



# HM Inspectorate of Probation News

Independent inspection of probation and youth offending work

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## Opening words

This is the latest issue of HMI Probation's newsletter to those whose work we inspect, and other interested parties, to keep you informed of progress in our inspection work. In addition, in response to some Recently Asked Questions (RAQs?) I want to take this opportunity to comment on the nature of our inspections in general, and of YOT inspections in particular.

### Inspection Programmes

We are making good progress with each of our main inspection programmes, which are each running to schedule.

The programme of *Supporting People* inspections led by the Audit Commission will be complete in March 2008, and apart from about six follow-ups later in 2008 that will also see the end of our contribution to that programme. Later in 2008 the partner inspectorates will complete on time our inspections of all the 157 Youth Offending Teams in England and Wales. Meanwhile the first programme of Offender Management Inspection will have covered all of the 42 Criminal Justice areas by March 2009.

For a combination of reasons, we expect to make a number of changes when introducing the successor programmes – from April 2009 for youth offending work, and from September 2009 for offender management.

Our thematic work continues, but almost all of it is now undertaken jointly with other inspectorates. Our joint reports with HMI Court Administration in 2007 highlighted precisely where delays and errors can occur in getting Orders enforced – and sometimes even getting Orders started in the first place.

More details on all our programmes follow inside. Our Plan for 2007/8 is on our website, as link below.

<http://www.inspectorates.justice.gov.uk/hmiprobation/>

## Inspectorate changes, and joint inspection planning

Following the decision in October 2006 to call off the planned merger of the five CJS inspectorates, there is now a commitment for increased joint working by the five inspectorates supported by an annual joint business plan and a more formalised planning process. We are working closely with the other CJS Inspectorates on these developments. Over 90% of our inspection work in 2007/8 falls within the Joint Inspection Programme. Plans for joint inspection for 2008/9 are now being finalised, and consultation on the joint plan for 2009/10 has already started.

### Comprehensive Area Assessment (CAA)

The Audit Commission is leading a partnership of several Inspectorates, including HMI Probation, to develop a new annual joint inspection programme called CAA with effect from March 2009. There will be annual 'risk assessments' of services to the public provided in an 'area' – hence the findings will mainly focus on the *work* rather than on the *organisations* as such (although there will also continue to be 'Use of Resources' assessments of local authorities and primary care trusts). Findings from our future youth offending inspections will contribute to CAA, and it is possible that findings from our other inspections might also make a contribution. Currently the planning process is continuing, so there is much yet to be decided.

More on CAA is available from the Audit Commission's own website [www.audit-commission.gov.uk](http://www.audit-commission.gov.uk)

### Inspection in the future

There is a strong desire by this Government to reduce "rolling programmes" of inspection so that inspection can be better focused on where it is most needed. We support the idea that inspection should be proportionate and focus on where it adds value in relation to direct service delivery. Therefore, as we plan for the future inspection programmes, we expect to narrow our scope to the aspects of work where direct inspection makes assessments that cannot readily be made by other means.

We examine a representative sample of cases, and we assess the quality of the individualised service provided to each individual under supervision – "doing the right thing with the right person in the right way at the right time" – making dozens of benchmarked qualitative judgements in each case. 'Quality' cannot be measured by statistical performance targets, and although self-assessment can and should play an important role in self-improvement, it cannot currently be said to be a benchmarked measure.

We therefore aim to build on our current approach by reducing the scope of our future youth offending "rolling" inspections to a Core Case Inspection, and focus on the children's safeguarding and the public protection dimension of each case in the sample. Such inspections, necessarily covering every area, would serve as a 'reality check' on whether all reasonable action is being taken to keep to a

minimum the risk of harm to each young person and the Risk of Harm they may pose to others (RoH). We envisage in addition a series of Thematic inspections (not "rolling") to explore the many other important aspects of youth offending work. The Core and the Thematic inspections would together constitute the two tiers of our future youth offending inspection programme.

Such thinking is still at an early stage, and is likely to evolve further through the similarly evolving planning of CAA and of joint CJS inspection in the months ahead. For adult offenders, although some of the core principles about inspection are similar, some of the considerations about applying them are quite different, and the planning for the programme to start in September 2009 will start shortly.

#### **Current YOT inspections (Phase 4)**

Meanwhile, we have found ourselves dealing with a number of questions from local authorities and others about the latest phase (Phase 4) of our current YOT inspection programme.

Some have suggested that it sets a much higher 'bar' than earlier phases, and others have opined that this phase operates on "a deficit model". But this is most definitely not part of our language or of our thinking. The underlying principles of the current YOTI programme have not changed, and Phase 4 is no more than a modest incremental progression from the earlier phases.

I have given more detailed answers to some of the specific questions raised elsewhere, and I would be happy to make them available on request. The main documents concerned are also on our website.

Meanwhile, we do listen to the criticisms we receive, and where we recognise that there are aspects of our work that we need to improve, we aim to include such improvements as we plan for future inspections.

#### **Work on offenders' Risk of Harm to others (RoH)**

Everyone will be aware of our continually returning to the theme of emphasising the need for improvement in the assessment and management of offenders' Risk of Harm to others (RoH). Our criticisms of insufficient practice understandably attract much publicity. But we also always emphasise the need to be clear about what it is possible to achieve with offenders in the community when they are *Not Locked Up but Subject to Rules* (the title of our report in March 2007). Please always refer to what our reports actually say, not just on what others say we said. These can be found on our website (as link above), together with a page about RoH issues generally, from both the adult offender and the youth offending perspective, and a page containing speeches and statements on RoH and other important issues.

#### **"Squeezed capacity" on Probation**

Another topic which has attracted some publicity arose from the Foreword in our last Annual Report. The point I was making was not about a dramatic change over a one-year period but about the cumulative effect of 'small' efficiency savings over a ten-year period.

Resources have indeed increased considerably over the last ten years, but they have increased by considerably less than the increase in the total of what Probation is required to achieve. Efficiency savings year-on-year have now reached their reasonable limit – not only are the prisons full, but Probation is "full" as well. And with no C-NOMIS or

equivalent in the near future, the squeeze on capacity is not just a financial one.

#### **Staffing Changes**

We are very pleased to welcome the following people who have joined our staff group over the last year:

##### As HM Inspectors

Yvonne McGuckian and Les Smith, and Tony Rolley from 3 March 2008

##### As Practice Assessors

Sarah Ashworth, Karen Rooney, Ushma Sharma, Jean Stroud and Paula Williams

##### As members of support service staff

Nick Channell, Gareth Collins, Andy Doyle, Hanna Fayaz and Joe Furniss, and from 3 March 2008, Rob Turner

We are very sorry to bid farewell to:

Ben Clark as HM Inspector, Pam Hill and Nic Molloy as Practice Assessors, and Grace Dickin, Saima Ejaz, Beverley Folkes and Jean Hartington from our support service staff. We are very grateful to these colleagues for their substantial contribution to our work and wish them well for the future.

Our sessional Associate Inspectors have been recruited and trained to the same high standards as our salaried Inspectors, and continue to make a valuable contribution to our inspections.

We look forward to continuing to work with you.

Andrew Bridges  
HM Chief Inspector of Probation

## OFFENDER MANAGEMENT INSPECTIONS

The OMI programme started in May 2006. We are inspecting offender management in all 42 criminal justice areas over a 3 year period, mainly by region. The programme is running to schedule and we have completed inspections in the North West, East of England and East Midlands regions.

We introduced Phase 2 of the programme from July 2007, with an increased focus on the handling of custodial cases. The OMI criteria under Phase 2 are [here](#).

The reports we have published in the last 12 months are:

Merseyside	30/01/07
Essex	13/02/07
Hertfordshire	29/03/07
Norfolk	29/03/07
Suffolk	10/05/07
Northants	31/05/07
Lincolnshire	12/06/07
Cambridgeshire	26/06/07
Nottinghamshire	17/07/07
Derbyshire	04/09/07
Leicestershire & Rutland	18/09/07
Thames Valley	09/10/07
Sussex	30/10/07
Avon & Somerset	11/12/07
Devon & Cornwall	08/01/08
Dorset	15/01/08

The published reports can be found on the OMI reports page of our website [here](#).

We have also completed the inspections of offender management in the Kent, Hampshire, Surrey, and Gloucestershire criminal justice areas, and the reinspection of Cambridgeshire. The reports of these will be published shortly.

A key element of OMI is inspection of the assessment and management of offenders' *Risk of Harm* to others. In this connection, we have developed the *Risk of Harm Inspection Module (RoHIM)*. We will use this for any re-inspection of a probation area which showed a poor result on *Risk of Harm* work. The module is also available as a tool to help self-assessment by practitioners. Material on the RoHIM is available [here](#).

Alongside the main OMI inspections we are also carrying out an additional 11 *Risk of Harm* Probation Area assessments in agreement with NOMS so that an assessment of *Risk of Harm* work in the last 2 years is available for all 42 criminal justice areas by June 2008.

OMI inspections due to take place during January to July 2008 (including RoH area assessments referred to above) are:

Area	w/c
Gloucestershire	28/01/2008
Wiltshire	11/02/2008
London	03/03/2008
S. Wales	07/04/2008
N. Wales	28/04/2008
Dyfed Powys	19/05/2008
W. Midlands	23/06/2008

Risk of Harm Area Assessments	w/c
West Mercia	21/01/2008
Staffordshire	28/01/2008
Warwickshire	04/02/2008
North Yorkshire	18/02/2008
West Yorkshire	31/03/2008
South Yorkshire	28/04/2008
Humberside	28/04/2008
Teesside	19/05/2008
County Durham	16/06/2008
Northumbria	16/06/2008

From Phase 2 of OMI, and following the introduction of offender management arrangements in custody, a joint methodology for the inspection of offender management arrangements in prison, including outcomes for prisoners, has been developed by HMI Probation and HMI Prisons. In this connection HMI Probation is now joining HMI Prisons on some of their inspections to assess the quality of offender management arrangements for prisoners who are within the scope of the National Offender Management model. We hope to publish the first of the joint OMI reports with HMI Prisons, on the South Central and Kent & Sussex prison areas, in April 2008.

## EFFECTIVE SUPERVISION INSPECTION PROGRAMME

On 11 October 2007 we published, for future reference and record purposes, a reference report with aggregate results from HMI Probation's Effective Supervision Inspection programme, which inspected all 42 probation areas over the period 2003-06. The report includes analysis of results by the diversity characteristics of offenders and also examples of good diversity practice identified in the course of the ESI. It is available [here](#).

## SUPPORTING PEOPLE

We continue to work on the "Supporting People" inspection programme which the Audit Commission leads, with participation also from the Commission for Social Care Inspection (CSCI). The inspection programme started in September 2003 and is covering all 150 administering local authorities in England over a 5 year cycle. All English probation areas are experiencing inspections at various points during this programme, which is now nearing completion. The reports published in the last 12 months are overleaf:

Warrington Borough Council	11/01/07
Hampshire County Council	15/02/07
London Borough of Haringey	15/02/07
Northumberland County Council	15/02/07
Stockton-on-Tees Borough Council	15/03/07
Kirklees Metropolitan Council	15/03/07
Bournemouth Borough Council	22/03/07
Norfolk County Council	22/03/07
Redcar and Cleveland Borough Council	10/05/07
Solihull Metropolitan Borough Council	10/05/07
Leeds City Council	10/05/07
London Borough of Islington	10/05/07
Milton Keynes Council	17/05/07
London Borough of Barnet	17/05/07
Southend on Sea Borough Council	31/05/07
Corporation of London	14/06/07
Bradford Metropolitan District Council	28/06/07
Hartlepool Borough Council	28/06/07
Sandwell Metropolitan Borough Council	05/07/07
London Borough of Bexley	12/07/07
Wigan Metropolitan Borough Council	26/07/07
Salford City Council	26/07/07
Worcestershire County Council	06/09/07
Walsall Metropolitan Borough Council	06/09/07
Liverpool City Council	06/09/07
Royal Borough of Kensington & Chelsea	04/10/07
Tameside Metropolitan Borough Council	04/10/07
Newcastle Upon Tyne City Council	11/10/07
Birmingham City Council	25/10/07
Lincolnshire County Council	25/10/07
Leicester City Council	08/11/07
London Borough of Bromley	29/11/07
Royal Borough of Kingston Upon Thames	29/11/07
Kent County Council	29/11/07
Stoke-on-Trent City Council	06/12/07
Blackburn with Darwen Borough Council	13/12/07
Stockport Metropolitan Borough Council	20/12/07

The reports can be found on the Supporting People reports page on our website [here](#).

Remaining inspections due to take place during January to July 2008 are:

Area	w/c
Isles of Scilly	25/02/2008
Rochdale	25/02/2008
Staffordshire	25/02/2008
Derbyshire	31/03/2008
Dorset	31/03/2008
Wandsworth	31/03/2008

## JOINT THEMATIC INSPECTIONS

All of our thematic work is now carried out jointly with other CJ and other inspectorates, mainly in the context of the CJ Joint Inspection Programme.

We have continued to participate with other CJ inspectorates in joint inspections of criminal justice areas, mainly on the "arrest to sentence" part of the process. Joint reports on Cleveland, Devon & Cornwall and West Midlands were published in January, February and June 2007 respectively. These inspections also included additionally an inspection of the enforcement of community penalties, a key element of offender management, which HMI Probation led. We published a summary of results of this inspection of enforcement of community penalties on 4 April 2007, available [here](#).

On 19 September we published, jointly with HM Inspectorate of Court Administration, 'Getting Orders Started: a joint inspection assessing the arrangements for starting Community Orders', the report of an inspection whose aim was to ascertain whether community sentences made by Courts are always, promptly, passed to the relevant probation area and actioned by the latter.

During 2007/08 HMI Probation is also leading inspections with other CJ inspectorates under the CJ Joint Inspection Programme, of:

- Approved premises – report planned to be published in Spring 08
- Electronic monitoring, report due to be published in Summer 08

We are also participating in inspections with other CJ inspectorates on enforcement and a further review of the safeguarding of children, and have contributed to other joint inquiries as required.

We are also working with HMI Prisons on an inspection of indeterminate sentences for public protection (IPP). In 2007/08 the work is led by HMI Prisons and is focusing on cases in custody. In 2008/09 it is planned that the work will be led by HMI Probation and will focus on cases following release.

As well as this work on IPP cases, we also expect that under the CJ Joint Inspection Programme in 2008/09, HMI Probation will lead joint inspections of mentally disordered offenders and of sex offenders.

With the other CJ inspectorates we are starting to consult with interested parties on the Joint Inspection Programme for 2009/10. A conference on this is being held on 20 February 2008.

## INQUIRY INTO THE MANAGEMENT OF HOSTEL RESIDENTS

At the request of the Home Secretary we carried out an inquiry following a *Panorama* programme in November 2006 on cases in certain hostels (approved premises) in Avon & Somerset. Our report "*Not Locked up but Subject to Rules*" was published in March 2007, and is available [here](#)

## YOT INSPECTIONS

The YOT inspection programme is covering all 157 YOTs in England and Wales over the 5 year period from mid-2003. The inspection is undertaken jointly by 8 criminal justice and other inspectorates, led by HMI Probation. The programme is running to schedule and is on course to complete all the inspections by November 2008. We are now well engaged on Phase 4 of the programme which started in March 2007. Under Phase 3 and 4 of the programme, the YOT inspections run alongside and are integrated in England with the Joint Area Reviews of children's services which Ofsted lead.

The inspection process has focused on, among other things, the quality of management of YOTs. Our experience is that there are a number of elements of leadership and management that influence the performance of the YOT. In the annual report for 2006/07 of the YOT inspection programme published in September 2007 (see below), we outlined the common characteristics of the relatively few YOTs we identified as excellent in their management, leadership and partnership arrangements:

### LEADERSHIP

- A Management Board with a high profile within the local authority, and effective integration into other local strategic structures and plans
- Regularly attended meetings (monthly or bi-monthly), with knowledgeable, proactive and committed partners at the appropriate level of seniority, and elected members, who acted together in a problem-solving capacity to resolve local issues
- Clear participation in or links and interest from the Chief Executive to the YOT Management Board
- A performance management culture with regular reports which went beyond the Youth Justice Board targets and key performance indicators, and a strong emphasis on the scrutiny role
- A professional, committed and well respected YOT manager who provided strong leadership

### PARTNERSHIP AND RESOURCES

- Up-to-date service level agreements and protocols which actively guided partnership working
- Well-integrated membership of structures across both the crime and the children's agenda
- YOTs which were well resourced and appropriately staffed by partners with links with parent agencies to enhance professional skills
- Good integration into Multi-Agency Public Protection Arrangements

- A range of funding from different sources for example community regeneration initiatives

### STAFF SUPERVISION, DEVELOPMENT AND TRAINING

- Comprehensive, clear and up-to-date policies, procedures and guidance which were well communicated to staff
- Staff who received a thorough induction, with monthly supervision and annual appraisals linked to the priorities set in the Youth Justice Plan
- A comprehensive training plan linked to the Youth Justice Plan, with a range of opportunities for staff development both internally and for relevant external qualifications and with opportunities in their parent agency too.

Although the above focuses on structures and processes, we look to see if partner organisations are working together to deter children and young people from offending, with effective staff who can enhance the likelihood of positive outcomes being achieved. Rarely is operational performance assessed at a level above that of leadership and management, suggesting that the latter has an impact on the overall performance delivered to children and young people.

The YOT reports published in the last 12 months are listed below:

Kingston upon Thames	19/01/07
Powys	24/01/07
Redbridge	24/01/07
Kensington & Chelsea	24/01/07
Cheshire	24/01/07
Bexley	31/01/07
Birmingham	31/01/07
Lincolnshire	07/03/07
Newcastle	07/03/07
Bromley	07/03/07
Ceredigion	09/03/07
Hartlepool	14/03/07
Harrow	14/03/07
North East Lincolnshire	09/05/07
Torbay	09/05/07
Sunderland	09/05/07
Cambridgeshire	09/05/07
Greenwich	16/05/07
Ealing	06/06/07
Bedfordshire	22/06/07
Wolverhampton	04/07/07
Nottingham City	22/08/07
Rhondda Cynon Taff	12/09/07
Hertfordshire	03/10/07
Hammersmith & Fulham	03/10/07
Knowsley	03/10/07
Westminster	08/10/07
Richmond	31/10/07
Lewisham	31/10/07
East Sussex	10/11/07

Wessex	05/12/07
West Berkshire	10/12/07
Derbyshire	19/12/07
Kirklees	07/01/08
Pembrokeshire	09/01/08
Southend	09/01/08
Bolton	09/01/08
Gloucestershire	30/01/08
North Lincolnshire	30/01/08
Liverpool	30/01/08
Gloucestershire	30/01/08

The reports can be found on the YOTI reports page of our website [here](#).

We have also completed the inspections of the Wandsworth, Bridgend, Vale of Glamorgan, Camden, St Helens, Stockton, Leeds, Luton, Bradford, Bury, Croydon, Leicester City and Kent YOTs, and the reinspections of Powys and Bromley YOTs. The reports of these will be published shortly.

YOT inspections due to take place during January to July 2008 are:

Area	w/c
Darlington	11/02/2008
Southwark	18/02/2008
Shropshire & Telford and Wrekin	18/02/2008
South Tees	25/02/2008
Solihull	25/02/2008
Surrey	03/03/2008
Blackpool Reinspection	31/03/2008
Gwynedd & Ynys Môn	31/03/2008
South Gloucestershire	07/04/2008
Cornwall	14/04/2008
Waltham Forest	14/04/2008
Bath & North East Somerset	21/04/2008
Nottinghamshire	21/04/2008
Sutton	19/05/2008
Warwickshire	02/06/2008
East Riding of Yorkshire	02/06/2008
Tameside	09/06/2008
Norfolk	09/06/2008
North East Lincolnshire Reinspection	16/06/2008
Essex	30/06/2008
Dorset	30/06/2008
Reading	07/07/2008
South Tyneside	21/07/2008
Wokingham	21/07/2008
Blackburn	28/07/2008
Oldham	28/07/2008

## ANNUAL REPORTS

Our general annual report for 2006/07 was published on 10 July 2007 (available [here](#)). We held a launch event in London. We were very pleased that David Hanson, the Minister of State, was able to attend and speak at the occasion, and we were very glad to welcome a number of colleagues from organisations with whom we work.

The annual report for 2006/07 for the Joint Youth Offending Team Inspection Programme was published on 25 September 2007 (available [here](#)). We held a launch event in Manchester, for which David Hanson kindly provided a statement (the event clashed with the Labour Party Conference). We were also very pleased to welcome a number of colleagues from YOTs and other youth justice agencies.

## DIVERSITY

During the last 12 months 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 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 previously been underrepresented, although the shadowing scheme has been 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 inspection staff and a day on inspection field work shadowing an inspector. The scheme – which has been very well received – was first run in 2006. It was repeated early in 2007 and arrangements are underway to run it again in the first part of 2008.

We consider that it is important to identify examples of good practice which we find in our inspections, particularly in respects of diversity. We have therefore identified examples of good practice on diversity for both the ESI and YOTI Phase 2 programmes. These are on our website and are available [here](#).

The good practice examples for ESI are also set out in the reference report on aggregate results from the ESI referred to above [here](#). This report also includes analysis of key results from the ESI by diversity characteristics, which indicates where further work by the Probation Service is still needed. We will similarly analyse, by diversity characteristics, the results from our other main inspection programmes.

In order to fulfil our statutory obligations we have produced a Welsh Language Scheme which has been approved by the Welsh Language Board. This is available in Welsh ([here](#)) and in English ([here](#)).

We have carried out diversity impact assessments for the main processes in our OMI and YOTI inspections. The results are on our website [here](#).

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