



Her Majesty's
**Inspectorate
of Probation**

2005/2006 Annual Report

Independent
inspection of
the National
Probation
Service
and Youth
Offending
Teams





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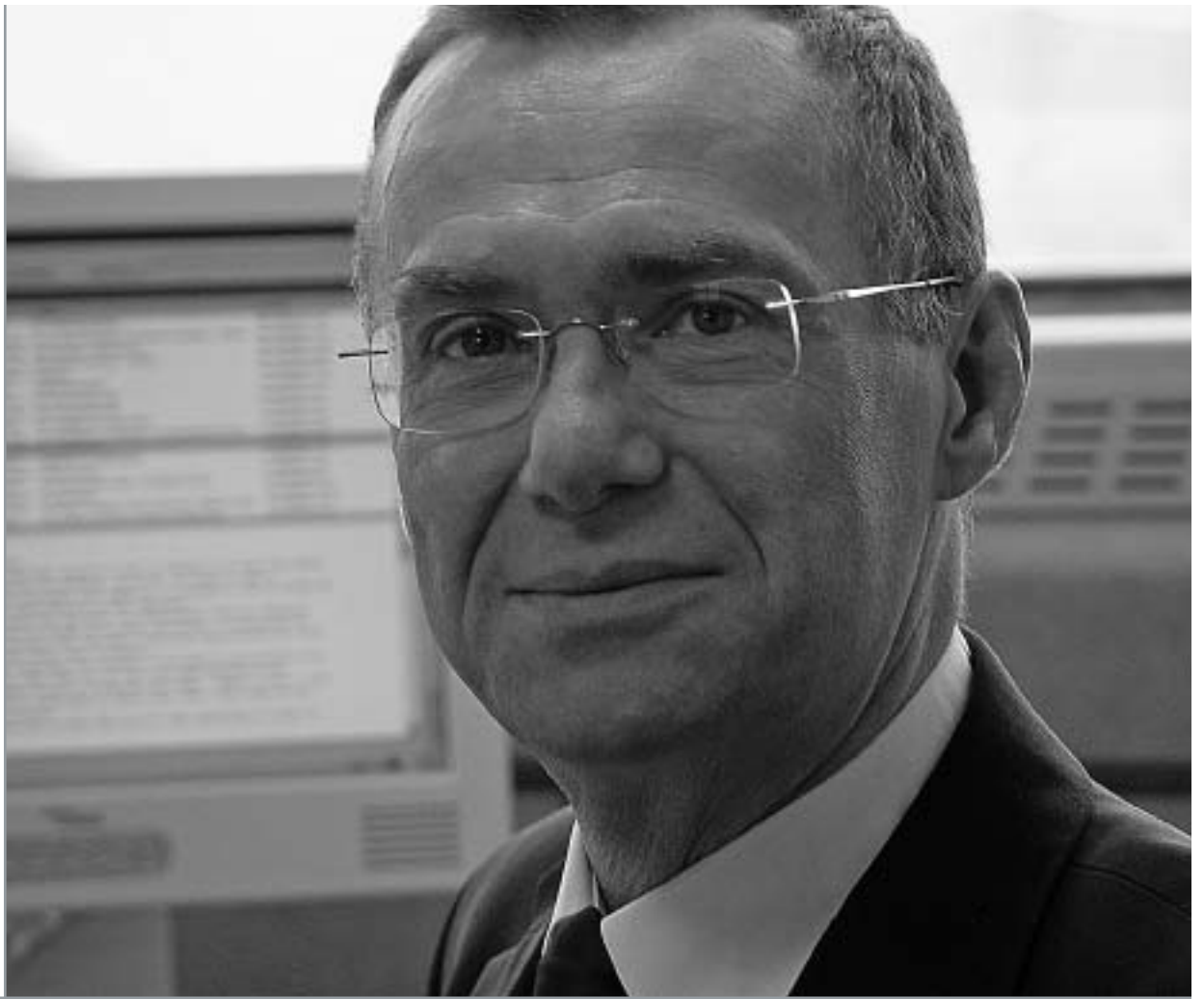
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SUMMARY

1. During 2005/2006 HMI Probation:
 - carried out inspections of the last 13 probation areas under our three year Effective Supervision Inspection programme, completing the whole programme to schedule
 - carried out 31 inspections of Youth Offending Teams (YOTs) under the five year joint inspection programme which we lead
 - contributed to 39 inspections under the Supporting People inspection programme led by the Audit Commission
 - carried out three Independent Reviews of Serious Further Offence cases, which attracted considerable publicity
 - completed and published thematic inspection reports on probation service work on offender accommodation and on offender assessment; and completed two further thematic inspections on Enhanced Community Punishment/Unpaid Work, and on Work with Substance Misusing Offenders
 - on joint inspections, published an inspection report on sex offenders, led a wider joint inspection on public protection, and worked with other inspectorates on joint inspections of criminal case management in six criminal justice areas. We also published a report on the role of YOTs in safeguarding children
 - in association with HMI Prisons, designed and developed the new Offender Management Inspection (OMI) programme to inspect the management of offenders from the start to the end of their custodial or community sentences under the auspices of the National Offender Management Service (NOMS). The new inspection programme has started in May 2006.
2. There is a continuing need for improvement in the assessment and management of offenders' Risk of Harm to others, both by probation areas and YOTs. For example, in less than two-thirds of cases inspected is a high enough quality risk of harm assessment carried out at the start of supervision. We are giving increasing emphasis to *Risk of Harm* work in our inspections in view of its importance.
3. HMI Probation supports the plans for the new single Inspectorate for Justice, Community Safety and Custody, and is working with others on the transition arrangements, while continuing to follow through commitments to existing inspection programmes. For the future, we consider that the new inspectorate should focus not on specific agencies but on whole criminal justice processes such as criminal case management and offender management that lead to desired outcomes.
4. In his Foreword, Andrew Bridges, the Chief Inspector of Probation comments on the 'long haul' required to achieve major performance improvement in the Criminal Justice System, and the contribution that HMI Probation's inspection methodology can make to this. He also comments that the public have a right to expect that Probation and YOT staff will do their job properly, and says that HMI Probation will continue to report rigorously, fairly and transparently on behalf of the taxpaying public. However he suggests that the public, politicians and media should support organisations that are doing an important job and generally making a major contribution to public protection.



Foreword

By Andrew Bridges, HM Chief Inspector of Probation

STILL A LONG HAUL:

IMPROVING EFFECTIVENESS IN THE CRIMINAL JUSTICE SYSTEM

1. I am very proud indeed to present again our annual report on the work of HM Inspectorate of Probation (HMI Probation) on behalf of everyone who has worked so hard throughout the year towards achieving our stated aim of "Helping to Improve Effectiveness in the Criminal Justice System (CJS)"¹.
2. This Inspectorate is set to disappear as a separate entity in the foreseeable future, in a development we support (see below), but in this Foreword we still have things to say about our role and purpose within the Criminal Justice System as a whole.
3. We are fifty salaried staff, plus a panel of a dozen or so sessional colleagues. We cost a fraction of one percent of the total cost of the National Probation Service (NPS) and all the Youth Offending Teams (YOTs) of England and Wales. But we have an important message about both the NPS and YOTs, and our work with them, at this time when their own work is increasingly under challenge:

Both the National Probation Service and the YOTs of England & Wales deal with the reality of Crime and Risk every day, working to protect the public and reduce crime through effective management of offenders

Offenders must take full responsibility for the crimes they commit but the public has every right to expect that Probation and YOT staff will do their job properly

HMI Probation measures their work against clear expectations on behalf of the public. When the relevant authorities fail to meet those expectations we shall be uncompromising in saying so, but we also believe that the public, politicians and the media should support organisations that are doing an important job and generally making a major contribution to public protection.

4. We are now actively working towards a major change in the inspection arrangements in the Criminal Justice System (CJS) as a whole, which is developing over the next two years alongside parallel developments in the inspections of other public services too. If the legislation is passed in its present form there will be a single Inspectorate for Justice, Community Safety and Custody, alongside three other future redesigned Inspectorates that will thereby together cover all the major public services. We support this development.
5. Our job therefore is to help this transition to take place, which should benefit the CJS as a whole in the long term, while continuing to follow through our commitments to all our

¹ For more on our aims, please refer to our Plan for 2006/2007 on our website: <http://inspectorates.homeoffice.gov.uk/hmiprobation/>

“Offenders must take full responsibility for the crimes they commit but the public has every right to expect that Probation and YOT staff will do their job properly.”

existing inspection programmes, especially the new Offender Management Inspection (OMI) programme, that started in May 2006.

6. In last year's Foreword I took as my theme 'The Long Haul'. Taking an overview of all the developments with NOMS, Youth Justice, joining up Criminal Justice, and developing public sector inspection, I argued that achieving major strategic change linked with major performance improvement required a 'long haul' approach. This Inspectorate supports the direction of travel of current policy, and I outlined last year how we can make a distinctive contribution to helping to make it work. In brief, our inspection methodology can help the service delivery organisations to undertake the long haul of achieving steady year-on-year incremental performance improvement.

7. If there is little change to report on our position in that respect since last year, two other points in contrast have seen radical developments. Last year I commented in passing that our reports did not generally attract much publicity, and a little further on I commented that one recurring area where improvement continued to be needed is the assessment and management of offenders' Risk of Harm to others.

8. Since then we have produced three high-profile reports, each a review of a case where a Serious Further Offence had been committed by a current offender being supervised in the community by either the Probation Service or a Youth Offending Team. All three reviews attracted considerable publicity, and it is more than likely that we will undertake others in the future. We have also raised with the National Probation Directorate the need for improvement in *Risk of Harm* work, and we are working with them on their Action Plan aimed at addressing this need.

9. It may appear to some that we are pushing *Risk of Harm* work so much to the forefront that we are losing interest in the other aspects of effective supervision of offenders. I will

“When the relevant authorities fail to meet those expectations we shall be uncompromising in saying so, but we also believe that the public, politicians and the media should support organisations that are doing an important job and generally making a major contribution to public protection.”

take this opportunity simply to clarify emphatically that this is not the case, but our aim is to 're-balance' the management of offenders.

10. Although everyone agreed in principle how important *Risk of Harm* work was, in practice this work often gained less attention than it should. This may have been partly because it did not at first have a quantitative performance measure. *Risk of Harm* work can only be measured qualitatively, and our aim is to help both NOMS and the Youth Justice Board to establish the right regime of self-assessment and inspection that can take forward performance improvement in this vital area of work.

11. In the meantime, our reports are finding that, in broad brush terms, areas are managing *Risk of Harm* sufficiently well about two-thirds of the time, with of course variations between area. Although it will inevitably be a 'long haul' in itself to achieve the necessary improvement because of the nature of the work, it is vital for public confidence that such a major improvement is achieved.

12. On our part, this independent Inspectorate will continue to report rigorously, fairly and transparently on behalf of the taxpaying public. We have organised ourselves so that we have reviewed and designed our methodologies and programmes ready for a very different future – and will keep them under review as circumstances continue to develop. We have the right staff, with the right skills, both for the currently scheduled inspections and for future inspections as part of a wider organisation. Overall we are ready for the transition to making a successful contribution to that future world.

Andrew Bridges
HM Chief Inspector of Probation

1



The HMI Probation Year

Overview

1.1 During the year 2005/2006 we made good progress, to schedule, with our three regular inspection programmes:

- we completed all the fieldwork on the Effective Supervision Inspection (ESI) programme, under which we have inspected all 42 Probation Areas over a three year period from mid-2003 (more information is in Chapter 2). In 2005/2006 we completed fieldwork in the remaining 13 Areas, and also carried out five full or limited follow-up inspections
- the joint inspection, with eight other Inspectorates or regulatory bodies, of Youth Offending Teams (YOTs), under which we are inspecting all 155 YOTs over a five year period from autumn 2003 (more information is in Chapter 4 and the separate annual report on the YOT inspection programme to be published in September 2006). In the last year we completed fieldwork on 31 YOT inspections and three follow-up inspections, and developed the inspection methodology to complement the Joint Area Reviews of Children's Services
- our contribution to the Supporting People (SP) inspection, led by the Audit Commission, of each relevant local authority in England (more information is in Chapter 7). We contributed to a total of 39 inspections in 2005/2006.

1.2 In addition we published as planned a thematic inspection undertaken as an integrated element within the ESI Programme – on Offender Accommodation – and at the end of the year were writing up two further 'ESI thematics', on Enhanced Community Punishment/Unpaid Work, and on Work with Substance Misusing Offenders. We also published a short focused inspection on the Offender Assessment System (OASys), and undertook a short inspection of Junior Attendance Centres. On joint inspections, we published the report of a joint inspection on sex offenders which we led, and led a wider joint inspection of public protection, due to report in the summer of 2006. We also worked with other inspectorates on joint inspections of criminal case management in six criminal justice areas, and participated in the publication of joint reports on community penalty enforcement and on children's safeguards.

1.3 A further significant development in 2005/2006 was our work on three independent reviews of Serious Further Offence cases – Peter Williams; Damien Hanson and Elliot White;

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and Anthony Rice – each of which attracted considerable publicity. (More information on these reviews is in Chapter 8.)

1.4 The following table summarises the number of inspections carried out (i.e. the fieldwork completed), and the number of inspection reports published, in 2005/2006. (There is inevitably some time lag between the date of fieldwork and the date of publication.)

	Inspections ⁽¹⁾ carried out	Inspection reports ⁽¹⁾ published
Inspections by HMI Probation as a single Inspectorate	24	25
Joint inspections between HMI Probation and other inspectorates	80	74
⁽¹⁾ including follow-up reports where relevant		

Details of reports published are shown in Appendix D.

1.5 We also issued separate Inspection Findings on the aggregate results for the first 29 Probation Areas inspected in the ESI (see Chapter 2 for more details).

New CJS Inspection Arrangements

1.6 During the year work was taken forward for the establishment, from April 2007, of a new single inspectorate covering criminal justice issues, to replace the existing five criminal justice inspectorates – HM Inspectorate of Probation, HM Inspectorate of Prisons, HM Inspectorate of Constabulary (HMIC), HM Inspectorate of Courts Administration (HMICA) and HM Crown Prosecution Service Inspectorate. The work was led and co-ordinated by the Office for Criminal Justice Reform (OCJR), and included the drawing up of legislation – now before Parliament at the time of preparing this annual report – to establish the new single

“we have argued that future inspection in the CJS should focus not on individual agencies but on whole CJS processes that lead to desired outcomes: two of the most important of such processes are Criminal Case Management (managing defendants from arrest to sentence) and Offender Management (managing offenders from the start to the end of their sentence).”

inspectorate. The establishment of this single inspectorate – to be named the Justice, Community Safety and Custody Inspectorate – forms part of a wider intended reform and merger of public sector inspectorates as a result of which there will be just four main inspectorates, the other three covering children and learning, adult healthcare, and local services.

1.7 We support the establishment of the new single inspectorate, and during the year have contributed to the work to establish it, and particularly to the development of the legislation. Our input to this work has reflected our views on plans for future inspection which we set out earlier in papers we published in March 2005 – *Inspecting the Criminal Justice System: Starting from First Principles*² and *Assessing the Cost and Benefits of Inspection: a Case Study*³ – in the context of the Government's consultation paper on future inspection arrangements. In line with this we have argued that:

- the new inspectorate should be designed from first principles rather than as a merger of the existing work of the five individual inspectorates
- future inspection in the CJS should focus not on individual agencies but on *whole CJS processes that lead to desired outcomes*: two of the most important of such processes are *Criminal Case Management* (managing defendants from arrest to sentence) and *Offender Management* (managing offenders from the start to the end of their sentence)
- there is a distinction between the primary purposes of the CJS (such as Bringing Defendants to Justice, or Reducing Reoffending) and essential pre-requisites (such as treating prisoners in custody humanely). The humane treatment of prisoners in custody needs to be the subject of a special inspection category of its own.

Staffing

1.8 We had a considerable number of staffing changes during the year, with 13 staff joining and 13 leaving. This number partly reflected the turnover of staff seconded to HMI

² See HMI Probation website

³ See HMI Probation website

Probation for a defined period by Probation Areas and by other inspectorates, and partly some changes within our support service group.

1.9 A further development during the last year has been the establishment of a Panel of Fee Paid 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.

1.10 HMI Probation is already diverse both in skills and background, and we are committed to maintaining 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.

1.11 Our staff group at 31 March 2006 – including the Fee Paid Panel – is shown in Appendix C.

Diversity

1.12 We are fully committed to diversity in all aspects of our work, including within our own employment practices and organisational processes. We will continue to make sure 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 the staffing of each of our inspections (staff from the local area as well as from HMI Probation). For 2005/2006 overall, we introduced revised diversity monitoring arrangements, to cover a wider range of diversity characteristics, including sexuality and age. This information shows that, of those* staffing our inspections in 2005/2006 (local assessors as well as HMI Probation staff):

- 60% were female
- 6% were from a minority ethnic group
- 6% had a disability within the meaning of the Disability Discrimination Act 1995
- 4% were lesbian, gay or bisexual
- 21% were aged under 35, while 62% were aged 45 or over

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

1.13 We see it as important that all our staff group are fully aware of diversity issues and kept up to date with current developments. To this end we organised diversity training events for all of our staff during the course of the year.

1.14 We also see it as very important to examine diversity issues in our main inspection programmes. During the year we published analyses of aggregate data from the ESI by ethnicity, gender, age and disability, to facilitate consideration as to whether the quality of supervision varies according to these factors. Results were published in the Inspection Findings on ESI and are described in Chapter 2. We will continue to produce these analyses and consider the implications of the results with colleagues in the National Probation Directorate (NPD) and NOMS HQ. Similarly, we have built into the Offender Management Inspection (OMI) key criteria to identify whether or not offenders are being treated proportionately at each step in the processes we inspect, irrespective of their diversity characteristics.

Criminal Records Bureau checks

1.15 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 Criminal Records Bureau (CRB) check, and we have made 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 would have in inspecting a YOT, that all the relevant YOT staff would be CRB checked.

Advising and Liaising

1.16 HMI Probation's managers continue to offer advice to Ministers on the performance of the NPS and YOTs, and to liaise with a wide range of Home Office officials at all levels on Probation and Youth Offending matters. Regular meetings were also held during the year both with the NPD and with NOMS HQ as the latter developed. During the year we provided advice in particular on *Risk of Harm* work, following our raising of the issue in last year's annual report and NPD's establishment of an Action Plan (see Chapter 8).

“.... we have built into the Offender Management Inspection key criteria to identify whether or not offenders are being treated proportionately at each step in the processes we inspect, irrespective of their diversity characteristics.”

1.17 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 Home Office Audit and Assurance Unit and the NPD 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 activity on the NPS. With this aim in mind, we have developed a comprehensive database of inspection and audit work in hand by Forum members.

1.18 During the year, we continued our involvement in international activity to promote effective probation work. John Hutchings and Sally Lester each worked for a period of several weeks as short term experts on an EU 'twinning' project to establish a probation service in Turkey, and Kate White worked on a similar project in Bulgaria. We also continued our participation and involvement with the European Probation Conference (the CEP). Andrew Bridges attended a conference in Prague on employment issues, and John Hutchings attended a conference in Lillehammer in Norway on community sanctions.

1.19 During the course of the year, Andrew Bridges as Chief Inspector visited 18 Probation Areas in order to meet staff and discuss current issues. He also opened the new Probation Office in Portsmouth in November 2005.

1.20 We have considered the requirements of the Welsh Language Act on HMI Probation, and are preparing a Welsh Language Scheme for approval by the Welsh Language Board.

External communications

1.21 During the year our website was redeveloped as part of a general redevelopment of the Home Office website. As a result of this change our website is now part of a distinct "inspectorates" portal linked to the main Home Office site, rather than part of the core Home Office site as before. This change is helpful in emphasising our independence, and also in preparation for the move to a single inspectorate as described in paragraphs 1.6 and 1.7. We have also taken the opportunity of the redevelopment to improve the structure and organisation of our website. One of the enhancements will be to include a page on our site on Welsh language matters, in line with our Welsh Language Scheme (as referred to in the previous paragraph).



1.22 During 2005/2006 we have also continued to issue regular newsletters to Probation Areas, YOTs, NPD, NOMS HQ and other Home Office staff, and others with whom we work, to keep them informed of progress in our inspection programmes.

Dedication of Conference Suite to Sir Graham Smith

1.23 In last year's annual report we noted with regret the closure of the conference room in Ashley House (which houses our London office) which had been dedicated to Sir Graham Smith, our former Chief Inspector who died in 2002; but we welcomed the plans to dedicate the conference suite in the new Home Office building in 2 Marsham Street to Graham. Arrangements for this dedication were delayed somewhat within the Home Office, but have now been made, including the installation of signage and a plaque. We believe this will be a fitting memorial to Graham's significant contribution to the work of the probation service.

Joint Inspections in the Criminal Justice System

1.24 An increasingly high priority is being given to joint inspection work. As indicated, during the last year there has been significant joint work between criminal justice inspectorates on the sex offender and public protection thematics and on joint inspections of criminal justice areas. Also, of HMI Probation's three regular inspection programmes, two – the YOT, and the Supporting People, programmes – are joint; and from 2006/2007 all three are joint, since the Offender Management Inspection (OMI – see Chapter 3) will effectively be a joint inspection led by HMI Probation.

Statement of Purpose and Code of Practice

1.25 We consider it important to have a clear and publicly available Statement of Purpose and Code of Practice. These were updated somewhat during the course of the year. The current Statement and Code are at Appendix A. Both these documents are available on our website.



Complaints Procedure

1.26 We remain firmly committed to ensuring that our inspection processes are carried out with integrity in a professional, impartial and courteous manner, 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 contest some aspect of the inspection or to register a complaint.

1.27 No formal complaints under these arrangements were received during 2005/2006. On a few occasions certain concerns were expressed by Probation Area or YOT representatives during the inspection process. We took these expressions of concern seriously by responding constructively, and – in consultation with those involved – sought to learn appropriately from them.

Planning Inspection Work and Use of Resources

1.28 We produced our Plan for 2005/2006 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 2006 we would have:

- (i) completed our schedule of inspections, including a number of Joint CJS inspections, on time, to budget and to a good standard (including a major overhaul of our YOT inspection methodology and schedule), and
- (ii) in close association with HMI Prisons, devised an inspection methodology and programme for Offender Management Inspection, ready to deliver a first inspection in May 2006.

In doing so, we would have both maintained and developed our continuing long-term contribution to improving effective work with offenders and young people.

1.29 In order to monitor clearly how our resources are used to achieve our plans we created a 'budget' of deployable 'inspection hours'. For 2005/2006 this totalled 39,000 hours, and at the start of the year we allocated hours to each of the inspection programmes and set these out in the Plan and in last year's annual report:

“We are pleased to have carried out successfully our planned work for 2005/2006, and that we have maintained our focus on delivering inspections under challenging circumstances.”

YOT inspections	16,000
ESI (core area inspections)	10,000
ESI (thematic element)	2,750
Other single agency thematic inspections	1,000
CJS joint inspections	3,000
'Supporting People' inspections	3,000
Northern Ireland, Isle of Man and Channel Island inspections	750
QA of HMI Probation methodology	500
Investigations and other contingencies	2,000
Total	39,000

In reviewing the position at the end of the year, we conclude that we have met both (i) and (ii) in paragraph 1.28 above. On (i) we have carried out inspections generally as planned. Compared to our original plans, usage of 'inspection hours' on our main inspection programmes was broadly as planned, though a little less. However this was offset by a larger than planned use of resources on work to prepare for the OMI programme and to develop Phase 3 of the YOT programme. We have met (ii) fully through the work described in paragraph 1.7.

1.30 We are pleased to have carried out successfully our planned work for 2005/2006, and that we have maintained our focus on delivering inspections under challenging circumstances.

2



Probation Area Inspections

Overview

2.1 The year has seen the successful completion of the Effective Supervision Inspection (ESI) programme with a further 13 inspections carried out, including the major inspection of the London Probation Area. We have also inspected Avon & Somerset, Bedfordshire, Cambridgeshire, Devon & Cornwall, Dorset, Humberside, Northamptonshire, Surrey, Sussex, Thames Valley, Warwickshire, and West Mercia. Full or limited follow-up inspections have taken place in Cumbria, Gloucestershire, Staffordshire, West Midlands and West Yorkshire. An adapted ESI methodology has been used to inspect the Jersey Probation and After-Care Service and in a follow-up inspection of the Isle of Man Probation Service.

The ESI Programme

2.2 ESI involved all 42 Probation Areas comprising the National Probation Service for England and Wales (NPS) being inspected over a three year cycle, with areas of similar characteristics (in terms of size and population density) visited in the same year to facilitate comparisons in performance. This enabled us to identify and promote effective work with offenders and disseminate information about good practice.

2.3 Areas were assessed on how well they had met defined inspection criteria focusing on the:

- overall management of the area
- quality of the assessments carried out with offenders
- quality of the interventions carried out with offenders, including compliance with national standards
- initial results of the interventions, both in relation to criminogenic factors (for example employment, accommodation, substance misuse etc), and also whether there had been any reduction in the risk of harm and the likelihood of reoffending.

2.4 Each inspection took place over two weeks, about three or four weeks apart, and focused on the Area's work with 100 offenders (more in the largest metropolitan areas) who had been under supervision for approximately nine/ten months, and 20 or more of whom were registered as high risk of harm to others. The cases came from most categories of orders and licences and the primary source of information was a study of the file and an in-depth interview with the offender manager. In 2005/2006 as in previous years we owed a considerable debt of gratitude to our administrative staff in Manchester who played a key role in identifying the cases to be inspected and then worked closely with probation areas to

draw up a complicated timetable spread across several locations for the offender manager interviews to take place.

2.5 The programme was implemented broadly consistently in all the areas inspected and the next paragraphs largely repeat information given in previous years' annual reports and indeed in the individual area inspection reports themselves. During the first week of the inspection we examined the case-file, carried out the interview with the offender manager and, where possible, interviewed the offender and any other people significantly involved in the supervision (e.g. accredited programme tutors, hostel key-workers, police in high risk of harm cases, unpaid work supervisors, and staff of other organisations involved in providing a service to offenders in relation to drugs, alcohol, employment, etc).

2.6 Inspection of about a third of the cases in the sample was carried out by experienced staff of the area being inspected. This provided a positive experience for both the area and the staff directly involved and we think that it increased ownership of the findings. The training and briefing of these area assessors was handled by a dedicated group from HMI Probation. There is ample evidence that the assessors have both benefited from the inspection and subsequently been of continuing usefulness to their areas in contributing to the improvement of practice.

2.7 The second week of the inspection involved meetings with senior and middle managers and Probation Board members to cover issues around the management of the probation area concerned, and provide some feedback from the first week of the inspection. We also talked with the police and other MAPPA partners in relation to the area's supervision of high risk of harm cases and with representatives of other organisations assisting the area with the supervision of offenders, for example in relation to accommodation, employment or drug and alcohol misuse.

2.8 Assessment of the Quality of Management criteria (section A of each ESI report) was based on written evidence and discussions with Board members, managers and partner organisations. A descriptive score was assigned to each of these criteria. Scoring of the Assessment, Interventions and most of the Initial Outcomes criteria (sections B, C and D of

“The year has seen the successful completion of the Effective Supervision Inspection (ESI) programme with a further 13 inspections carried out, including the major inspection of the London Probation Area.”

the report) was based on the inspection of work with the offenders in the case sample. A numerical score was calculated for each of these criteria.

2.9 Each inspection concluded with a published report with recommendations and we then required areas to produce an action plan within 12 weeks stating how these would be implemented. We also expect the NPD to monitor that implementation is being achieved. In some areas we have undertaken further follow-up inspection work ourselves where particular issues of concern have been discovered. A small number of the areas inspected during 2005/2006 will be subject to follow-up inspections in this way but in others further inspection work to assess improvement will form part of the new OMI programme.

2.10 Over the three year period of the ESI programme we have looked at the NPS's work with about 4,500 cases. In consultation with the Home Office Research, Development and Statistics Directorate we have arranged to follow through cases in the sample to the two year reconviction point. This will give a longer-term picture of the effectiveness of both individual areas and of the NPS as a whole.

2.11 Each ESI also included an additional thematic element which, in due course, led to the publication of a separate report describing the work of several probation areas. During 2005/2006 two such thematic inspections were completed, the first on Enhanced Community Punishment/Unpaid Work, the second on the probation service's work with substance misusing offenders. A summary of the provisional thematic findings in relation to the area was included at the end of each published ESI report. (More information on the thematic elements is in Chapter 5.)

2.12 The cases considered in the main ESI inspection of an area excluded those transferred in from another area. However following a general recommendation in our inspection of the movement of offender cases between areas (published in September 2004) that transferred cases should not be excluded from regular monitoring, in the latter part of the ESI we have also assessed in each area the quality of work in a small separate sample of transferred cases, for comparison with the quality of work in the main sample of cases which have not transferred. We plan to publish the results in the summer of 2006.

“Each inspection concluded with a published report with recommendations and we then required areas to produce an action plan within 12 weeks stating how these would be implemented.”

“we have again been impressed by people wanting to learn from the inspection findings and where required make improvements to their work.”

2.13 Responses to the ESI programme from probation managers and staff have continued to be broadly favourable in most cases with many individual offender managers interviewed seeming to welcome the opportunity to talk about the cases they have supervised and get feedback. As in previous years we have again been impressed by people wanting to learn from the inspection findings and where required make improvements to their work. The follow-up inspections completed during the year have also mostly shown evidence of positive change in area performance, sometimes to a considerable extent, as in West Yorkshire. However, where improvement has been more limited it will continue to be important for attention to good practice to be sustained, to avoid slipping back to previous levels of poor performance.

The follow-up inspections completed during the year have also mostly shown evidence of positive change in area performance, sometimes to a considerable extent...”

Results from ESI

2.14 The descriptor scores for the Quality of Management section of the reports completed in 2005/2006 have been:

	Very well met	Well met	Satisfactorily met	Partly met	Not met
Leadership and planning		Avon & Somerset Humberside Sussex Warwickshire	Cambridgeshire Devon & Cornwall Dorset Surrey Jersey	Bedfordshire London Northamptonshire Thames Valley West Mercia	
Resource allocation	Devon & Cornwall	Surrey	Avon & Somerset Dorset Humberside Sussex Warwickshire	Bedfordshire Cambridgeshire London Northamptonshire Thames Valley West Mercia Jersey	
Management and supervision of staff			Avon & Somerset Devon & Cornwall Dorset Surrey Sussex Warwickshire	Humberside London Northamptonshire Thames Valley West Mercia Jersey	Bedfordshire Cambridgeshire
Partnership/contracting out		Dorset Sussex Thames Valley Warwickshire	Avon & Somerset Bedfordshire Devon & Cornwall Humberside Northamptonshire Surrey West Mercia Jersey	Cambridgeshire London	
Effective communication with sentencers	Cambridgeshire Devon & Cornwall	Northamptonshire Surrey Sussex Thames Valley Warwickshire West Mercia	Avon & Somerset Humberside Jersey	Bedfordshire Dorset London	

2.15 Numerical scores for the Quality of Assessments, Interventions and Initial Outcomes have been:

	Section B (assessment)	Section C (interventions)	Section D (initial outcomes)	Overall score for sections B–D
London	48	66	63	60
Large size, lower density areas				
Avon & Somerset	62	77	77	73
Devon & Cornwall	67	76	74	73
Humberside	73	77	77	76
Sussex	65	79	73	73
Thames Valley	53	65	59	60
West Mercia	69	76	74	73
Small size higher density areas				
Bedfordshire	55	75	66	67
Cambridgeshire	48	62	62	58
Dorset	62	75	75	71
Northamptonshire	53	74	69	66
Surrey	70	80	79	77
Warwickshire	60	74	71	69
Jersey	71	78	75	75

2.16 Particular strengths and areas for improvement for the areas inspected in 2005/2006 have very much repeated those recorded for previous years. Areas tended to score well on:

- managing attendance and enforcement. This included arranging appointments or work sessions to at least minimum national standards and to risk of harm considerations; taking

“Areas tended to score well on: managing attendance and enforcement; and on sensitivity to race equality and other diversity issues – including literacy, dyslexia, gender and disability – though there was room for further improvement.”

appropriate action to ensure compliance; making appropriate judgements about the acceptability of absences; and taking breach or recall action within the required timescale

- sensitivity to race equality and other diversity issues – including literacy, dyslexia, gender and disability – though there was room for further improvement.

2.17 They did less well on:

- assessment of the risk of harm to others, a consistently low scoring area of practice, and some aspects of the management of risk of harm. This included completing a satisfactory risk assessment at the start of supervision and reviewing the assessment in line with the national standard timescale; planned interventions closely fitting the assessed risk of harm; and higher and middle managers sharing in the assessment of high risk of harm cases
- the management of the work with the offender more generally. This included supervision plans and their reviews meeting the content and timing requirements of national standards and their identifying appropriate interventions to address offending behaviour and community reintegration.

2.18 As well as results for individual areas we have also published results for ESI inspections across a number of areas, reflecting the fact that ESI is an inspection of the NPS. These have included giving particular information about race equality and wider diversity issues. It is usually impractical to give such details in a report on a single area, where for example the number of minority ethnic offenders may typically be very small.

2.19 We published aggregate results for the 29 areas inspected in 2003/2004 and 2004/2005 – ie the first two years of the ESI – in November 2005. These related to a total sample of about 3,100 offender cases across the 29 areas. Results were considered for about 30 key questions from the defined set used in the scrutiny of cases. For each question, the main assessment was whether the work in that case was 'excellent' or 'sufficient' ('above the line'), or whether it was 'not sufficient' or 'poor'. The main results are given below.

- For about three-quarters of key questions, 60% or more of all of the cases sampled were rated 'above the line'. However for less than a third of the key questions were 75% or more of all cases rated 'above the line'
- In less than two thirds of cases (63%) had a satisfactory risk of harm assessment of the offender been done at the start of supervision. As noted, there is a recurring need

“Areas did less well on: assessment of the risk of harm to others, a consistently low scoring area of practice, and on some aspects of the management of risk of harm;...and on management of the work with the offender more generally.”

For about three-quarters of key questions, 60% or more of all of the cases sampled were rated 'above the line'. However for less than a third of the key questions were 75% or more of all cases rated 'above the line'."

for improvement in the assessment and management of the risk of offenders' causing harm to others

- In only 62% of all cases were changes in risk of harm identified and managed satisfactorily. This proportion was higher – 77% – for cases which had been assessed as high risk of harm; but given the nature of such cases this proportion was still too low
- In about three-quarters of all cases appointments and work sessions were arranged in accordance with national standards
- For most of the measures relating to the delivery of interventions, the proportions of cases with satisfactory work were around 80% or more
- In only about 55% of all cases was work relating to victim issues satisfactory
- In 45% of all cases there was satisfactory evidence of a positive change in the offender's attitudes, beliefs and behaviour at the time of inspection (usually 9-10 months into supervision)
- When results were analysed by ***diversity characteristics of offenders***, for the majority of the questions there were no significant differences. However where there were differences:
 - results for women offenders were relatively better than for men, particularly on the carrying out of appropriate interventions, and the direction of work and resources to re-integration
 - results for white offenders were relatively better than for minority ethnic offenders. In particular, supervision plans and interventions for minority ethnic offenders were likely to be relatively less sensitive to diversity, and re-integration issues to be less well addressed
 - results for disabled offenders were somewhat better than for others
 - results for older offenders were somewhat better than for younger

These findings relating to diversity raise important issues which we will be considering further both in discussion with NPD and in further analysis.

“These findings relating to diversity raise important issues which we will be considering further both in discussion with NPD and in further analysis.”

Feedback from Probation Staff Interviewed during ESI

2.20 As in previous reports we give here information on the feedback received from probation managers and staff who attended meetings or were interviewed during inspections. We have had responses returned from 791 people interviewed during the 13 ESIs in 2005/2006. They have for the most part been very favourable, although there have also been some criticisms. Whatever the nature of the feedback it is always communicated to whoever carried out the interview or led the meeting.

	% Yes/ Reasonably	% Not really/ Not at all
Were you given sufficient advance notice of the inspection?	96%	4%
Were you clear about the purpose of the inspection?	97%	3%
Do you consider that the demands made on yourself and/or your staff were reasonable?	93%	7%
Were the discussions with you undertaken in a professional, impartial and courteous manner?	99%	1%
In your opinion did the inspection pay sufficient attention to race equality and wider diversity issues?	97%	3%
If you received feedback from HMI Probation about your work, was this helpful?	97%	3%

2.21 Overall, there were no statistically significant differences in these responses by gender, ethnicity, age, sexuality or grade.

2.22 Two examples of very positive comments received from staff interviewed in ESI were:

- *'The inspector was very personable and amenable. The lack of a 'finger of accusation' led to an excellent rapport and dialogue, things which were both unexpected and pleasing. The 'inspection' 'interview' felt like in-depth supervision. She also gave me some great ideas to improve my practice.'*
- *'Really constructive comments given to me regarding the case that was inspected. I have come away from the inspection having had clear feedback – I know what areas I need to improve on, where I was not clear on national standards, and where I worked well. A very positive experience.'*

Good Practice

2.23 In all ESI reports we are keen to highlight good practice both as regards the management of the area and the supervision of individual offenders. To conclude this chapter we give here some examples.

This was a dangerous offender with a record of arson, domestic violence and child abuse. His licence was revoked twice owing to concerns about his behaviour. Following the second revocation the probation area had no statutory responsibility. However, the offender manager discovered that a woman (who did not know of his history) was visiting him in prison and felt that she and her children could be at risk. The offender manager liaised with prison security staff, police and social workers to ensure that all relevant parties were aware of the risks that he posed and that a victim safety plan was drawn up. (London Probation Area)

The offender had a long record of convictions linked to his longstanding drugs misuse. He had been subject to custodial penalties in the past and had previously been recalled to prison for failing to comply with the conditions of his licence. The offender manager undertook to establish a positive relationship with him and the work carried out upon his release from custody was of a very high standard. The reviews of supervision were focused on positive outcomes and made clear the issues that had seen progress and those that had not. The offender participated in the production of a victim mediation information film. By the end of the period on licence he was due to move into new accommodation and had made significant progress in addressing his drugs misuse issues. (Humberside Probation Area)

“In all ESI reports we are keen to highlight good practice both as regards the management of the area and the supervision of individual offenders.”

The offender claimed he was a football fan. The offender manager asked him about a particular match and it emerged that he hadn't attended, but had just gone to the pubs in the area with a group of friends. The offender manager was suspicious and rang the local police who identified the offender as a member of a far right organisation with links to other racist groups. The offender manager discussed this with him, and he openly agreed that he was a member of the organisation. The offender manager then started to work with him on his views, using Murmur to Murder material (originally a resource pack designed by POs for work with racially motivated offenders), with the result that he was able to recognise his distorted thinking and understand how it affected his actions. (West Mercia Probation Area)

The area had undertaken a detailed analysis of the results of questionnaires completed by offenders who had undertaken unpaid work. The findings measured the offenders' perception of their treatment on the order, the value they had derived from it, their view of the benefit of the work to others and their level of motivation to complete the work. The results were broken down by gender and ethnicity and by different parts of the area. Some differences were noted, but the findings were generally positive. The report was an excellent example of an approach to measuring outcomes and considering equality of service delivery. (Surrey Probation Area)

The offender was a Czech national sentenced to unpaid work. His needs were assessed and he was placed on a work party with other foreign nationals. Care was taken to ensure he had a language in common (Russian) with some of the other offenders, though the supervisor spoke to him in English once it was established that he did have some knowledge of this. This sensitive approach to his work placement, and the active engagement with him on the part of the supervisor, led to noticeable improvement both in the offender's attitude and compliance during the order. At the time of the inspection he was close to completing his hours and had regularly received reports of excellent work. (Cambridgeshire Probation Area)

The Year Ahead

2.24 With the ending of the ESI inspection programme, we are starting the Offender Management Inspection (OMI) programme – see next chapter. We will be undertaking four follow-up inspections under ESI, though other follow-up work is being incorporated into OMI.

2.25 It is likely that we will undertake some further inspection work outside England & Wales.

3



Developing the Offender Management Inspection Programme

Background, Development and Learning

3.1 Designing an inspection methodology to assess the quality of end-to-end offender management whilst taking account of new sentencing and NOMS developments has been a considerable challenge for HMI Probation over the past year. During this time we have been assisted by colleagues from HMI Prisons who have helped us explore what offender management might look like from a custodial perspective and how best we can use prisons inspectorate knowledge and expertise. We have also been greatly assisted by three pilot areas (Merseyside, Kent and Leicestershire & Rutland Probation Areas) that have allowed us to test out whether our inspection methodology has been fit for purpose, and in each of the pilots we have learned valuable lessons allowing us to refine our inspection programme.

3.2 At the outset of the project we reviewed what was felt to have worked well with the ESI programme and what we might wish to change. One of the central pieces of feedback we received from most quarters was that inspected areas had liked the focus given to individual cases and the assessment of the quality of supervision. We decided from an early stage that the model of assessing the quality of assessment, implementation of interventions and the quality of initial outcomes should remain our central concern. To reinforce this we have chosen to put the leadership and management section at the end of our reports, to demonstrate our central attention to service delivery processes and outcomes.

3.3 One of our first and most critical tasks was to develop a set of inspection criteria against which offender management areas would be measured. This has been a complex task, as at times we have had to anticipate developments within NOMS and try to make the criteria document as future proof as possible. A number of inspection colleagues, together with our programme manager, acting as the project manager for the offender management inspection, have played key roles in developing this document and the supporting inspection instruments.

3.4 We have also been keen to keep our major stakeholders informed about how the design of the new programme was progressing and so we have established lateral links meetings with key NOMS, NPD and other personnel including HMI Prisons, a representative of whom also sits on our project board.

3.5 In September 2005 we ran our first pilot inspection in Merseyside, one of the North West offender management pathfinder areas. The focus of this inspection was primarily to test out our inspection instruments on a limited number of custodial and community cases, and we also took the chance to trial a number of the focus groups we had planned for the full inspection, such as interviews with offenders, partnerships and others.

Designing an inspection methodology to assess the quality of end-to-end offender management whilst taking account of new sentencing and NOMS developments has been a considerable challenge for HMI Probation over the past year.”

3.6 In November we conducted a similar sized pilot in Kent but where we ran a fuller range of focus groups and meetings. What became clear from both of these inspections was that offender management in custody cases was still very much at the planning stage and indeed institutions had not at that time been instructed to establish offender management units.

3.7 Accordingly when we conducted our final pilot in Leicestershire & Rutland we were keen to discover whether we would be able to inspect custodial cases in a meaningful way from the start of our Offender Management Inspection in May 2006. The evidence from reading custody files and interviewing the offender managers confirmed the findings from Merseyside and Kent that there was insufficient work to inspect, given the newness of offender management arrangements for these cases. HMI Probation remains committed to inspecting all aspects of offender management, and we will review after each inspected region when it is sensible to assess the full range of offender management cases.

3.8 The Leicestershire & Rutland pilot was also extremely helpful to us in acting as something of a dress rehearsal for the main OMI programme. We sampled approximately half of the cases we would on a full inspection and as well as testing out methodology we were able to check out whether the resources allocated for inspection were broadly correct. We were also able to test out with Leicestershire & Rutland whether it was feasible and desirable to conduct all aspects of the inspection in one week, rather than two as had been the case with the Effective Supervision Inspection programme. We have concluded that this is feasible and desirable in reducing the impact of inspection on areas and in better managing our inspection resources.

“We will continue to assess the quality of offender management in a random sample of individual cases, paying attention to assessment and sentence planning, the delivery of interventions and the quality of initial outcomes.”

How Offender Management Inspections will differ from Effective Supervision Inspections

3.9 The first observation to make is that whilst much has changed in developing the new inspection programme the heart of our inspection model has remained the same. We will continue to assess the quality of offender management in a random sample of individual cases, paying attention to assessment and sentence planning, the delivery of interventions and the quality of initial outcomes. We will continue to ask for evidence in advance of inspections, although we will invite areas to be discerning about the evidence they supply and to match this against the published criteria to say how specific criteria have been met. We are also asking areas briefly to reflect on their principal strength and area for improvement in each of the four inspection sections.

3.10 Another change that will become evident is that we are conducting a range of focus groups to capture additional inspection data, for example the views of key workers and case administrators and, critically, the views of offenders and victims. Meetings will also be held to capture information for the leadership and management section of the report, so for example there will be a combined meeting with the senior management team and board representatives of the area.

3.11 Another significant and no doubt anticipated change has been that we will revert to sequencing inspections by regions, rather than comparing similar families as we have done with Effective Supervision inspections. The development of the Regional Offender Manager structure has strengthened the case for doing this, and we hope that there will be an opportunity for regional learning and support during and following our inspections.

3.12 A more general change is that OMI will not primarily be about the inspection of a particular organisation – a probation area or a prison, for example – but about the whole process in the Criminal Justice System (CJS) of start-to-end offender management based on a particular geographical area. This area will be the CJ area under current arrangements though we recognise that this may change.

Scoring, Risk of Harm and Follow-Up Inspections

3.13 We have decided that a numerical score will continue – as under ESI – to be produced for assessment and sentence planning, implementation of interventions and the quality of initial outcomes. We will not however be awarding overall scores for offender management areas and nor do we intend to give an overall score for the leadership and management section. However, given the increased profile and importance of assessing and managing offenders' Risk of Harm to others and the need for this to be done well, we intend to produce an overall numerical score for the Risk of Harm questions. This "Risk of Harm thread" score will determine whether a follow-up inspection is required and we intend to limit follow-up inspections to serious *Risk of Harm* concerns. Other aspects of practice deemed to be insufficient will be identified in report recommendations and improvement plans which we intend will be put to Ministers.

The Year Ahead: Start of Live Offender Management Inspections

3.14 From May 2006 HMI Probation are leading Offender Management inspections, starting with areas in the North West region. As before we have asked areas to nominate staff members to be trained as area assessors and these people will work alongside our inspection staff to assess individual cases. We plan that the Offender Management Inspections will be conducted over a three-year cycle, as has been the case with the ESI programme.

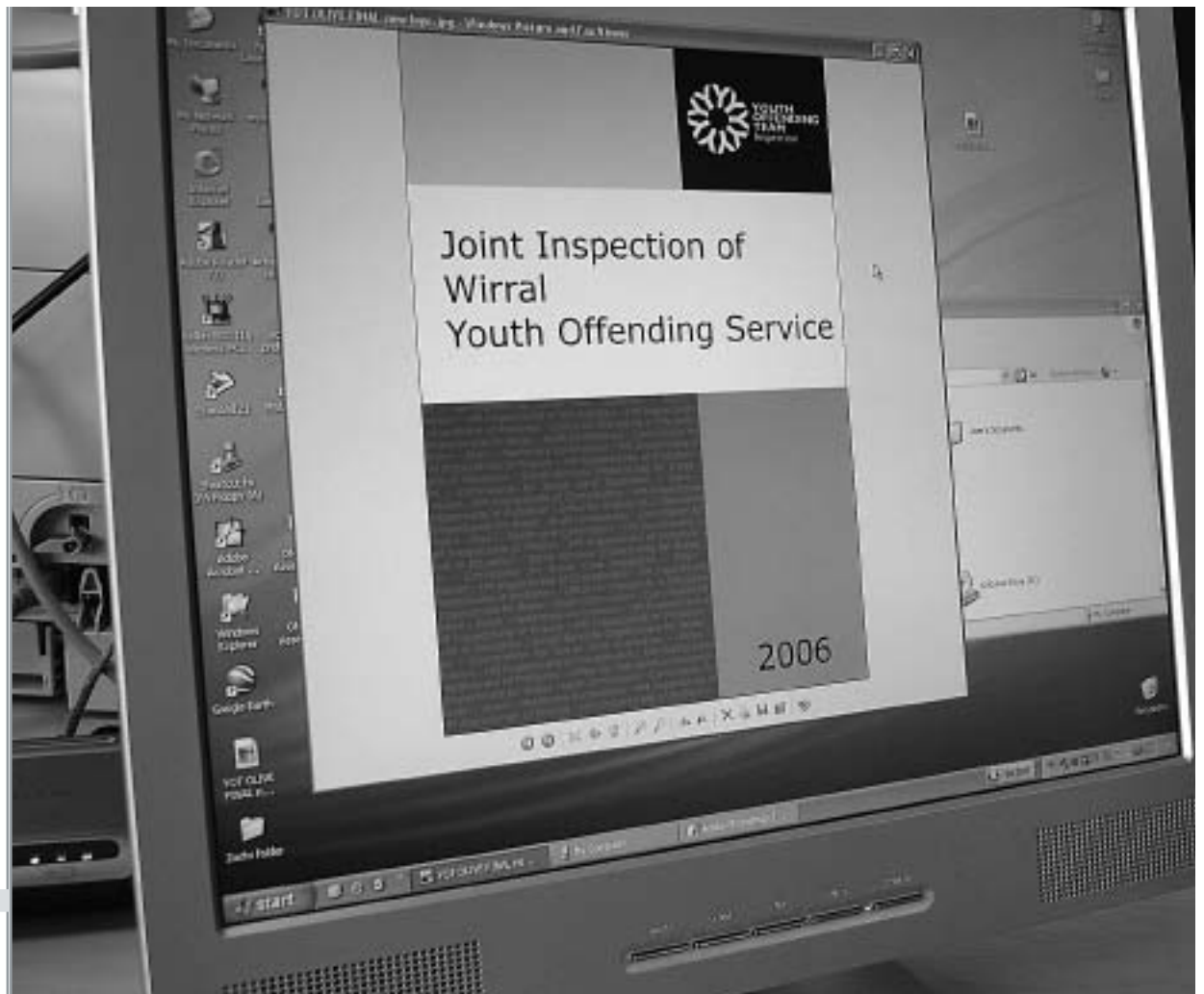
3.15 We plan to carry out 13 OMI inspections in 2006/2007, covering areas in the North West, East of England and part of the East Midlands, regions.

“...OMI will not primarily be about the inspection of a particular organisation – a probation area or a prison, for example – but about the whole process in the Criminal Justice System of start-to-end offender management based on a particular geographical area.”

3.16 Many future challenges face us in inspecting the evolving nature of offender management such as how we will effectively inspect new sentences such as custody plus when they come on stream, how we engage with offender supervisors in custodial settings and how we use NOMIS (the new IT system being developed to support NOMS work) when this is available. We will continue to consult relevant stakeholders about how offender management inspection is developing and be responsive to changes in this fast developing world.

“From May 2006 HMI Probation are leading Offender Management inspections, starting with areas in the North West region.”

4



Youth Offending Team Inspection Programme

4.1 As before, we will once again be preparing a separate annual report for the YOT inspection jointly with our partner inspectorates, for launch in September 2006. The year 2005/2006 has, however, seen some important new developments with the joint YOT inspection and it is appropriate to give an account of this significant area of work in this, our main report.

4.2 The YOT inspection is resourced from a combination of new money allocated to HMI Probation for the purpose and through internally managed efficiency gains. As lead inspectorate, we purchase almost all the contributions made by the nine regulatory bodies working with us on the programme. The inspection now constitutes over 40% of our overall workload and, as such, is a significant area of work.

4.3 We are now into the third year of the programme, which we anticipate will terminate in 2008 when we will have inspected all 155 YOTs across England and Wales. In 2005/2006, we completed 31 inspections and three follow-ups. We published reports on 22 YOTs inspected during Phase Two of the programme, which terminated in July 2005, and six from Phase Three which started in September 2005.

4.4 Phase Three of the inspection includes all YOTs not previously inspected in Phases One and Two. Its methodology has been developed to complement that of the Joint Area Reviews of Children's Services in England, and inspections undertaken as part of the Wales Programme for Improvement (WPI), and of youth support services under the Learning and Skills Act 2000 in Wales. Although the YOT programme remains a separate process in both England and Wales, inspections are conducted within a similar timeframe as these other inspection arrangements wherever possible, so that any areas of potential overlap or duplication can be rationalised and reduced. The approach reflects the need, by the inspection as well as the YOTs themselves, to embrace both a Criminal Justice as well as a Children's Services agenda. Emphasis is placed on the YOT's core task of preventing offending and on the integration of the work of the YOT with that of Children's Services within the area. Particular attention is paid to the safeguarding of vulnerable children and young people and to the assessment and management of those considered to pose a risk to the community.

4.5 Early feedback on the process suggests that the alignment of YOT inspections with the JARs has raised the profile of the work of the YOTs, particularly within some local authorities. It has also enable attention to be focused on the accessibility of mainstream services to children and young people who offend. This issue has particular relevance in respect of health and education issues.

4.6 Whilst the repositioning of the YOT inspection programme with that of the JAR has not been without its logistical difficulties, it has therefore, we feel, been worthwhile and demonstrates our ongoing commitment to the cross-cutting work of the YOTs across both the Criminal Justice and Children's Services agendas.

The Year Ahead

4.7 We will lead about 35 YOT inspections, and one follow-up inspection.



5

Thematic Inspections

Overview

5.1 This chapter describes the 'single' thematic inspections either completed or where the report was published during the course of 2005/2006. Joint inspections are covered separately in Chapter 6.

5.2 Three of the inspections were part of the ESI programme, which contains a thematic element, as described earlier. The thematic topics covered over the course of the ESI programme have been:

- employment and basic skills: the report was published in February 2004
- domestic violence: the report was published in July 2004
- racially motivated offenders: the report was published in February 2005
- offender accommodation: the report was published in July 2005 and is summarised below
- enhanced community punishment/unpaid work: the report was published in May 2006 and is summarised below
- work with substance misusing offenders: the report was being finalised at the end of the year but its anticipated key findings are summarised below.

5.3 Separate to ESI we undertook a short focused inspection on the implementation of OASys across the NPS, the report being published in December 2005. We also undertook a short inspection of Junior Attendance Centres, with the report being due for publication in the summer of 2006.

'An Essential Element of Effective Practice' – An Inspection of National Probation Service Work on Offender Accommodation

5.4 The overall aim of the inspection was to determine how well the National Probation Service identified and addressed the accommodation needs of offenders and the outcomes in terms of their risk of harm, likelihood of reoffending and successful community integration. It was carried out in eight Areas – Gloucestershire, Lincolnshire, Wiltshire, North Yorkshire, South Yorkshire, West Yorkshire, Dyfed-Powys and North Wales.

5.5 Summary of Findings

- All areas recognised the importance of accommodation issues in the effective supervision of offenders. Most had relevant policies and strategies in place and had access to specialist staff. Partnership arrangements were generally well developed

The thematic topics covered over the course of the ESI programme have been employment and basic skills; domestic violence; racially motivated offenders; offender accommodation; enhanced community punishment/unpaid work; and work with substance misusing offenders.”

- Despite the above more attention needed to be given to improving accommodation information systems and relevant staff training. There was much evidence that offender accommodation issues were inadequately assessed
- Insufficient time was available to senior managers to enable them to engage effectively with the Supporting People agenda
- Most offenders in approved premises had not been reconvicted, but offenders with an accommodation need who had not accessed an approved premises place had often gone on to commit a further offence
- Limited housing stock in the locality and access to move on accommodation were a concern for all areas.

5.6 The report contained four recommendations for the NPD and seven for Probation Boards.

The NPD should ensure that:

- *The level of priority for work on offender accommodation issues is made clear, and implementation of the offender accommodation strategy is monitored*
- *Areas have guidance on the establishment and use of information systems to enable the accurate collection of data relevant to offender accommodation issues. This should include use of information in eOASys and the needs of black and minority ethnic offenders and others with specific diversity needs*
- *Assistance and advice is given to enable areas to obtain maximum benefit from Supporting People arrangements*
- *Information from the outcome target for offender accommodation interventions, introduced in performance measure PM4 (April 2005), is utilised to promote best practice across the NPS.*

Probation Boards should ensure that:

- *Staff understanding of local offender accommodation strategies is improved*

- *All relevant managers, support staff and practitioners involved in this aspect of service delivery have access to relevant training and developmental opportunities*
- *An adequate assessment of accommodation needs is undertaken in all cases and these encompass a specific assessment of any race equality or wider diversity needs*
- *All Risk of Harm (RoH) assessments are completed on time, to an adequate standard and contain an assessment of accommodation issues*
- *Risk management arrangements, including accommodation issues, are reviewed in all cases where the RoH increases during the course of supervision*
- *Areas produce initial and review supervision plans that contain SMART objectives and, where necessary, fully integrate risk management plans and accommodation interventions*
- *Senior management teams routinely report to them on the profile of accommodation needs in their areas and on outcomes from interventions in this work.*

Working to Make Amends – An Inspection of the Delivery of Enhanced Community Punishment/Unpaid Work by the National Probation Service

5.7 The aim of the inspection was to determine the extent to which the NPS had successfully contributed to the reduction in crime through the management of a satisfactory unpaid work (UPW) scheme. It was carried out in six probation areas – Bedfordshire, Humberside, London, Northamptonshire, Warwickshire and West Mercia.

5.8 Summary of findings

- All areas had made the HR changes required to implement ECP and had invested in staff training. There were positive examples of quality placements providing benefits to the community and teaching offenders new skills, supervised by well motivated staff

- All areas had arrangements in place to assess and supervise offenders safely, but there were still examples of offenders being allocated to work without a risk of harm assessment
- Insufficient investment in staff had created difficulties for several areas in managing orders consistently to national standards. In particular urgent action was now required to reduce and eliminate stand-downs
- There was a lack of strategic direction in relation to promoting race equality and other aspects of diversity through UPW
- There was a fragmentation of the management of orders in areas where the responsibility of the offender manager was reduced to a largely administrative role once supervision commenced
- It was very positive that the majority of offenders had not been convicted for a further offence committed since the start of the order
- Offenders were also very positive about the impact of Skills for Life on their confidence and self-esteem. Once their order was completed some had continued to work with the project on a voluntary basis and a number had been offered paid employment by the beneficiary.

5.9 The report contained eight recommendations for the NPD and eight for Probation Boards.

The NPD should ensure that:

- *Clarification is issued about procedures and associated training required in the management of UPW*
- *The national ECP/UPW performance target is revised to reflect the National Standard requirement that areas offer offenders at least six hours work per week.*
- *Further consideration is given to staff roles within UPW to prepare for start-to-end management of offenders.*
- *Consistent attention is given to health and safety in the delivery of UPW by all probation areas*
- *Consultation is undertaken within areas and with the Youth Justice Board about the management of 16 and 17 year olds undertaking UPW in order to safeguard their welfare*

“All areas had arrangements in place to assess and supervise offenders safely, but there were still examples of offenders being allocated to work without a risk of harm assessment.”

- *Guidance is issued about the purpose, timing and content of supervision plans and reviews*
- *Further thought is given to simple outcome measures to demonstrate the effectiveness of UPW*
- *The time credited for offenders who are stood down from work should be one hour*

Probation Boards should ensure that:

- *Sufficient staff are in place for UPW to be delivered that meets the requirements of the National Standard*
- *Diversity and partnership strategies are reviewed, including meeting the area's responsibilities under the Race Relations and Crime and Disorder legislation*
- *Courts are kept fully informed about any shortfall in the area's ability to manage sentences*
- *Local performance monitoring includes information about the satisfactory completion of assessment of risk of harm to others*
- *No offender is allocated to work without a risk of harm assessment being completed*
- *Proper use is made of risk and criminogenic needs analysis in allocating offenders to work*
- *National standards performance data including figures on stand-downs are reported to them on a regular basis*
- *Systems are in place that encourage and enable communication between supervisors and case managers*
- *Training for UPW staff should include risk of harm issues*
- *Evaluation of work on outcomes is published and shared with managers and staff so that lessons can be learned.*

Work with Substance Misusing Offenders

5.10 The aim of the inspection was to assess the effectiveness of formal and informal arrangements to facilitate offenders' access to and engagement with treatment. The areas visited were Avon & Somerset, Cambridgeshire, Devon & Cornwall, Dorset, Sussex, Surrey

and Thames Valley. The report was being finalised at the time this annual report was being prepared but the main findings are likely to be:

- There was a paucity of alcohol treatment in the areas inspected despite an awareness amongst senior managers of the level of need as indicated by OASys assessments. Many areas lacked sufficient internal resources or treatment partners to deliver a comprehensive service
- A framework for setting commencement and completion targets had been successfully applied to Drug Rehabilitation Requirements (DRRs) but no targets existed or were planned for Alcohol Treatment Requirements (ATRs). As a consequence, areas were unlikely to prioritise the development of the latter
- The delivery of DRRs had been hampered by complex guidance. In particular a key implementation difficulty for areas had been the tension surrounding offence seriousness and treatment intensity. This had resulted in inconsistency of delivery at a local level.
- The ability of probation areas to ensure that Drug and Alcohol Action Teams (DAATs) provided the necessary range of drug treatment services varied considerably and was largely determined by pre-existing treatment provision. There did not appear to be a strong correlation between the quality of area management and appropriate treatment availability.
- The quality of assessments of the substance misuse sections of OASys was inconsistent. Where there was evidence of a substance misuse problem as defined by the type of sentence or interventions planned, this was not always indicated in the assessment. This limited the usefulness of any aggregated data to inform practice and service delivery.
- Where areas had established co-located multi-disciplinary Prolific and other Priority Offender (PPO) teams, their understanding of shared goals and joint case management had led to an increased potential for positive outcomes.

Realising the Potential – A Short Focused Inspection on the Offender Assessment System (OASys)

5.11 The aim of the inspection was to help to ensure that offender assessment and review was an integral part of offender management by identifying the key learning points from the implementation of OASys in the NPS. The findings were mainly informed by the first 29 ESI inspections but were supplemented by visits to four probation areas where the

“A framework for setting commencement and completion targets had been successfully applied to Drug Rehabilitation Requirements but no targets existed or were planned for Alcohol Treatment Requirements. As a consequence, areas were unlikely to prioritise the development of the latter.”

inspections showed that there had been good progress in implementation, namely Cheshire, Leicestershire & Rutland, Northumbria and Teesside.

Summary of findings

- A start has been made in OASys implementation across the NPS, with managers and staff appreciating the availability of the system and its potential
- Significant concerns remain about its time-consuming nature
- When used properly OASys provides a shared and well-understood way of assessing offenders, planning interventions and measuring their effectiveness
- Considerable attention still needs to be paid to ensuring that Risk of Harm issues are properly managed within the OASys framework
- The OASys sentence plan format hinders effective involvement by offenders in the plan's completion
- The sharing of OASys assessments and reviews between prisons and probation areas remains under-developed, particularly so in the case of contracted-out prisons.

Inspection of Junior Attendance Centres

5.12 We have undertaken a short thematic inspection of Junior Attendance Centres, commissioned and financed by the Youth Justice and Children Unit in the Home Office. Fieldwork took place in March and April 2006, and the report is due for publication in the summer of 2006.

The Year Ahead

5.13 In line with the changing focus of our work and the increasing emphasis on joint inspection work as described in this annual report, we will not be doing any new 'stand-alone' thematic work in 2006/2007.

“When used properly OASys provides a shared and well understood way of assessing offenders, planning interventions and measuring their effectiveness... Considerable attention still needs to be paid to ensuring that Risk of Harm issues are properly managed within the OASys framework.”

6



Joint Thematic Inspections

Overview

6.1 We concluded a joint inspection on the management of sex offenders, led by HMI Probation with participation from HM Inspectorate of Constabulary (HMIC) and HMI Prisons. We further developed this work by conducting a wider ranging public protection joint thematic, assisted by the same inspectorates, that is due to report in the summer of 2006. We worked with the other criminal justice inspectorates on joint inspections of criminal case management in six areas, and on the publication of a joint inspection of community penalty enforcement. We published a report on the role of YOTs in the safeguarding of children.

Joint Inspection on the Management of Sex Offenders

6.2 The aim of this inspection was:

To analyse and assess the progress, quality and effectiveness of the implementation of MAPPA (Multi-Agency Public Protection Arrangements) and interventions used by the Police and National Probation Service in relation to the joint management of sex offenders in the community.

Fieldwork for the inspection was carried out in five areas – Devon & Cornwall, Gwent, Merseyside, Norfolk and West Yorkshire – during January and March 2005. A sample of 100 sex offender cases across the five areas was considered. The report was published in December 2005 (along with an accompanying summary as Inspection Findings 5/05).

6.3 The inspection identified promising developments in the way in which Probation staff and Police work with sex offenders. Recent developments within the National Probation Service included the Assessment and Management of Risk of Harm Action Plan (see also Chapter 8), which addressed a number of key issues. The Association of Chief Police Officers (ACPO) was also developing a Public Protection manual for the police which should be available in early 2006.

6.4 However the inspection also found that considerable improvements were needed in the way both Probation and Police services currently assess and manage sex offenders:

- there was a lack of integrated and accountable case management of sex offenders in the community, the delivery of which was poorly co-ordinated and inconsistent
- MAPPA meeting minutes were not always integrated with the relevant probation and police case records
- staff were failing to record adequately all their contact with sex offenders and the work they and other agencies had done

The inspection identified promising developments in the way in which Probation staff and Police work with sex offenders.”

- there was a lack of clarity about the purpose, frequency and legal basis of home visits by the police, and if and how effectively the sex offender register contributes to the management of sex offenders in the community
- in many cases probation staff were not completing and reviewing the Offender Assessment System properly
- gaps in training were evident for Police and Probation staff in the assessment and management of offenders' Risk of Harm to others
- there was no overarching joint strategy or policy for victims
- demand for one of the main interventions, accredited sex offender programmes, exceeded supply, which led to unacceptable delays
- the process for deciding at what MAPPAs level a sex offender should be managed varied within and between areas
- Police and Probation management oversight of high and very high Risk of Harm cases needed to be improved.

6.5 The recommendations were:

The Home Office/ACPO/NPD/NOMS should ensure that:

1. *Strategic Management Boards (SMBs) have a statutory basis, are appropriately located within the criminal justice system, are accountable and are fulfilling their role as described in the MAPPAs Guidance*
2. *a joint training programme for police and probation staff involved in working with sex offenders is developed including the following elements:*
 - *assessment and management of risk of harm*
 - *current legislation and new powers that are available.*

Chief Constables should ensure that:

3. *properly trained specialist officers are managing sex offenders in the community who are supervised centrally and receiving dedicated 'intrusive supervision.'*

However the inspection also found that considerable improvements were needed in the way both Probation and Police services currently assess and manage sex offenders.”

The Home Office/ACPO/NPD/NOMS should ensure that:

4. *a national agreed minimum standard is implemented setting out the joint use of RM 2000 and OASys and the purpose and frequency of home visits to sex offenders commensurate with their risk of harm, and coordinating such visits with other agencies, in particular probation areas.*

The Home Office/ACPO should ensure that:

5. *a review of legislation is commenced to support current police practice in the assessment and management of sex offenders in the community.*

The NPD/NOMS/Probation Boards should ensure that:

6. *a full and timely OASys is completed to an agreed standard for all sex offender cases.*

Joint Inspection of Public Protection

6.6 The aim of the inspection was:

To assess the effectiveness of inter-agency arrangements for the protection of the public by an examination of the work undertaken by criminal justice agencies to prevent re-offending by offenders subject to Multi-Agency Public Protection Arrangements (MAPPA). The objectives included an examination of the quality of public protection policies and procedures; the effectiveness of MAPPA; the exchange of information/intelligence at significant points in a sentence; restrictive interventions; evaluating the use of assessment tools and inspecting the quality and linkage of assessment, intervention and outcomes.

Probation and Police areas were selected ensuring they had not recently been inspected. There was a mix of urban and rural areas and some had special features, for example, County Durham has a well established co-located team of police and probation officers. The eight areas selected were North Wales, Suffolk, Kent, London Borough of Newham, Derbyshire, County Durham, Lancashire and Hampshire.

6.7 The selection of prisons was determined by the case sample lists from each of the eight probation areas. Where there were clusters of offenders in particular prisons, they were included. Nine prisons were inspected: HMP Wymott, Acklington, Maidstone, Durham, Altcourse, Elmley, Wandsworth, Canterbury and Frankland.

6.8 The sample consisted of all prison licence cases aged 21 and over, sentenced to 12 months and over, who were assessed as high or very high risk of harm or were MAPPA level 2 or 3 cases. There were three samples of cases: List A cases were inspected 3 months before and three months after imprisonment, List B six months before release, and List C the first six months on licence. The sample was sent to the respective police forces via HMI Constabulary and lists A and B were sent to HMI Prisons. We inspected 183 probation case files and 40 prison files. The majority of the police files examined (80) comprised List C cases ie post-release. At the time of the inspection, ViSOR (Violent and Sex Offender Register) implementation was ongoing and, where relevant and available, ViSOR records were also examined.

6.9 We also interviewed 40 offenders either face to face in prison, or by phone if supervised in the community.

6.10 Senior managers from all three agencies were interviewed including probation boards, Strategic Management Boards (SMBs) and front line staff, as well as staff in approved premises. The Responsible Authorities National Steering Group (RANSNG), the senior management team of the Public Protection and Licence Release Unit (PPLRU) and the Area Manager from HM Prison Service with responsibility for public protection were also interviewed. Finally we interviewed the head of the lifer review and recall section of the Home Office about how the life sentence system was linked to MAPPA.

6.11 The report is scheduled to be published in the summer of 2006.

Joint Thematic Inspection of the Enforcement of Community Penalties

6.12 The report of this joint thematic inspection by the then HM Magistrates' Courts Service Inspectorate⁴, HMI Probation and HMIC was published in July 2005. Fieldwork was

⁴ now HM Inspectorate of Court Administration, from 1 April 2005

“Despite some examples of good practice, overall, action taken to enforce community penalties was not yet effective, particularly because some responsibilities were unclear.”

carried out in six criminal justice areas in late 2004 and early 2005, and the report's main recommendations, which were disseminated ahead of the main report in order to inform emerging joint agency work, were described in last year's annual report.

6.13 The purpose of the inspection was:

To assess the effectiveness of strategic and operational work between and within courts, probation, YOT and police services to enforce community penalties and to identify good practice and make any recommendations necessary for improving the effectiveness of the enforcement of community penalties.

6.14 The overall findings were that while there were some good single agency strategic approaches to community penalty enforcement, these had not yet been harnessed by Local Criminal Justice Boards (LCJBs) to provide an overarching strategy and approach to approving outcomes. Despite some examples of good practice, overall, action taken to enforce community penalties was not yet effective, particularly because some responsibilities were unclear.

6.15 The report made the following recommendations:

1. *LCJBs should introduce clear and comprehensive joint plans to deliver the proposed inter-agency target for breach case completion and maximise the wider effectiveness of community penalty enforcement. In support of this:*
 - *individual agency actions should ensure that joint plans are effectively implemented*
 - *inter-agency service commitments should be clearly expressed, monitored and reviewed*
 - *inter-agency training requirements should be identified and met*
 - *responsibilities for warrant execution and the sharing of offender information should be clear, effectively promulgated and monitored.*
2. *Chief Constables, NPS Chief Officers, YOT Managers and HM Courts Service Area Directors should ensure that there is no unlawful discrimination in community penalty enforcement and that LCJBs ensure that strategic issues relating to diversity and community penalty enforcement are identified and addressed.*

“LCJBs should introduce clear and comprehensive joint plans to deliver the proposed inter-agency target for breach case completion and maximise the wider effectiveness of community penalty enforcement.”

There is now considerable commitment to safeguarding among YOTs, although this needs to be more firmly embedded in practice. In other justice system agencies, greater priority is still needed for safeguarding issues.”

3. *In accordance with national standards, all YOTs should issue appropriate guidance to staff to ensure that decisions about whether absences are acceptable or not are made equitably and to ensure that these decisions are clearly recorded.*
4. *The Association of Chief Police Officers (ACPO) and HM Courts Service should develop and promote a joint national standard to govern the timeliness of the entry of breach of community penalty arrest warrants onto the Police National Computer.*

Joint Review of Children's Safeguards

6.16 The report of the second joint inspectorate review of Children's Safeguards was published in July 2005. This review – which followed the first review in 2002 – drew on a broad range of inspection activity across many agencies in England and on special reviews of topics identified in the previous Safeguarding report as needing more in-depth scrutiny. The review included the five criminal justice inspectorates and also the Commission for Social Care Inspection (CSCI), Ofsted and the Healthcare Commission.

6.17 In the main joint report, HMI Probation contributed primarily to the section on children in the justice system with a particular emphasis on the YOT inspection programme. This section of the report notes that since the first review, the priority that is given to safeguarding has increased. There is now considerable commitment to safeguarding among YOTs, although this needs to be more firmly embedded in practice. In other justice system agencies, greater priority is still needed for safeguarding issues.

6.18 This second safeguarding report contained a large number of recommendations for all agencies, including the Youth Justice Board and YOTs.

Safeguarding issues for YOTs

6.19 Alongside the main joint report on children's safeguards, HMI Probation produced a separate report, also published in July 2005, covering the safeguarding issues for YOTs in

more detail. This report – *'From Arrest to Sentence': The Role of YOTs in the Safeguarding of Children* – indicated many encouraging developments but also the need for further improvement on some aspects.

6.20 The following recommendations were made:

The Youth Justice Board should:

- *Support YOTs in discharging their responsibilities by advising them on their strategic role on Local Safeguarding Children Boards and provide further direction on work to safeguard children and young people*
- *Clarify the wording of standard 2.8 in the National Standards for Youth Justice around notifying parent(s)/carer(s) following their child's or young person's interview with the police*
- *Clarify accountability for children and young people awaiting escort, having been remanded to secure facilities or custody, and provide guidance to YOTs accordingly*

YOT managers should:

- *Ensure that they are in the forefront of planning with partners for Local Safeguarding Children Boards*
- *Ensure that Bail Assets are completed at the child's or young person's first appearance at court*
- *Improve the quality of recording of bail work in both electronic and paper case files*
- *Explore options for contributing to planning and review meetings in secure establishments where distance makes YOT staff attendance difficult, e.g. video conferencing*
- *Ensure that induction, training and supervision for both staff and volunteers addresses safeguards issues, including training to recognise signs of abuse or neglect*
- *Provide training to staff to help them to identify and promote safeguards issues in secure establishments, i.e. planning and review meetings.*

YOT managers, in working with children and young people in police custody, should:

- *Review the effectiveness of any existing protocol between the YOT, police, Appropriate Adult (AA) provider and Emergency Duty Team (where relevant), with particular reference to:*
 - daily 'coverage' of interviews with children and young people at the police station
 - attendance at interviews when there is no solicitor present
 - procedures around releasing children and young people in paper suits
 - accountability for getting children and young people home safely from the police station
 - arrangements for keeping parent(s)/carer(s) informed of the outcome of the police interview.
- *Ensure that there is a mechanism for AAs to feedback to the YOT any concerns they had about children and young people*
- *Improve recording of AAs' input at the police station, with particular regard to checks made on the welfare of children and young people.*

YOT managers, in working with partner organisations, should:

- *Establish or improve arrangements to monitor performance in relation to safeguards issues in conjunction with key partners such as the police and social services.*
- *Set up and maintain a process whereby all staff and volunteers who are involved with children and young people are CRB cleared at 'enhanced' level and have this clearance reviewed every three years.*
- *Liaise with key partners, particularly Social Care Services, to establish a common language around and understanding of thresholds for intervention with children and young people.*
- *With social services, clarify agency roles and responsibilities when a child or young person is remanded to the care of the local authority.*

Joint Criminal Justice Area Inspections

6.21 The Chief Inspectors of the criminal justice inspectorates commissioned six joint inspections of criminal justice areas in 2005/2006. This represented a significant increase in joint area inspection activity and showed the commitment of the criminal justice

“This represented a significant increase in joint area inspection activity and showed the commitment of the criminal justice inspectorates to working more closely to help delivery of improved case management and public confidence in the criminal justice system.”

inspectorates to working more closely to help delivery of improved case management and public confidence in the criminal justice system.

6.22 The focus of the joint inspections in 2005/2006 was on the 'front-end' of the criminal justice process from arrest to passing of sentence, ie criminal case management. There was particular focus on three objectives – increasing public confidence in the criminal justice system, bringing offenders to justice and reducing ineffective trials – for each of which national targets are set, and supporting targets set by the local criminal justice board. Within the framework the criminal justice inspectorates addressed issues of corporate governance arrangements and the strategies and policies of the local criminal justice boards, together with the effectiveness of inter-agency co-operation on those matters which affected overall performance from the point of charge through to passing of sentence. These inspections examined issues so far as practical from a user perspective – particularly that of victims and witnesses.

6.23 HMI Probation worked closely with the other criminal justice inspectorates on these joint area inspections in 2005/2006, which took place in Gwent, Merseyside, Thames Valley, Greater Manchester, Northumbria and Avon & Somerset.

6.24 The joint reports for Gwent, Merseyside and Thames Valley were published during 2005/2006, along with the report of the similar inspection of North Yorkshire carried out in the previous year. The reports for Greater Manchester, Northumbria and for Avon & Somerset are scheduled to be published in the first half of 2006/2007. The so-called 'back-end', or post-sentence, phase of the CJ process is offender management, and the new Offender Management Inspection programme, described in Chapter 3, largely meets this inspection need.

The Year Ahead

6.25 In 2006/2007 we will participate in joint inspections of criminal case management in a further three criminal justice areas; these inspections will, additionally, include an inspection of the enforcement of community penalties which HMI Probation will lead, thus signalling the importance of reviewing jointly certain additional elements of offender management.

6.26 We will also contribute to the third joint review of children's safeguards, which is planned to be carried out in 2006/2007.

“In 2006/2007 we will participate in joint inspections of criminal case management in a further three criminal justice areas; these inspections will, additionally, include an inspection of the enforcement of community penalties which HMI Probation will lead, thus signalling the importance of reviewing jointly certain additional

7



Supporting People Inspections

Overview

7.1 'Supporting People' is a centrally funded Government programme aimed at delivering low level 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. 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) and covering the 150 responsible local authorities in England. Inspections started in September 2003, and all 38 Probation Areas in England will be subject to inspection at various points during the five year inspection cycle.

7.2 In the inspection we examine how the NPS contributes to the local partnership to ensure that the needs of victims and offenders are addressed, that appropriate support services and accommodation are made available and that the promotion of social inclusion, public protection and community safety remains paramount.

7.3 In 2005/2006 we contributed to 39 inspections under the SP inspection programme.

Results of Inspections

7.4 Reports are published on each inspection. Main findings and recommendations drawn from the reports in 2005/2006 are as follows:

Strengths

- an improving level of engagement by Probation with the Supporting People partnership 'Commissioning Bodies' and Core Strategy arrangements. Where such arrangements have a consistently positive history additional benefits are being driven into the programme by improved joint working
- increased awareness by SP partners of the contribution the SP programme can make to helping offenders re-establish themselves in the community after periods in custody and to contributing to reduction of reoffending
- an increasing level of links made between the prison resettlement agenda at a regional level and the local SP strategy
- some emergent models of innovative joint work on assessment and access to services for offenders and people at risk of offending
- some good practice in joint work between officers managing offender cases and SP providers, tackling the interface of support and supervision planning arrangements for individual offenders.

Strengths included...an improving level of engagement by Probation with the Supporting People partnership ‘Commissioning Bodies’ and Core Strategy arrangements.”

Areas for improvement

- There continue to be a few probation areas where there remains a lack of strategic engagement by senior managers. This presents difficulties for some local Commissioning Bodies in ensuring adequate inclusion of the crime and disorder and public protection dimensions to the programme. The impact of this failure on individual organisational and partnership performance targets is negative
- There is a lack of robust needs data on offenders to inform SP strategies and plans. The problem is exacerbated by the processes and procedures to assess need for supported housing services. Models are often of poor quality and few have implemented the required minimum standard outlined by the NPS in 2003
- There are few Commissioning Bodies scrutinising performance data in relation to the delivery of the programme to offenders and people at risk of offending, and Probation is too often failing to take the lead in this respect
- There are few information sharing protocols agreed between Probation and the SP programme. In particular, SP providers are almost always left out of local MAPPAs, leaving provider organisations unable to benefit from the network of communication, support, training, development and capacity building opportunities vital to effective work in the management of risk of harm
- SP service reviews were often found to have little involvement from Probation, limiting the extent that crime reduction and public protection experience has been able to inform the process

“Supporting People service reviews were often found to have little involvement from Probation, limiting the extent that crime reduction and public protection experience has been able to inform the process.”

Probation Boards should ...ensure that all aspects of the resettlement agenda, including SP, are given sufficient priority in order to achieve the aims set out in the Home Office 'Reducing Reoffending National Action Plan'."

- Cross Authority work remains patchy and underdeveloped in driving forward management of risk of harm and reduction of re-offending issues for service users relating to the importance of 'place'.

7.5 The **main recommendations** were:

The NPD should:

- *provide advice to Boards to ensure they have regular reporting on case record data from SP programme to determine the extent it is delivering access to offenders in their area*
- *promote and disseminate good practice, including that arising from the published inspection reports, and support areas to benchmark performance locally and develop outcome measures*
- *work with the Prison Service to make use of data captured through Probation and Prison accommodation Key Performance Indicators, to ensure appropriate and timely information exchange to support offenders being resettled in the community.*

Probation Boards should:

- *receive regular reports on the extent to which the SP programme is delivering to offenders in their area*
- *ensure the establishment of effective and efficient arrangements for the assessment of offenders' supported housing needs to the quality standard outlined in PC 08/03*
- *ensure that all aspects of the resettlement agenda, including SP, are given sufficient priority in order to achieve the aims set out in the Home Office 'Reducing Reoffending National Action Plan'*
- *ensure MAPPA are developed locally to effectively include SP providers*
- *develop a culture of learning through the consideration of SP inspection reports, drawing on positive practice cited in other probation areas and applying the learning, where relevant, locally.*

The Year Ahead

7.6 We will contribute to a further 40 SP inspections in 2006/2007.

8



Inspecting Assessment and Management of Offenders' Risk of Harm to Others

Overview

8.1 A significant development during the last year has been the increasing focus we have given to the need for improvement in the assessment and management of offenders' Risk of Harm to others – the public protection aspect of Probation Service and YOT work. Along with an emphasis on *Risk of Harm* work in our regular inspections, we have carried out three high profile independent reviews of Serious Further Offence cases.

Need for improvement in Risk of Harm work

8.2 The need for improvement in *Risk of Harm* work is indicated by results from the ESI inspection programme of probation areas:

- in at most about two-thirds of cases we have examined has the offender's Risk of Harm to others been assessed to a sufficient extent at the start of sentence
- a half of all the 42 areas we have inspected under the ESI programme have needed follow-up inspection because of our concerns about their *Risk of Harm* work; and this has been by far the main issue requiring follow-up inspection in the ESI programme. (In some cases we have carried out the follow-up inspection as part of the ESI Programme, in others this is being incorporated into the OMI inspection schedule.)

8.3 We have raised this as an important issue with the National Probation Directorate (NPD). Following this they have instituted an Action Plan to improve *Risk of Harm* work. We are working with the NPD on this and supported the conference to launch the initiative in September 2005, and the subsequent development of a training programme.

8.4 We have indicated that the definition of sufficient *Risk of Harm* work in a particular case we examine is that:

"There is evidence that throughout the period of supervision the Risk of Harm has been identified and assessed to the required standard, and all reasonable action taken to keep to a minimum the offender's Risk of Harm to others."

8.5 We intend that *Risk of Harm* issues will have particular emphasis in the OMI inspection, as indicated in Chapter 3. Along with general scores for assessment, interventions and initial

“A significant developmenthas been the increasing focus we have given to the need for improvement in the assessment and management of offenders’ risk of harm to others... Along with an emphasis to this in our regular inspections, we have carried out three high profile independent reviews of Serious Further Offence cases.”

There [should be] evidence that throughout the period of supervision the *Risk of Harm* has been identified and assessed to the required standard, and all reasonable action taken to keep to a minimum the offender's Risk of Harm to others.”

outcomes, we will produce a score for *Risk of Harm* work; and this score will be the determinant as to whether any follow-up inspection is required.

8.6 Similarly, indications from the YOT inspection programme are that an improvement is also needed in *Risk of Harm* work by YOTs. We are discussing with the Youth Justice Board how this aspect of work can be given more prominence in YOT work.

8.7 As well as the coverage of this work in our regular ESI and YOT inspection programmes, we also examined aspects of it in the joint inspections we led on the management of sex offenders, and on public protection, as described in Chapter 6.

8.8 Our intention in focusing on *Risk of Harm* work is not to emphasise it to the exclusion of all other issues. Our aim is to redress a balance, on an aspect where our inspections have been finding regular weaknesses. *Risk of Harm* is a vital aspect of Probation Service and YOT work, but it needs to be seen in the context of the work to be achieved overall with an individual offender or young person.

Independent Reviews of Serious Further Offence cases

8.9 During the course of 2005/2006 we also carried out three independent reviews of Serious Further Offence cases:

- Peter Williams, supervised by Nottingham City Youth Offending Team; published in September 2005
- Damien Hanson and Elliot White, supervised by London Probation Area; published in February 2006
- Anthony Rice, supervised by Hampshire Probation Area; published in May 2006.

Inquiry into the supervision of Peter Williams by Nottingham City Youth Offending Team

8.10 This independent review, carried out at the request of the Youth Justice Board, followed the conviction in March 2005 of Peter Williams of the murder of Mrs Marian Bates

“we intend that Risk of Harm issues will have particular emphasis in the OMI inspection...”

on 30 September 2003. At the time of the murder Peter Williams was under supervision by Nottingham City YOT under a Detention and Training Order (DTO) licence with an Intensive Supervision and Surveillance Programme (ISSP) and curfew supported by electronic monitoring.

Our key findings and recommendations were:

- The YOT arranged for additional conditions to be inserted in Peter Williams' release licence but did not manage them assiduously enough
- In particular the case manager should either have instituted breach proceedings in accordance with the national standard or sought the authorisation of the YOT manager not to do so

Recommendation: The YOT should ensure that DTOs are enforced in accordance with national standards, absences are consistently recorded as acceptable or unacceptable and any decision not to breach after the second unacceptable absence is enforced by a manager.

- Even if the YOT had instituted breach proceedings within the required timescale the consequent enforcement actions at court and elsewhere would have had to be completed within 12 working days for Peter Williams to have been in custody on 30 September 2003

Recommendation: The Youth Justice Board should:

- clarify the status of the 'end-to-end' enforcement target now subsequently now introduced for adult cases with regard to children and young people subject to community penalties
- ensure that the breach of DTO licenses is subject to the same processes and scrutiny as community penalties
- ensure guidance to YOTs on achievement of the target
- institute appropriate monitoring arrangements

- Premier, the electronic monitoring company, monitored the curfew requirement and identified several occasions when Peter Williams appeared to be in violation of his curfew, but did not notify the YOT of any of these violations until the morning of 30 September 2003. This was potentially a significant contribution to the YOT's failure to enforce the order assiduously enough
- neither of Premier's explanations of its understanding of the Home Office's statement of operational requirements for electronic monitoring were satisfactory. In particular its view, given in writing, that there was no requirement, other than in HDC cases, to inform the supervising officer of 'negative' results from 'random alternative monitoring', implies that a curfew becomes a meaningless exercise other than in HDC cases.
- the Home Office's statement of operational requirements for electronic monitoring did not clearly or adequately define the necessary actions for monitoring curfews in the 'stand alone mode'

Recommendation: The Home Office should ascertain whether Premier's interpretation of the statement of operational requirements for electronic monitoring is widely held and take action as appropriate.

Recommendation: The Home Office should review the statement of operational requirements for electronic monitoring and clarify it, if necessary, to ensure that it is not open to misinterpretation.

- The requirements placed on YOTs by the YJB to interpret alternative monitoring arrangements until electronic monitoring arrangements were in place, were unclear.

Recommendation: The YJB should clarify the expectations placed on YOTs by the YJB's ISSP electronic monitoring protocol to ensure that the action expected of YOTs is both feasible and reasonable.

“Our intention in focusing on *Risk of Harm* work is not to emphasise it to the exclusion of all other issues. Our aim is to redress a balance, on an aspect where our inspections have been finding regular weaknesses.”

An Independent Review of a Serious Further Offence Case: Damien Hanson and Elliot White

8.11 The review was undertaken at the request of the Home Secretary following the conviction in December 2005 of Damien Hanson and Elliot White for the murder of John Monckton and the attempted murder of his wife Homeyra Monckton on 29 November 2004, at a time when both men were under the supervision of London Probation Area.

Our principal findings and key recommendations were:

Principal Finding 1: Doing the job properly

When an offender is being supervised in the community it is simply not possible to eliminate risk altogether, but the public is entitled to expect that the authorities will do their job properly, i.e. to take all reasonable action to keep risk to a minimum. This did not happen in these cases:

- With Damien Hanson, a high *Risk of Harm* offender, there was an overall collective failure within London Probation Area, both to identify the nature of his risk to others and to act to keep that *Risk of Harm* to a minimum.
- With Elliot White, a medium Risk of Harm offender, London Probation Area failed to manage properly his compliance with the requirements of his Drug Treatment and Testing Order (DTTO).

Key Recommendation 1: The National Offender Management Service should be able to demonstrate that:

- Throughout each offender's sentence all reasonable action has been taken to keep to a minimum that offender's *Risk of Harm* to others.
- All sentenced offenders, whatever their level of *Risk of Harm*, should be required to comply with all the conditions of their Order or Licence, and where there is a failure enforcement action should be taken in accordance with the relevant National Standard.

This involves assigning responsibilities clearly at every level, so that each person involved in the supervision of offenders has clarity about their own responsibilities for decision-making and taking action to achieve the purposes of the sentence.

“When an offender is being supervised in the community it is simply not possible to eliminate risk altogether, but the public is entitled to expect that the authorities will do their job properly, i.e. to take all reasonable action to keep risk to a minimum. This did not happen in these cases.”

“From start to end of an offender’s sentence, managers should apply the principles of continuity and clarity of lead responsibility throughout, especially with those offenders assessed as *high Risk of Harm*.”

Principal Finding 2: Lead responsibility in managing cases

The lack of clarity and continuity of *lead responsibility* for managing these cases is very apparent to us. This arose from poor organisational arrangements and the failure to deal effectively with both offenders’ response to supervision and changes in their personal circumstances. This was a major cause of the deficiencies that we have identified.

Key Recommendation 2: From start to end of an offender’s sentence, managers should apply the principles of continuity and clarity of *lead responsibility* throughout, especially with those offenders assessed as *high Risk of Harm*

Principal Finding 3: Updating Parole Board release decisions

A further important issue arises from what happened between the Parole Board’s decision to grant Hanson early release and the actual date of his release. Currently there is a lack of clarity about the responsibility for ensuring a review by the Parole Board of their decision to release following any substantial change in the offender’s circumstances.

Key Recommendation 3: The Parole Board should specify clearly how it wishes to deal with situations where the decision to grant early release is seen as particularly dependent on some specific requirement such as accommodation or location, and where the situation changes between the date of the decision and the prisoner’s release date. Again this is about achieving clarity of responsibility for making decisions.

Principal Finding 4: Improving *Risk of Harm* work nationally

From this Review and from our recent inspections we identify a number of factors that in our opinion often hinder the drive by the National Probation Service to improve its *Risk of Harm* practice. These include:

- The setting of national targets that did not until this year specifically address *Risk of Harm* work.
- The organising of Probation staff into specialist teams, where some of the benefits this offers has to be set against some of the arising disadvantages: discontinuity of offender management, and an impaired understanding and awareness of *Risk of Harm* work by staff outside the specialist public protection teams.
- The challenging nature of performance managing *Risk of Harm* work.

Key Recommendation 4: Chief Officers should ensure that the way that their Area is structured and managed supports their endeavours to increase the effectiveness of their *Risk of Harm* work. Once again this includes assigning responsibilities clearly at every level, so that officers in charge of cases (in particular) have clarity about their own responsibilities for taking the initiative in making decisions and taking action to achieve the purposes of the sentence.

Key Recommendation 5: Future Independent Reviews

In certain exceptional future Serious Further Offence cases HM Inspectorate of Probation should undertake a formal Independent Review of the way that the case has been managed. Any such reports should be directed to the Home Secretary and published, in accordance with our normal practice.

This Key Recommendation arises from a recognition that a review such as this one may be needed again in occasional exceptional circumstances, and may assist the continuing development of good practice. We reiterate that while it is inevitable that from time to time an offender under supervision in the community will commit a Serious Further Offence, the public will be entitled to know whether or not the responsible authorities did their job properly.

An Independent Review of a Serious Further Offence case: Anthony Rice

8.12 The review was requested by Hampshire MAPPA following the conviction in October 2005 of Anthony Rice for the murder of Naomi Bryant in August 2005 at a time when he was being supervised by Hampshire Probation Area.

Our principal findings and recommendations were:

“A sequence of mistakes, misjudgements and miscommunications at all three phases of the management of his life sentence had a compounding effect that amounted to what we call a cumulative failure.”

Principal Finding 1: A cumulative failure

When dealing with a genuinely very difficult case such as this one, offender management is extremely hard to get right, and it can be easy to exercise the judgement of hindsight when looking at a case that has gone badly wrong. Nevertheless we find evidence to conclude that on balance Anthony Rice should not have been released on Life Licence in the first place, and once he had been released he could and should have been better managed.

A sequence of mistakes, misjudgements and miscommunications at all three phases of the management of his life sentence had a compounding effect that amounted to what we call a *cumulative failure*.

It was often not clear who was 'in charge of the case'. It would have been a significant benefit in this case to have had someone designated to exercise *lead responsibility* for managing the case throughout the custodial period, through release and into the community.

Key Recommendation 1:

- *The National Offender Management Service should, within the future arrangements for managing all sentenced offenders, give special consideration as to how to provide effective start-to-end offender management for each indeterminately sentenced prisoner.*

“There should be a major appraisal of current policy and practice for releasing prisoners from indeterminate sentences.”

Principal Finding 2: Management of the sentence while in custody

There was an enormous investment into the assessment and treatment of this very difficult case throughout his time in prison. But it was a major mistake to fail to bring forward the file from Anthony Rice's previous prison sentence, which would have shown that he was a former offender against girls as well as against adult women. This was in turn a contributing factor in the assessment made in 2001 that he was ready to move straight from a Category B prison to Category D (open prison) conditions – in our opinion a misjudgement based on insufficient evidence in favour of doing so.

Key Recommendation 2:

- *At the key decision-making points in a prisoner's sentence there should be a separate assessment of the prisoner that is independent of the treatment and which takes into account all available evidence.*

Principal Finding 3: Management of release on Licence

We consider that the Parole Board's decision in 2004 that Anthony Rice was safe to release gave insufficient weight to the underlying nature of his *Risk of Harm* to others, and we think this happened for a combination of reasons:

- They did not have full knowledge of his past offending behaviour, in particular that he had been an offender against children.
- They received cautiously encouraging but ultimately over-optimistic reports of Anthony Rice's progress under treatment
- Their own earlier decision in 2001 to transfer him to open prison conditions in our view set in motion a momentum towards release. As we see it that Parole Board decision created in this case a set of expectations that release had now become a matter of 'when' not 'if'. (We believe it has a similar effect in other 'Lifer' cases.)
- It was also from 2001 that in our view the people managing this case started to allow its public protection considerations to be undermined by its human rights considerations, as these required increasing attention from all involved, especially as the prisoner was legally represented.

The process of considering release for a life-sentenced prisoner is additionally complicated by the human rights considerations in each case which have grown in importance following a series of Court judgements. Prisoners are now legally represented at Parole Board hearings, often by counsel, who also have recourse to judicial review. It is a challenging task for people who are charged with managing offenders effectively to ensure that public protection considerations are not undermined by the human rights considerations.

Key Recommendation 3:

- *In recognition of the significance of the move to open prison conditions, the way in which indeterminately sentenced prisoners are managed during their period there should be reviewed in order to ensure that expectations by all involved are clearly giving priority to public protection.*

Principal Finding 4: Management of Life Licence after release

We have identified a number of mistakes, misjudgements and miscommunications that we attribute to a series of assumptions made by the different agencies involved, and exacerbated by the issues around the changes of supervising Probation Officer at and after release. The MAPPAs (Multi-agency Public Protection Arrangements) panel handling the case allowed its attention to the public protection considerations of this case to be undermined by its human rights considerations.

Key Recommendation 4:

- *When managing a High Risk of Harm offender in the community, although proper attention should be given to the human rights issues, the relevant authorities involved should maintain in practice a top priority focus on the public protection requirements of the case. This means making good use of the very good guidance and training materials available for MAPPAs, including in particular the advice to pursue an 'investigative' approach at all times.*

We also made a further, general recommendation in this case:

- ***There should be a major appraisal of current policy and practice for releasing prisoners from indeterminate sentences.***

The Year Ahead

8.14 We anticipate that we will be asked to undertake further independent reviews of Serious Further Offence cases in 2006/2007, and have provisionally planned accordingly. However at the time of preparing the report none specifically have been requested. It will be important that the process of requesting reviews is clear.

9



Looking Ahead

Our General Approach

9.1 Our underlying general approach for 2006/2007 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 performance of each Probation Area or other employing body and YOT or YOS in achieving this, and
- engage effectively with these 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.

9.2 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 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.

9.3 More details on our approach are given in our Plan for 2006/2007 (*We Sell Improvement*), available on our website.

Work Programme for 2006/2007

9.4 More specifically, our work programme for 2006/2007 has the following main elements:

- **Planned schedule of inspections:** carrying out on time and to a good standard the planned schedule indicated in earlier chapters:
 - 13 OMI inspections, and four follow-up inspections from ESI
 - some 35 YOT inspections, jointly with the other inspectorates
 - contributing to 40 Supporting People joint inspections
 - carrying out independent reviews of Serious Further Offence cases as requested
 - completing the joint inspection of public protection
 - completing the initial thematic inspection of junior Attendance Centres
 - contributing to three joint criminal justice area inspections, including leading on the enforcement element
 - contributing to the planned third joint review of children's safeguards
 - probably, a short inspection of a probation service outside England and Wales
- **Contributing to the planning for and transition** to the single inspectorate for Justice, Community Safety and Custody.

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 attach great importance to these principles.”

Allocation of Resources in 2006/2007

9.5 We have created a 'budget' of 41,000 deployable 'inspection hours' for 2006/2007, and have allocated them as follows:

YOT inspections	18,000
OMI	10,500
Single agency thematic inspections	500
CJS joint inspections	3,000
'Supporting People' inspections	3,000
Inspections outside England & Wales	750
Independent Serious Further Offence reviews	2,750
QA of HMI Probation methodology	500
Other work	2,000
Total	41,000

Accordingly, the YOT inspection programme will take 44% of our deployable hours, and the OMI programme a further 26%. We have allocated 7% each to joint inspections of the CJS and to our contribution to the Supporting People programme.

HMI Probation costs

9.6 Our projected cost per inspection hour per person for 2006/2007 will be £87. This figure does not include all the costs we incur but, even allowing between 5% and 10% for that, our cost figure would still be well below £100 per inspection hour. We believe this demonstrates our commitment to ensuring we represent good value for money.

...we believe that we have organised ourselves to deliver inspections which are needed, both in the coming year and in the changed world of the future, as part of a larger organisation. We think we can face that future with confidence.”

Improving the accessibility of our publications and other publicly available material

9.7 We will continue to consider the design, writing and presentation of our reports to see if we can make them more accessible and clearer to our readers, while still achieving our key aims. Our reports are more concise and better benchmarked than in the past, but we think there may be scope for further improvement, and each new or revised programme allows us to move further in that direction. We believe that shorter, plainer and more clearly presented reports are more likely to be appreciated by Ministers and other readers.

9.8 Similarly we will continue to seek to ensure that leaflets, questionnaires and other material we use in inspections are clear and concise and take account of the literacy skills of those for whom they are intended.

Facing the Future with Confidence

9.9 On the basis of the approach and programmes outlined in this report, we believe that we have organised ourselves to deliver inspections which are needed, both in the coming year and in the changed world of the future, as part of a larger organisation. We think we can face that future with confidence.

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 Home Office and reporting directly to the Home Secretary. Our purpose is to:

- report to the Home Secretary on the work and performance of National Probation Service and of Youth Offending Teams, particularly on the effectiveness of work with individual offenders, children and young people aimed at reducing reoffending and protecting the public
- in this connection, and in association with HM Inspectorate of Prisons, to report on the effectiveness of offender management under the auspices of the National Offender Management Service as it develops
- contribute to improved performance in the NPS, NOMS and YOTs
- contribute to sound policy and effective service delivery by providing advice and disseminating good practice, based on inspection findings, to Ministers, Home Office staff, the Youth Justice Board, probation boards/areas and YOTs
- promote actively race equality and wider diversity issues in the NPS, NOMS and YOTs
- contribute to the overall effectiveness of the Criminal Justice System, particularly through joint work with other criminal justice and Government inspectorates.

Our annual Plan is agreed between the Home Secretary and HM Chief Inspector and is published on our website.

Home Office Objectives

HMI Probation contributes primarily to the achievement of Home Office Objective II:

More offenders are caught, punished and stop offending, and victims are better supported

and to the requirement to ensure that custodial and community sentences are more effective at stopping offending. We also contribute to the achievement of Objective III through scrutiny of work to address drugs and other substance misuse, and to other relevant CJS and children's services objectives.

Code of Practice

In undertaking its work HMI Probation seeks 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.

In seeking to achieve its purpose and meet these principles, HMI Probation aims to:

- undertake its work with integrity in a professional, impartial and courteous manner
- report and publish inspection findings and recommendations for improvement in a timely way
- promote race equality and wider diversity issues in all aspects of its work, including within its own employment practices and organisational processes
- minimise any additional work arising for Probation Areas or Youth Offending Teams as a result of the inspection process.

In undertaking its work HMI Probation is 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, HMI Probation works closely with the Audit Commission, the National Audit Office and the Home Office Audit and Assurance Unit.

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 our OMI, ESI and YOT inspections focuses on what has been delivered to the offender or young person (primarily in terms of Quality of Assessment, 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 the parents of the latter.
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 follow-up inspections only where a Probation Area falls significantly short of the required criteria. In the case of YOTs, the programme of interviews with managers and staff is tailored to the issues identified from our analysis of the cases examined during the first fieldwork week.
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. Also, the criteria and guidance published on our website enable any practitioner or manager to assess his or her own practice at any time.

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 and concerns that have been put to us in the last year. We also take the initiative 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 CJ inspectorates, but we also co-ordinate our other work to avoid, for example, rapidly successive visits by ourselves and another scrutiny body whenever possible. We have become full members of the Local Services Inspection Forum (LSIF) and of its inspection database for this purpose because of our YOT inspection work, and we also maintain a databank for the Probation Inspection and Audit Forum to co-ordinate 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. 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 2006

HM Chief Inspector

Andrew Bridges

HM Assistant Chief Inspectors

Liz Calderbank	Alan MacDonald
Julie Fox ⁽¹⁾	Peter Ramell
John Hutchings	Kate White ⁽¹⁾

HM Inspectors

Jane Attwood	Karen McKeown ⁽³⁾
Steve Blackburn ⁽²⁾	Shirley Magilton
Helen Boocock	Ian Menary
Mark Booher	Joy Neary
John Browne	Dan Parks ⁽³⁾
Rose Burgess	Nigel Scarff
Helen Cash	Joe Simpson
Ben Clark	Andy Smith
Sandra Fieldhouse	Glen Suttwood ⁽²⁾
Steve Glass ⁽²⁾	Ray Wegrzyn
Jude Holland	Steve Woodgate
Sally Lester	

Practice Assessors

Jo Bergdahl	Nicola Molloy
Penny Davies	Rachael Odunze
Stephen Hubbard	Nikki Shave
Stephanie Mason	

⁽¹⁾ on temporary promotion from 20 March 2006, to cover an impending retirement, and an anticipated temporary absence

⁽²⁾ seconded from HMIC

⁽³⁾ seconded from CSCI

Inspection infrastructure and support

<i>Programme Manager</i>	Andy Bonny
<i>Information Manager</i>	Kevin Ball
<i>Information team</i>	Grace Dickin Paul Cockburn
<i>Publications and Manchester Office team</i>	Zach Rathore (Manager) Jean Hartington Maura O'Brien
<i>Finance and London Office team</i>	Charles Luis (Manager) Beverley Folkes Ann Hurren
<i>Inspection support team</i>	Lynn Carroll (Manager) Pippa Bennett Natalie Dewsnap Debbie Hood Junior Rhone Oliver Kenton

Fee Paid Panel

Malcolm Bryant
Melva Burton
Paddy Doyle
Sue Fox
Martyn Griffiths
Martin Jolly
Sarah Mainwaring
Ian Simpkins
Dorothy Smith
Roger Statham
Vivienne O'Neale
Eileen O'Sullivan
Rory Worthington

Appendix D

Reports of inspections of NPS and YOT work published in 2005/2006

ESI Reports	Date Published
North Wales	May 2005
West Yorkshire	May 2005
North Yorkshire	May 2005
South Yorkshire	May 2005
Lincolnshire	June 2005
London	July 2005
Humberside	July 2005
Warwickshire	October 2005
Northamptonshire	October 2005
West Mercia	October 2005
Bedfordshire	January 2006
Cambridgeshire	January 2006
Surrey	January 2006
Sussex	March 2006
ESI Follow-Up Reports	Date Published
South Wales	June 2005
Gwent	June 2005
Staffordshire	July 2005
West Midlands	September 2005
Gloucestershire	January 2006
Inspection Findings	Date Published
Inspection Findings 4/05: Aggregate results for 29 probation areas inspected in 2003/2004 and 2004/2005	November 2005
Other Area Inspection Report	Date Published
Report of an Inspection of the Jersey Probation and After Care Service	December 2005
YOT Inspection Reports	Date Published
Islington	May 2005
Tower Hamlets	May 2005
Stockport	May 2005
Kingston-upon-Hull	June 2005
Bristol	July 2005
Worcestershire & Herefordshire	July 2005
Somerset	July 2005
Merthyr Tydfil	July 2005
Barking & Dagenham	July 2005
Sefton	July 2005
Devon	August 2005
Walsall	August 2005
Wrexham	September 2005
Sandwell	September 2005
Hackney	September 2005
Merton	September 2005
Wiltshire	October 2005
Buckinghamshire	November 2005
Northumberland	November 2005

Derby City	December 2005
York	December 2005
Rochdale	January 2006
Wirral	January 2006
Staffordshire	January 2006
Bournemouth & Poole	January 2006
Calderdale	February 2006
Doncaster	March 2006
Hillingdon	March 2006
YOT Follow-Up Reports	Date Published
Stockport	March 2006
Supporting People Inspection Reviews	Date Published
London Borough of Greenwich	April 2005
Buckinghamshire County Council	May 2005
Knowsley Metropolitan Borough Council	May 2005
Kingston upon Hull City Council	May 2005
London Borough of Havering	May 2005
Peterborough City Council	June 2005
South Tyneside Borough Council	May 2005
London Borough of Harrow	May 2005
Swindon Borough Council	May 2005
Bracknell Forest Borough Council	June 2005
London Borough of Croydon	June 2005
Darlington Borough Council	June 2005
London Borough of Tower Hamlets	August 2005
Devon County Council	August 2005
Luton Borough Council	August 2005
Southampton City Council	July 2005
Bath and North East Somerset Council	September 2005
London Borough of Hammersmith and Fulham	September 2005
Gloucestershire County Council	September 2005
Borough of Poole Council	October 2005
Southend-on-Sea Borough Council	October 2005
Lancashire County Council	October 2005
London Borough of Hillingdon	October 2005
Reading Borough Council	November 2005
North Lincolnshire Council	November 2005
Liverpool City Council	December 2005
Bristol City Council	January 2006
Bradford Metropolitan District Council	January 2006
London Borough of Lambeth	January 2006
Lincolnshire County Council	February 2006
Torbay Council	February 2006
Hartlepool Borough Council	March 2006
Brighton & Hove City Council	March 2006
Cambridgeshire County Council	March 2006
Thurrock Council	March 2006
Oxfordshire County Council	March 2006

List continued overleaf

Appendix D

Reports of inspections of NPS and YOT work published in 2005/2006 (continued)

Independent Reviews of Serious Further Offence cases	Date Published
Inquiry into the supervision of Peter Williams by Nottingham City Youth Offending Team	September 2005
An Independent Review of a Serious Further Offence case: Damien Hanson & Elliot White	February 2006
Thematic Inspections: Reports of Inspections by HMI Probation as a single inspectorate	Date Published
"An Essential Element of Effective Practice" An Inspection of National Probation Service Work on Offender Accommodation (<i>with accompanying inspection findings 3/05</i>)	July 2005
Management Reviews of Serious Incidents Inspection	September 2005
Realising the Potential: The report of a short focused inspection on the offender assessment system (OASys)	December 2005
Joint Thematic Inspection Reports	Date Published
Safeguarding Children: The second joint Chief Inspectors' Report on Arrangements to Safeguard Children	July 2005
From Arrest to Sentence - The Role of YOTs in the Safeguarding of Children	July 2005
Joint Inspection of the Enforcement of Community Penalties	July 2005
Managing Sex Offenders in the Community: A Joint Inspection on Sex Offenders (<i>with accompanying inspection findings 5/05</i>)	December 2005
Joint Area Inspection Reports	Date Published
Joint Inspection Report of the Merseyside Criminal Justice Area	August 2005
Joint Inspection Report of the North Yorkshire Criminal Justice Area	October 2005
Joint Inspection of the Gwent Criminal Justice Area	February 2006
Joint Area Inspection Report for Thames Valley Criminal Justice Area	February 2006

Families of Areas used for Comparison in ESI (see para 2.2)

Metropolitan Probation Areas and London Probation Area

Greater Manchester
London
Merseyside
Northumbria
South Yorkshire
West Midlands
West Yorkshire

'Large Size, High Density' Probation Areas

Essex
Hampshire
Kent
Lancashire
Nottinghamshire
South Wales

'Large Size, Lower Density' Probation Areas

Avon & Somerset
Devon & Cornwall
Humberside
Sussex
Thames Valley
West Mercia

'Medium Size, Higher Density' Probation Areas

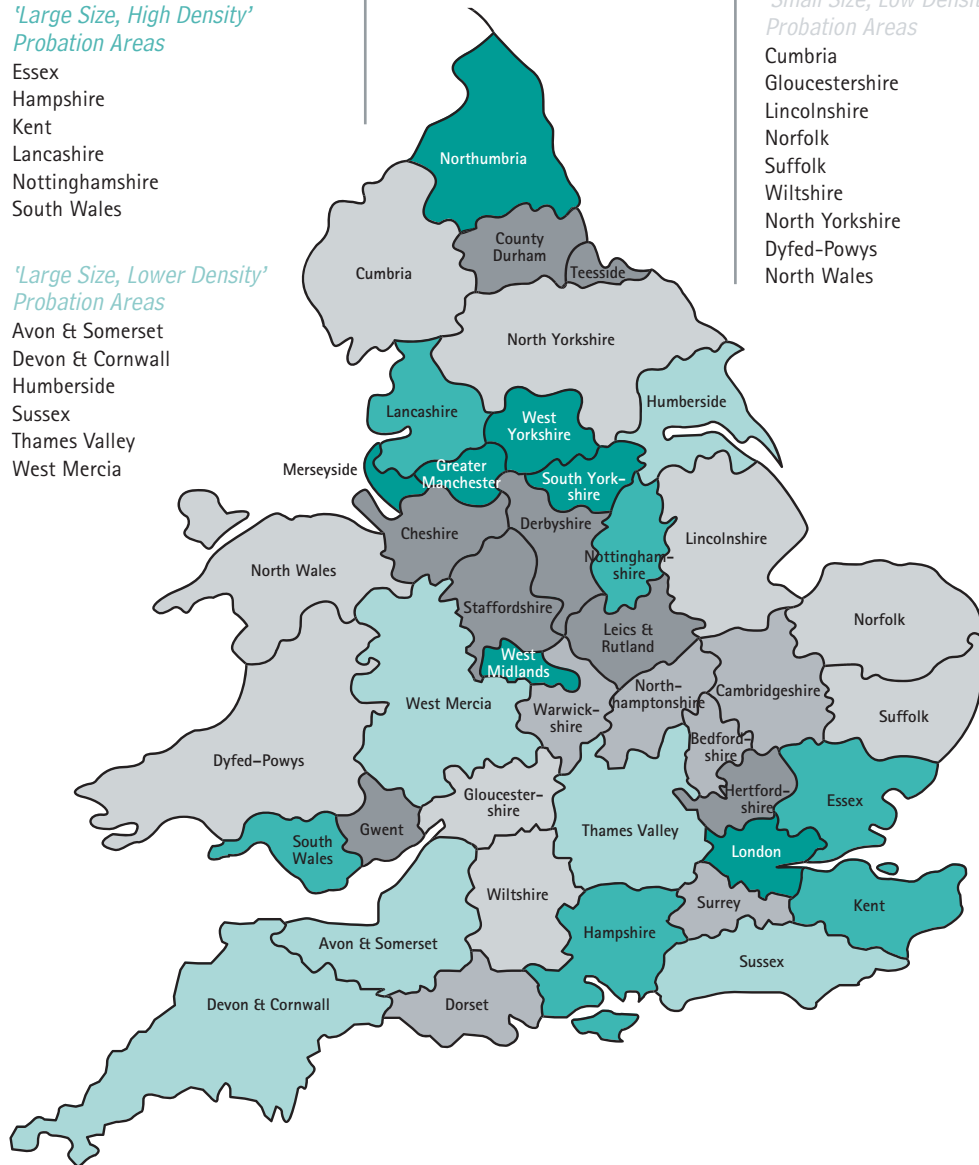
Cheshire
Derbyshire
County Durham
Hertfordshire
Leicestershire & Rutland
Staffordshire
Teesside
Gwent

'Small Size, Higher Density' Probation Areas

Bedfordshire
Cambridgeshire
Dorset
Northamptonshire
Surrey
Warwickshire

'Small Size, Low Density' Probation Areas

Cumbria
Gloucestershire
Lincolnshire
Norfolk
Suffolk
Wiltshire
North Yorkshire
Dyfed-Powys
North Wales



Appendix F

HMI Probation Budget for 2005/2006

Total Budget for Year

Staff salaries	£2,784,000
Travel and subsistence	415,000
Manchester office accommodation	125,000
Training	45,000
Conferences, Promotion and Development	61,000
Stationery and postage	40,000
IT and telecommunications	87,000
Refreshments for inspection planning meetings	6,000
Total expenditure	3,563,000
Income	(233,000)
Net expenditure budget	3,330,000

the 1990s, the number of people in the world who are illiterate has increased from 400 million to 600 million.

There are a number of reasons for this. One is that the population of the world is growing. Another is that the number of people who are illiterate in the developed world is increasing. This is because of the aging of the population. In the developed world, the number of people who are illiterate is increasing because of the aging of the population. In the developing world, the number of people who are illiterate is increasing because of the lack of access to education.

There are a number of ways to reduce the number of illiterate people in the world. One way is to improve access to education. Another way is to improve the quality of education. A third way is to improve the literacy skills of people who are already illiterate.

There are a number of organizations that are working to reduce the number of illiterate people in the world. One of these organizations is the International Literacy Association. This organization is working to improve access to education and to improve the quality of education in the developing world.

Another organization that is working to reduce the number of illiterate people in the world is the World Bank. This organization is providing financial assistance to countries in the developing world to improve access to education and to improve the quality of education.

There are a number of things that we can do to help reduce the number of illiterate people in the world. We can improve access to education, we can improve the quality of education, and we can improve the literacy skills of people who are already illiterate.

It is important that we continue to work to reduce the number of illiterate people in the world. This is because illiteracy is a major barrier to economic development and to social progress. We need to make sure that everyone has the opportunity to learn to read and write.

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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
Home Office
2nd Floor
Ashley House
2 Monck Street
London SW1P 2BQ*

Copies of all inspection reports are available on the HMI Probation website at <http://inspectorates.homeoffice.gov.uk/hmiprobation/>.

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

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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
Home Office
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://inspectorates.homeoffice.gov.uk/hmiprobation/>.

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