

HM Inspectorate of Probation Annual Report 2007-08

Independent
inspection of
probation and
youth offending
work

July 2008

SUMMARY

DURING 2007-08 HMI PROBATION:

- completed 14 inspections, and one reinspection, under the three-year Offender Management Inspection (OMI) programme, which we lead, of offender management in all 42 criminal justice areas. We also undertook a programme of an additional 11 *Risk of Harm* Probation Area Assessments
- completed 37 inspections, and three reinspections, of Youth Offending Teams (YOTs) under the five-year joint inspection programme which we lead, and which is now nearing completion
- contributed to 34 inspections under the Supporting People Inspection Programme led by the Audit Commission
- on joint thematic inspections, led inspections of Probation hostels and Electronic Monitoring, and worked with HMI Prisons on an inspection of Indeterminate Sentences for Public Protection. We published, jointly with HM Inspectorate of Court Administration, the report of a joint inspection to ascertain whether community sentences made by courts are always promptly and appropriately actioned. We also participated in other joint inspections with Criminal Justice Inspectorates
- published the report of an inquiry into the management of *Risk of Harm* in Gwent, following the Craig Sweeney case in early 2006.

The large majority – over 90% – of HMI Probation's work in 2007-08 has been within the jointly-owned Criminal Justice Joint Inspection Programme, established following the Government's decision in October 2006 not to proceed with the merger of the five Criminal Justice Inspectorates.

During the year we have started work on future inspection programmes, particularly on youth offending. We believe that inspection should be proportionate and focused on key aspects of work where direct inspection makes assessments which cannot readily be made by other means. On this basis we consider that the future youth offending inspections should focus, in every locality, mainly on the key issues of *Risk of Harm to others* and safeguarding of children. The Secretary of State for Justice has indicated his support for this.

We have continued to give high priority to inspection of the important work to minimise *Risk of Harm* to the public. Our inspections of probation work under the OMI programme since May 2006 show that overall on average about two-thirds of work in assessing and managing *Risk of Harm to others* is done well enough, although the proportion varies somewhat between individual probation areas.

In his Foreword, Andrew Bridges, the Chief Inspector of Probation comments on the need for “more light, and less heat” in public discussions about the Criminal Justice System, and the need to focus on the ‘mundane truths’ about work with offenders rather than ‘exciting fallacies’. There are no panaceas for stopping people from offending but if practitioners do the right thing with the right individual in the right way at the right time, a real though modest reduction in offending can result. While serious further offending cannot be eliminated, Probation and Youth Offending Teams should be able to say that they take all reasonable action to keep to a minimum each offender's *Risk of Harm to others*.

CONTENTS

FOREWORD

By Andrew Bridges,
HM Chief Inspector of Probation

1

10 THE HMI PROBATION YEAR

- 11 Overview
- 12 Developments on CJS Inspection Arrangements
- 12 Comprehensive Area Assessment (CAA)
- 13 Planning of future inspections
- 13 Communication of our inspection results
- 13 Departmental changes: creation of Ministry of Justice
- 13 Advising and Liaising
- 14 Statement of Purpose and Code of Practice
- 14 Quality Assurance Strategy
- 15 Staffing
- 15 Diversity
- 16 Planning Inspection Work and Use of Resources

2

18 THE OFFENDER MANAGEMENT INSPECTION PROGRAMME

- 19 Overview
- 19 Development
- 19 Delivery of OMI
- 19 Working with other Inspectorates
- 19 Prison OMI
- 20 OMI Findings
- 23 How OMI was received by those inspected
- 23 Effective Supervision Inspection Programme
- 23 The Year Ahead

3

24 THE YOUTH OFFENDING TEAM INSPECTION PROGRAMME

- 25 Overview
- 26 Inspections during 2007-08
- 26 How the YOT inspections were received by those inspected
- 27 The Year Ahead

4

28 JOINT THEMATIC INSPECTIONS

- 29 Overview
- 29 Getting Orders Started
- 30 Probation hostels
- 31 Electronic Monitoring
- 31 Indeterminate sentences for public protection
- 32 Other joint thematic inspection work
- 32 Joint criminal justice area inspections
- 32 Enforcement
- 32 Leeds Magistrates' Court
- 33 Safeguarding Children
- 33 The Year Ahead

5

34 SUPPORTING PEOPLE INSPECTIONS

- 35 Overview
- 36 Inspection Findings
- 37 The Year Ahead

6

38 INSPECTING ASSESSMENT AND MANAGEMENT OF OFFENDERS' RISK OF HARM TO OTHERS

- 39 Overview
- 39 The *Risk of Harm* Inspection Module (RoHIM)
- 39 *Risk of Harm* Area Assessments
- 40 Work with NOMS and the Youth Justice Board
- 40 "Turning Good Intentions into Good Practice"
- 41 The Year Ahead

7

42 LOOKING AHEAD

- 43 Our General Approach
- 43 Work Programme for 2008-09
- 44 Allocation of Resources in 2008-09
- 44 HMI Probation costs
- 44 Summary

46 APPENDIX A

- 47 Statement Of Purpose and Code Of Practice

48 APPENDIX B

- 48 Government's Policy On Inspection

52 APPENDIX C

- 52 HMI Probation Staff

54 APPENDIX D

- 54 Inspection Reports Published

58 APPENDIX E

- 58 HMI Probation Budget

FOREWORD

**BY ANDREW BRIDGES
HM CHIEF INSPECTOR
OF PROBATION**



MORE LIGHT, LESS HEAT, PLEASE

As an independent Inspectorate we seek to advise Ministers and the public about the effectiveness of Probation and Youth Offending work, and what it is reasonable to expect. Therefore, with this premise at its heart, I am once again proud to introduce our Annual Report with its summary of what we have found during the past year.

Our stated aim is to help to improve the effectiveness of the Criminal Justice System as a whole, and our intention is to do this by being a source of independent and authoritative fair comment. In particular we have counselled people against expecting the impossible to be achieved with offenders of any age. We have also advised that the route to improving the quality of work with sentenced adult offenders and young people is through steady incremental improvement each year, rather than through spectacular innovations. But this advice is not easy to promote as it does not readily capture people's attention.

Indeed when scanning all the heated comment and acrimonious debates on crime and justice matters taking place regularly across the country today, which certainly do capture people's attention, I find it necessary to take as my theme this year our collective need for much more light and much less heat in public discussions about the Criminal Justice System in general, and how to treat sentenced offenders in particular.

Anything to do with crime and offending, especially sexual or violent crime, is a highly emotional subject for most people for very understandable reasons. No one wants to be a victim of crime, and fears are particularly heightened by the thought of certain crimes against children. In the context whereby the media increasingly values opinionated 'position-taking', because strong opinions make strong news, it is becoming increasingly difficult to conduct carefully balanced rational analysis in public on Criminal Justice issues without risking significant misrepresentation. In a climate where the implicit assumption is that one must either be campaigning for a 'soft' or a 'hard' approach with offenders, it is almost impossible to convey successfully a carefully balanced judgement or a nuanced opinion.

A consequence of this is that the public, and the politicians who represent the public, will find that they need to make the difficult choice between the 'exciting fallacies' and the 'mundane truths' about work with offenders. The 'exciting fallacies' can emerge either from the so-called 'hard' or from the 'soft' ideological viewpoints, and they engage our emotions strongly because they appear to offer simple solutions to complex human behaviour.

This is all made especially difficult by the fact that genuine findings of 'what is effective' are very hard to identify. Although small projects of many kinds have reported marvellous-sounding reduced-reoffending results over the years, no doubt with honest intentions in most cases, the total experience of criminological research here and in North America over the last 50 years indicates that individual project results should be treated with great caution. There is always the problem of comparing like with like (e.g. How typical was this group of offenders? – or How comparable was it with the comparison group?) and there is also the problem of identifying which parts of the project were achieving the effect.

We have advised that the route to improve the quality of work with sentenced adult offenders and young people is through steady incremental improvement each year, rather than through spectacular innovations.

I find it necessary to take as my theme this year our collective need for much more light and much less heat in public discussions about the Criminal Justice System in general, and how to treat sentenced offenders in particular.

Accordingly, when one moves on from individual projects and focuses instead on very large cohorts of sentenced offenders of any age, the disappointing truth is that mainstream reoffending is obstinately persistent throughout Europe and North America.

Therefore, at best, effectiveness in reducing mainstream reoffending has to be measured in reality in terms of relatively small percentage effect sizes. The very good news here is that reductions in the order of five percent in reconvictions have been achieved by adult offenders serving community sentences in England & Wales in recent years – historically a very significant development – and that that small percentage represents a large absolute volume of ‘crimes not committed’. The bad news is that of course there is a large volume of reoffending continuing, as it always will, because effective practice leads to a modest *reduction* in reoffending, not *stopping* reoffending altogether.

The issues with the very small number of Serious Further Offences each year are different because they are rare events. This Inspectorate has reiterated that these offences cannot be eliminated, but the public is entitled to expect the authorities to do their job properly – staff must be able to show that they ‘did all they could’. But with both mainstream and serious offences the unwelcome truth is that some reoffending is inevitable, since offenders are not followed around for 24 hours a day – they are living in the community but ‘Subject to Rules’. It should not automatically be assumed that a further offence can necessarily be traced back to poor practice by Probation, or Youth Offending staff, and/or their partners.

This hard truth is not easy for anyone to appreciate, as the emotions of all of us are strongly engaged following any dreadful further offence. As a consequence, most debate of these matters takes place in emotional and generally overheated terms, with simple solutions being strongly advocated. Yet in calmer moments most people will recognise that what is required in working with sentenced offenders is a proper individualised service. Once we have a debate based on light – using the knowledge we have gained to understand what works well with whom and when – then practitioners can focus their attention and energies on providing and improving that individualised service.

As for prisons, and focusing for the present purpose on their ‘incapacitation’ role, keeping people locked up does (obviously) protect the public to some extent, but it is an extremely expensive provision with only a marginally small benefit in relative terms. It involves locking up lots of people who arguably don’t need locking up in order to include the few who do.

Whether offenders are locked up or not there are no panaceas for stopping people from offending. The mundane truth is that practitioners need to do the right thing with the right individual in the right way at the right time, and if they provide that individualised service well they can perhaps get up to one in ten people to stop offending who might not have stopped otherwise.

Once we have a debate based on light – using the knowledge we have gained to understand what works well with whom and when – then practitioners can focus their attention and energies on providing and improving that individualised service.

Through this approach Probation and its partners can (and do) achieve a small percentage reduction in reoffending, though this percentage reduction represents many offences affecting a lot of human beings and hence a lot of human suffering saved. And while serious further offending cannot be eliminated Probation and Youth Offending Teams and their partners should also be able to say that they 'did all they could' i.e. they did their jobs properly by taking all reasonable action to keep to a minimum each offender's *Risk of Harm to others*.

On our part, in our role as a source of independent fair comment, this Inspectorate and our partners will continue to report to Ministers and to the public our view about how well all this is being done. This Annual Report aims to summarise our findings for the year 2007-08; I hope it will prove to be both informative and a spur to further improvement in the effectiveness of the Criminal Justice System as a whole.

Andrew Bridges
HM Chief Inspector of Probation
July 2008

Whether offenders are locked up or not there are no panaceas for stopping people from offending. The mundane truth is that practitioners need to do the right thing with the right individual in the right way at the right time...

While serious further offending cannot be eliminated Probation and Youth Offending Teams and their partners should be able to say that they 'did all they could' to keep to a minimum each offender's *Risk of Harm to others*.

1

**THE HMI PROBATION
YEAR**

Overview

1.1

During the year 2007-08 we made good progress, to schedule, with our three regular inspection programmes:

- we completed 14 inspections, and one reinspection, under the Offender Management Inspection (OMI) programme, under which we are leading the inspection of offender management in all 42 Criminal Justice Areas over a three year period from mid-2006 (more information is in Chapter 2). Alongside the main OMI programme, we also undertook a programme of 11 *Risk of Harm* Probation Area Assessments so that an assessment of *Risk of Harm* work in the last two years is available for all 42 Probation areas by June 2008

- the joint inspection, with eight other Inspectorates or regulatory bodies, of Youth Offending Teams (YOTs), under which we are leading the inspection of all 157 YOTs over a five-year period from autumn 2003. (More information is in Chapter 3.) In the last year we completed fieldwork on 37 YOT inspections and three reinspections

- our contribution to the Supporting People (SP) inspection programme, led by the Audit Commission, of each relevant local authority in England (more information is in Chapter 5). We contributed to a total of 34 inspections in 2007-08.

Each of these main programmes are joint inspections. The OMI and YOT programmes both address one of the core 'whole processes' in the Criminal Justice System (CJS) – the process of managing sentenced individuals through their supervision. The inspection of 'whole CJS processes' is a method of inspecting that we strongly advocate. (See our publication: *Inspecting the Criminal Justice System: Starting from First Principles* (March 2005) – on HMI Probation website.)

1.2

During 2007-08 we led inspections, with other Criminal Justice Inspectorates under the Criminal Justice Joint Inspection Programme, of Probation hostels (report published in March 2008) and Electronic Monitoring (report due to be published in summer 2008). We also worked with HMI Prisons on an inspection of Indeterminate Sentences for Public Protection (IPP) which will lead to further work in 2008-09.

1.3

We published, jointly with HM Inspectorate of Court Administration, the report of an inspection to ascertain whether community sentences made by courts are always, promptly, passed to the relevant probation area and actioned by the latter. We participated in other joint inspections with Criminal Justice Inspectorates on enforcement, a further review of the safeguarding of children, and of joint inspections of certain criminal justice areas.

1.4

We published the report of an inquiry into the management of *Risk of Harm* in Gwent following the Craig Sweeney case in early 2006.

1.5

We also published a reference report with aggregate results from our Effective Supervision Inspection programme which inspected all 42 probation areas over the period 2003-2006. The report included analysis of results by the diversity characteristics of offenders.

1.6

The following table summarises the number of inspections carried out (i.e. the fieldwork completed), and the number of inspection reports published, in 2007-08. (There is inevitably some time lag between the date of fieldwork and the date of publication.)

Details of reports published are shown in Appendix D.

	Inspections ⁽¹⁾ carried out	Inspection reports ⁽¹⁾ published
Inspections by HMI Probation as a single Inspectorate	2	2
Joint inspections between HMI Probation and other Inspectorates	101	84

⁽¹⁾ including reinspections where relevant

1.7

The following chapters set out in more detail our inspection work on each of the programmes referred to above. This chapter describes some main developments on our inspection work in general and the context in which we operate, including particularly our joint work with other Inspectorates. It also refers to our role in providing advice and liaising with interested organisations. It then gives a brief account of some developments in the way we organise ourselves in order to carry out our business.

Developments on CJS Inspection Arrangements

1.8

Following the decision in October 2006 not to proceed with the merger of the five Criminal Justice Inspectorates, and decisions to develop an annual Joint Inspection Plan instead, HMI Probation worked closely with the other Criminal Justice Inspectorates to develop these arrangements. Reflecting this, we contributed strongly to the plans for the Joint Inspection Programme for 2007-08 which was produced in June 2007, and similarly to the Joint Inspection Programme for 2008-09 which has been produced in May 2008. Overall (as indicated in para 1.35) over 90% of our inspection work in 2007-08 has been within the jointly-owned Joint Inspection Programme. We also took the lead in work across the Inspectorates to investigate the scope for sharing internal support and infrastructure services. A report on this, indicating the scope for sharing and setting out a number of specific actions to be taken to share services, was put to Criminal Justice Ministers in December 2007.

1.9

Also, as one aspect of new CJS inspection arrangements, an Advisory Board of independent experts has been established to advise Criminal Justice Ministers on joint inspection issues. The Board comprises Professor Rod Morgan, Professor Steven Shute and Dr Silvia Casale.

Comprehensive Area Assessment

1.10

The Audit Commission has been leading a partnership of several Inspectorates, including HMI Probation, to develop a new annual joint inspection programme of local public services – the Comprehensive Area Assessment (CAA) – with effect from March 2009. During 2007-08, HMI Probation has participated in discussions led by the Audit Commission working with the relevant partner Inspectorates, the Department for Communities and Local Government (CLG) and other interested parties on the development of the CAA. Findings from our future youth offending inspections will contribute to CAA and it is possible that findings from our other inspections may also contribute.

Overall, over 90% of our inspection work in 2007-08 has been within the jointly-owned Joint Inspection Programme.

We agree that inspection should be proportionate and focused on key aspects of work where direct inspection makes assessments which cannot readily be made by other means. Safeguarding the vulnerable and protecting the public are two examples of these key aspects.

Planning of future inspections

1.11

During the year we have started work on future inspection programmes, particularly on youth offending (see Chapter 3), in consultation with other interested parties. We have kept in mind the principle from recent inter-departmental discussions that 'rolling programmes' of inspection should be reduced so that inspection can be focused where it is most needed. We agree that inspection should be proportionate and focused on key aspects of work where direct inspection makes assessments which cannot readily be made by other means. Safeguarding the vulnerable and protecting the public are two examples of these key aspects. On this basis we consider that the future youth offending inspections should focus in every locality mainly on the key issues of *Risk of Harm to others* and safeguarding of children. The Secretary of State for Justice has indicated his support for this.

Communication of our inspection results

1.12

We aim to ensure that our inspection results are clear and readily accessible. We do this partly through regular maintenance of our website and continuing improvements to its structure, and we made a number of improvements during 2007-08. We also keep under review the need for improvements in the format of our reports, to ensure that they are as concise and clearly presented as possible. Our general aim – particularly given our role of inspecting on behalf of Ministers and the public – is to ensure that, although our subject matter is quite often 'technical', the way we present in our external communications is as clear and straightforward as we can make it.

Departmental changes: creation of Ministry of Justice

1.13

On 9 May 2007 HMI Probation, along with HMI Prisons and NOMS HQ moved from the Home Office to the newly created Ministry of Justice (MoJ). During the course of the year the structure of NOMS, and of the MoJ as a whole, have been under consideration and a new structure was announced in January 2008. We look forward to working within the now reorganised structure of the MoJ. In essence, however, our core role – of independent inspection of probation and youth offending work – remains unchanged.

1.14

We also note that, on a practical level, a number of the specific internal infrastructure arrangements for the new Ministry, particularly in respect of IT, have still yet to be resolved.

Advising and Liaising

1.15

While our main purpose is independent inspection, we also have a significant role in providing advice. HMI Probation's managers have continued to offer advice to Ministers on the effectiveness of probation and youth offending work, and to liaise with a wide range of people in NOMS HQ and the Youth Justice Board (YJB) at all levels on these matters. Among other things we have provided advice to both NOMS and the YJB on the key issue of work to minimise *Risk of Harm* to the public (see paras 6.4–6.6).

1.16

We continue to convene the national Probation Inspection and Audit Forum. The aim of the group – which comprises the Audit Commission, the National Audit Office, the MoJ Internal Audit Division and NOMS HQ as well as HMI Probation – is to share information and undertake joint planning in order to avoid duplication of work, and to help minimise the impact of inspection and audit activity on probation boards. With this aim in mind, we maintain a comprehensive database of inspection and audit work in hand by Forum members. In a similar way we liaise closely with Ofsted and the other Inspectorates involved, on our contribution through the YOT inspection programme to local inspection of children's services; and with the Audit Commission and others on the development of the CAA (as para 1.10 above).

During 2007-08 we have continued to implement and develop a comprehensive Quality Assurance Strategy aimed at ensuring consistency of judgements about the work we inspect and the consistency and reliability of our internal processes.

1.17

During the year, we continued our involvement in international activity to promote effective probation work. Andy Bonny, our Programme Manager, visited Bulgaria in June 2007 to provide expert advice on project management to assist in the development of the probation service. We also maintained our links with, and continued our support for, the European Probation Conference (the CEP). Andrew Bridges accepted an invitation to speak at a CEP event in Glasgow in April 2008.

1.18

During the course of 2007-08, Andrew Bridges made 12 visits to probation areas in order to meet staff and discuss current issues. By mid-2007 he had completed visits to all 42 areas since his appointment as Chief Inspector, with several receiving more than one visit by April 2008.

Statement of Purpose and Code of Practice

1.19

Turning to some aspects of the way we organise ourselves, we consider it important to have a clear and publicly available Statement of Purpose and Code of Practice. These are at Appendix A, and are also available on our website.

Complaints Procedure

1.20

We remain firmly committed to ensuring that our inspection processes are carried out with integrity in a professional, fair and polite way, in line with our Code of Practice. However our Complaints Procedure (also available on the website) recognises that there may still be occasions where an organisation or individual involved in an inspection wishes to register a complaint.

1.21

For three of our reports in 2007-08 – each on a YOT inspection – the inspected body lodged a complaint. For each of these, the Chief Inspector instituted appropriate arrangements for investigation under the Complaints Procedure. However, following this investigation, in none of these cases did we find grounds for upholding a complaint that we had behaved unreasonably.

Quality Assurance Strategy

1.22

We recognise that an independent Inspectorate needs to offer assurance that the work it does is carried out to the highest standards, to ensure that the work we inspect is scrutinised fairly, and inspection findings are reached through a consistent and transparent process. During 2007-08 we have continued to implement and develop a comprehensive Quality Assurance Strategy aimed at ensuring consistency of judgements about the work we inspect and the consistency and reliability of our internal processes. The strategy is being applied to each of our inspection programmes. It has the following elements, designed to cover each of the main aspects of our work and processes:

- diversity
- selection of case samples
- questionnaires to service users
- training of area assessors (see para 2.3)
- assessment of cases
- interview groups and meetings during inspections
- data analysis
- report writing
- report editing
- report production.

During 2007-08, progress was made on each of these elements, and we will continue with work to ensure the quality of our inspection work and supporting processes.

Staffing

1.23

We had a number of staffing changes during the year, with ten staff joining and seven leaving. This number partly reflected the turnover of Practice Assessors seconded to HMI Probation for a defined period by probation areas, and partly some changes within our support service group. The apparent increase in staff numbers during 2007-08 mainly reflected the filling of vacancies outstanding at the end of the previous year.

1.24

We continue to maintain and develop our panel of Associate Inspectors. These people, recruited to the same rigorous standards as our salaried inspection staff, work for HMI Probation on a sessional basis alongside our salaried staff.

1.25

HMI Probation is already diverse both in skills and background, and we are committed to maintaining and extending this. This has been helped by probation areas and other organisations seconding their staff to us, and we are very grateful for their continuing willingness to do so.

1.26

Our staff group at 31 March 2008 – including the panel of Associate Inspectors – is shown in Appendix C.

Diversity

1.27

We are fully committed to diversity in all aspects of our work, both in our inspection practice and within our own employment practices and organisational processes. We have developed a Single Equalities Scheme 2007-2010, which sets as an overarching objective: *Working to remove improper discrimination in the Criminal Justice System*. We produce and implement a separate annual plan to support this Scheme. These and other key documents are on our website.

1.28

Our continuing aim is that we keep our own house in order in terms of how we organise ourselves and treat others, and monitor how we do this. In this connection we routinely monitor the diversity characteristics of HMI Probation staff. This information shows that, in 2007-08, of the HMI Probation staff group in total*:

- 50% were female
- 10% were from a minority ethnic group
- 5% considered that they had a disability within the meaning of the Disability Discrimination Act 2005
- 7% were lesbian, gay or bisexual
- 25% were aged under 35, and 58% were aged 45 or over.

* These proportions exclude respondents who preferred not to answer in respect of a particular characteristic.

1.29

We see it as very important to examine diversity issues in our main inspection programmes. We have built into each of our main programmes key criteria to identify whether or not offenders and young people are being treated proportionately at each step in the processes we inspect, with no difference by their diversity characteristics. We produce analyses of inspection results by the diversity characteristics of offenders in order to identify any variations in the quality of work with offenders by these characteristics. We also identify examples of good practice in respect of diversity in our inspections, and seek to highlight them. As noted above, during the year we produced a reference report with aggregate results from the Effective Supervision Inspection programme, including analysis of key results by diversity characteristics, and examples of good practice.

1.30

In the last year or so, HMI Probation has taken several initiatives to ensure that it has a diverse workforce. One of these has been a shadowing scheme for black and minority ethnic National Probation Service (NPS) and YOT staff, as a positive action measure taken under sections 37 and 38 of the Race Relations (Amendment) Act 2000. The aim has been to promote equality of opportunity by informing and encouraging potential applicants from black and minority ethnic groups to apply for posts in HMI Probation where they have been previously under-represented, although the shadowing scheme is kept separate from the recruitment process. Under the shadowing scheme, black and minority ethnic staff who meet the core competencies for relevant inspection posts have received a briefing day with Inspectors and Practice Assessors, and a day on inspection fieldwork shadowing an Inspector. The scheme – which has been very well received – was first run in 2006. It was repeated early in 2007, and has been run again in the first part of 2008. One successful job applicant in 2007 had previously been a participant in the 2006 shadowing scheme.

1.31

Noting the requirements of the Welsh Language Act 1993 on HMI Probation, we have produced a Welsh Language Scheme, which was approved by the Welsh Language Board in June 2007. In this connection we have established a Welsh language page on our website on Welsh language matters, and we have ensured that our Associate Inspector panel includes two Welsh speakers.

1.32

We have also carried out diversity impact assessments for the main processes in our OM and YOT inspections.

Criminal Records Bureau checks

1.33

Our staff involved on YOT inspections may well have direct contact with children and young people, or at least with records containing personal details on them. For this reason, it is important that all our staff involved – support service staff as well as inspection staff – have an enhanced CRB check, and we make arrangements for this. We adhere to the CRB Code of Practice in the way we do this. Our approach is in line with the expectation that we have when inspecting a YOT.

Planning Inspection Work and Use of Resources

1.34

We produced our Plan for 2007-08 at the start of the year, setting out both our underlying approach and our specific plans for inspections. (We made this available on our website.) In summary the Plan said that by the end of March 2008 we would have completed our schedule of inspections, including the new Joint Inspection Programme, on time, to budget and to a good standard. In doing so, we would have both maintained and developed our continuing long-term contribution to improving effective work with offenders and young people.

1.35

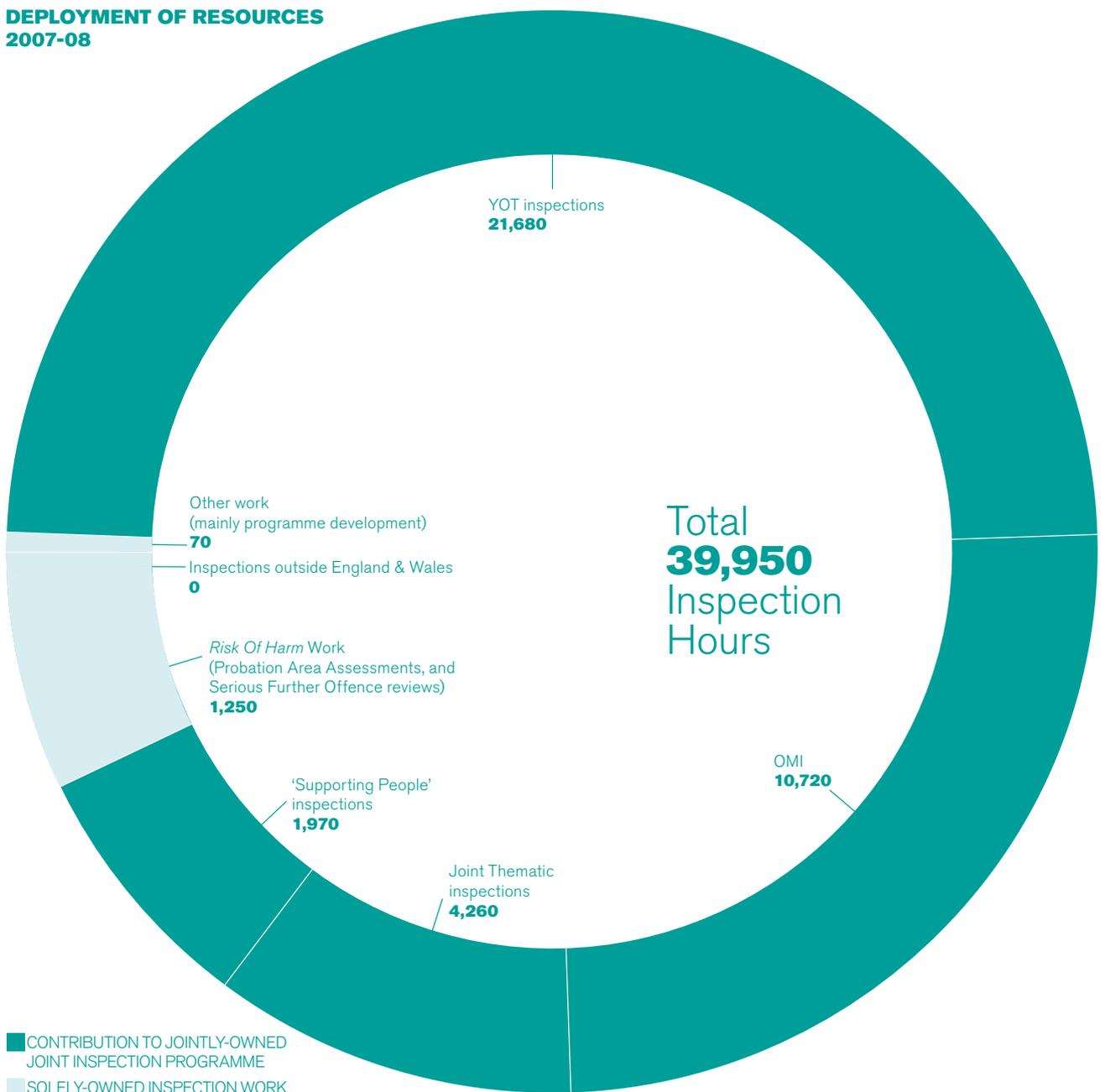
In order to monitor clearly how our resources are used to achieve our plans we create a 'budget' of deployable 'inspection hours', and monitor the use of these hours during the year. For 2007-08 our actual deployment of 'inspection hours' on inspection programmes, as measured at the end of the year, is shown opposite. Over 90% of our inspection work in 2007-08 has been within the jointly-owned Joint Inspection Programme.

1.36

In reviewing the position at the end of the year, we are pleased to report that we have carried out successfully our planned work for 2007-08, including contributing fully to the Joint Inspection Programme.

We are pleased to report that we have carried out successfully our planned work for 2007-08, including contributing fully to the Joint Inspection Programme.

**DEPLOYMENT OF RESOURCES
2007-08**



2

THE OFFENDER MANAGEMENT INSPECTION PROGRAMME

Overview

2.1

2007-08 has been a year of consolidation for our Offender Management Inspection (OMI). Continuing to look broadly at the management of offenders by a number of agencies working in conjunction with probation areas, in this second year of our three-year cycle we carried out 14 inspections, in the following criminal justice areas: Nottinghamshire, Derbyshire, Leicestershire & Rutland, Sussex, Thames Valley, Avon & Somerset, Devon & Cornwall, Dorset, Kent, Hampshire, Surrey, Gloucestershire, Wiltshire and London. We also carried out our first OMI reinspection – in Cambridgeshire.

Development

2.2

One of our main areas of development in 2007-08 was the move to examine work done with offenders in custody as well as in the community. The expansion of our Prison OMI programme is described below in para 2.5. On our core probation programme we were able, as planned, to start inspecting cases within the scope of Phase II of the NOMS Offender Management Model from July 2007. From the South-East Region onwards we added into our OMI samples cases which had been sentenced to custody from December 2006. These were cases which had to be managed through their prison sentence by a community-based offender manager, supported by a prison-based offender supervisor. They represented a major challenge to the two organisations to provide a seamless experience to offenders and promote community reintegration upon release.

Delivery of OMI

2.3

We have continued to gather evidence to inform our OMI findings under four key headings: assessment and sentence planning; implementation of interventions; achievement and monitoring of outcomes; leadership and strategic planning. We have placed a particular focus on the quality of work to assess and manage *Risk of Harm to others* and have continued to award a separate score for this 'thread'. The central strand of our methodology has remained the detailed assessment of cases – we scrutinised 1,692 cases in 2007-08 by reading file records and interviewing offender managers and offender supervisors. We have improved our work with Area Assessors – those probation area staff whom we train to inspect cases alongside us for the duration of their inspection. As well as continuing to provide a two-day training course for approximately five staff from each area, we have enhanced our support and quality assurance arrangements and – from midway through 2007-08 – ensured written feedback from those interviewed was passed back to the Area Assessors. Their satisfaction levels in relation to their work with us have remained high.

Working with other Inspectorates

2.4

OMI is a joint inspection, led by HMI Probation. Ofsted (formerly the Adult Learning Inspectorate) has played an important part on each of our inspections during the year. It has been disappointing that Ofsted's plans to publish in 2007-08 their own reports on offender learning in the community have not materialised; however,

we have continued to incorporate their findings into our reports. Our close work with HMI Prisons has changed in 2007-08 as described below.

Prison OMI

2.5

Since the implementation of Phase II of the Offender Management Model, Prison OMI has been rolled out in conjunction with HMI Prisons. This involves us joining HMI Prisons on certain of their prison inspections, and, working together, placing a focus on offender management. In 2007-08 we have inspected offender management arrangements in 13 custodial establishments within the geographical boundaries of the probation regions inspected – i.e. South-East, South-West, and London: HMPs Reading, Channings Wood, Verne, Canterbury, Lewes, Woodhill, Belmarsh, Exeter, Albany, Bullingdon, Guy's Marsh, Dartmoor, and Holloway. We have also inspected HMPs Cardiff, Usk and Prescoed in readiness for OMI in Wales in early 2008-09. We jointly published our first Prison OMI report – on the South-East – in April 2008.

Findings included:

- a commitment from both prison and probation practitioners to work to make offender management a 'joined up' process for offenders passing through prison

- tangible benefits from the new arrangements for some offenders being released into the community and for the protection of the public from harm

We have placed a particular focus on the quality of work to assess and manage *Risk of Harm to others* and have continued to award a separate score for this 'thread'.

■ confusion about which offenders were in the scope of offender management – a by-product of a phased implementation

■ stretched resources for probation areas and prisons in implementing arrangements as intended

■ the need for greater clarity amongst those delivering interventions in prison about their key role under the model

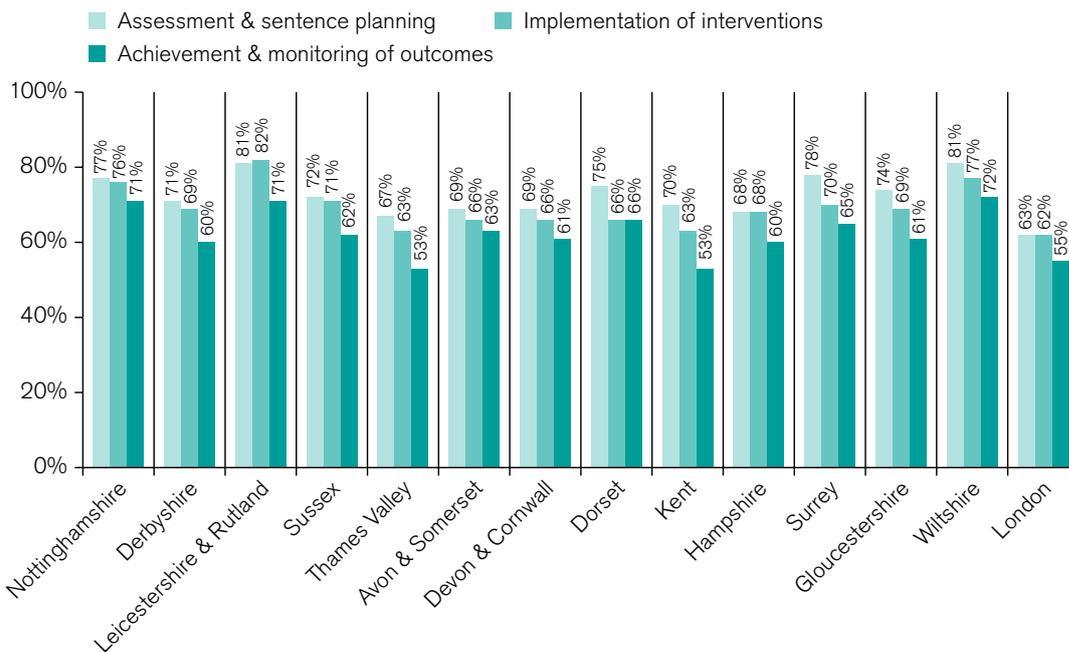
■ confusion about the extent of offender management appropriate for some foreign national prisoners.

Although the structure of our reporting has changed, the OMI programme as a whole continues to be a *joint inspection* programme.

OMI Findings 2.6

The following graph shows the scores for each area inspected in 2007-08 in relation to the three practice sections of OMI: assessment; interventions; and outcomes. The scores represent the proportion of work inspected which was deemed to have been done well enough.

Scores for Areas inspected in 2007-08



Note: It should be borne in mind that, since the scores are based on a sample of cases, they are not an exact measure. Their primary purpose is to provide an assessment of the quality of work in the area concerned. Some caution should be exercised in making comparisons between areas.

Themes coming through from these results are similar to those coming from the Year 1 findings in 2006-07. We noticed again a fall-off in performance during the period of supervision, with a great deal of activity at the assessment stage, a slight dip when looking at interventions, and a significant drop-off when evidencing outcomes. These were some of the key findings:

Assessment and Sentence Planning

- The quality of pre-sentence reports was generally good and sentencers were satisfied with them.
- *Risk of Harm* screenings and analyses were usually completed, mostly on time, but with some improvement needed in accuracy and comprehensiveness.
- There were some full and detailed assessments within OASys of offender need and likelihood of reoffending.
- Sentence plans were not drawn up with enough care and with the involvement of the offender; milestones and objectives did not have a clear enough focus.

Implementation of Interventions

- Specific restrictive interventions were usually managed efficiently, but more attention was needed to the day-to-day management of *Risk of Harm to others*, including issues of victim safety.
- Sentence plans were frequently simply not delivered upon.
- Offender attendance was well managed, and offenders were very well-informed about the consequences of failing to comply. Breach and recall were actioned reliably and appropriately in most cases.

Achievement and Monitoring of Outcomes

- Most offenders had not been reconvicted or cautioned during the period of supervision which we scrutinised (typically six to 12 months).
- There was limited evidence of behavioural or attitudinal change on the part of offenders and not enough evidence showing increased victim awareness.
- There was demonstrable benefit to the community in many cases, e.g. innovative unpaid work projects.
- We were concerned that a low profile given to sentence planning in many areas meant that meaningful reviews were not carried out and therefore opportunities to demonstrate offender progress were missed.
- Probation staff worked hard to link offenders into mainstream community provision to meet needs such as substance misuse or education/ employability, but there were missed opportunities in acknowledging and building upon tangible progress in learning and skills.

The quality of pre-sentence reports was generally good and sentencers were satisfied with them.

Specific interventions were usually managed efficiently, but more attention was needed to the day-to-day management of *Risk of Harm to others*, including issues of victims safety.

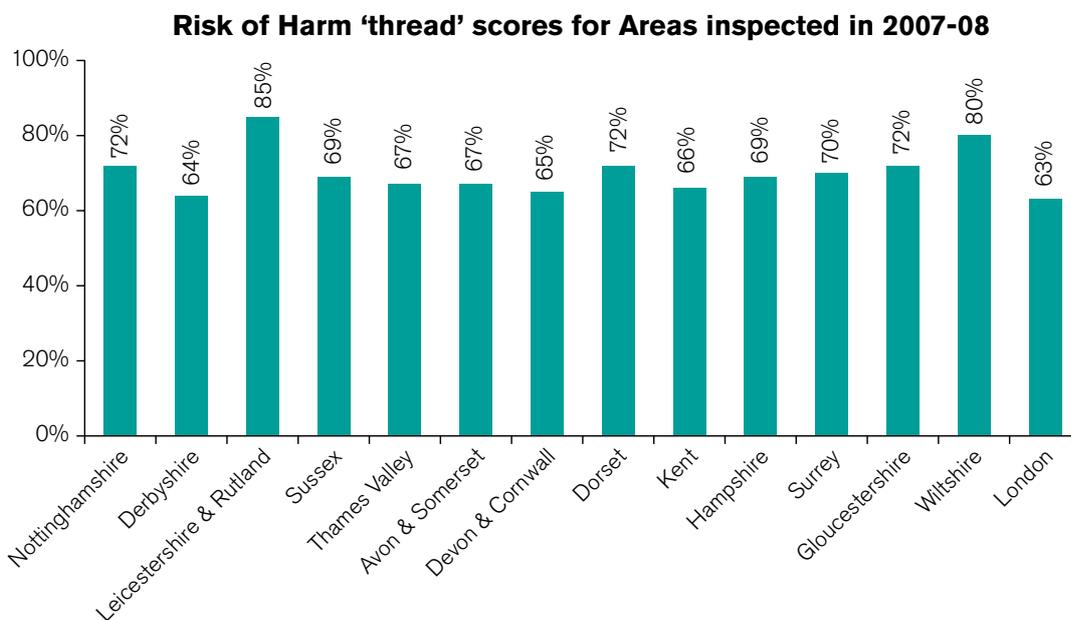
2.7

By grouping together our case-by-case judgments about *Risk of Harm* work we have been able to give a score – the *Risk of Harm* ‘thread’, referred to in para 2.3 – which reflects the quality of the work done in probation areas to protect the public from harm. Once again, the score represents the proportion of work inspected which was deemed to have been done well enough. Overall, the average score across all OMI inspections since the start of the programme in May 2006 was about 67%, with a considerable range across individual areas, from 56% to 85%. The scores for the areas inspected in 2007-08 are shown in the graph below:

2.8

It has been pleasing that some areas produced very good results for their *Risk of Harm* work. This represented a great deal of hard work over time, carried out by diligent and committed staff, supported by managers and often working in harness with the police, prisons, and other agencies. However, at the other end of the range were areas which had not yet achieved a good standard in this

aspect of their work and where more could have been done to minimise the *Risk of Harm to others*. More attention was needed to ensuring assessments took account of previous assessments, risk management plans needed to be more detailed, and victim safety should have been more carefully addressed.



Note: It should be borne in mind that, since the scores are based on a sample of cases, they are not an exact measure. Their primary purpose is to provide an assessment of the quality of work in the area concerned. Some caution should be exercised in making comparisons between areas.

How OMI was received by those inspected 2.9

We have been able to improve our quality assurance arrangements on OMI during 2007-08 and a great deal of effort went into fostering a positive engagement with those we inspected. Feedback received from probation staff, managers and partners interviewed was positive as indicated in the following charts:

A few examples of comments from feedback from probation staff interviewed in OMI about the HMI Probation staff member who interviewed them were:

".....very professional and to the point...."
".....courteous and efficient...."
".....holding me to account but in a supportive manner...."
".....it was a real learning experience...."

Effective Supervision Inspection Programme 2.10

As indicated in para 1.29, during the year we published a reference volume with aggregate results from the Effective Supervision Inspection programme (the predecessor to OMI), including key results analysed by diversity characteristics. We plan to produce similar analyses of OMI results in the coming year.

The Year Ahead 2.11

2008-09 will be the final year in this cycle of OMI and we shall inspect offender management in Wales, West of Midlands, Yorkshire & Humberside, and the North East. We shall also be working hard to develop our successor programme which we hope to start in September 2009.

Feedback from probation staff, managers and partners who took part in OMI



3

**THE YOUTH OFFENDING
TEAM INSPECTION
PROGRAMME**

Overview

3.1

In contrast to previous years, we will not be publishing a separate annual report for the Youth Offending Team (YOT) inspection. Instead, with 2008-09 marking the end of the current five-year programme, we have decided to produce an end of programme report in March 2009. During the second part of the 2008-09 year, we will use the data from the programme over the last five years to produce a number of aggregated 'findings' on various topics.

Inspections during 2007-08

3.2

Throughout 2007-08, YOT inspections in England continued to be aligned with the Joint Area Reviews (JARs) of children's services (led by Ofsted) and the Corporate Assessments of local authority services (led by the Audit Commission). During this period, JARs revised the scope of their inspection to concentrate on Looked After Children, those with learning difficulties and disabilities and safeguarding issues, along with some target led enquiries for particular local authorities. Following internal review and discussion with Ofsted, we focused our contribution to the JAR on these issues and have worked to raise JAR inspectors' knowledge and understanding of both our methodology and findings. In many cases, we have also been able to tie in our feedback to the area with that of the JAR, and in doing so have continued to raise the profile of the work of YOTs locally.

3.3

In Wales, there has been no specific alignment with other inspections of children's services, although we are part of a planning group, led by the Care and Social Services Inspectorate Wales to improve this in the future.

3.4

In both England and Wales, the inspection is conducted jointly with other Inspectorates⁽¹⁾, reflecting the different disciplines engaged within the YOT, and the various factors which can impact on offending by a child or young person. This has been a strength of this inspection programme and one we hope to replicate in future inspections of youth offending work.

3.5

The YOT inspections span both the criminal justice and the children's services agendas, and we continue to ensure that they embrace both components.

3.6

The final phase (4) of this programme of YOT inspections started in March 2007 and will finish at the end of 2008. In this period, we have continued to fine-tune our methodology, responding to both our own learning over the first three phases, and to changes in the external environment for YOTs.

3.7

Unlike many other inspections, our methodology focuses on the individual delivery of services to those children and young people who are either at risk of offending or have already offended. This is the mainstay of our inspection – the examination of files and discussions with key workers (for prevention cases) or case managers. In Phase 4 we have increased the number of cases in the sample, so that we can place greater reliance on our data.

3.8

We have also introduced a simple method of auditing data input from YOTs, having found some discrepancies in data entries for Asset completions, and raised the issue of 'locking off' assessments at a particular point with the Youth Justice Board (YJB), so that there is greater clarity about when an assessment took place. Two things are both needed:

- (a) assessments should be open to be updated immediately in the light of new information on new circumstances; and
- (b) there should be regular key occasions when an assessment or review is formally completed and 'signed off'.

(1): Estyn (HM Inspectorate of Education and Training in Wales), Healthcare Commission, Healthcare Inspectorate Wales, HM Inspectorate of Constabulary, HM Inspectorate of Prisons, Ofsted, and Care and Social Services Inspectorate Wales.

The YOT inspections span both the criminal justice and the children's services agendas, and we continue to ensure that they embrace both components.

3.9

We have continued to highlight diversity issues, and provide services users (children and young people, parents/carers and victims) with the opportunity to voice their views about the work of the YOT. This has included, on occasions, interviewing a small number of boys and young men in Youth Offending Institutions (YOIs). Whilst the extent of participation of children and young people varied greatly from YOT to YOT, and in some cases were small in number, we nevertheless believe it is important to listen to the messages these service users are giving. This is also reflected in the number of self-assessment completions such as *'Over to you'* in prevention cases, or *'What Do You Think?'*, where children and young people have offended. Our evidence indicates that where invited to complete either of these, nearly all do so, and the majority provide the worker coordinating the case with valuable information about how that child or young person sees themselves and their situation, often giving important clues, linked with their own assessment, as to how behaviour can be changed. Given that YJB research on offending indicates the need to address both risk and protective factors, we unfortunately rarely see this reflected in the intervention plans.

3.10

We are aware that YOT managers often feel under the spotlight and some have particular concerns about the impact of our findings on their future. Independent inspection may provide evidence for employers of poor management, but it is important to recognise that the YOT operates as a partnership and the management board is also subject to scrutiny as part of the inspection. We rarely find high performing YOTs with ineffective management boards. An appropriately constituted and active board is much more likely to achieve effective operational outcomes.

3.11

Some management boards have expressed surprise that they are achieving well against YJB targets and performance indicators and yet inspections provide a different view of the quality of work being undertaken with children and young people in their area. This can be explained, in that the majority of YJB performance data are based on self-assessed quantitative information, albeit with some safeguards through the Effective Practice Quality Assurance process. We measure and make independent judgements about the quality of work, which serve to complement YJB performance data. We advocate that management boards look beyond the YJB statistics when assessing the performance of their YOT and holding their managers to account.

3.12

We have been accused this year of running a 'deficit model' inspection. This is not our terminology and it is certainly not borne out by our reports which still outline strengths and good practice examples. What we do recognise is that YOTs being inspected in the current phase have had four years of preparation, and we have had four years of experience which has evolved and developed over that period. It may therefore feel to have more of a sharper focus than previous inspections.

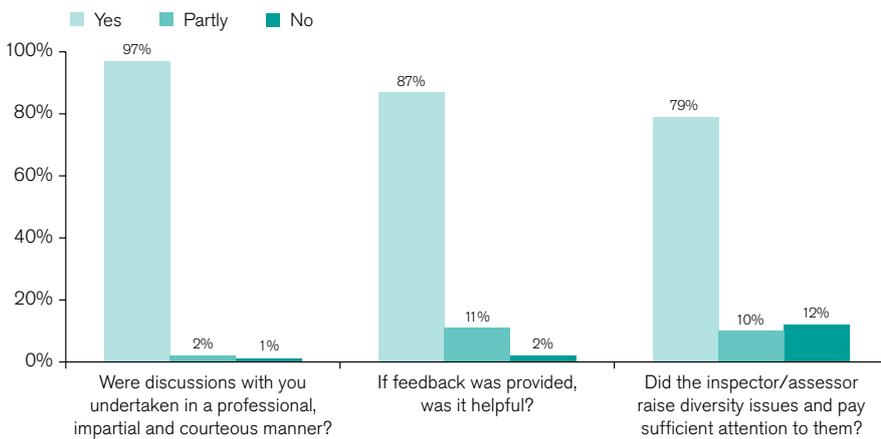
How the YOT inspections were received by those inspected

3.13

We received feedback from staff, managers and partners interviewed in the YOT inspections in a similar way as for OMI (see para 2.9). The response was similarly positive, as indicated in the charts opposite.

We rarely find high performing YOTs with ineffective management boards. An appropriately constituted and active board is much more likely to achieve effective operational outcomes.

Feedback from YOT staff, managers and partners who took part in YOTI



A typical example of comments from the feedback from a YOT staff member interviewed in the YOT inspection about the HMI Probation staff member who interviewed them, and about the inspection process, was:

"...Inspector was very open and fair and made it a non-threatening experience..."

"...I enjoyed the experience...made not to feel defensive, and was engaged in open, professional debate..."

"...It would be better if YOTs were given less notice as managers create a lot of pressure on staff in the run-up to the inspection which is really unnecessary..."

".. It would be good practice for our work to be observed, and to receive feedback on a regular basis as part of the normal supervision process..."

We are considering further the feedback shown in the chart in respect of diversity issues.

The Year Ahead

3.14

In 2008–09 we will lead 20 YOT inspections and three reinspections in England & Wales. This is an untypical year in that we will complete the first programme and plan for the second to begin in April 2009.

3.15

The Youth Offending Inspection programme that will replace the current arrangements in April 2009 will comprise a Core Case Inspection (CCI) and a thematic programme, both led by HMI Probation. The inspection findings from the CCI will feed into the wider annual Comprehensive Area Assessment (CAA) process that will replace the current Joint Area Review arrangements. For this reason the Youth Offending Inspection programme will report more quickly on findings (over a three rather than five-year cycle) assessing the quality of work with children and young people who offend, with a particular focus on *Risk of Harm to others* and safeguarding of children (see para 1.11).

3.16

The thematic programme gives us the opportunity to inspect other important areas of work and we are consulting stakeholders about our proposed work programme. It is envisaged that HMI Probation will lead some of these thematic inspections and assist other Inspectorates who may lead on particular subjects.

4

JOINT THEMATIC INSPECTIONS

Overview

4.1

Over the past 12 months, we have worked closely with our colleague Criminal Justice Inspectorates to implement the first Joint Inspection Business Plan 2007–08.

4.2

We have not undertaken any 'single inspectorate' thematic inspection work; all thematic inspections have been planned and implemented as part of the Joint Inspection Programme.

4.3

In addition to the Youth Offending Team (YOT) inspection and Offender Management Inspection (OMI) programmes, both of which, as in indicated in Chapters 2 and 3, involve other Inspectorates, we have been involved in a wide range of joint inspection activity during 2007–08.

4.4

We published two joint inspection reports this year, one on the arrangements for starting community orders, *Getting Orders Started*, undertaken with HMI Court Administration (HMICA) and the other on Probation Approved Premises, *Probation hostels: Control, Help and Change?*, with HMI Prisons and HMI Constabulary. We also completed the preparation and fieldwork for an inspection of electronic monitoring, with HMICA and HMI Constabulary, and contributed to the first phase of an inspection of indeterminate sentences for public protection, led by HMI Prisons. Finally, we completed a scoping study on mentally

disordered offenders which was presented to the Criminal Justice Chief Inspectors' Group in March 2008.

4.5

We also contributed to a range of joint thematic inspections and reviews, led by other Inspectorates. The criminal justice inspections comprised of inspections of two criminal justice areas, Dorset and Lancashire, an inspection on enforcement and an inspection of court resulting and warrant procedures at Leeds Magistrates' Court. We also contributed to the third review of safeguarding children and young people, led by Ofsted.

Getting Orders Started – A joint inspection assessing the arrangements for starting community orders

4.6

The purpose of this inspection was to ascertain whether community sentences made by the courts were always, promptly, passed to the relevant probation area and actioned by the latter and, if not, the reasons for this.

4.7

The inspection was led by HMI Probation, with participation from HMICA. The core of the methodology was to examine a random sample of community orders and track these from the point of sentence to the allocation of an offender manager to the case.

4.8

Fieldwork for the inspection took place in early 2007, and included visits to the Newcastle, Leicester, Cardiff and Reading Crown Courts and magistrates' courts in Gateshead, Scarborough, Chester, Wellingborough, Bristol, East Berkshire, Woking and Stratford. The following probation areas were also included in the inspection: Northumbria, North Yorkshire, Cheshire, Leicestershire & Rutland, Northamptonshire, South Wales, Avon & Somerset, Thames Valley, Surrey and London.

4.9

We found that generally the system worked well, with courts and probation taking their respective responsibilities for ensuring that results were transmitted accurately. Community orders started on time, although there were local variations in how this was achieved. However, in a small minority of cases the order was either not started at all, or not started with the completely correct requirements. Although the percentages involved were small, this was not acceptable in terms of public confidence.

We found that generally the system worked well, with courts and probation taking their respective responsibilities for ensuring that results were transmitted accurately.

4.10

The report was published in September 2007 and included a number of recommendations to improve performance:

That HM Courts Service (HMCS) should ensure that:

- the software which produces results can generate suspended sentence orders
- orders are always clear and accurate
- clear systems are established for the dispatch of orders to the relevant outside probation areas
- staff are aware of the courts' responsibility to make certain that probation receive notification of results on the day that sentence is passed.

That NOMS should ensure that:

- probation records are always cross checked with court orders so that sentences are accurately implemented
- examples of good practice in court work are disseminated to probation areas.

That HMCS and NOMS should ensure that:

- key staff from both agencies at an area level undertake joint initiatives to establish better communication and improved information sharing.

Probation hostels: Control, Help and Change? – A joint inspection of Probation Approved Premises

4.11

The aim of this inspection was to assess the effectiveness of Approved Premises to the management of offenders in the community who pose a high *Risk of Harm to others* and to examine the treatment of residents in such establishments.

4.12

The probation board hostels visited during the inspection were in London, Bedfordshire, South Wales, Lincolnshire, Northumbria, Staffordshire and Cheshire. The voluntary managed hostel was in West Yorkshire. Inspection teams included representatives from HMI Probation, HMI Prisons and HMI Constabulary.

4.13

We found that hostels were generally doing a good job in carrying out the increasingly exacting role that they had been expected to undertake in recent years. In addition to ensuring that residents complied with their orders, all the hostels we visited carried out their *Control* functions to a good standard, thereby keeping at a minimum their residents *Risk of Harm* to the public. With the more constructive aspects of the hostel work, the *Help* and *Change* functions, provision was more patchy, although we found some examples of very good work.

4.14

The report was published in March 2008 and included **recommendations focused on both the strategic and operational aspects of hostel work.**

■ In order to establish an effective strategy for public protection, the hostel estate should be managed nationally rather than regionally.

■ The probation service should in all areas work within Supporting People commissioning bodies to establish appropriate supported housing resources to effect the planned move on from hostels of offenders who pose a high *Risk of Harm to others*.

■ Each area should have a clear local agreement with the police about information sharing and other aspects of liaison and cooperation. These should include contingency arrangements outlining in detail:

- who should do what in the event a hostel has to be evacuated and its residents re-located
- what risk assessments have been carried out and specify which police officers have been consulted.

■ Probation areas that still have mixed gender hostels should comply with the national directive that they should be converted to single sex establishments with immediate effect.

■ Adequate and appropriate provision for female offenders meeting the national target profile for hostel accommodation is established within each probation region in the short-term and plans drawn up by NOMS to ensure reasonable access from all major centres of population by 2011.

In addition to ensuring that residents complied with their orders, all the hostels we visited carried out their *Control* functions to a good standard, thereby keeping at a minimum their residents *Risk of Harm* to the public.

■ Probation areas should review the roles and deployment of their hostel staff to determine whether existing staff can be freed up to engage further with residents and develop purposeful activities for them.

■ Each hostel should develop and implement a strategy for promoting equalities and diversity; the strategy should be monitored and regularly reviewed.

■ Offender managers should draw up a sentence plan for offenders residing in hostels which is supplemented within OASys or in an additional plan with details of the contribution that the hostel is intended to make. It should identify the proposed outcomes of the hostel stay and include:

- a move on plan
- how *Risk of Harm to others* will be managed and
- what the offender needs to achieve.

Electronic Monitoring

4.15

The inspection included both young people and adults for whom electronic monitoring formed either a requirement of their court disposal or a condition of their licence following release from custody. Its purpose was to assess the effectiveness of electronic monitoring in the management in the community of adults and young people who offend by exploring the extent to which it is used to:

■ meet the purposes stated by the courts when sentencing and

■ achieve the objectives of offender and case management.

4.16

The inspection methodology was developed during 2007-08 in collaboration with colleagues from HMICA and HMI Constabulary. Fieldwork was undertaken between January-March 2008 in five criminal justice areas – Durham, Kent, London, South Yorkshire, and North Wales – and involved the examination of individual case files held by the YOTs and probation areas, courts and electronic monitoring suppliers. Interviews also took place with representatives of the respective YOTs, probation areas and courts as well as with staff from the suppliers and with offenders subject to electronic monitoring.

4.17

Findings from the fieldwork are currently being collated and the report is expected to be published in the summer of 2008.

Inspection of indeterminate sentences for public protection

4.18

This inspection is being run over two phases. The first phase, led by HMI Prisons in 2007-08, focused on the pathways into custody for cases receiving an Indeterminate Sentence for Public Protection, the management of these offenders in custody and their preparation for safe release. The second phase of the inspection, which will look at the safe release of IPP cases and their management in the community, will be led by HMI Probation and will take place in 2008-09.

4.19

The first phase of the inspection consisted of the examination, by HMI Prisons, of a cohort of 60 offenders, including 12 young people, subject to an indeterminate custodial sentence and interviews with senior staff and local lifer management staff in ten prisons. The adult prisons selected were: Aylesbury; Birmingham; Garth; New Hall; Nottingham; Parkhurst; Styal and Wandsworth. The juvenile establishments/ YOs were Castington and Wetherby.

4.20

As part of the work to explore the pathways into prison for these offenders, HMI Probation scrutinised all the pre-sentence reports prepared (57) from the overall cohort of 60. We then selected 40 of the cases and subjected them to an in-depth examination to assess the quality and extent of any work undertaken post-sentence or in preparation for release. It was acknowledged that, as Phase 3 of the Offender Management Model was only implemented after the fieldwork had taken place, there could be no expectation that the Probation Service would have ongoing contact with these offenders post-sentence; nevertheless, we were interested in capturing the extent of ongoing contact, regardless of the requirements, in order to identify issues which could then be pursued in Phase 2 of the inspection.

4.21

Initial findings suggest that insufficient attention is being given to the assessment of these cases; in more than half, the OASys or Asset was not fully or accurately completed and, whilst the majority of relevant cases had been screened, a full *Risk of Harm* analysis had either not been undertaken in all cases as required, or was considered unsatisfactory. As a consequence, the concept of 'dangerousness', which is central to the sentencing process, was only explored adequately in a small proportion of the cases examined.

4.22

Overall, the level of involvement by YOT staff with young people detained indefinitely for the protection of the public was greater than that of probation staff. Nevertheless, despite the fact that there was no requirement on them to do so, a small number of the cases examined showed evidence of ongoing involvement by probation, with staff contributing to OASys reviews and communicating, usually by letter, with the offender.

4.23

These issues will be explored further in the second phase of the inspection. It is planned that the report of the first phase of the inspection will be published in summer 2008.

Other joint thematic inspection work 4.24

In addition to the work described already, HMI Probation has also contributed, as below, to other inspection activity, led by colleague Inspectorates.

Joint criminal justice area inspections 4.25

Following an evaluation of the previous programme, the Criminal Justice Inspectorates carried out two joint inspections of criminal justice areas, in Dorset and Lancashire. HMI Probation participated in both these inspections, led by HMICA. As before, these inspections related to the 'front-end' of the criminal justice process from arrest to passing of sentence, and focused on the delivery of effective justice, leadership and partnership working and community engagement. A further review of the inspection demonstrated the need to refine the process further, either by expanding the inspection or, by preference, adopting a more targeted approach. The inspection reports on both the Dorset and Lancashire criminal justice areas were published in the spring of 2008.

Joint enforcement thematic 4.26

HMI Probation took part in a further inspection led by HMICA to examine the quality and effectiveness of inter-agency working to facilitate compliance by offenders and the enforcement of warrants. Fieldwork took place in Manchester, York, Kingston-upon-Thames and Chelmsford, focusing on the magistrates' and Crown Courts and associated police divisions, probation areas and YOTs. Fieldwork took place in January and February 2008 and the report is due to be published by the summer of 2008.

Resulting and warrant withdrawal procedures: Leeds Magistrates' Court 4.27

We were also invited to contribute to an enquiry undertaken by HMICA into the effectiveness of systems at Leeds Magistrates' Court to record court adjudications and place them onto the Police National Computer and to withdraw warrants. This work revealed a number of weaknesses in the recording of court adjudications and warrant withdrawal processes which are now being addressed.

4.28

Twelve of the warrants in question resulted from breaches from community orders and we were asked by HMICA to consider the action taken, confirming that the cases presented no continuing unaddressed *Risk of Harm to others*, and assess the current procedures within West Yorkshire Probation Area in respect of warrants.

4.29

Our enquiries showed that, although none of the cases concerned presented any ongoing *Risk of Harm to others* as far as we could ascertain, the procedures between West Yorkshire Probation Area and Leeds Magistrates' Court were not sufficiently robust and could mean that the probation area would not be able to enforce orders properly. An appropriate internal process to manage the review and withdrawal of warrants has now been developed.

Initial findings suggest that insufficient attention is being given to the assessment of these [IPP] cases; in more than half, the OASys or Asset was not fully or accurately completed...

4.30

A copy of the report of the enquiry, issued in April 2008, is available on our website.

Safeguarding children**4.31**

In addition to work led by our colleague Criminal Justice Inspectorates, HMI Probation contributes to the third triennial review of safeguarding, led by Ofsted. Two previous reports had been published in 2002 and 2005 and had found that the priority given to safeguarding across the agencies had increased, with agencies working together to identify and act on welfare concerns.

4.32

The third review draws on a wealth of evidence from other targeted and mainstream inspections and will provide further evidence of improvements in both services and outcomes for children and young people. However, there are still some concerns that some children and young people are not well served, and need particular attention to ensure that they are properly safeguarded. As in 2005, this includes some who are Looked After, and some who are asylum seekers or in secure settings. The report will be published in the summer of 2008, and will contain a number of recommendations to improve practice, many of which are targeted on children and young people within the criminal justice system (CJS).

The Year Ahead**4.33**

We will continue to work with our colleague Inspectorates during the forthcoming year. Details of the Criminal Justice Joint Inspection Programme are given in the Joint Inspection Plan 2008-09, available on our website.

4.34

We will lead inspections on work with sex offenders, mentally disordered offenders, and prolific and other priority offenders, as well as completing Phase 2 of the inspection of indeterminate sentences.

4.35

In addition, we will also participate in thematic inspections led by other Inspectorates on criminal case management, crime and disorder reduction partnerships and contribute to a scoping study on the disproportionate representation of Muslims within the CJS.

5

**SUPPORTING PEOPLE
INSPECTIONS**

Overview

5.1

'Supporting People' is a centrally funded Government programme aimed at delivering support services to help vulnerable people to live independently. The programme is commissioned locally by a key partnership between local administering authorities, Probation and Health. The Supporting People programme is delivered by a range of providers across the statutory, voluntary, and independent sector.

Key Principles underpinning the Supporting People Programme

- **Prevention** – Stopping problems before they become a crisis
- **Independence** – Helping people to maintain/regain their lifestyle
- **Inclusion** – Supporting people in hard to reach groups
- **Individual Focus** – Services designed and modelled around the person
- **Local** – Locally decided and locally delivered

5.2

The Supporting People inspection programme is a national five-year inspection programme led by the Audit Commission (Housing Inspectorate), partnered by HMI Probation and the Commission for Social Care Inspection (CSCI). Inspections started in September 2003, with all Local Administering Authorities in England being subject to inspection at various points during the five-year inspection cycle.

5.3

In these inspections we examine how probation areas contribute to the local partnership to ensure that the needs of victims and offenders are addressed, including children and young people subject to Youth Offending Team (YOT) supervision, that appropriate support services and accommodation are made available and that the promotion of social inclusion, managing and assessing offenders' *Risk of Harm (to themselves and others)* and community safety remains paramount.

5.4

The financial year 2007-08 saw the last full round of Supporting People inspections in their current form, although the programme of inspections will continue until 2008-09 to incorporate a number of reinspections.

5.5

In 2007-08 we contributed to 34 inspections under the Supporting People inspection programme.

In these inspections we examine how probation areas contribute to the local partnership to ensure that the needs of victims and offenders are addressed, including children and young people subject to Youth Offending Team (YOT) supervision, that appropriate support services and accommodation are made available and that the promotion of social inclusion, managing and assessing offenders' *Risk of Harm (to themselves and others)* and community safety remains paramount.

Inspection Findings 5.6

Reports are published on each inspection by the Audit Commission (also available on our website) and in addition we have written to Chief Officers of Probation to highlight the main 'probation' issues arising out of the Supporting People inspections in their area. Main points arising from our inspections of probation work on Supporting People are:

Positive outcomes of the Supporting People programme and probation areas' contribution to this

- Supporting People has been a success for the Probation Service in that the number of bed spaces available to offenders has increased significantly compared to the previous Probation Accommodation Grants Scheme.
- There has generally been good attendance by senior probation managers at Commissioning Bodies.
- Uses of data on offender housing need by probation managers (mainly from OASys) have been impressive and helped to inform planning.

- Probation has taken a lead in ensuring that those offenders who present a high *Risk of Harm* to the public are managed well and placed in suitable accommodation. Links between Supporting People and Multi-Agency Public Protection Arrangements (MAPPA) are, in most areas, robust.

- There are good linkages from probation strategic plans to Supporting People plans and priorities.

Areas for improvement

- In terms of effective partnership work in Supporting People it is important that probation and YOTs see offenders and those at likelihood of offending as part of a broader group of people who are socially excluded. By 'signing up' to a coalition of agencies dealing with these groups, probation and YOTs are most likely to meet their strategic objectives.

- Attendance by probation staff at Core Strategy Groups has been inconsistent.

- Some areas have lacked a formal link between probation and youth offending services resulting in the young offender perspective not being represented at Supporting People meetings.

- There are a number of local authorities for some probation managers to service and this means that management resources are sometimes very stretched.

- There is a lack of awareness at an operational level in probation areas about Supporting People and what contribution it can make to reducing the *Risk of Harm* to the public and the likelihood of reoffending.

- Approved Premises are not well integrated with Supporting People arrangements in most areas.

Probation has taken a lead in ensuring that those offenders who present a high *Risk of Harm* to the public are managed well and placed in suitable accommodation. Links between Supporting People and Multi-Agency Public Protection Arrangements (MAPPA) are, in most areas, robust.

Some areas have lacked a formal link between probation and youth offending services resulting in the young offender perspective not being represented at Supporting People meetings.

The Year Ahead

5.7

A new strategy for Supporting People was published by the Department for Communities and Local Government in June 2007 for implementation from 2008. This was entitled *Independence and Opportunity*. In summary the strategy set out the following: Supporting People will be delivered via Local Area Agreements with Government Offices, simpler and less bureaucratic and more responsive to some harder to reach groups. Finally a new performance framework will be put in place. The challenge for the future will be to ensure that with the change to the Supporting People arrangement probation areas continue to promote the housing support needs of offenders and those at likelihood of offending.

5.8

As indicated, the last full round of Supporting People inspections in their current form was completed in 2007-08, but we will contribute to a number of reinspections in 2008-09.

There are good linkages from probation strategic plans to Supporting People plans and priorities.

Approved Premises are not well integrated with Supporting People arrangements in most areas.

The last full round of Supporting People inspections in their current form was completed in 2007-08, but we will contribute to a number of reinspections in 2008-09.

6

INSPECTING ASSESSMENT AND MANAGEMENT OF OFFENDERS' *RISK OF HARM TO OTHERS*

Overview

6.1

We have continued to give a high priority to the important work of probation and Youth Offending Team (YOT) staff in doing all they can to minimise the *Risk of Harm* to the public. Our inspections put a spotlight on the quality and timeliness of all the individual tasks which go to make up good public protection work. This has happened on our core inspection programmes, the Offender Management Inspection (OMI) (Chapter 2), and the YOT inspection (Chapter 3) as well as on joint thematic work (Chapter 4), and special inquiry work as outlined below.

The *Risk of Harm* Inspection Module (RoHIM)

6.2

This module was developed as a sub-set of the OMI and has now been used in both of its intended guises. On the one hand probation areas and regions have used it to help self-assess the quality of their own casework; on the other hand we have made use of it to reinspect a probation area whose *Risk of Harm* work was of a low standard. The score deriving from RoHIM is the *Risk of Harm* Thread score – previously referenced in Chapter 2 – and is a measure of how often *Risk of Harm* work was done well enough.

Risk of Harm Area Assessments

6.3

NOMS has been keen to include in its performance measurement framework an indicator of quality of *Risk of Harm* work and we agreed to assist with this. We used RoHIM to measure the quality of work in those areas which would not have had their OMI before the end of June 2008, so that an assessment of *Risk of Harm* work in the last two years is available for all 42 probation areas by June 2008. Beginning in December 2007, we therefore ran *Risk of Harm* Area Assessments in five areas during 2007-08, with a further six to come early in 2008-09. We did not publish reports from these exercises but did leave each area with summary feedback.

We have played a full part in the newly-developed NOMS Public Protection Board in an advisory role. There has been important progress in developing a shared understanding about what makes for good *Risk of Harm* practice.

Work with NOMS and the Youth Justice Board

6.4

The YJB has consulted us significantly on its new *Risk of Harm* policy development and has incorporated a number of our comments. This should result in all YOTs having a specific and consistent *Risk of Harm* policy in due course.

6.5

We have played a full part in the newly-developed NOMS Public Protection Board in an advisory role. There has been important progress in developing a shared understanding about what makes for good *Risk of Harm* practice.

6.6

We have also continued to be involved in processes put in place by NOMS to quality assure the Serious Further Offence review process. Typically, we provide Inspectors to inform a quarterly event at which a sample of reviews is looked at in detail. We have been particularly pleased that reviews are now examined alongside the relevant case files, and judgments are made about the accuracy of the review, with feedback going to the areas concerned.

“Turning Good Intentions into Good Practice”

6.7

Acting on a Ministerial request we conducted a *Risk of Harm* Inquiry in Gwent towards the end of 2007. A serious further offence had previously been committed by Craig Sweeney and the probation area – together with the police and other agencies under the auspices of Multi-Agency Public Protection Arrangements (MAPPA) – had worked hard to make improvements to their practices. The remit of this inquiry led us to look at the standard of *Risk of Harm* practice subsequent to the serious further offence, rather than doing a detailed critique of shortcomings which might have contributed to it. Thus, our focus was not on one case but on others managed in Gwent on a daily basis, either by probation alone or in partnership with others. As the title of our report, published in March, suggested, despite an obvious and well-intentioned commitment to raising quality, little had been achieved at practice level. Managers had mistakenly taken assurance from the amount of activity entered upon, rather than testing its efficacy by getting an accurate picture of any real change on the ground. This was a sobering message for Gwent and a cautionary one for other criminal justice areas.

Building on the *Risk of Harm* Area Assessments we hope to work closely alongside NOMS to enable probation areas accurately and consistently to assess the quality of their own *Risk of Harm* work.

The Year Ahead

6.8

We have a further six *Risk of Harm* Area Assessments to deliver between April and June 2008 (see para 6.3). This means all 42 probation areas will have been awarded a *Risk of Harm* Thread score by this point. Building on the *Risk of Harm* Area Assessments we hope to work closely alongside NOMS to enable probation areas accurately and consistently to assess the quality of their own *Risk of Harm* work.

6.9

At the time this report was prepared we were finishing work in relation to a *Risk of Harm* Inquiry in London. As with our inquiry in Gwent in 2007-08, the focus of this is also inspecting the extent of improvements made following a Serious Further Offence. We will also carry out other ad hoc *Risk of Harm* inquiries as requested by Ministers.

6.10

In developing our successor core programmes inspecting probation and youth offending work, we shall explore the best ways of gathering evidence and making accurate judgements about this exacting aspect of work with offenders.

7

LOOKING AHEAD

Our General Approach

7.1

Our underlying general approach for 2008-09 will continue to be to:

- provide, by means of our inspection criteria, a clear and consistent definition of what good quality management of offenders and young people looks like
- measure, fairly and accurately, the effectiveness of probation and youth offending work in achieving this
- engage effectively with respondent organisations so as to maximise the likelihood of them 'coming with us' down the path of pursuing steady continuous improvement in the quality of their management of offenders and young people. We aim that they will 'buy (into)' improvement.

We will aim to implement this approach across all our inspections, both those solely-owned, and those jointly owned with other Inspectorates.

7.2

Our approach to the improvement of services is fully in line with the Government's ten principles of inspection in the public sector, which place expectations on inspection providers and on the departments sponsoring them. We continue to attach great importance to these principles: they are set out in Appendix B, along with a statement as to how in specific terms we meet each of them.

7.3

More details on our approach are given in our Plan for 2008-09, available on our website.

Work Programme for 2008-09

7.4

More specifically, our inspection work programme for 2008-09 has the following main elements:

- carrying out on time and to a good standard the planned schedule indicated in earlier chapters:
 - 15 inspections under the Offender Management Inspection (OMI)
 - 20 Youth Offending Team (YOT) inspections, and three reinspections, completing the current programme
 - contributing to the remaining Supporting People (SP) reinspections
 - leading the following joint inspections under the Joint Inspection Programme for 2008-09:
 - ◆ Imprisonment for Public Protection (IPP) Phase 2
 - ◆ Mentally Disordered Offenders
 - ◆ Prolific and other Priority Offenders (PPOs)
 - ◆ Sex Offenders

and providing a supporting contribution to some other joint inspections

- the remaining agreed *Risk of Harm* Probation Area Assessments by end-June 2008
- providing support to other *Risk of Harm* work by NOMS HQ
- carrying out independent *Risk of Harm* inquiries and reviews of Serious Further Offence cases as requested
- probably, undertaking a YOT inspection in the Isle of Man

■ making arrangements for the new Youth Offending Inspection programme from April 2009, and taking forward the planning of the successor offender management inspection programme to start from September 2009

■ contributing to the plans for joint Criminal Justice thematic inspection arrangements in future years

■ contributing to the plans for the Comprehensive Area Assessment (CAA), led by Audit Commission

■ taking the lead on the implementation of the identified areas for sharing of support and infrastructure services between the Criminal Justice Inspectorates.

Allocation of Resources in 2008-09
7.5

We have created a 'budget' of 39,000 deployable 'inspection hours' for 2008-09, and have allocated them as shown opposite. Accordingly, work to complete the current YOT inspection programme will take 36% of our deployable hours, and the OMI programme (running throughout the year) a further 31%. We have allocated 18% to joint thematic inspections.

7.6

Overall, 90% of HMI Probation's inspection work in 2008-09 (excluding programme development) will fall in the jointly-owned Joint Inspection Programme.

HMI Probation costs**7.7**

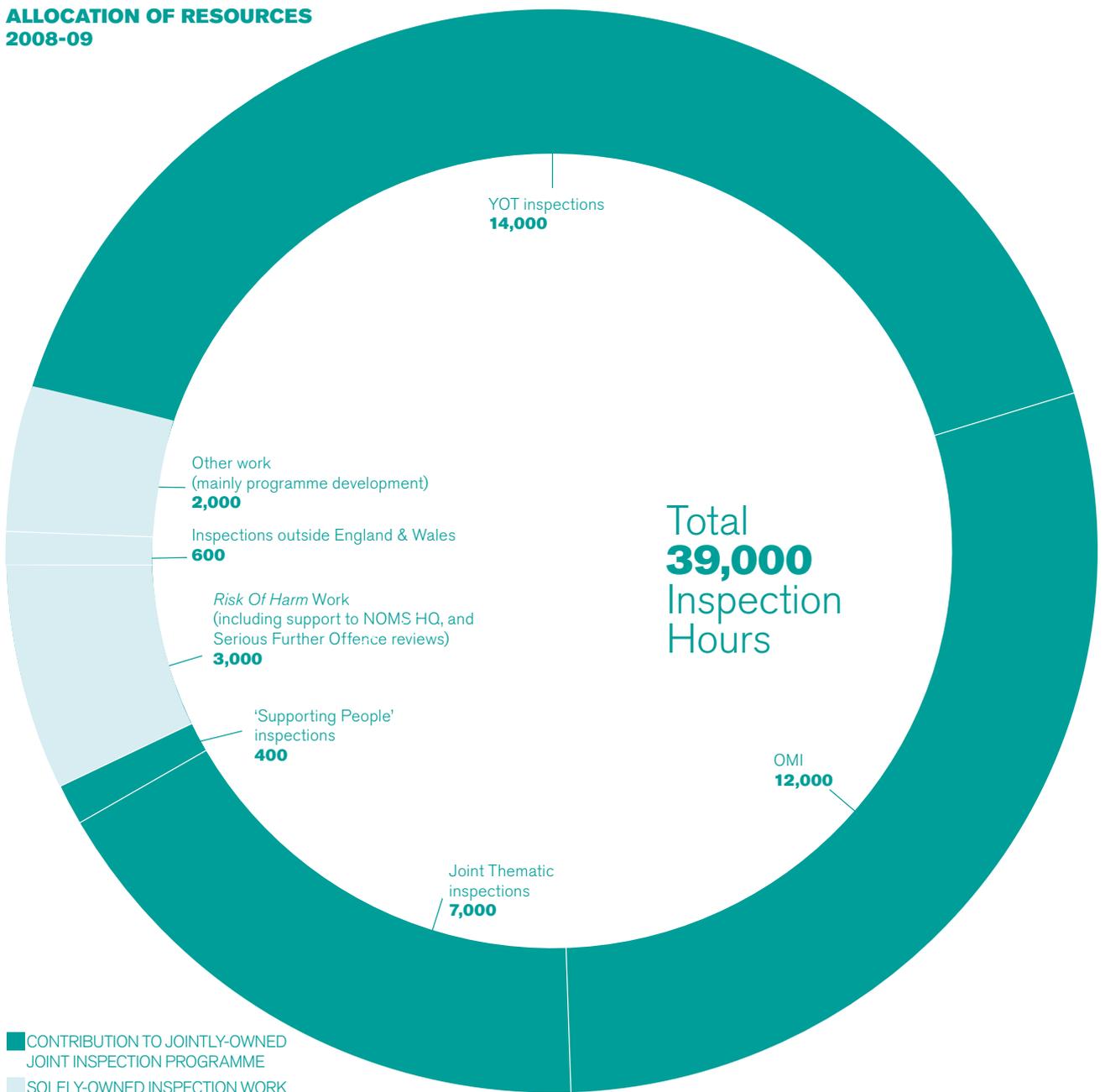
Our projected cost per inspection hour per person for 2008-09 will be £101.

Summary**7.8**

By the end of March 2009, we will have completed our schedule of inspections, including our contribution to the Joint Inspection Programme, on time, to budget and to a good standard. We will also have arrangements ready for the new Youth Offending Inspection programme from April 2009. In carrying out this work, we will have both maintained and developed our continuing long-term contribution to improving effective work with offenders and young people.

By the end of March 2009, we will have completed our schedule of inspections, including our contribution to the Joint Inspection Programme, on time, to budget and to a good standard.

**ALLOCATION OF RESOURCES
2008-09**



APPENDIX A

**HM INSPECTORATE OF PROBATION:
STATEMENT OF PURPOSE AND
CODE OF PRACTICE**

Statement of purpose

HM Inspectorate of Probation is an independent Inspectorate, funded by the Ministry of Justice and reporting directly to the Secretary of State.

Our purpose is to:

- report to the Secretary of State on the effectiveness of work with individual offenders, children and young people aimed at reducing reoffending and protecting the public, whoever undertakes this work under the auspices of the National Offender Management Service or the Youth Justice Board
- report on the effectiveness of the arrangements for this work, working with other Inspectorates as necessary
- contribute to improved performance by the organisations whose work we inspect
- contribute to sound policy and effective service delivery, especially in public protection, by providing advice and disseminating good practice, based on inspection findings, to Ministers, officials, managers and practitioners
- promote actively race equality and wider diversity issues, especially in the organisations whose work we inspect
- contribute to the overall effectiveness of the Criminal Justice System, particularly through joint work with other Inspectorates.

Our annual Plan sets out our work for the year. It is agreed between the Secretary of State and HM Chief Inspector and is published on our website.

Code of Practice

While carrying out our work we seek in particular to implement the Government's ten principles of inspection in the public sector, namely that inspection should:

- have the purpose of improving the service inspected
- focus on outcomes
- have a user perspective
- be proportionate to risk
- encourage rigorous self-assessment by the managers of the service inspected
- use impartial evidence
- disclose the criteria used to form judgements
- show openness about inspection processes
- have regard to value for money
- continually learn from experience.

To achieve our purposes and meet these principles, we aim to:

- work in an honest, professional, fair and polite way
- report and publish inspection findings and recommendations for improvement in good time and to a good standard
- promote race equality and wider attention to diversity in all aspects of our work, including within our own employment practices and organisational processes
- for the organisations whose work we inspect, keep to a minimum the amount of extra work arising as a result of the inspection process.

While carrying out our work we are mindful of Ministerial priorities and the Strategic Plan for the Criminal Justice System. We work closely with other Criminal Justice Inspectorates through the Criminal Justice Chief Inspectors' Group, and also with Inspectorates involved with work with young people. In addition, through a Probation Inspection and Audit Forum, we work closely with the Audit Commission, the National Audit Office, the Ministry of Justice Internal Audit Division and NOMS HQ.

APPENDIX B

**GOVERNMENT'S POLICY ON
INSPECTION IN THE PUBLIC SERVICE:
JULY 2003**

HMI Probation took note of the Government's ten principles of inspection, published in *Inspecting for Improvement* in July 2003. These place certain broad expectations on inspection providers and on the departments sponsoring them, and as indicated we have also built them into our Code of Practice. We give account of our approach to implementing these ten principles as below:

1. The purpose of improvement. *There should be an explicit concern on the part of inspectors to contribute to the improvement of the service being inspected. This should guide the focus, method, reporting and follow-up of inspection. In framing recommendations, an inspector should recognise good performance and address any failure appropriately. Inspection should aim to generate data and intelligence that enable departments more quickly to calibrate the progress of reform in their sectors and make appropriate adjustments.*

We aim to achieve this, not only by measuring fairly against open criteria, but also by our commitment to behaviour that 'maximises the likelihood' that respondents will come with us on the path to continually improving their performance.

2. A focus on outcomes, which means considering service delivery to the end users of the services rather than concentrating on internal management arrangements.

Our inspection methodology for both Offender Management Inspection (OMI) and Youth Offending Team (YOT) inspections focuses on what has been delivered to the offender or young person (primarily in terms of Quality of Assessment and Planning, Interventions and Initial Outcomes).

3. A user perspective. *Inspection should be delivered with a clear focus on the experience of those for whom the service is provided, as well as on internal management arrangements. Inspection should encourage innovation and diversity and not be solely compliance-based.*

A significant element within our methodology is to interview and listen to the perspective of the offender or young person, and of victims and parents/carers.

4. Proportionate to risk. *Over time, inspectors should modify the extent of future inspection according to the quality of performance by the service provider. For example, good performers should undergo less inspection, so that resources are concentrated on areas of greatest risk.*

We do not support the idea of offering 'inspection holidays' as a way of implementing this principle, but we strongly support the idea of varying intensity of inspection according to identified need. Hence we are conducting reinspections only where an employing body falls significantly short of the required criteria. In the OMI programme we are focusing reinspections solely on *Risk of Harm* work. In the case of YOTs, reinspections focus on the recommendations made from the original inspection.

5. *Inspectors should encourage rigorous **self-assessment** by managers. Inspectors should challenge the outcomes of managers' self-assessments, take them into account in the inspection process, and provide a comparative benchmark.*

We do this partly by asking managers to submit evidence in advance of the inspection, to demonstrate that they have met the required criteria. Furthermore, the criteria and guidance published on our website enable any practitioner or manager to assess their own practice at any time. Finally, in a long-planned development, we have made our *Risk of Harm* inspection module available for self-assessment purposes.

6. *Inspectors should use **impartial evidence**. Evidence, whether quantitative or qualitative, should be validated and credible.*

Evidence has to consist of more than hearsay, and our Guidance provides a framework for decision-making to enable similar evidence to be interpreted consistently, even by different inspection staff in different locations.

7. *Inspectors should disclose the **criteria** they use to form judgements.*

Our inspection criteria are published on our website.

8. *Inspectors should be **open** about their processes, willing to take any complaints seriously, and able to demonstrate a robust quality assurance process.*

Our behaviour is such that we are able to explain at the time the reasoning for the scores we have awarded, and respond to questions to that effect. We have responded to questions, concerns and three formal complaints that have been put to us in the last year. We also take the initiative, through our Quality Assurance Strategy, in actively reviewing aspects of our methodology, so that we can be as confident as possible that our judgements are fair and accurate.

9. Inspection should have regard to *value for money*, their own included:

- *Inspection looks to see that there are arrangements in place to deliver the service efficiently and effectively*
- *Inspection itself should be able to demonstrate it delivers benefits commensurate with its cost, including the cost to those inspected*
- *Inspectorates should ensure that they have the capacity to work together on cross-cutting issues, in the interests of greater cost effectiveness and reducing the burden on those inspected.*

We assess whether the interventions with each offender are proportionate both to cost and to the offender's individual need. We recognise that our methodology is (necessarily) labour intensive, and in March 2005 we published a case study that analyses both the benefits and the costs of an illustrative inspection, including the costs to the inspected body. We not only undertake joint inspections with other Criminal Justice Inspectorates, but we also coordinate our other work to avoid, for example, rapidly successive visits by ourselves and another scrutiny body whenever possible. We cooperate closely with Ofsted and the Audit Commission because of our YOT inspection work, and we also maintain a databank for the Probation Inspection and Audit Forum to coordinate with Audit bodies our visits to probation areas.

10. Inspectors should *continually learn* from experience, in order to become increasingly effective. This can be done by assessing their own impact on the service provider's ability to improve and by sharing best practice with other inspectors.

We seek feedback on our individual interviews with the staff of inspected bodies, which we use to review and renew both our corporate and individual skills and methods. We also take feedback at regional events, and have received corporate feedback on our probation inspections as a whole, collected by the Probation Boards' Association. By these and other means we monitor our own impact on our inspected bodies, and keep our own practice under regular review, both as part of our normal programme, but also in joint work with other Inspectorates.

APPENDIX C

**HMI PROBATION STAFF
AS AT 31 MARCH 2008**

HM Chief Inspector

Andrew Bridges

**HM Assistant
Chief Inspectors**

Liz Calderbank
Julie Fox
Alan MacDonald
Peter Ramell
Kate White

HM Inspectors

Jane Attwood
Steve Blackburn (1)
Helen Boocock
Mark Boothe
Rose Burgess
Helen Cash
Lisa Cox
Sandra Fieldhouse
Krystyna Findley
Jude Holland
Sally Lester
Yvonne McGuckian
Karen McKeown (2)
Ian Menary
Joy Neary
Dan Parks (2)
Tony Rolley
Nigel Scarff
Joseph Simpson
Andy Smith
Les Smith
Glen Suttinwood (1)
Ray Wegrzyn
Steve Woodgate

(1) Seconded from HMIC
(2) Seconded from Ofsted

Practice Assessors

Sarah Ashworth
Stephen Hubbard
Karen Rooney
Ushma Sharma
Jean Stroud
Paula Williams

**Support Services
Programme Manager**

Andy Bonny

Information Team

Kevin Ball (Manager)
Oliver Kenton
Andy Doyle

Inspection Support Team

Lynn Carroll (Manager)
Rob Turner (Team Leader)
Pippa Bennett
Gareth Collins
Anita McGuckin
Liam Murphy
Maura O'Brien
Alex Pentecost
Marie Mikulova

**Resources &
Communications Team**

Zach Rathore
(Publications Manager)
Debbie Hewitt
Charles Luis (Finance Manager)
Ann Hurren
Nick Channell
Paul Cockburn

Associate Proofreaders

Jean Hartington
Rachel Dwyer

Associate Inspectors

Malcolm Bryant
Melva Burton
Paddy Doyle
Sue Fox
Martyn Griffiths
Keith Humphreys
Martin Jolly
Iolo Madoc-Jones
Sarah Mainwaring
Vivienne O'Neale
Eileen O'Sullivan
Ian Simpkins
Dorothy Smith
Rory Worthington

APPENDIX D

**REPORTS OF INSPECTIONS OF
PROBATION AND
YOUTH OFFENDING
WORK PUBLISHED IN 2007–08**

Offender Management Inspection (OMI) Reports	Date Published
Suffolk	May 2007
Northamptonshire	May 2007
Lincolnshire	June 2007
Cambridgeshire	June 2007
Nottinghamshire	July 2007
Derbyshire	September 2007
Leicestershire & Rutland	September 2007
Thames Valley	October 2007
Sussex	October 2007
Avon & Somerset	December 2007
Devon & Cornwall	January 2008
Dorset	January 2008
Kent	February 2008
Hampshire	February 2008

Youth Offending Team (YOT) Inspection Reports	Date Published
North East Lincolnshire	May 2007
Torbay	May 2007
Sunderland	May 2007
Cambridgeshire	May 2007
Greenwich	May 2007
Ealing	June 2007
Bedfordshire	June 2007
Wolverhampton	July 2007
Nottingham City	August 2007
Rhondda Cynon Taff	September 2007
Hertfordshire	October 2007
Hammersmith & Fulham	October 2007
Knowsley	October 2007
Westminster	October 2007
Richmond	October 2007
Lewisham	October 2007
East Sussex	November 2007
Wessex	December 2007
West Berkshire	December 2007
Derbyshire	December 2007
Kirklees	January 2008
Southend	January 2008
Bolton	January 2008
Pembrokeshire	January 2008
Bracknell Forest	January 2008
North Lincolnshire	January 2008
Liverpool	January 2008
Gloucestershire	January 2008
Powys – reinspection	February 2008
Bridgend	March 2008
St Helens	March 2008
Luton	March 2008

Supporting People (SP) Inspection Reports	Date Published
Redcar and Cleveland Borough Council	May 2007
Solihull Metropolitan Borough Council	May 2007
Leeds City Council	May 2007
London Borough of Islington	May 2007
Milton Keynes Council	May 2007
London Borough of Barnet	May 2007
Southend on Sea Borough Council – reinspection	May 2007
Corporation of London	June 2007
Bradford Metropolitan District Council – reinspection	June 2007
Hartlepool Borough Council – reinspection	June 2007
Sandwell Metropolitan Borough Council	July 2007
London Borough of Bexley	July 2007
Wigan Metropolitan Borough Council	July 2007
Salford City Council	July 2007
Worcestershire County Council	September 2007
Walsall Metropolitan Borough Council	September 2007
Liverpool City Council – reinspection	September 2007
Royal Borough of Kensington & Chelsea	October 2007
Tameside Metropolitan Borough Council	October 2007
Newcastle-upon-Tyne City Council	October 2007
Birmingham City Council – reinspection	October 2007
Lincolnshire County Council – reinspection	October 2007

Supporting People (SP) Inspection Reports	Date Published
Leicester City Council	November 2007
London Borough of Bromley	November 2007
Royal Borough of Kingston-upon-Thames	November 2007
Kent County Council	November 2007
Stoke-on-Trent City Council	December 2007
Blackburn with Darwen Borough Council	December 2007
Stockport Metropolitan Borough Council	December 2007
East Sussex County Council	January 2008
Warwickshire County Council – reinspection	February 2008
Sefton Metropolitan Borough Council	March 2008
Westminster City Council	March 2008
London Borough of Camden	March 2008

Effective Supervision Inspection Reports	Date Published
Effective Supervision Inspection of the National Probation Service: Reference report on results across 42 probation areas inspected between 2003 and 2006, including results on diversity issues	October 2007

Risk of Harm Inquiries	Date Published
'Turning Good Intentions into Good Practice': An inquiry into developments in the multi-agency management of Risk of Harm in Gwent	March 2008

Joint Thematic Inspection Reports	Date Published
A Summary of Findings on the Enforcement of Community Penalties from three Joint Area Inspections	April 2007
'Getting Orders Started': A joint inspection assessing the arrangements for starting Community Orders	September 2007
Probation hostels: Control, Help and Change?: A joint inspection of Probation Approved Premises	March 2008

Joint Area Inspection Reports	Date Published
Joint Inspection Report of the West Midlands Criminal Justice Area	May 2007

APPENDIX E

**HMI PROBATION BUDGET
FOR 2007-08**

	Total budget for Year (£)
Staff salaries	2,593,000
Fee paid staff	324,000
Travel and subsistence	504,000
Manchester office accommodation	133,000
Training	45,000
Printing, promotion and development	56,000
Stationery and postage	32,000
IT and telecommunications	60,000
Refreshments/hospitality	8,000
Total expenditure	3,755,000
Income	(270,000)
Net expenditure budget	3,485,000

Anyone who wishes to comment on an inspection, a report or any other matters affecting the Inspectorate, should write to:

HM Chief Inspector of Probation

2nd Floor, Ashley House
2 Monck Street, London SW1P 2BQ

Copies of all inspection reports are available on the HMI Probation website at

<http://inspectrates.justice.gov.uk/hmiprobation/>

A Welsh language version of this Annual Report is also available from this website.

© Crown Copyright
Print ISBN 978-1-84099-157-4

Produced on behalf of HM Inspectorate of Probation. July 2008

Reference: 288215

Dylai unrhyw un sydd am wneud sylwadau am arolygiad, adroddiad neu unrhyw fater arall sy'n effeithio ar yr Arolygiaeth, ysgrifennu at:

HM Chief Inspector of Probation

2nd Floor, Ashley House
2 Monck Street, London SW1P 2BQ

Mae copïau o bob adroddiad arolygu ar gael ar wefan Arolygiaeth Prawf EM yn

<http://inspectrates.justice.gov.uk/hmiprobation/>

Mae fersiwn Gymraeg o'r Adroddiad Blynyddol hwn argael o'r wefan hon hefyd.

© Hawlfraint y Goron

Print ISBN 978-1-84099-157-4