation, lifestyle and associates, thinking and behaviour, alcohol and drugs misuse, and relationships. Planning at the start of order/licence routinely addressed these factors. Thirteen residents needed a plan to address personality disorder issues, and ten had one in place. We also looked to see whether, within a suitable time following the start of residence, the assessment on reducing reoffending was sufficient. In almost all cases it was. This was backed up by our finding that, in almost all cases, enough attention had been given to promoting a successful period of residence within an appropriate time of the start of the residence.

***Good practice example:** In St Leonard's House, the engagement consultant from learndirect offers a regular surgery at the hostel. This helps new residents to find out about the services available to them for ETE and helps those already engaged in the service to follow up on progress. The ability to bring this service directly to the residents helps to motivate them to engage in services and to access courses in the community. Learndirect invests in this as it helps it to engage with this hard-to-reach group.*

While the basic framework of the licences was being adhered to, work to deliver positive interventions was less strong. We asked whether, at the time of the inspection, sufficient progress had been made in delivering required interventions. It had in over three-quarters of cases. Delivery of interventions was strongest in women's hostels and IAPs.

A resident told us: *“I did not initially want to go to the AP [hostel], I had been in prison a long time and suffer from depression and anxiety and don’t like change. Since I have been here it has been the trust in my key worker and probation [responsible] officer that has made the difference. My key worker has been real with me, she referred me to Tailored Futures [A voluntary sector service offered to hostel residents] and they have helped with my dyslexia, sorting out my passport and clothing grant. My responsible officer is wicked, he has been understanding and has given me a chance. My outlook on people has changed, I now give people a chance and this has rekindled my faith in people. I see myself progressing in the future, I have achieved much in a short period time. I live in the self-catering flats, which has helped me to learn about paying rent, cooking, becoming independent and being responsible”.*

The PIPE hostels we visited had a less institutional feel and look. However, many residents reported that the regime was not sufficiently structured. Several reported being bored. They said they were disappointed in the service offered compared with the service in prison, despite a psychologist, an assistant psychologist and a personality disorder probation officer being on the premises. One IPP resident had served 8.5 years in custody and told us he had 65 appointments with the prison psychologist. He reported that going from such a high level of individual support in prison, to the PIPE hostel, felt like a backward step. Responsible officers and staff from partnership agencies were not clear about what the PIPE hostel offered and what outcomes could be achieved for residents through going to a PIPE hostel.

Good practice example: *In Westbourne House, efforts were made to bring services into the hostel. For example, a charity, Change, Grow, Live (CGL), offers a range of drug and alcohol services. It had developed good working links with the local probation team and through this connected with Westbourne House probation hostel. This led to establishing a drug and alcohol service at the hostel. Each Wednesday, a worker from CGL attends the hostel and runs a support group for those recovering from drug and alcohol dependency. Individual sessions are also on offer. Through these, the CGL worker offers advice and support and fast routes to assessment and to accessing rehabilitation services when needed. The availability of this service at the hostel means that residents can quickly engage with services that are directly linked to their resettlement, reducing reoffending and public protection challenges.*

Information exchange and recording

In most cases, we found that a large volume of information was exchanged between responsible officers and hostel staff but this was often not user friendly. Hostels had different recording practices. Some made ample nDelius entries; others made more limited entries and used other recording systems to keep track of the issues in their cases. There was the potential for important matters to be missed or not to be addressed quickly enough. For example, there was ad hoc recording of personality disorder screening tool results and personality disorder case formulations. There was general agreement among responsible officers that recording practices in hostels need to be rationalised and harmonised across the estate. Hostel staff must record their activities and responsible officers need to see any key bits of information that might require them to act.

For many cases, not enough attention was given to keeping progress under review. Responsible officers and hostel staff had not sufficiently reviewed progress against risk of harm priorities in just under one-fifth of cases. In a similar proportion of cases, reviews of progress on reducing reoffending were insufficient. The quality of the working relationships between hostel staff and responsible officers varied. In some instances, this could be explained by the distances involved for out-of-area residents. Women's hostels, PIPE hostels, IAPs and IPP cases showed the best practice in these respects.

One responsible officer said: *“It worked well in this case and sometimes AP [hostel] placements are fantastic and other times they are not so good. There is great variation in the quality of services offered. That is linked to the culture of each AP and to the approach to the job taken by individual staff in the AP. I am sure they say the same about ROs [responsible officers]. We need to get better at working together consistently to help residents make progress”.*

Work with women

Many of the women in the sample posed a risk of serious harm to others, but they also had vulnerabilities. Many had needs relating to their experiences of domestic and sexual violence. They faced mental health challenges and had been identified as suffering from depression. The period of residence is an opportunity to help women offenders take their place in the community safely and independently.

In general, we found a marked positive difference between the ethos adopted in the women's hostels compared with the ethos in some of the men's hostels. In the women's estate, we found dynamic, inclusive and purposeful regimes on offer. There was intensity in the work that was often impressive. The key worker role was central to this. Typically, this involved weekly one-to-one sessions with women and acting as the main point of contact with the responsible officer. Key workers delivered elements of the sentence plan and they directed purposeful activity. They updated risk and needs plans and shared information by nDelius, emails and phone calls.

The women's hostels consistently provided positive interventions for residents aimed at reducing the factors linked to offending. The programmes of work were informed by the sentence plans. Work to encompass all aspects of the residents' lives was actively promoted. Key-work sessions tackled the needs, strengths and potential of each woman. The hostels each had options for self-catering accommodation. This allowed women opportunities to develop life skills such as shopping, budgeting, cooking, getting along with others, understanding their emotions and self-management. Women's hostels also had sound approaches to inviting residents to give their opinions on how their individual and collective needs could be met at the hostel. Examples given by the residents were: a suggestions box, regular key-work sessions, residents meetings three times per week (one of which is chaired by the residents' representative), an open-door policy, a 'You said, we did' book, six-weekly meetings to discuss regime ideas and a complaints process.

For each woman's case we reviewed, we found a personalised programme of interventions. Residents routinely engaged in purposeful activity that had been agreed and reviewed with the responsible officer. They completed daily diaries of their planned activities. The regimes rested on expectations that residents would participate in activities for minimum specified times. It was unfortunate that there was no clear performance measurement of purposeful activity in the women's hostels, as this would have revealed a rich picture and would set a benchmark for other hostels to aim for.

Good practice example: *Kate had been sentenced to imprisonment for offences of violence. She was in Adelaide House, a female IAP, for the period of her licence and made progress on resettlement and public protection. The offences were committed with her siblings, and the hostel placement enabled the responsible officer to assess her reintegration within her family. Kate abided by all the rules of the hostel and did not reoffend. Adelaide House offered her self-catering accommodation for up to two years. This gave Kate a sense of independence. She attended a full-time catering course at college. Kate said: "When I heard I had to come to the AP [Hostel] I was so upset, I thought why me? The thought of leaving prison and going into the unknown was scary. My probation [responsible] officer was so good. She got as much information as she could to prepare me. The induction was good, they told me everything I needed to know and put my mind at ease. My key worker was brilliant, she sorted out some voluntary work for me in the local café and a place at college. I am now at catering college full time, training to be a chef, I will be completing an NVQ Level 3 in catering. It is my passion, something that I have wanted to do all my life. The AP has given me a fresh start, my old life is behind me. I am now in the outreach section of the AP and can stay here for another year. When anyone mentions moving on I panic, I have never lived on my own. This place has done so much for me. If you ever need anyone to go into prison and speak to the women about the benefits of an AP let me know".*

We did find that not enough women were given opportunities to report to their responsible officers in a female-only environment or in an alternative suitable location such as a women's centre. In 9 of the 12 current cases in our sample, women were offered a female responsible officer. One case involved a transgender woman who had been released from a male prison and placed in a male hostel. Several hostel managers said this was becoming an area of need that was increasing, and that the hostels were awaiting guidance on how the individual should be managed through the prison system and into a community setting. In general, we found evidence of responsible officers and hostel staff working together well but, perhaps inevitably given the distances involved, we found some examples where this had not always run smoothly. One key worker said:

“On some occasions decisions were made by the RO [responsible officer] and the hostel was not included. Sometimes they need to rely on our judgement as we are living with the women and have some insight to how they are coping”.

***Good practice example:** Changing Lanes is a specialist community service for offenders who have personality disorders or personality difficulties. It runs in Westbourne House and covers seven boroughs in East London. It takes referrals for individuals who have complex needs, multi-agency involvement, show challenging behaviours and require intensive support. The service is for individuals who need an integrated service because they have difficulties that affect several aspects of their lives. Changing Lanes offers assessments and (crucially) interventions. Assessments involve three to six meetings and report on recommendations for treatment. Interventions can be for up to 12 months and include: psychological therapy (individually tailored); treatment for emotional, interpersonal and social difficulties; and support in accessing and maintaining ETE. The service can extend residents' social networks and offers access to peer mentoring. This work provides transition support to bridge the gap between leaving prison and being in the community.*

Our sample showed that work to minimise the vulnerability of women was completed well in almost three in four cases. Work with families and help with preserving relationships were underdeveloped in hostels in general. Given the importance of family issues in increasing or lowering the risk of reoffending, this was a gap in provision. Understandably, children are not allowed on the hostel sites. However, we did not find well-developed strategic arrangements to help offenders maintain contact with their children and families.

Our survey of probation hostels showed that all four women's hostels surveyed undertook work on relevant issues such as health and well-being, sexual health, sex work safety, sexual exploitation, fire awareness, assertiveness, restorative thinking skills, life skills, healthy relationships and self-esteem. Partnerships with police and

local charities provided expert advice and training for residents. Important links to local women's centres provided additional services such as contraception and sexual health advice, as well as gateways to other services such as housing and employment.

Our findings resonate with the study findings by McLeish (2005). This study looked at programmes, female-specific needs, resettlement, quality and outcomes. It found that structured programmes were required and that women found value in group work that challenged, affirmed and was empowering. It suggested that women's needs cannot be treated in a compartmentalised way. Many women require a holistic service, since needs can be interdependent. It noted the patchy provision of mental health services and that a lack of access to treatment was a major factor in subsequent failures to desist from offending. Childcare and partnerships within the community were recognised as being major concerns and strong probation hostel partnerships with community services were seen as major strengths where they were present.

Abiding by the sentence

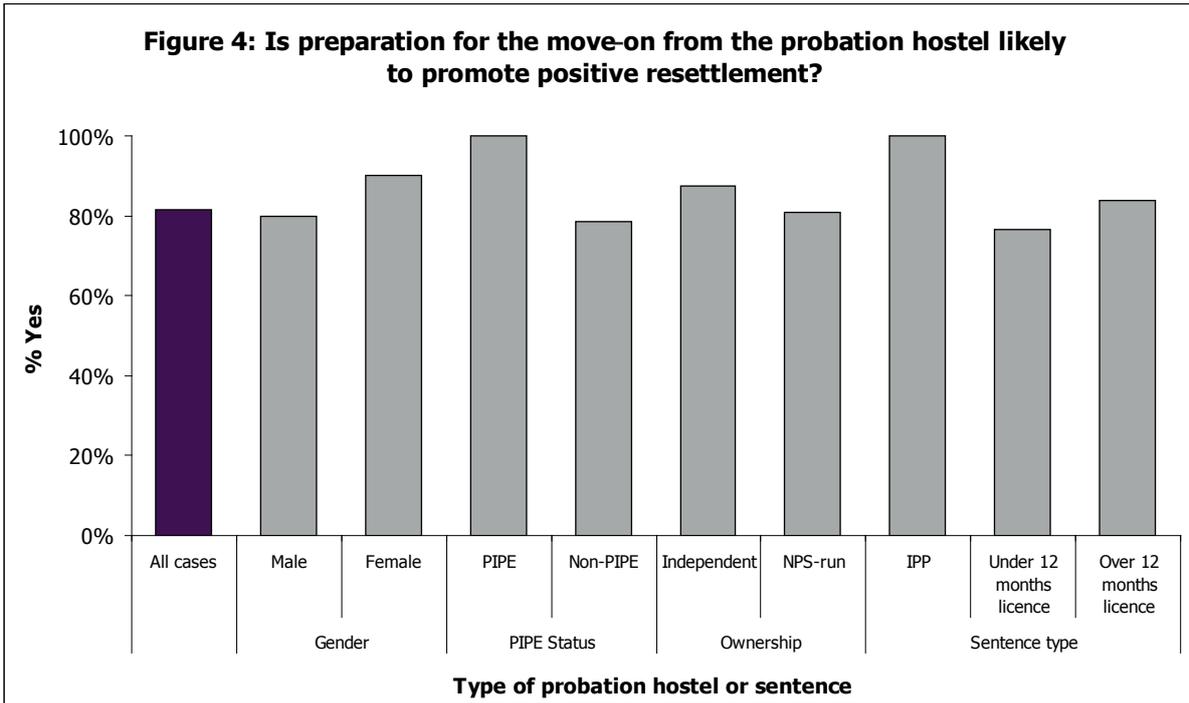
Probation hostels have to be concerned with maintaining good order and discipline. They must also hold residents to account for their behaviour and to the conditions of their licences. Our conversations with residents, particularly with those who were reluctant residents, revealed that many were acutely aware of how the rules were being applied in the hostel. If they thought some residents were being treated more leniently than others, this was a cause for discontent. To maintain order, hostel staff must hold the line on managing compliance with hostel rules and take action when the rules are being flouted. We found, in general, that residents were abiding by the regime requirements. In only two cases did we think that breach action for non-compliance should have been initiated. A similar picture emerged in respect of residents abiding by their sentence requirements.

We tested whether, up to this point in the sentence, probation services had made enough progress in delivering the legal requirements of the order/licence. We were pleased to find that this was so in all but one of the cases. Contact levels with the residents were similarly strong. We also found evidence of routine meaningful communication between residents and their key workers and their responsible officers, and between the hostel staff and responsible officers.

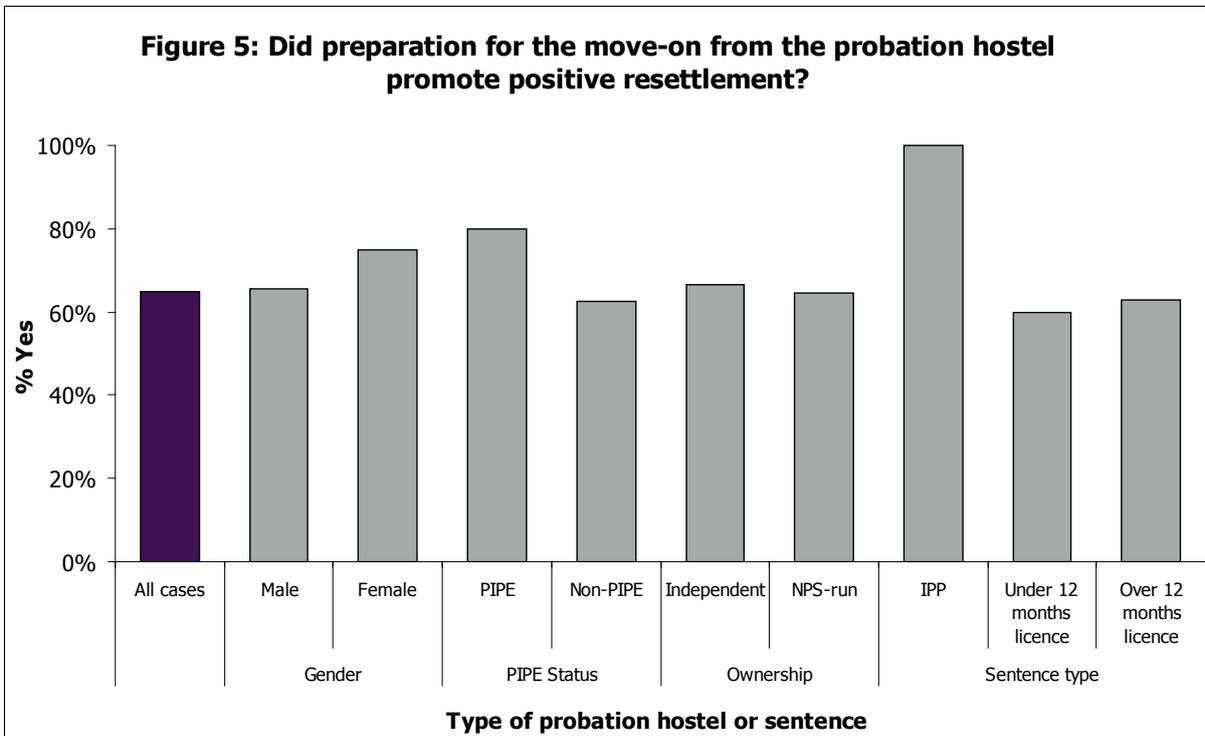
3.4. Move-on

Our expectations for this phase of the work included: that planning for move-on promotes successful outcomes; constructive relationships are developed with providers of long-term support; and residents are fully involved in the move-on process.

We found that preparation for moving on had been good enough in most current cases. For previous residents, move-on arrangements had been made in good time in just under three-quarters of the cases. For current cases, we judged that move-on preparation was likely to promote positive resettlement in just over four out of five cases. For reduced reoffending, it was just under four in five. Again, women's hostels, PIPE hostels, IAPs and IPP cases performed most strongly on these measures.



For previous cases, at the end of the period of residence, sufficient attention had been given to preparing the resident for the post-residence period in over two-thirds of cases. This work promoted positive resettlement in just under two-thirds of cases. Women’s hostels, IAP and IPP cases were strongest in this regard. For a large majority of current residents, we found that move-on preparation was likely to promote ongoing effective delivery of the resident’s sentence.



In one case, a previous resident had been discharged homeless from the hostel. This was an out-of-area case. The hostel supplied the resident with a tent and their travel costs to get back to their area of origin. This was a particularly complex case, with MAPPA oversight, and extensive efforts had been made to find accommodation for the resident. Our conversations with staff in several hostels revealed that there were other, rare, instances of residents being discharged homeless. This seemed to happen more in some hostels than in others. The approaches taken varied. They included differences in the rigidity with which the 12-week guideline on the length of residence was applied. For some former residents, being discharged homeless led to them soon being recalled to prison, as their accommodation situation led to an increase in the likelihood of harm being caused. We felt that a more consistent approach needed to be taken to the issue of homeless discharges across the estate, perhaps with decisions being ratified by a local senior NPS manager.

3.5. Staff issues

As part of this inspection, we interviewed hostel staff and responsible officers and drew upon our hostel survey. We asked staff if their workloads had affected their ability to help residents to achieve outcomes. For 58 staff, the issue did not apply. For the remaining 132, 28% of hostel staff and 46% of responsible officers said their workload had a negative impact on their work.

A responsible officer told us that:

“General workload pressures compromise the ability of ROs [responsible officers] to undertake planned work with residents, as ROs are regularly called to deal with ‘crises’ that emerge elsewhere in their caseloads. This can mean the AP [hostel] experience is not maximised. Large caseloads, OASys performance demands, ad hoc crises, recalls and IT inadequacies all undermine the effectiveness of the work done in APs”.

We talked with practitioners and managers about the training to undertake work with hostel residents. Many said they had not had training for some time. Nearly one-fifth of hostel staff and responsible officers said their training and support needs had not been met. This was markedly worse for hostel staff in training to deliver an Enabling Environment, as over half said their training needs had not been met.

A newly qualified officer said:

“PI 32/[20]14, the AP Handbook and EQuIP have not helped me to understand the practice issues for AP [hostel] cases. I just ask my colleague what to do. It would be great if we could have an AP placement as part our training and induction”.

More experienced members of staff drew on their previous practice but newer members of staff said that there were shortfalls in their training.

We considered the contribution of management oversight to supporting staff to assist residents in achieving outcomes. 60% of hostel staff and 65% of responsible officers said their managers had helped in this respect. This was positive, but there is room for improvement.

In some NPS divisions, the responses to high rates of offenders being placed in a hostel away from their home areas led to local teams taking on the role of offender supervisor (OS). This involves a caretaking role for the case. The OSs undertook aspects of the day-to-day liaison with hostel staff and residents. These arrangements introduced another layer of complexity to the working links between residents, key workers, responsible officers and local OSs. Many NPS staff reported that these arrangements were problematic and that there were considerable inconsistencies in the way they were carried out.

Several responsible officers were concerned about the 12-week guideline being considered as a 'normal' period of residence. They reported that some hostels treated this as a fixed target, with little room for manoeuvre, while others took a more flexible approach. They were not always able to make sure the period of residence matched the needs of the resident. Several commented that an offender with complex needs, just released from many years in custody, may need longer than 12 weeks to adjust to sustainable community living.

Our survey of probation hostels asked: 'Does national leadership help you to maintain your hostel's standards of performance?' Opinions were split on this, with some respondents in favour of what was being done and others wanting more to be done. Consistent standards, the hostel manual and national procedures were considered useful. Respondents saw the Enabling Environment Award and personality disorder pathways as positive features. There were concerns about the gap between national management and local circumstances. IAPs valued the NAPA and often felt disconnected from NPS national management. Responsible officers interviewed as part of this inspection were not using the Approved Premises Handbook or the web-based EQuIP system. Many said their main source of practice guidance came from their team senior or, more often, from colleagues. It was clear that the formal sources of guidance need to be simplified and consolidated if they are to influence the day-to-day work of practitioners.

The survey also asked: 'What do you think are the main improvements that could be made to approved premises provision?' Several sensible suggestions emerged. These included better relationships with prisons and better liaison with the NHS, which were mentioned several times. Improvements to the buildings and facilities (such as video links, internet access for residents, appropriate alterations for disabled residents and better furniture) were often required. Respondents also mentioned the need for more permanent staff (and fewer agency staff), as well as the need for more specialist trained staff. Several hostel staff considered that responsible officers were often not fully aware of the work they did. This was particularly so for PIPE hostels and may be one reason why they received too many inappropriate referrals. The lack of move-on accommodation was a key issue. Several hostels wished for longer placements as they did not feel that 12 weeks is enough to see significant changes in the lives of some residents.

3.6. Conclusions and implications

Overall, residents received a good service at the probation hostels. Public protection issues were prioritised in all hostels, but work on resettlement and rehabilitation was mixed. We had a clear impression that some residents were better served than others in this respect. It was beyond the scope of this inspection to undertake a detailed analysis of the differences between hostels and the reasons for these differences. However, our visits to ten hostels made clear that no two were the same. Some of the differences were fitting, given the type and function of the hostel, but some were not.

Responsible officers and hostel staff need to be more actively involved with residents while they are still in custody, to address any issues with the placement. The creation of HMPPS gives an opportunity to carry out this work more effectively. Residents' inductions were sound. The differences in regime and culture between hostels were striking. Some offered impressive participation in purposeful activities; others were less successful in doing this (particularly for out-of-area residents). Issues related to moving-on from the hostel were mostly addressed, but too many residents failed soon after being discharged.

There is a need to ensure responsible officers and key workers have access to good-quality training and support to undertake their complex range of duties. The quality of some responsible officers' work needs to improve at all stages of the process. Many staff feel that heavy workloads impede the ability of responsible officers to undertake high-quality work for hostel residents. It is perhaps too much to expect that all responsible officers can have a sufficient level of exposure to work in hostels, or the links to hostels, to undertake their work consistently and effectively. It is worth considering some form of specialisation for responsible officers, to support their involvement in developing hostel regimes and to secure quality and consistency of practice.

Overall, our practice expectations in this section were being met, but there was room for improvement. If the best practice from the best-performing parts of the estate were replicated across the estate, it would drive up standards overall.

4. What is being achieved?

In this chapter, we focus on the impact of hostel placements. We looked at how the work was progressing for those still in the hostels, and we also reviewed the post-residence period with residents who had left hostels in the months leading up to our inspection.

4.1. Protecting the public

Our sample consisted almost wholly of a group of offenders who posed a high risk of serious harm, chiefly involving violence, sexual offences and serious robberies. Most were subject to lengthy licences (10% were IPP cases). Making progress and helping to reduce the risk of serious harm will be a slow process for many of these offenders. For current residents, we judged that all reasonable action had been taken to minimise the residents' risk of harm to others by hostel staff in 96% of cases, and by responsible officers in 90% of cases. For previous residents, the figure was 85% for both hostel staff and responsible officers. This suggests that the various staff involved in managing public protection routinely prioritise this important aspect of the work and that progress in managing the risk of harm was maintained by most residents after leaving the hostel. For both current and previous residents, women's hostels, PIPE hostels, IAPs and IPP cases did best.

In one case an inspector said: *“There was good use of curfew and licence conditions to help this man to resettle at the hostel. Regular drug and alcohol tests helped build confidence that the resident was motivated to avoid offending in the future. Helping him to find employment and to sort out his move-on accommodation was the icing on the cake. There have been no fresh offences, full participation in purposeful supervision. The real sense of progress gives grounds for optimism in this case”.*

***Good practice example:** For a 38-year-old IPP offender, released on an indefinite licence, the responsible officer and hostel staff identified and managed the risk of harm issues. They put a structure around the offender and supported his eventual move-on from the hostel. The local MAPPAs saw the police assess his move-on accommodation. Staff engaged positively with the resident and built on treatment delivered in custody. They managed risk effectively, and there has been no further offending in this case.*

Recall rates for hostel residents are high, but this is not so surprising given the characteristics of the resident group. In our sample of previous residents, just over one in three had been recalled. While the sample numbers were low, worryingly, the recall figure was almost double for women. We found that most recalls were based on increased concerns about risk of harm. This is a necessary part of managing risk of harm. Prompt recalls when required are a crucial element of this work. Several current residents were in the hostel having been accepted back following a previous recall. For some offenders, it takes several cycles of release, recall and re-release for them to meet the behavioural requirements for a hostel placement. Offender Management Quarterly Statistics⁹ show there were 22,412 recalls during the financial

⁹ Offender management statistics quarterly: January to March 2016, Ministry of Justice, July 2016

year 2015/2016. There were 2,962 recalls from hostels during the same period so over one in ten of all recalls nationally were from hostels¹⁰.

Good practice example: *In the case of Tessa, the inspector noted that she had been released and recalled three times during her sentence. By the third time, residence in the hostel worked and she has now moved on into the community. Tessa eventually complied with the hostel's rules and regulations and she started to address some of the factors contributing to her behaviour. During her last period of incarceration, she completed the Thinking Skills Programme and this may have helped her develop better coping skills, which were then built on during her residency. Tessa complied with all the activities in the hostel and the partnership with the women's support group was particularly effective.*

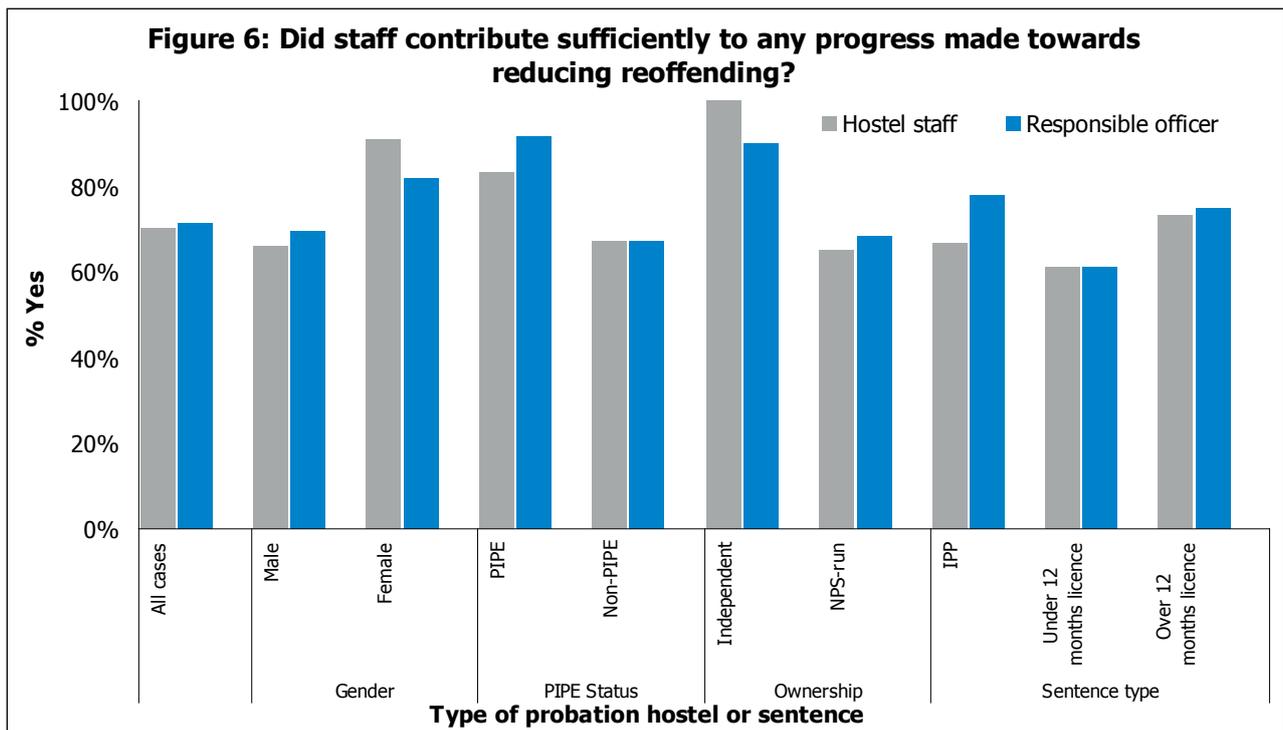
Good practice example: *Yvonne had been sentenced to 12 years imprisonment for sexual offences against children. She continued to present a high risk of sexual harm to children and was managed through MAPPA at Level 3. Yvonne was recalled to custody for breach of her licence. She failed to accept the reason for recall. The hostel and responsible officer oversaw Yvonne's use of a mobile phone and her behaviour. They also used polygraph testing. They balanced a concern with protecting the public with Yvonne's well-being, safety and rehabilitation. Yvonne may have the option to return to the hostel on subsequent release from custody.*

4.2. Rehabilitation and resettlement

A positive picture emerged about hostels helping residents to make progress on rehabilitation. We looked for a record of the resident being convicted, cautioned or having another out-of-court disposal for an offence committed since the start of the sentence/release on licence. This had happened in 12 out of 119 cases. This was a notably small number given the population characteristics, in particular the high OGRS scores for the hostel population.

For current residents, we assessed whether staff had contributed sufficiently to progress on reducing reoffending and found that over two-thirds of hostel staff and responsible officers had done so. Residents in women's hostels, PIPE hostels and IAPs fared best.

10 Approved Premises Management Report Quarters 1-4 2015/2016, NOMS, Unpublished



We tracked the extent to which probation hostels had promoted resettlement by helping offenders set up an offending-free lifestyle. We saw much good work, which often achieved good results. However, around one-third of cases did not adequately address resettlement and rehabilitation. This was often because of systemic issues, for example out-of-area placements. Current residents, despite being less far into their resettlement journey, recorded a positive story. It was notable that, for relevant offenders, around three-quarters had fully achieved their accommodation objective or had made significant progress. For emotional well-being (including mental health and behavioural issues), over three-quarters had made progress. For drugs and alcohol, around three-quarters showed progress. For ETE, three-fifths were making progress and just over two-thirds were making progress in thinking skills. These are the building blocks of effective resettlement and rehabilitation, and we were pleased to note the productive work being done.

For one case, an inspector said: *“This man is a former gang member who is still on the edge of those activities. Firearms and violence have been used in the past. A solid risk management plan is in place and the work with the police on this has gone well. There has been a good response thus far by the resident. It is early days and too early to see if the progress is sustainable. Unfortunately, the duration of the period of residence is not clear”.*

For current residents, we assessed whether staff had contributed sufficiently to progress on resettlement. We found that a large majority of hostel staff and responsible officers had done so. Other professionals contributed to progress on reducing reoffending for 70% of current residents. Residents in women’s hostels,

PIPE hostels and IAPs fared best. Other professionals contributed to progress on resettlement in around three-quarters of current cases.

Once residents had departed from the hostel, its role reduced. We looked to see whether any of the positive impact of the hostel's work was sustained. For previous residents, two-thirds of responsible officers had sufficiently contributed to reducing reoffending. Other professionals contributed to progress on reducing reoffending for 59% of previous residents.

Previous residents had also made progress on many factors linked to their offending. A large majority had seen the accommodation objective fully achieved or had made significant progress. For emotional well-being (including mental health and behavioural issues), progress was seen in around two-thirds of the relevant cases. Just under half made significant progress for drugs, and three-fifths made progress for alcohol. For ETE, progress was seen in a large majority of cases, and for thinking skills, significant progress was made in around two-thirds of cases.

Less than two-thirds of previous residents saw their responsible officers contributing sufficiently to resettlement. Other professionals had contributed to progress on resettlement in more than half of the previous residents' cases.

For former residents, there was enough continuity in the post-residence work on protecting those at risk of harm in most cases. However, in over one-third of cases, within a suitable time post-residence, the assessment on reducing reoffending had not been sufficiently updated. This task was the responsibility of responsible officers.

When post-residence plans were updated, they sufficiently addressed the factors associated with offending in most instances. This work had been done for all the women in the sample, for all IPP former residents and for all current IPP cases. The main exception was updating plans on gang membership. Five cases needed this, but it had only been carried out in two.

We asked whether enough progress had been made in delivering interventions post-residence. It had in less than two-thirds of cases. In one-fifth of the sample, the reason for the lack of progress was that the former resident did not engage with the interventions. This work was best for former residents of women's hostels and IAPs. This indicates that the momentum gained by residents in those hostels was maintained after they left.

We were concerned to note that, once residents had left the hostels, responsible officers had reviewed progress sufficiently against the outcome priorities designed to manage risk of harm in just over two-thirds of cases. In over half of the cases, the responsible officer had responded to the changing circumstances on risk of harm. Work with women and former residents of PIPE hostels was better but, overall, there was a sense that this aspect of practice weakened post-residence. In only 54% of the relevant previous residents' cases had the former residents been meaningfully involved in reviewing the work.

The positive start to delivering the sentence's legal requirements and contact levels was maintained for most residents after they left. We considered whether previous residents had continued to meet their sentence requirements and found that less than half had been breached. In each of these cases, we felt that breach action was correct but that the rate of breach indicated that some residents had moved on without being fully ready to live independently in the community.

We judged whether acceptable continuity of staff had been maintained post-residence. In nearly all cases it had.

The NPS did not produce data on the details of the move-on arrangements for residents. It recognised this and was taking steps to plug this gap.

***Poor practice example:** The case of Tony gives an example of a resident not getting the best from their time at the hostel and not enough effort by staff to secure participation in meaningful work. Tony has an extensive history of violence towards women he lives with. He has six children, with five women, and there are safeguarding issues regarding the children. Tony was in the hostel on licence for 17 weeks. He barely abided by the licence conditions, and there was little evidence of active engagement with the hostel. He had some positive drug tests but no action was taken. The key worker and the responsible officer were not in regular contact. At the end of the residence period, Tony moved in with his family. He had accrued £230 in non-payment of hostel fees and was served with a notice to quit for non-payment. Tony superficially engaged with the regime, and once he left the hostel he did not continue to attend the Building Better Relationships programme. This case shows limited ambition, as the hostel's work was just about temporarily containing public protection risks and not about making progress on reducing reoffending.*

4.3. Conclusions and implications

These findings show that many residents make progress on public protection, resettlement and rehabilitation goals. Hostel staff, responsible officers and partnership staff all make active contributions to this while offenders are resident in hostels. Post-residence, the positive progress is being maintained by many offenders, but the quality of the work begins to fade. The context is important to consider when reflecting on these findings, as many hostel residents present complex and entrenched patterns of risk and needs associated with offending. This makes our findings on progress more impressive. These results suggest that the structured and contained environment offered by hostels does promote effective work by professionals and residents. It enables residents to make progress on a range of issues. Once departed, some offenders relapse. Our findings show a range of achievements in effectiveness across the estate. Once again, learning from the best to inform the estate as a whole will help to drive up the effectiveness of the work overall.

Appendices

1. References
2. Glossary
3. Methodology

Appendix 1: References

HMI Probation (March 2008) 'Probation hostels: Control, Help and Change? A Joint Inspection of Probation Approved Premises', Manchester: Her Majesty's Inspectorate of Probation

McLeish, G. (2005) 'Exploring provisions for women in approved premises', The Griffins Society Visiting Research Fellowship Programme [Online]. Available at: <http://www.thegriffinsociety.org/exploring-provisions-women-approved-premises> [Accessed 30/1/2017].

Her Majesty's Prison and Probation Service (2017) NPS operating model 2017, version 1.0
Reeves, C. (2011) 'The changing role of probation hostels: voices from the inside', *British Journal of Community Justice*, 9(3): 51–64.

National Offender Management Service and NHS England (2015) *The Offender Personality Disorder Pathway strategy*.

National Offender Management Service (2011), *National Standards for the Management of Offenders*

National Offender Management Service (2015), *Practice framework; National Standards for the Management of Offenders for England and Wales*

Appendix 2: Glossary

Allocation	The process by which a decision is made about whether an offender will be supervised by the NPS or a CRC
Assignment	The process by which an offender is linked to a single responsible officer, who will arrange and coordinate all the interventions to be delivered during their sentence
Building Better Relationships	A nationally accredited groupwork programme designed to reduce reoffending by adult male perpetrators of intimate partner violence
CRC	Community Rehabilitation Company: 21 such companies were set up in June 2014, to manage most offenders who present low or medium risk of serious harm
CRU	Central referral unit: National Probation Service divisional units that process probation hostel referrals, maintain the vacancy database and assess referrals for completeness against defined standards
Change, Grow, Live CGL	Previously known as 'CRI', is a social care and health charity that supports and enables people to change their lives. Its service users include people who have offended
E3	Effectiveness, Efficiency, and Excellence: the E3 programme was created following introduction of the <i>Transforming Rehabilitation</i> programme in June 2014. The basic principle is to standardise NPS delivery, redesigning the NPS structure with six key areas of focus, one of which is approved premises
EQuIP	Excellence and Quality in Process: A NPS web-based national resource providing consistent information about the processes to be followed in all aspects of the NPS work. The process mapping is underpinned by quality assurance measures
ETE	Education, training and employment: work to improve an individual's learning, and to increase their employment prospects
HMP	Her Majesty's Prison
HMPPS	Her Majesty's Prison and Probation Service: from 01 April 2017 HMPPS became the single agency responsible for delivering prison and probation services across England and Wales. At the same time, the Ministry of Justice took on the responsibility of overall policy direction, setting standards, scrutinising prison performance and commissioning services which used to fall under the remit of the National Offender Management Service (the agency that has been replaced by HMPPS)

IPP	Imprisonment for public protection: prison sentences issued for public protection reasons that have no specified length of term. Given to a person who has committed a specified violent or sexual offence but the offence is not so serious to warrant a life sentence
Licence	This is a period of supervision immediately following release from custody, and is typically implemented after an offender has served half of their sentence. Any breaches to the conditions of the licence can lead to a recall to prison where the offender will remain in custody for the duration of their original sentence
MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher risk of harm to others. Level 1 is ordinary agency management, where the risks posed by the offender can be managed by the agency responsible for the supervision or case management of the offender. This compares with Levels 2 and 3, which require active multi-agency management
MoJ	Ministry of Justice: the government department with responsibility for the criminal justice system in the United Kingdom
NAPA	National Approved Premises Association: a national voluntary organisation which acts as a consortium to bring together all voluntary and probation managed Approved Premises (formerly known as the National Association of Probation and Bail Hostels). NAPA has been involved in the support and development of approved residential provision for offenders since 1942, working in partnership with government and a wide range of organisations that are actively involved in the provision of approved residential premises
nDelius	National Delius: the approved case management system used by the NPS and CRCs in England and Wales
NOMS	National Offender Management Service: the single agency responsible for both prisons and probation services in England and Wales until 31 March 2017. Since 01 April 2017 this service has been superseded by Her Majesty's Prison and Probation Service
NPS	National Probation Service: a single national service which came into being in June 2014. Its role is to deliver services to courts and to manage specific groups of offenders, including those presenting a high or very high risk of serious harm and those subject to MAPPA in England and Wales
OASys	Offender Assessment System: currently used in England and Wales by the CRCs and the NPS to measure the risks and needs of offenders under supervision

OGRS	Offender Group Reconviction Scale: a predictor of reoffending based upon static risks; age, gender and criminal history
ORA	<i>Offender Rehabilitation Act 2014</i> : implemented in February 2015, applying to offences committed on or after that date
OS	Offender supervisor
Partners	Partners include statutory and non-statutory organisations, working with the participant/offender through a partnership agreement with the NPS or CRC
PIPE	Psychologically Informed Planned Environment: a service that is specifically designed to provide a safe and supportive environment. Practitioners work with service users in approved premises to help them make the transition from prison to the community. There is a strong emphasis on interventions that have a psychology base
Providers	Providers deliver a service or input commissioned by and provided under contract to the NPS or CRC. This includes the staff and services provided under the contract, even when they are integrated or located within the NPS or CRC
PSR	Pre-sentence report: this refers to any report prepared for a court, whether delivered orally or in a written format
PO	Probation officer: this is the term for a 'qualified' responsible officer who has undertaken a higher-education-based course for two years. The name of the qualification and content of the training varies depending on when it was undertaken. POs manage more complex cases
Quality development officers	NPS divisional staff who have a role in improving the quality of practice within their divisions
RAR	Rehabilitation activity requirement: from February 2015, when the <i>Offender Rehabilitation Act 2014</i> was implemented, courts can specify a number of RAR days within an order. It is for probation services to decide on the precise work to be done during the RAR days awarded
Thinking Skills Programme	An accredited group programme designed to develop an offender's thinking skills to help them stay out of trouble
ViSOR	ViSOR is a national confidential database that supports MAPPAs. It facilitates the effective sharing of information and intelligence on violent and sexual offenders between the three MAPPAs Responsible Authority agencies (police, probation and prisons). ViSOR is no longer an acronym but is the formal name of the database
Women's centre	A community centre providing services for women. This may include education, training and interventions to help with confidence and self-esteem

Appendix 3: Methodology

The fieldwork included visits to ten probation hostels between January and March 2017, covering a mix of male and female establishments. We visited PIPE and non-PIPE NPS-run hostels, and independent approved premises. We went to all six NPS divisions in England.

We conducted a survey of probation hostels using an online tool. The survey was sent to all 101 probation hostels in England and Wales both NPS run and independent. We received 83 replies. The survey contained a mix of quantitative and qualitative questions addressing the nature of the work undertaken, the hostel's relationship with partners and with national leadership.

Table 3 Probation hostels visited as part of the inspection

Probation hostel name	Type of probation hostel	NPS division
Ealing	NPS male	London
Westbourne House	NPS male	London
Sycamore Lodge	NPS male	Midlands
Crowley House	NPS PIPE female	Midlands
St John's	independent approved premises male	North East
Holbeck House	NPS PIPE male	North East
Bowling Green	NPS male	North West
Adelaide House	independent approved premises female	North West
St Catherine's Priory	NPS male	South East and Eastern
St Leonard's House	NPS male	South West and South Central

Inspection fieldwork comprised:

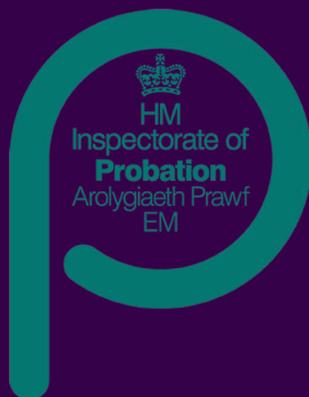
- reviews of 119 cases (71 current residents and 48 previous residents)
- interviews with 136 residents, either through case reviews or focus group meetings
- 3 interviews with NPS senior managers
- 25 meetings with hostel managers
- 31 interviews with hostel key workers
- 75 interviews with responsible officers
- 20 meetings with hostel local partnership representatives.

Case profile: current cases

- 12 (17%) were female
- 40 (59%) were white
- 20 (29%) were of no religion, 18 (26%) were Christian, and 11 (16%) were Muslim
- 29 (43%) were recorded by the responsible officer as having a disability; 26 of these were recorded as having issues with their emotional state or mental health
- 26 (40%) had been screened onto the personality disorder pathway
- 52% of the residents had committed a violent offence, 21% a sexual offence, and 8% a robbery
- in relation to risk of serious harm to others, 1 had been assessed as very high, 61 as high, and 9 as medium
- 64 cases were MAPPA eligible: 2 at Level 3, 14 at Level 2, and 48 at Level 1.

Case profile: previous cases

- 9 (19%) were female
 - 30 (63%) were white
 - 17 (36%) were of no religion; 13 (28%) were Christian; and 2 (4%) were Muslim
 - 17 (36%) were recorded by the responsible officer as having a disability; 15 of these were recorded as having issues with their emotional state or mental health
 - 18 (42%) had been screened onto the personality disorder pathway
 - 46% of the prisoners had committed a violent offence, 21% a sexual offence, and 19% a robbery
 - in relation to risk of serious harm to others, none had been assessed as very high, 42 as high, and 6 as medium
 - 41 cases were MAPPA eligible: 1 at Level 3, 12 at Level 2, and 28 at Level 1.
-



ISBN: 978-1-84099-784-2