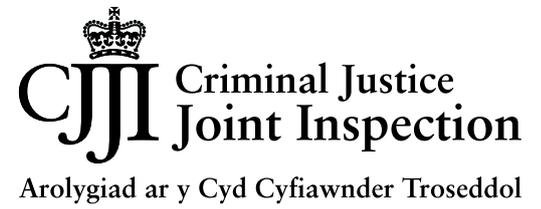
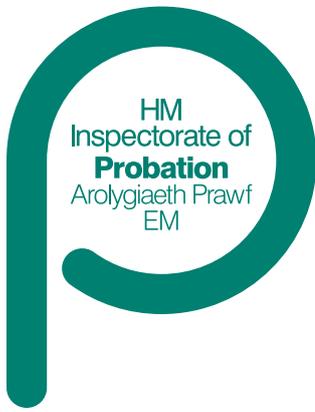


# HM Inspectorate of Probation Annual Report 2010-11

Independent inspection of  
adult & youth offending work

*75 years of public service*



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Independent inspection of  
adult & youth offending work

# SUMMARY

**During 2010-11 HMI Probation:**

- continued to make good progress, to schedule, on the longer-term regular inspections of youth and adult offending work:
  - completing a further 55 inspections under the Core Case Inspection of youth offending work which is covering key aspects of the work of all (now) 158 Youth Offending Teams over a three year period
  - completing a further 13 inspections under the inspection of adult offending work which is inspecting work in all NOMS Probation Trusts over a three year period. We also completed 20 inspections of offender management in prisons, jointly with HMI Prisons.
- on joint thematic inspections, published a joint thematic report led by HMI Probation on sexual offending work with adults. On youth offending we published a joint thematic report led by HMI Probation on court work and reports, and contributed substantially to the joint reports published on gangs, alcohol misuse and offending, and prevention.
- continued to give a prominent focus in our inspection programmes to the closely related issues of Public Protection and Child Protection (or 'Safeguarding') work. Among other things we published in October 2010 the findings of a second set of special case inspections of *Risk of Harm* work in London, commissioned originally because of concerns arising from the Sonnex case.

In the Foreword to this, his last Annual Report before retirement, Andrew Bridges the Chief Inspector of Probation comments on the role of HMI Probation as an independent inspectorate in improving the quality of practice, among other things by focusing on the scrutiny of the quality of adult and youth offending work in specific cases. He also thanks all the staff of HMI Probation for what the Inspectorate has achieved over the last seven years.

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HM Chief Inspector of Probation

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# FOREWORD

**BY ANDREW BRIDGES CBE  
HM CHIEF INSPECTOR OF PROBATION 2004-2011**

## FOREWORD

**By Andrew Bridges CBE**  
**HM Chief Inspector of Probation 2004-2011**

Having completed my seventh and final year as Chief Inspector, I am as ever proud to introduce this Annual Report of the work of HM Inspectorate of Probation during 2010/2011 – our 75th year of public service. We independently inspect adult & youth offending work in order to help improve effective practice.

The occasion of my own final Annual Report is my opportunity to highlight the quality of the collective work of all the staff of HMI Probation during the last seven years, as evidenced by the reports we have produced. In a demanding schedule, reports have been done on time and to a high level of quality, and this has been achieved only because our inspection staff (HM Inspectors and Practice Assessors) and our support service staff (inspection support, information and other staff) have all worked as an effective team. As Chief Inspector I have received a lot of positive comments from others about our work, and I would like to confirm here, on the record, that this has only been possible because of how well all the staff of this Inspectorate have worked together on our collective enterprise.

My successor as Chief Inspector may well, properly, wish to introduce a new and perhaps different approach to the job. This is to be expected, because Ministers' expectations and other developments in the wider context in which we work will continue to unfold, as they have done before during our 75-year history. However, for those who may be weighing up future options for change, it is worth noting how the work of this Inspectorate is currently helping to improve the quality of practice, both in adult & youth offending work, and in the wider Criminal Justice System.

- We're independent, and we inspect work not organisations. As such, we intend to be seen as an authoritative source of 'fair comment'.
- We don't formally regulate or enforce, but we provide a national benchmark for what success looks like – especially valuable when providers become more diverse.
- We don't focus on compliance with procedures or rules – instead we examine a representative sample of cases in each location in turn, and we assess how often in practice *the right things were being done well enough with the right individuals in the right way at the right time*, including a specific focus on the Public Protection and the Child Protection aspects of the work.
- We do this because no one else can measure these aspects of the work. In so doing we don't duplicate the work of performance managers and auditors – instead we *complement* their work, and provide our own unique Added Value.
- Although there is a cost to the Inspectorate to 'going out to see what is actually happening with real cases' the cost to those inspected is low because we only ask them to 'show us their work', and we are very focused in what we choose to assess during each visit.

- Thus, our inspections overall are *cheap*, both for us and for the bodies whose work we are inspecting - for every pound spent on providing local Youth Offending teams across England and Wales (for example), roughly a halfpenny in total is spent on inspection<sup>1</sup>. And because of this, it is a false economy not to retain a rolling programme that focuses on the key sensitive subject of 'public safety' – i.e. Public Protection and Child Protection.
- Because each body whose work is being inspected is also asked to provide at least one person to assist with an inspection, they each gain a person who is trained in our methodology, and in assessing against our 'national benchmark'. This should help them to improve their own practice.
- Our joint inspections employ much of the same approach to examine the quality of work in many aspects of the wider Criminal Justice System.
- Overall, we also aim to behave while inspecting in such a way that the people we work with want to improve, and are enabled to do so. We receive positive feedback that we do this well.
- For the future, the latest refinements to measuring 'Outcomes' within our inspection methodology mean that our inspections could play a key role in assisting Ministers to know whether Probation Trusts or other providers are achieving the desired results.

Our main office is located economically in Manchester (i.e. not in London), where almost all our inspection support and information staff do the project planning, organising and administration of each of our 70+ inspections each year, using software that we have designed and tailored to our specific purposes, within the infrastructure provided for us by our 'sponsoring' Department, the Ministry of Justice. They then process and quality assure the data collected, and organise the publication and distribution of each report (hard copies as well as on the website).

In these ways these excellent support service staff, including those who handle our finance and other corporate services, enable the Inspection staff (Inspectors and Practice Assessors) to do their job of visiting localities, assessing the quality of the work that they see, and aggregating the qualitative judgements that they have made. Our panel of Associate Inspectors enables us to deploy quality people on inspection visits 'as needed' while keeping overhead costs relatively low. All the Inspection staff have also been excellent in conscientiously benchmarking their judgements, teamworking well in different workgroups, and delivering the demanding schedule of the core inspection programmes on time and to a good standard.

The lead Inspector for each inspection manages the visit, collates the findings and writes the report. An Assistant Chief Inspector manages each inspection programme and also edits each report. The Chief Inspector manages the Inspectorate.

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1. In round numbers each Core Case Inspection of Youth Offending work costs the Inspectorate about £24k, including overheads, and the local partnership maybe £11k, making a total of less than £35k for each one. That makes about £5.5m as the overall total cost of these inspections over three years. At c£400m per annum the cost of actually providing local YOTs comes to £1,200m over three years – and hence for every pound spent on providing local YOTs across England and Wales, roughly a halfpenny in total is spent on inspection.

Because each member of the whole Inspectorate plays their own part effectively, the whole annual programme of inspections gets delivered on time and to a good standard. We have organised ourselves so that we make the most use we can of our resources each year, while still treating our own hardworking staff reasonably decently, and I believe that we are seen by others as a lean organisation. Our developing outline plan will enable the Inspectorate to take its fair share of the wider annual budget reductions over the next four years while maintaining a worthwhile inspection programme – our current projection means that meeting the 2011/2012 budget should prove readily achievable in practice.

However, as an organisation that regularly preaches to others about the importance of continuous improvement, we are well aware that this must apply to ourselves too. Alongside our existing commitment to constantly quality assuring our own inspection judgements and wider methodology, our staff are also aware that what Ministers and/or the new Chief Inspector might ask them to do could change. They also know that continuous improvement should apply to our organisation as well as our methodology. Therefore our collective pride in what we have achieved to date is tempered by the desire to avoid complacency. Accordingly I know that they will remain committed to achieving further continuous improvement in the future, including increasing involvement in measuring outcomes if required.

As a result, since this is my final Annual Report Foreword, to be published after my retirement, I can take this opportunity to offer my congratulations and my thanks to all the staff of HM Inspectorate of Probation over the last seven years for what they have achieved, and I wish them all the very best in going wherever my successor decides to take them.

**Andrew Bridges CBE**  
**HM Chief Inspector of Probation**

# 1

## THE HMI PROBATION YEAR

## **Overview**

### **1.1**

During the year 2010-11 we carried through all our planned inspection work successfully to schedule. In so doing we made good progress on our longer-term regular inspection programmes of youth and adult offending work:

- under our Core Case Inspection (CCI) of youth offending work - in which we are inspecting key aspects of youth offending work in all (now) 158 Youth Offending Teams (YOTs) over a three-year period from April 2009 - we completed a further 55 inspections, to schedule. (More information is in Chapter 3.)
- under our inspection of adult offending work (OMI 2) - in which we are inspecting work in all NOMS Probation Trusts over a three-year period from September 2009 - we completed a further 13 inspections, to schedule. We also completed 20 inspections of offender management in prisons, jointly with HMI Prisons. (More information is in Chapter 2.)

### **1.2**

We continued to make a substantial contribution to joint thematic inspection work with other Criminal Justice and other Inspectorates, in respect of both adult and youth offending work. On adult work, we published a joint thematic report led by HMI Probation on sexual offending. On youth offending we published a joint thematic report led by HMI Probation on court work and reports, and contributed substantially to the joint reports published on gangs, alcohol misuse and offending, and prevention.

### **1.3**

We continued to give a prominent focus in our inspection programmes to the closely related issues of Public Protection and Child Protection (or 'Safeguarding') work (see Chapter 6). Among other things we published in October 2010 the findings of a second set of special case inspections of *Risk of Harm* work in London, commissioned originally because of concerns arising from the Sonnex case.

### **1.4**

In total, during 2010-11 we participated in 95 inspections (most of which we led), and in publication of 73 inspection reports. (There is inevitably some time lag between the date of fieldwork and the date of publication.) Details of reports published are shown in Appendix D.

### **1.5**

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

## **Core basis of inspection**

### **1.6**

The core of our inspection work continues to be the assessment of the quality and effectiveness of adult and youth offending work in a representative sample of particular cases of individuals who have offended. We judge how often work was done sufficiently well with each individual in this representative sample of cases. This approach is, among other things, fully incorporated into our regular area inspection programmes (CCI and OMI 2).

### **1.7**

We also consider that inspection should be proportionate and focused on key aspects of work where direct inspection makes assessments that cannot readily be made by other means. Partly reflecting this, we give a prominent focus in our inspection work to the closely related issues of public protection and child protection (or 'safeguarding').

## **1.8**

In line with the above approaches, both of our main area inspection programmes include 'headline' scores representing, for key aspects of work, the proportion of the work in the sample which we rated to have been done sufficiently well. For both OMI 2 and CCI, headline scores are produced both for work to minimise *Risk of Harm to others* and work to reduce the Likelihood of Reoffending. For OMI 2 a headline score for Compliance and Enforcement is also produced, and for CCI a headline score for Safeguarding (Child Protection) work.

## **Joint Inspection of the Criminal Justice System**

### **1.9**

HMI Probation has continued to play a leading part in work between the Criminal Justice Inspectorates on the plans for the Joint Inspection Programme for each year, including those for the Joint Inspection Programme for 2011-13 (available on our website). During 2010-11 Andrew Bridges served as Chair to the Criminal Justice Chief Inspectors Group, the strategic group which plans and coordinates joint inspection work across the Criminal Justice Inspectorates. Almost all of our inspection work in 2010-11 continued to be joint inspection work of one kind or another, working with partner inspectorates in different combinations. We have also continued to take the lead in work across the Inspectorates to share internal support and infrastructure services where feasible.

### **1.10**

In relation to the joint Criminal Justice System (CJS) inspection arrangements, we continue to work with the Advisory Board of independent members who advise Criminal Justice Chief Inspectors on joint inspection issues. During 2010-11, the Board comprised Professor Rod Morgan and Professor Stephen Shute.

## **Aggregate reports**

### **1.11**

Alongside the reports on each area under our CCI and OMI 2 programmes we have continued to produce aggregate reports across a number of regions, and to publish them on our website. Aggregate reports were produced in March 2011 on CCI findings across for the first four English regions and Wales, on OMI 2 findings across the first three English regions, and on findings from the Prison Offender Management Inspection programme. Aggregate analyses of these sorts are helpful in providing a clear picture as to what comprises good quality work on key aspects of practice. They are also important in allowing for more conclusive analysis by ethnicity and other diversity characteristics of offenders and young people than we usually consider in reports in respect of individual areas in view of the small number of cases often involved. Such analysis makes it possible to identify whether or not offenders or young people are being treated proportionately at each step of the processes we inspect, irrespective of their diversity characteristics.

## **Public Bodies Reform**

### **1.12**

HMI Probation was within the scope of the review of publicly-funded bodies (sometimes referred to as 'quangos') during 2010-11. The outcome of the review was that HMI Probation should be retained, in view of its role in "independently establishing facts".

## **Budget reductions**

### **1.13**

In common with most parts of the public sector, HMI Probation is needing to take its fair share of budget reductions. We will be working to a reduced budget in 2011-12, with further reductions projected for the next three years. We have made adjustments to allow for this, and should be able to maintain our core inspection work though with some amendments.

## **Government Green Paper – Breaking the Cycle**

### **1.14**

The Government published the Green Paper *Breaking the Cycle* in December 2010, setting out for consultation proposals to break the destructive cycle of crime and protect the public, through more effectively punishing and rehabilitating offenders and reforming the sentencing framework. We have responded to the consultation, and in particular indicated why we consider that key aspects of youth offending work – public protection and child protection – should continue to be inspected in every locality. Our response is published on our website.

## **Communication of our inspection results**

### **1.15**

We aim to ensure that our inspection findings are clear and readily accessible. We do this partly through regular maintenance of our website and continuing improvements to its structure, making a number of further improvements during 2010-11. We also keep under review the need for clarity in the format of our reports to ensure that they are as concise and clearly presented as possible.

## **Evaluation of inspections by organisations whose work we inspect**

### **1.16**

HMI Probation is concerned to keep to a minimum the amount of extra work for the organisations whose work we inspect, arising as a result of the inspection process. In this connection, for each CCI and OMI 2 inspection, the YOT Manager or Probation Chief Executive involved is invited after the inspection to complete a short questionnaire for their organisation, with their evaluation of the inspection process.

### **1.17**

Of a total of 51 returns for CCI and OMI 2 (together) available for inspections in 2010-11:

- 92% of the organisations were fully or mainly clear what they needed to do to plan for the inspection
- 94% were, overall, fully or mainly satisfied with the pre-inspection planning arrangements with HMI Probation
- 96% were fully or mainly satisfied with the conduct of the inspection team
- 92% were fully or mainly satisfied that any requests made by inspection staff during the inspection were reasonable
- 96% were, overall, fully or mainly satisfied with the management of the inspection.

## **HMI Probation role in promoting improvement**

### **1.18**

One of HMI Probation's key purposes is to promote improvement in adult and youth offending work. During 2010-11 there were, in particular, several examples of this:

- the findings of the second set of case inspections of public protection work in London, commissioned as a result of concerns arising from the Dano Sonnex case (see Chapter 5) showed a considerable improvement on the disappointing findings in the earlier set of case inspections. This improvement followed a substantial amount of work with and advice to the London Probation Trust by HMI Probation, aimed at improving public protection work
- the findings of two reinspections of YOT work - in Rochdale and Sefton - where our original inspections indicated that performance was of serious concern - showed a marked improvement in the work of both of these YOTs.

We are very glad to be able to report these significant improvements. While the credit for the improvements belongs to the staff of the organisations concerned, the improvements are fully in line with this key purpose of HMI Probation.

### **1.19**

We have also been starting to work more closely with the NOMS Agency and the Youth Justice Board (YJB) to seek to develop practice improvement through a systematic regime of properly benchmarked self-assessment (making use of HMI Probation's inspection methodology), coupled with independent inspection. We consider that there is a good case for such regimes, particularly in respect of public protection. We have started to participate with NOMS in the delivery of training events, aimed at this purpose, on *Risk of Harm* practice.

## **Departmental arrangements**

### **1.20**

HMI Probation continues to be hosted by the Ministry of Justice (MoJ) and, for organisational purposes, to be located in the Justice Policy Group in the MoJ. A framework document sets out the relationship between HMI Probation and the MoJ, and is available on our website.

## **Advising and Liaising**

### **1.21**

While our main purpose is independent inspection, we also have a significant role in providing advice to Ministers, officials and others. We have continued during 2010-11 to liaise with, and to provide advice to, other bodies with an involvement in Public Protection and Safeguarding work, particularly NOMS, the YJB and Ofsted. In this connection we also liaised with the National Safeguarding Delivery Unit, and attended the post-Laming Implementation Board, before the general election, and then under the new arrangements attended the Cross-Government Safeguarding Forum to advise on the development of the Munro report after the general election.

### **1.22**

As in previous years, we agreed with NOMS that in 2010-11 some of our key results from offender management inspections would be incorporated into the Probation Trust Rating System (PTRS) – the main performance mechanism for Probation Trusts used by NOMS during that year – in order to produce a comprehensive picture of performance across Probation Trusts. We also contributed to some discussion with NOMS of its plans for changes to and rationalisation of the content of PTRS for future years.

### **1.23**

We have continued to participate in the NOMS Audit and Inspection Group, chaired by the NOMS Audit and Corporate Assurance Unit, and comprising other organisations undertaking audit or inspection work involving prisons or Probation Trusts, including the Audit Commission and National Audit Office. Such liaison is helpful in sharing information, and in undertaking joint planning in order to avoid duplication of work, and to help minimise the impact of inspection and audit activity on Probation Trusts.

### **1.24**

During 2009-10, we continued our involvement in international activity to promote effective probation work. As in previous years, several members of HMI Probation undertook pieces of work in other countries to assist in the development of their probation services. Alan MacDonald made several visits to Albania in connection with a longer-term project that he is leading to support the development of the Albanian Probation Service, under the auspices of the EU. He has now gone on a two-year secondment to Albania to manage the project. Sally Lester made two visits to Bulgaria to continue work on the project designed to develop and assist with the introduction of Pre-Sentence Reports. Liz Calderbank hosted a visit from two colleague inspectors from Jamaica on our behalf and later returned herself to Jamaica, with colleagues from HM Inspectorate of Prisons, to assist the Jamaican Government in the development of their inspection arrangements. Andrew Bridges completed the work he has been doing since April 2009 as a member of an 'Expert Panel' in New Zealand, advising on the Change Programme for the New Zealand Probation Service.

### **1.25**

We also maintained our links with, and continued support for, the European Probation Conference (the CEP).

## Purposes and outcomes of supervision

### 1.26

HMI Probation has contributed on several occasions - including speeches by Andrew Bridges - to discussion on the important issue of the assessment of the outcomes of supervision. We have made certain changes to the methodology of our inspection programmes aimed at providing a clearer assessment of outcomes (see Chapter 2).

### 1.27

Our contributions to these discussions have reflected an underlying model of performance management, which sets out three purposes of supervision:

- ensuring offenders comply with the requirements of their sentence
- reducing offenders' likelihood of reoffending
- minimising offenders' *Risk of Harm to others*.

## Sir Graham Smith Award 2010 Lecture Event

### 1.28

We were very pleased that the Probation Association and Probation Chiefs Association organised this event, in February 2011. The Award was established in memory of Sir Graham Smith, a previous Chief Inspector of Probation. Priscilla Roberts from Greater Manchester Probation Trust and Will Hughes from Hertfordshire Probation Trust were joint winners of the 2010 Sir Graham Smith Award, and as a result each carried out a piece of effective practice research which they presented at the event. We congratulate them on winning the Award and on their very interesting presentations.

## Planning Inspection Work and Use of Resources

### 1.29

Turning to some aspects of the way we organise ourselves, we produced our Plan for 2010-11 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.) The Plan noted that our inspection work yields general benefits of:

- **assurance.** An inspection regime establishes whether or not a public service is being delivered effectively. The existence of the system of inspection therefore provides *Assurance* to Ministers and the public (even though the findings on any individual occasion may not necessarily be experienced as 'reassuring' at all!) *Assurance* is the benefit that arises for the public from knowing that a particular regime of independent inspection exists
- **improvement.** Inspection work provides the benefit of improvement as and when public services respond to inspection reports.

### 1.30

In order to monitor clearly how our resources are used to achieve our plans we create a 'budget' of deployable 'inspection hours' and monitor the use of these hours during the year. The Plan for 2010-11 set out specific plans for each of our main types of inspection, including the number of 'inspection hours' to be allocated to each type. As noted earlier, almost all of our inspection work in 2010-11 - as in the previous three years - continued to be joint inspection work of one kind or another, working with partner inspectorates in different combinations.

### 1.31

In reviewing the position at the end of the year, we are pleased to report that we have carried out successfully our planned work for 2010-11, including contributing fully to the CJS Inspectorates' Joint Inspection Programme.

## Accountability and transparency

### 1.32

HMI Probation fully recognises and endorses the need for all public sector organisations to be clearly accountable in their financial dealings, particularly in respect of the payment of expenses. HMI Probation meets the MoJ requirements for transparency for 'arms length bodies'. In addition, the Chief Inspector's expenses are published on our website.

## **Statement of Purpose and Code of Practice**

### **1.33**

We consider it important to have a clear and publicly available Statement of Purpose and Code of Practice. These are at Appendix A, and are also available on our website.

## **Complaints Procedure**

### **1.34**

We remain firmly committed to ensuring that our inspection processes are carried out with integrity in a professional, fair and polite way, in line with our Code of Practice. However, our Complaints Procedure (also available on the website) recognises that there may still be occasions where an organisation or individual involved in an inspection wishes to register a complaint. No such formal complaints were received in 2010-11. On a few occasions a representation or a concern was raised by the organisation whose work was being inspected but following discussion the issues were resolved.

## **Quality Assurance Strategy**

### **1.35**

As an independent Inspectorate, we need to offer assurance that the work we do is carried out to the highest standard, that the work we inspect is scrutinised fairly and that we reach our judgements and findings through consistent and transparent processes. Our comprehensive Quality Assurance Strategy provides the structure for us to scrutinise our arrangements and processes, aiming to ensure that we provide consistent judgements and reliability both across and, where appropriate, between our inspection programmes.

### **1.36**

The strategy includes nine elements, covering each of the main aspects of our work:

- diversity
- selection of case samples
- feedback from inspections
- training of local assessors
- assessment of cases
- data analysis
- report writing
- report editing
- report production.

These are applied across each of our main inspection programmes.

### **1.37**

We have in place a Strategy to cover the period 2009-12. It is accompanied by an annual Quality Assurance Action Plan, and an annual Quality Management Action Plan.

### **1.38**

During the year, we made considerable progress in achieving the tasks we set out to do, but we are not complacent. There is always room for improvement and whilst some tasks are now embedded in our processes, others require greater fine tuning and development. We will continue with this work to ensure the highest quality of our inspection processes.

## **Diversity**

### **1.39**

We aim to integrate the best principles of diversity into our inspection practice, as well as into the management of our own staff. Our overall aim is: *Working to remove improper discrimination in the Criminal Justice System*. We produce and implement a separate annual plan to support this Scheme. This and other key documents are on our website.

#### **1.40**

We see it as very important to examine diversity issues in our main inspection programmes. We have built into each of our main programmes key criteria to identify whether or not individuals who offend are being treated proportionately at each step in the processes we inspect, with no difference by their diversity characteristics. In this connection we analyse and publish inspection findings by diversity characteristics, so that any disproportionality in the quality of work with different groups of offenders (by race, gender, age-group, etc.) can be identified. As noted in para 1.11, in March 2011 we published accordingly aggregate findings from the CCI and OMI 2 programmes to date by diversity characteristics. We will in due course produce similar findings from these main inspection programmes by diversity characteristics, as the programmes progress further.

#### **1.41**

We also aim to integrate the best principles of diversity within HMI Probation, in terms of how we organise ourselves and treat others, and to monitor how we do this. In this connection we routinely monitor the diversity characteristics of HMI Probation staff. This information shows that, at end-2010, of the HMI Probation staff group in total\*:

- 47% were female, 53% male
- 5% were from a minority ethnic group, 95% white
- 3% considered that they had a disability within the meaning of the Disability Discrimination Act 2005, 97% did not
- 7% were lesbian, gay or bisexual, 93% heterosexual
- 17% were aged under 35, 22% aged 35-44, and 61% were aged 45 or over.

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

#### **1.42**

We continue to work to our Welsh Language Scheme, which has been approved by the Welsh Language Board. During 2010-11 we reviewed the Scheme and issued a revised version in May 2011, following agreement by the Welsh Language Board. In this connection we continue to maintain a Welsh language page on our website on Welsh language matters, and to ensure that our Associate Inspector panel includes three Welsh speakers.

#### **1.43**

We also carry out diversity impact assessments for the main processes in our regular inspection programmes.

### **Criminal Records Bureau checks**

#### **1.44**

Our staff involved in inspections of youth offending work 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. We also consider that the check should relate to contact with vulnerable adults as well as with children and young people. We make arrangements for this accordingly, adhering to the CRB Code of Practice in the way we do this. Our approach is in line with the expectation that we have when inspecting the work of a YOT.

### **Staffing**

#### **1.45**

We had a number of staffing changes during 2010-11, with eight staff joining and ten leaving. The changes were mainly in our support service staff group, and in Practice Assessor staff seconded to HMI Probation for a defined period.

#### **1.46**

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

## **1.47**

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

## **1.48**

Our staff group at 31 March 2011 – including also the panel of fee-paid Associate Inspectors – is shown in Appendix C.

## **Retirements**

### **1.49**

Since our last Annual Report we have bid farewell to a number of key colleagues on retirement:

#### ***Helen Boocock, HM Inspector***

Helen Boocock retired as an HM Inspector in October 2010. Throughout her career Helen made a major contribution to Probation work as a practitioner, manager and, more recently, inspector. Helen joined the probation service in 1978 and worked for Greater Manchester for some 13 years. She then moved to Derbyshire Probation as an SPO (including three years as Information Manager) and then ACO. Helen joined HMI Probation in 2004 and made a very important contribution to our work, particularly in the development of our offender management inspections and our work on diversity. Following her retirement as an inspector, Helen has subsequently joined our panel of Associate Inspectors.

#### ***Ray Wegrzyn, HM Inspector***

Ray Wegrzyn retired on medical grounds at the end of April 2011. He joined the probation service at the age of 19, working as a community service officer in Greater Manchester where he remained, apart from a two year secondment to the Home Office as part of the CRAMS implementation team, until 2002. He was, by then, District Manager for Salford, a role he greatly enjoyed and valued, but was tempted away to join us at the Inspectorate where he became one of our most experienced and respected inspectors. Ray's particular achievements as an inspector have been his leadership of a number of thematic inspections, including one on juvenile attendance centres and, more recently, our inspection of indeterminate prison sentences. He also made a significant contribution to our work with the Serious Further Offences team in NOMS. In all his work, whether as an inspector or a trainer, another role in which he excelled, he has brought extensive knowledge and sound judgement.

#### ***Krystyna Findley, Assistant Chief Inspector***

Krystyna Findley retired at the end of April 2011. In 1985 she joined the probation service and worked in the Leicestershire & Rutland Probation Area for almost all of her service as a practitioner, SPO and ACO. Krystyna joined HMI Probation in 2006 and her contribution as both an Inspector and then as Assistant Chief Inspector has been very substantial, particularly in her leadership of the offender management inspection programme. In 2010 Krystyna was seconded to New Zealand as the first Chief Probation Officer, developing there that role of 'head of professional service'. Overall, therefore, she has made a very important contribution to Probation work locally, nationally and abroad.

#### ***Andrew Bridges, Chief Inspector***

Andrew Bridges retired at the end of May 2011 after seven years as Chief Inspector of Probation and 38 years involvement in the Probation and Youth Offending worlds.

Andrew joined the probation service in 1973 and held posts in Leicester, Wiltshire and Gwent. Between 1989 and 1998 he was Assistant Chief Probation Officer in Berkshire. During this time, in 1996, he was also a Research Fellow on a part-time secondment at the University of Oxford. He was appointed Chief Probation Officer for Berkshire in 1998.

Andrew joined HMI Probation in 2001, becoming Deputy Chief Inspector in 2003 and then Chief Inspector in April 2004. During his time as Chief Inspector he has made an enormous contribution in leading the work of HMI Probation. He was awarded the CBE in 2007.

Andrew Bridges gave a valedictory lecture at the University of Oxford on 16 May entitled 'Probation and Youth Offending work: a Tribute to those Who Do It Well'. The text is available on HMI Probation's website.

We wish each of these colleagues all the very best for the future.

## **Appointment of new Chief Inspector**

### **1.50**

At the stage at which this Annual Report was finalised, the MoJ have announced that Diana Fulbrook OBE, currently Chief Executive of Wiltshire Probation Trust, has been selected as the preferred candidate to be the next Chief Inspector of Probation, after a rigorous and open selection process, which took into account the Commissioner for Public Appointments' Code of Practice as best practice. The Justice Secretary has invited the Justice Committee to hold a pre-appointment hearing and will consider the Committee's views before deciding whether to proceed with the appointment.

# 2

## **INSPECTING ADULT OFFENDING WORK: OFFENDER MANAGEMENT INSPECTION PROGRAMME**

## **Overview**

### **2.1**

The three-year Offender Management Inspection (OMI 2) programme, which started in September 2009 has proceeded to schedule. In addition we have continued to develop our inspection of offender management in prisons.

### **Delivery of OMI 2**

#### **2.2**

By the end of March 2010 we had carried out inspections in the East of England and had moved on to the South-East region, where we had carried out inspections in Surrey and Sussex. By the time of publication of these inspections, these two areas had merged into one Trust, so we produced a joint report.

Since April 2010 we have completed the inspections in the South-East and the East Midlands. Fieldwork has been completed for all the Trusts in the South-West, with the final reports from this region due for publication in May 2011.

#### **2.3**

As with the previous inspection programme, the emphasis of our methodology has remained on the detailed assessment of a representative sample of cases. In each Trust we inspect between 100 and over 200 cases, depending on the size of the Trust. Cases are inspected by reading files and interviewing offender managers to inform our findings under three key headings: assessment and sentence planning; implementation of interventions; and achieving and sustaining planned outcomes.

In the fourth section of the reports that we have published this year, we have also commented on the extent to which the leadership and strategic management makes effective offender management more likely. Our findings in this section are based on documentary evidence submitted by the Trust in advance of the inspection, and on interviews with managers, keyworkers, offender managers, administration staff, and staff and partners from other key agencies. We have also obtained the views of offenders, victims and sentencers through questionnaires and interviews.

#### **2.4**

We have recently made some changes to our methodology. These will take effect from April 2011 when we start the inspections of Trusts in the North-West. With effect from this region we will no longer inspect routinely against the criteria in this fourth section on Management and Leadership. This will substantially reduce the time Trusts spend preparing for inspection as we will no longer require Evidence in Advance or a self-assessment of the Trust's strengths and areas for improvement. This has been replaced by a more modest request for a few key documents which will already exist within the Trust. These will provide the inspection team with some background information and context for the inspection.

We will no longer be holding meetings with managers (with the exception of the senior management team) or with staff from probation and other agencies, and we will not be conducting interviews with offenders, victims and sentencers, although the surveys will continue. Again this will considerably reduce the time spent in preparation for the inspection and during the inspection week, and it allows our inspection teams to concentrate on the quality of work actually undertaken with offenders.

Additionally, we have revised the section of our inspection tool which examines the achievement of outcomes. The measurement of outcomes has become increasingly topical, although it remains fraught with difficulties. With the changes we believe that we have made our methodology more robust. Our focus is on whether the three key purposes of supervision have been achieved, as referred to in para 1.27 – namely:

- to ensure that offenders comply with the requirements of their sentence
- to reduce offenders' likelihood of reoffending
- to minimise offenders' *Risk of Harm to others*.

## OMI 2 Findings

### 2.5

In each OMI 2 inspection report we present 'headline scores' for the following main ('headline') elements of offender management work:

- **work to keep to a minimum each individual's *Risk of Harm to others*.** Action to protect the public – the 'Control' purpose
- **work to make each individual less likely to reoffend** – the 'Help' and 'Change' purposes
- **compliance and enforcement work:** work aimed at ensuring the individual serves his/ her sentence – the 'Punish' purpose.

The scores indicate, for each type of work, the percentage of the work examined which we in HMI Probation judged to have met a sufficiently high level of quality.

In assessing these main ('headline') elements of work as above, cases are assessed on HMI Probation's defined and published criteria, which are structured into the three main sections referred to in para 2.3:

- assessment and sentence planning
- implementation of interventions
- achieving and sustaining planned outcomes.

We also produce scores for each of these 'general criteria'.

### 2.6

In March 2011 we published a report of the aggregate findings from 2,213 case assessments undertaken in the first three English regions – the East of England, South-East and East Midlands – a total of 15 inspections.

The findings show aggregate 'headline' scores:

- for keeping to a minimum the *Risk of Harm to others*, of 72%, with scores for individual Trust areas ranging from 64% to 80%
- for work to make each individual less likely to reoffend, of 71%, with scores for individual Trust areas ranging from 43% to 87%
- for work on Compliance and Enforcement, of 79%, with scores for individual Trust areas ranging from 69% to 85%.

The findings also show aggregate scores for Assessment and Sentence Planning, Implementation of Interventions, and Achieving and Sustaining Planned Outcomes, of 76%, 76% and 57%, respectively.

### 2.7

Some other key findings included the following:

- In 73% of all cases sampled (and 80% of high *RoH* cases) every reasonable action had been taken to minimise *Risk of Harm to others*.
- MAPPA were used effectively in 73% of relevant cases.
- Management involvement in *RoH* assessments involving child safeguarding issues was satisfactory in only 37% of relevant cases (and 65% of high *RoH* cases).
- The Risk Management Plan was of a sufficient standard in only 53% of high *RoH* cases and 40% of all relevant cases.
- Where there was a significant change in the offender's circumstances, the LoR and *RoH* assessments were respectively reviewed thoroughly in only 52% and 47% of relevant cases.
- In 74% of cases, constructive interventions challenged the offender to accept responsibility for their offending behaviour and its consequences.

- In 90% of cases, every effort had been made to promote the offender's compliance with the sentence, and where breach action was necessary, efforts were subsequently made to re-engage the offender with the sentence plan in 83% of cases.
- Arrangements for interventions took account of the offender's diversity factors in 82% of cases.
- In 71% of cases (and 81% of high *RoH* cases) the offender manager encouraged the future engagement of the offender with community organisations appropriate to their needs.

When analysed by diversity characteristics, for the majority of key aspects of work there were no significant differences. Overall there was no evidence of any major difference in the quality of work by gender, ethnicity or by reported disability. There was no major difference overall in the quality of work by age group; however there was some evidence that some aspects of work were done sufficiently well with older offenders somewhat more often than with younger adult offenders.

## 2.8

In each Trust we trained a group of Local Assessors – probation staff who work with us for the duration of the inspection in their area. The training programme for them was revised and updated for the start of the OMI 2 programme, and we introduced additional support and quality assurance arrangements. Feedback from the Local Assessors continues to suggest that they found the experience of working on the inspection rewarding, informative and motivational. We have encouraged Trusts to use their skills in post-inspection improvement activity.

## Working with other Inspectorates

### 2.9

Ofsted has continued to play a significant part in the offender management inspections. It has been directly involved in each area inspection, through the observation of Employment, Training and Education (ETE) practice and interviews with offenders, staff and managers. We have incorporated its findings on offender learning and skills into our reports. Representatives of HMI Constabulary have also been part of our inspection teams, contributing to the assessment of Public Protection and Safeguarding arrangements. Our close involvement with HMI Prisons has continued to grow; this is described in more detail below.

## Prison OMI

### 2.10

As part of the OMI 2 programme, during this year we have joined HMI Prisons on 20 of its announced inspections to assess the work being done under Phases II and III of the NOMS Offender Management Model as well as with those prisoners who do not come under the scope of the model. Our methodology included reading a number of cases, as well as holding meetings with relevant staff and managers. As part of our development of the OMI 2 programme, we are planning to increase the resource we put into the prison inspections, to enable us to spend more time interviewing offender supervisors about individual offenders.

### 2.11

Our findings about the quality of offender management contribute to the inspection report prepared by HMI Prisons on the establishment concerned. In addition, where we have inspected a number of cases from one Probation Trust, we have sent our findings separately to the Trust and the Director of Offender Management for the NOMS region.

We have also published an aggregate report on our findings from 13 Prison Offender Management Inspections. In summary we found that:

- Offender managers in the community were rarely driving the management of the case, as was envisaged by the NOMS model. Offender supervisors in prisons were often expected to take on this role, but some lacked the appropriate training and little guidance was available.
- The quality of OASys assessments varied, and they were rarely seen as a key document within the establishment.
- Sentence planning was often driven more by the availability of activities than by the assessment. Objectives were rarely outcome-focused and this meant that progress was measured by the completion of activities rather than by evidence of change.

- Information about prisoners was held in different locations within the establishment. Public protection information was sometimes kept separate from offender management. The implementation of P-NOMIS<sup>2</sup> had been delayed and it was not routinely used to record significant events and contact with prisoners.
- Some Offender Management Units were well integrated into the establishment; in these prisons core custodial functions sat effectively alongside offender management.

## How OMI 2 was received by those whose work was inspected

### 2.12

In the OMI 2 programme we have invited feedback from offender managers interviewed in the inspection. At the time this Annual Report was prepared, 669 questionnaires were completed by offender managers involved with the inspections. This feedback is positive:

- The vast majority of respondents felt that discussions with HMI Probation assessors were *definitely* undertaken in a professional, impartial and courteous manner.
- The inspection *definitely* paid sufficient attention to race equality and wider diversity issues according to 88% of respondents; a further 11% reported that *reasonable* attention was paid to these matters.

### 2.13

We have also attempted to capture some evidence about the impact of inspection on practice.

In 82% of responses the offender manager noted that the assessor *definitely* gave them feedback on good practice; a further 16% reported that they were given *some* feedback on good practice.

We asked about the work for which they had received praise during the inspection. These included:

*"The inspector pointed out that the home visits I had made were good practice as part of working with his diversity needs and chaotic lifestyle"*

*"I had recognised the offender's vulnerability and taken this into account"*

*"Good liaison with the offender supervisor and victim liaison officer"*

*"Close work with the police to manage the risks".*

In 66% of responses the offender manager said that the assessor had *definitely* given them ideas on how to improve their practice; a further 32% said that they had been given *some* ideas on improvement.

We asked the offender managers to tell us what they would do differently following the inspection. Their comments included:

*"I will ensure that I have all the information from other agencies to inform my assessments"*

*"I will now start putting more information in OASys about the work that the client had carried out in custody"*

*"Look at different ways of increasing motivation – for example doing a life chart"*

*"Make objectives smaller and more achievable"*

*"Check the file more thoroughly when a case is transferred to me"*

*"Make risk management plans more dynamic".*

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2. The computer system intended to support work with offenders in prisons.

We asked offender managers whether there were any factors that would get in the way of them changing their practice, or continuing with best practice. Overall, 41% reported such obstacles. Unsurprisingly, many commented on high workloads, staff shortages and time constraints. A number also noted a focus on achieving targets, lack of support and limited access to relevant training; the emphasis on these factors varied between Trusts.

## **The Year Ahead**

### **2.14**

During 2011-12 we plan to carry out OMI 2 inspections in 11 Trusts.

In the Metropolitan Trusts these inspections will take place over a two week period; London Probation Trust will be inspected over four weeks. In other Trusts the inspection will take place over one week.

# 3

## **INSPECTING YOUTH OFFENDING WORK: CORE CASE INSPECTIONS**

## Overview

### 3.1

The Core Case Inspection (CCI) programme began in April 2009 and in the year from 1 April 2010 until 31 March 2011 we conducted 55 inspections in the remaining areas in Wales (11) and three regions of England (Yorkshire & Humberside, West Midlands and part of the South-East). Across this period we assessed a total of 2,394 cases, of which 702 (29%) were inspected by local assessors.

#### Characteristics of this total sample:

- 15% were girls and young women
- 85% were boys and young men
- 15% of the children and young people were of black and minority ethnic origin
- 21% of the sample had an identified disability
- 18% of the cases were Looked After Children.

### 3.2

The CCI programme, part of our wider Inspection of Youth Offending (IYO) work, inspects key aspects of the work of all (now) 158 Youth Offending Teams (YOTs) over a three-year period. The programme concentrates on where inspection most 'adds value' principally on Public Protection (*Risk of Harm to others* and the Likelihood of Reoffending) and Safeguarding. Our focus is on what happens with individual cases. We assess these cases by examining the written records and interviewing the case manager, talking to them in detail about how work with this child or young person has been conducted.

### 3.3

For each CCI, we produce headline scores for how well Public Protection and Safeguarding work has been carried out.

#### Headline Scores for the CCIs to date

### 3.4

The following table shows the headline scores across all the CCIs to date in aggregate, and also the lowest and highest for individual CCIs. We have seen a slight improvement over the period since last year (*numbers in brackets are for 2009-10*).

	All in aggregate	Lowest	Highest
<b>Safeguarding Score:</b> <i>the percentage of Safeguarding work that HMI Probation judged to have met a sufficiently high level of quality</i>	67% (65%)	37% (38%)	91% (83%)
<b>Public Protection – Risk of Harm Score:</b> <i>the percentage of Risk of Harm work that HMI Probation judged to have met a sufficiently high level of quality</i>	62% (61%)	36% (36%)	85% (85%)
<b>Public Protection – Likelihood of Reoffending Score:</b> <i>the percentage of Likelihood of Reoffending work that HMI Probation judged to have met a sufficiently high level of quality</i>	70% (68%)	43% (50%)	87% (86%)

These findings – and particularly those for the *Risk of Harm* score – indicate that improvement is still needed by some YOTs.

## Detailed findings

### 3.5

As well as producing headline scores for Safeguarding and Public Protection work we also produce scores for the quality of assessment & planning, interventions and outcomes. This is the structure we use when assessing an individual case. The data produced from the cases are aggregated for the individual YOT. For this annual report, the scores across the CCI in the English regions and Wales to date are:

#### Assessment and Planning

*Risk of Harm to others* – assessment and planning – 68%

Likelihood of Reoffending – assessment and planning – 69%

Safeguarding – assessment and planning – 68%

#### **Assessment and planning overall – 69%**

#### Interventions

Protecting the Public by minimising *Risk of Harm to others* – 65%

Reducing the Likelihood of Reoffending – 80%

Safeguarding the child or young person – 77%

#### **Interventions overall – 75%**

#### Outcomes

Achievement of outcomes – 64%

Sustaining outcomes – 81%

#### **Outcomes overall – 70%**

These findings show that scores for interventions are stronger than for assessment & planning or outcomes. Although we saw some imaginative and positive work with YOT staff providing a range of services to children and young people, they needed to pay more attention to accurate assessment and planning. If this is not done well it can impact on the appropriateness of the subsequent interventions. In particular, attention needs to be given to better use of information from other agencies, and to making better plans, especially those to manage the *Risk of Harm to others* and children and young people's vulnerability.

## Main recommendations from CCI reports

### 3.6

As the results above suggest, the two significant areas requiring attention are the quality of assessments (what has influenced this young person to commit an offence at this time), and ensuring work is regularly reviewed and evaluated to check that interventions (the planned work with an individual) have been carried out and are effective in achieving the desired results - completion of the court order, reducing the *Risk of Harm to others*, and/or reducing the likelihood of reoffending.

We have sometimes seen assessments that have failed to fully take account of an individual's *Risk of Harm to others* (i.e. is that young person likely to harm someone else?). Often the self-assessment completed by the young person was ignored when it could offer considerable insight into their behaviour. Some of the plans to manage the risk of harm posed by the young person and to reduce their vulnerability did not adequately link to initial assessment information.

There was evidence that plans of work had not been reviewed regularly and that some assessments had not been reassessed at the end of an order. A lack of evaluation or review of what has happened during the child or young person's contact with the YOT means that there may be little record of any changes in behaviour, or the progress made during that period.

A further area of work emerging this year has been *effective* management oversight. We are beginning to see managers looking at the work being undertaken and in some cases asking staff to fill gaps, but sometimes that is as far as it gets. In our view, the term 'effective' is very important – is management oversight having an impact on improving the *quality* of work being undertaken with that young person? If it isn't then in our view it isn't effective.

## **Diversity**

### **3.7**

The Inspectorate regularly undertakes detailed statistical analyses of our case assessment findings to identify any statistically significant differences in the quality of work between different groups of children and young people by diversity characteristics. Our aggregate report on the findings across the four English regions and Wales (published March 2011), indicated that when analysed by diversity characteristics, for the main elements of work overall, and for the majority of key specific aspects of work, there were no statistically significant differences. However, where there were differences, work was done sufficiently well:

- with girls and young women somewhat more often than with boys and young men
- on some aspects of work, including some on *Risk of Harm*, a little more often with white young people compared to black and minority ethnic (BME) young people
- with individuals under 16 years of age somewhat more often than with the older age group
- with individuals with no identified disability<sup>3</sup> somewhat more often than with an identified disability.

## **Service User Perspectives**

### **3.8**

During 2010-11, 1,972 questionnaires were completed by children and young people involved with YOTs.

- 91% of children and young people felt that they were less likely to reoffend as a result of their work with the YOT.
- 66% of children and young people felt that their life had got better because of their work with the YOT.
- 79% of the children and young people stated that they were satisfied with the service provided by the YOT.

## **Victims' Perspectives**

### **3.9**

It is always more difficult to capture victim perspectives, and in particular to obtain a sufficient return to make reliable judgements. During 2010-11, 502 questionnaires were completed by those who had been victims of offending and were involved with YOTs.

- 88% of respondents recorded that they were satisfied with the service they had received from the YOT.
- 94% reported that they had been given an opportunity by the YOT to talk about their concerns about the offence and/or the child or young person who committed the offence.

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3. A 'disability' sometimes means a *learning disability*. In about 80% of the cases considered in the aggregate report who had an identified disability, the disability was a learning disability.

## **YOT Case Manager feedback on the inspection**

### **3.10**

During 2010-11, 725 questionnaires were completed by YOT case managers involved with our inspections.

- 96% of respondents felt that discussions with HMI Probation assessors were undertaken in a professional, impartial and courteous manner.
- 96% of respondents felt that the assessor gave them feedback on good practice.
- 98% reported that they had been advised on how to improve their practice.

Case managers have commented that they found the inspection interviews helpful for reflecting on and improving their future practice, particularly in linking their assessments and interventions more closely. They have also welcomed the chance to discuss Safeguarding and Risk of Harm issues.

Case managers were asked via a questionnaire what they would do differently after the inspection and some examples of what they said are outlined below:

*"I feel that I now understand more about what I am supposed to be doing. The inspector prompted me to reflect on my practice and as such I was able to think of how I could work better and went upstairs to re-jig a piece of risk assessment I had done on another case"*

*"I will able to identify future behaviours that may trigger/alert me to complete Risk of Serious Harm Assets"*

*"I now feel I have a better understanding of how to use Risk and Vulnerability Management Plans"*

*"The HMI Probation member of staff has an excellent ability to discuss areas of improvement in a positive manner that enables me to reflect on my work and make positive changes to improve my practice"*

*"Review Asset more often"*

*"Create individual work plans. Make intervention more tailored. Create more clearer and individualised objectives"*

*"Bear in mind that enforcement can be a positive tool whilst working with young people".*

## **Role of Local Assessors**

### **3.11**

Local assessors are drawn from the staff of the YOTs in the region in which CCIs are being undertaken. They work alongside HMI Probation staff in the inspection teams in that region but are not involved in inspecting the work of their own YOT. We could not have inspected such a large sample of cases without the assistance of the local assessors, but we like to think that this development has benefited the YOTs as well. High quality training has been provided by HMI Probation inspectors to help assessors understand how to inspect cases - this has given YOTs a valuable resource in developing their own internal quality assurance arrangements. Local assessors have learnt how to apply our inspection criteria and know the standards expected for work to be judged to be of a sufficient standard. Feedback from local assessors continues to be positive both about the training they receive and the work they undertake. Many see it as a helpful individual and team development.

## **Working with other Inspectorates and the Youth Justice Board**

### **3.12**

Throughout 2010-11 we have worked closely with the Youth Justice Board (YJB) and have participated in the Youth Justice Convention and other youth justice conferences.

### **3.13**

With the CCIs we have sought a proportionate contribution from partner Inspectorates to comment on the health, education and social care dimensions of youth offending work in each English region and Wales. We have established an understanding with the Care Quality Commission (for England), the Healthcare Inspectorate Wales, the Care and Social Services Inspectorate Wales, and Estyn (education and training in Wales) for such a contribution. We continue to work with Ofsted to try to achieve this but their resources do not currently allow for an input into this inspection programme.

## **Reinspections**

### **3.14**

Reinspections – which are required where the findings of the initial inspection are of concern - were carried out in five YOTs as a follow up from the first year of CCI inspections. Taking place about twelve months after the publication of the first report, four of the YOTs, including Sefton and Rochdale noted earlier in this report, have made substantial progress. The one that didn't will be inspected for a third time in April 2012.

In order to support poorer performing YOTs we have started to offer to deliver an adapted version of our local assessor event to those who might most benefit from such work, in terms of improving their practice. This will be primarily targeted at managers and senior practitioners as they are the ones who can have most impact on improving the quality of the work. We also work closely with the YJB who have been able to offer resources to assist those YOTs who will be reinspected.

## **The Year Ahead**

### **3.15**

As the 2011-12 year begins, we are soon to start our inspections in London which will take us to the end of 2011. In total we plan to undertake 55 inspections during 2011-12, completing the CCI programme by March 2012.

# 4

## **INSPECTING OFFENDING WORK: JOINT THEMATIC INSPECTIONS**

## **Overview**

### **4.1**

We have worked throughout this year with colleagues in the criminal justice and other inspectorates across England and Wales on a range of thematic inspections. The Inspection of Youth Offending (IYO) thematic inspection programme for those under 18 years, is a relatively new initiative, introduced in 2009-2010 and coordinated by HMI Probation, although the inspections themselves can, and are, led by other inspectorates as appropriate.

### **4.2**

These inspections, focusing on both adults and children and young people, have enabled us to look specifically at identified areas of work and involved detailed examination of practice as well as the strategic leadership and partnership arrangements that support such work. All contained recommendations for improvement, and formed part of the Criminal Justice Joint Inspection Business Plan 2009-11.

## **Thematic Inspections 2010-11**

### **4.3**

During the course of the year, we led inspections on court work and reports and interventions, and supported inspections on gangs, alcohol misuse and offending and prevention services as part of the IYO thematic inspection programme. With the exception of the inspection on interventions, which is due for publication in early summer 2011, the reports on all these inspections were published during 2010-11.

### **4.4**

With regard to the joint thematic programme for adults, we published the report on our inspection of sexual offenders, *Restriction and Rehabilitation – Getting the Right Mix* in June 2010. We also supported the inspection led by HM Inspectorate of Court Administration of the military courts and began work on new inspections, one on women offenders and the other on the Multi-Agency Public Protection Arrangements (MAPPA) which are both due to be published in 2011-12.

## **The IYO Thematic Inspection Programme**

### ***Not Making Enough Difference: A Joint inspection of Youth Offending Court Work and Reports***

### **4.5**

We conducted this inspection jointly with HM Inspectorate of Court Administration and HM Crown Prosecution Service Inspectorate, with support from HM Inspectorate of Constabulary. During the course of the inspection we visited seven YOTs - Essex, Havering, Kent, Kingston upon Hull, Neath Port Talbot, Oxfordshire and Staffordshire - and spent three days at each location during which time we spoke to both YOT and court staff, sentencers, children and young people and their parents/carers. We visited the youth courts serviced by each of the YOTs and examined 126 pre-sentence reports, 62 breach reports and nine bail supervision and support reports.

### **4.6**

Our inspection found that, despite some good practice, there was considerable room for improvement in the work carried out by YOTs in court, and in the quality of the reports they prepare. Too many of the reports that we read were of insufficient quality and we felt that YOT staff were too passive both in contacting defendants and their parents/carers before court, and on the day of court itself. We did not therefore consider that the work we found in the youth courts represented best value.

#### 4.7

The report was published in March 2011 and included the following recommendations to address this situation:

***Youth Offending Team Management Boards should ensure that:***

- all YOTs produce, implement and monitor a locally agreed joint strategy for court work and the production of quality reports for the court. This should incorporate, where applicable, plans to achieve the improvements outlined in this report. In particular:
  - to reduce the length of time young people are held in court cells
  - to improve services to out of area defendants, Saturday courts and the Crown Court
  - to improve facilities in courts so that YOTs, as a minimum, have access to a suitable interview room, information communication technology systems and telephone
  - the provision of specialist training in court skills, report writing and relevant legislation, and
  - to reduce the number of young people remanded and sentenced to secure accommodation except where there are public protection concerns.

***Local Safeguarding Children Boards should ensure that:***

- their work incorporates consideration of young people in the court setting and relevant personnel in the court agencies.

***The Ministry of Justice or Youth Justice Board should take on an enabling role in helping to develop improved YOT practice in courts by:***

- organising the provision of specialist training packages for working in and with courts.

***The management of gang issues among children and young people in prison custody and the community: a joint thematic review***

#### 4.8

This independent thematic review was carried out under a service level agreement between HM Inspectorate of Prisons and the Youth Justice Board (YJB), to contribute to the YJB's management of performance and continuous improvement arrangements. It was led by HMI Prisons and supported by HMI Probation and HMI Constabulary. The report was published in June 2010.

#### 4.9

The review examined how in practice the three inspected agencies – police, youth offending teams and young offender institutions – dealt with and understood gangs and gang-related crime. It found that responses from all three inspected services were patchy and at times counterproductive. In spite of the range of initiatives, there was a lack of coordination and of clear and effective guidance on local implementation. At local level there was no agreed working definition of a gang, either within or between the three services. Where clear definitions and strategies existed locally, this greatly helped in developing and implementing responses.

#### 4.10

Although the review identified some good initiatives and some good practice, it also found that information sharing across agencies was generally poor and that practitioners and managers believed that they lacked support, training and the necessary range of interventions to deal with young people in gangs.

#### 4.11

The review concluded that, within a national approach to tackling serious youth offending, there should be a specific strategy for tackling gang culture among under-18s. This should be developed by the YJB working with local authorities and in conjunction with the Department for Education, the Ministry of Justice, the National Offender Management Service (NOMS) and the Home Office, on behalf of prisons, probation and the police.

## ***Message in a Bottle: A Joint Inspection on Youth Alcohol Misuse and Offending***

### **4.12**

This inspection was led by the Care Quality Commission with support from HMI Probation, the Healthcare Inspectorate Wales and Estyn. It sought to determine whether youth offending and health services were sufficiently involved in efforts to reduce the impact of alcohol misuse by children and young people who offend.

### **4.13**

It found that YOTs had made good progress in identifying and addressing alcohol misuse in children and young people but that there were too many inconsistencies in the quality of assessments across England and Wales, suggesting children and young people who misused alcohol were going without the appropriate help at times.

### **4.14**

The report was published in June 2010 and contained a number of recommendations, directed at the Department of Health, National Health Service Commissioners, the YJB and YOTs and called for all children and young people who come into contact with YOTs to receive a nationally validated health assessment by a health professional or case worker with health training to ensure that the appropriate interventions are offered.

## ***A Joint Inspection of Youth Crime Prevention***

### **4.15**

Led by HMI Constabulary, this inspection included inspectors from HMI Probation, the Care Quality Commission, and Healthcare Inspectorate Wales. The report was published in September 2010.

### **4.16**

The inspection focused on the 8-13 year age range. It concluded that there was impressive partnership work in operation supported by a common strategic ethos about youth crime but little coordinated evaluation of interventions which could be proved to achieve longer term success. Greater sophistication in measuring progress was required at both the local and national levels. A number of aspects of the underpinning processes and assessment frameworks were considered to be overly bureaucratic and unhelpful and, in the context of constrained budgets, needed a fundamental review of their impact, value and costs.

### **4.17**

The joint response to youth prevention was, however, encouraging. An investment in prevention services at this stage in a child's life was likely to be cheaper than trying to work with an individual once within the criminal justice system. However, resources in this area were often short-term and subject to withdrawal when budgets were cut. Investment in this work has the potential not only to benefit the individual children but also society in the long-term.

### **4.18**

Whilst encouraged by some of the findings, the report contained a number of recommendations, to be implemented both locally and nationally, which should help create greater consistency and effective practice across areas.

## **Dissemination of the findings from IYO thematic inspections**

### **4.19**

HMI Probation and the Care Quality Commission have undertaken work to disseminate the findings of these inspections through joint visits to the YJB Heads of Wales and the English regions and YOT Heads of Service, and through a number of conferences. This has enabled discussion and given Heads of Service the opportunity to ask questions and clarify issues relating to these inspections.

## Joint Thematic Inspections on Adult Offenders

### ***Restriction and Rehabilitation: Getting The Right Mix. An Inspection of the management of sexual offenders in the community***

#### **4.20**

This inspection was led by HMI Probation with support from HMI Constabulary. It focused on offenders with a current conviction for a sexual offence who were subject to probation supervision through a community order, licence or parole. Its purpose was:

- to examine the quality of work with sex offenders by the police and probation services
- to update the findings of *Managing sex offenders in the community: A Joint Inspection on Sex Offenders* by HMI Probation and HMI Constabulary in 2005, and put the material in a wider context.

#### **4.21**

Fieldwork for the inspection took place in Hertfordshire, Lancashire, London, North Wales, Staffordshire and West Yorkshire, during the course of which we examined 74 probation records and 62 of the corresponding police records and spoke to probation managers and practitioners and police personnel. We also drew on the findings of our Offender Management Inspections.

#### **4.22**

Although probation and police mainly have different but complementary roles, both have a part to play in controlling and restricting offenders while at the same time offering them help to change their behaviour. This is what we mean by 'getting the right mix'.

#### **4.23**

This inspection found much that was encouraging, with many examples of good practice. The most serious cases were consistently well managed. However, as always there was room for improvement. Despite all the progress and hard work in the last five years, there are still problems with communication, with sharing of information, and with how some of the less serious cases are managed within the multi-agency public protection arrangements (MAPPA). Not all sexual offenders were suitable for, or able to take up, the accredited sex offender treatment programmes, and there needed to be better engagement with those cases.

#### 4.24

Nevertheless, we found that progress had been made since our previous report, and there was good potential for further improvement. Our inspection report, published in June 2010, made the following recommendations to promote further developments:

***The National Offender Management Service should:***

- make ViSOR more accessible to probation staff, or acknowledge its limitations should this not prove possible.

***Directors of Offender Management should ensure that:***

- access to Sex Offender Treatment Programmes is more equitable across probation trusts.

***The Public Protection and Mental Health Group should:***

- provide further guidance on the management of sexual offenders by the probation service. It should include advice ***on effective methods of working with the sexual offenders who are not being required to attend a treatment programme***
- ensure that a defensible and accountable process for the classification and management of MAPPa level 1 cases is developed and implemented across all areas.

***Probation trusts should ensure that:***

- Offender Assessment System (OASys) management plans specify the right mix of constructive interventions and restrictive requirements
- access to accredited programmes is timely and all pre-programme work is completed to a high standard
- effective work on offending behaviour is carried out with offenders not assessed as suitable for an accredited programme
- where a sexual offences prevention order is in place, the prohibitions should be specified in the probation risk management plan. Plans and reviews should give adequate consideration to the protection of victims or potential victims
- staff receive appropriate training, support and oversight to equip them to work with high risk sexual offenders.

***Police forces should ensure that:***

- operational public protection unit supervisors have the capacity to carry out their full range of supervisory functions.

***Chairs of MAPPa meetings should ensure that:***

- MAPPa action management plans contain the right mix of constructive interventions and restrictive requirements.

***Chairs of MAPPa meetings, police forces and probation trusts should ensure that:***

- risk management plans developed through OASys, ViSOR and MAPPa are fully coordinated and aligned.

## ***A Joint Inspection of the Military Court Service***

### **4.25**

This inspection was led by HMICA, at the invitation of the Ministry of Defence to inspect the Military Court Service and supported by HMI Probation and the Legal Services Commission (LSC). Its purpose was to conduct a wide-ranging inspection of the end-to-end military court process.

### **4.26**

The inspection found that the Military Court Service, a relatively new organisation, had made significant progress since becoming operational in 2007. Its leadership is visible and effectively sets the direction for the organisation and the recently introduced Military Court Service Charter positively sets out its overarching commitments and objectives to its stakeholders, both external and internal. The development of new Court Centres has significantly improved facilities for court users and it was particularly pleasing to see staff at all levels engaging so well with stakeholders, especially witnesses, on the day of hearing. Where facilities are less accommodating, the Military Court Service is to be commended for putting practices in place to meet their court users' needs where possible.

### **4.27**

The inspection nevertheless identified a number of weaknesses in the organisation and areas for improvement. The Military Court Service did not make adequate use of performance information nor did it have satisfactory systems in place to assure itself that its plans and processes were meeting its commitment to diversity and equality. Its governance structures and processes were weak with its position within the Army reducing the confidence of some stakeholders in its independence. The inspection also had some concerns over the quality of pre-sentence reports and identified some issues around the lack of clarity of Armed Forces Criminal Legal Aid Authority roles and responsibilities relating to legal aid strategy and planning.

### **4.28**

The report was published in May 2010 and contained a number of recommendations to address these issues.

## **The Year Ahead**

### **4.29**

In addition to leading these joint thematic inspections, we have continued to develop our inspection programme for the forthcoming year. We are now in the process of finalising our inspection on women offenders and expect the report to be published in the summer of 2011. Our inspection on MAPPA is also near completion and the report is planned to be published in the autumn of 2011. The inspection on interventions, part of the IYO inspection programme, will be published in early summer. Other work includes inspections on Appropriate Adults and the availability of accommodation under the Police and Criminal Evidence Act 1984 (led by HMI Constabulary) and the transition arrangements for young people moving from the YOT to the probation services.

### **4.30**

We are also due to undertake new inspection work, leading an inspection on Looked After Children who are accommodated out of their local area to establish how YOTs become aware of these children who offend and how they work with them and their home YOT. In addition, we have agreed to undertake a number of scoping studies on behalf of the Criminal Justice Chief Inspectors Group covering the following subjects: inter-generational crime; life sentences; offenders with learning difficulties and/or disabilities and sentencer involvement in reviews. We are also considering undertaking an inspection on sexual offending by children and young people, probably later in 2011-12, and a single inspection on parole reports written by probation officers.

### **4.31**

Details of these inspections and of the Criminal Justice Joint Inspection Programme are given in the Joint Inspection Plan 2011-13 available on our website.

# 5

## **PUBLIC PROTECTION AND CHILD PROTECTION**

## **Overview**

### **5.1**

The inspection of Public Protection and Child Protection<sup>4</sup> (or 'Safeguarding') work continues to have a particular focus in our core inspection programmes - offender management and the Inspection of Youth Offending (IYO). By looking at the quality and timeliness of all the individual tasks which go to make up good Public Protection work, we assess whether staff are doing all that they reasonably can to keep to a minimum each individual's *Risk of Harm* to the public.

## **Headline scores in core inspection programmes**

### **5.2**

Reflecting our focus on Public Protection and Safeguarding work, both the Offender Management Inspection 2 (OMI 2) and Core Case Inspection (CCI) core programmes include (as noted elsewhere in this report) 'headline' scores representing the proportion of *Risk of Harm* work in the sample which we rated to have been done sufficiently well. The CCI also similarly includes a headline score for Safeguarding work. In the OMI 2 programme, our emphasis is on the *Risk of Harm to others*: hence, in relevant cases, our focus is on child protection, rather than on the broader aspects of child Safeguarding.

### **5.3**

We have developed a position paper on Public Protection and Safeguarding work which is available on our website.

## **Risk of Harm Inquiries**

### **5.4**

In July 2010 we conducted the second series of special case inspections in London. These inspections started in March 2009 at the request of the Justice Secretary following the review of the Dano Sonnex case. The first report, published in June 2009, recorded disappointing findings. We subsequently assisted London Probation to develop training for managers in auditing case files. A variation of our Local Assessor training was delivered to a group of London trainers, who subsequently trained the majority of their managers. The aim was to ensure that all those auditing cases on a regular basis were working to a benchmark standard set by HMI Probation. The second series of inspections - published in October 2010 - noted demonstrable improvement in public protection work in London.

## **Work with NOMS and the Youth Justice Board (YJB)**

### **5.5**

In our work with NOMS, there has been a continuing focus on developing a shared understanding about what makes for good *Risk of Harm* practice. We have continued to take part in the Quality Assurance panel for Serious Further Offence reviews. Additionally, we have delivered training to members of this panel, who are representatives from NOMS and senior managers drawn from Probation Trusts.

### **5.6**

Following our experience of working with London Probation, we have worked closely with NOMS to develop our Local Assessor training as a 'training for trainers' package. This was delivered jointly by NOMS and managers from the Director of Offender Management's office to operational managers in the East of England.

### **5.7**

We have similarly continued to liaise with the YJB on both Public Protection and Safeguarding issues, primarily through the CCI results in our 'end of region' events where we and the Care Quality Commission deliver a presentation to the Head of Wales/relevant English region and the YOT Heads of Service. Specific issues are also explored in relation to particular thematic inspections and in the YJB's response to the recommendations contained in those reports.

## **The Year Ahead**

### **5.8**

As part of our commitment to improving practice, we plan to continue the development of the training material mentioned above. We have offered to help other Trusts to deliver similar 'benchmarking' events. Our inspection tool and the supporting guidance – for both OMI 2 and CCI - are available on our website.

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4. The definition of Child Protection for this purpose is the ability to demonstrate that all reasonable action has been taken to keep to a minimum the risk of the child or young person coming to harm, either from themselves or from others (i.e. vulnerability).

# 6

## LOOKING AHEAD

## **Our General Approach**

### **6.1**

Our underlying general approach for 2011-12 will continue, as in previous recent years, to be the assessment of the quality and effectiveness of adult and youth offending work in a representative sample of particular cases. We will continue to judge how often particular aspects of work were done sufficiently well with each individual in a representative sample of cases.

### **6.2**

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

### **6.3**

We continue to reference our work against the ten Principles for Inspection (2003), though we continue to apply them with particular care in the specific Criminal Justice System context. These are set out in Appendix B along with the statement as to how in specific terms we meet them.

### **6.4**

More generally, we intend that our work should lead to and result in:

**assurance to Ministers and the public** that a regime of independent inspection is in place to establish whether or not adult and youth offending work is being delivered effectively

**improvement in the quality and effectiveness of the work we inspect.** By measuring accurately, openly and fairly against transparent inspection criteria and engaging constructively with the people whose work we are inspecting we aim to serve as a catalyst for improvement

**focused inspection that is effective and lean and focuses** on a role that no-one else can provide – i.e. has 'unique added value'. We aim to do enough, but only 'just enough' inspection in order to achieve the two benefits above. Our role can be expanded if Ministers wish, for example if we are asked to take on regulatory duties with the new Probation Trusts. However, neither such possible new roles, nor cuts in public expenditure, should reduce our core inspection activity below the current minimum critical mass if those benefits are to be sustained.

## **Work programme for 2011-12**

### **6.5**

More specifically our inspection work programme for 2011-12 has the following main elements (described in more detail in earlier chapters):

#### ***Inspecting adult offending work***

- 11 inspections under the Offender Management Inspection (OMI 2) programme. We will also work jointly with HMI Prisons to inspect the quality of offender management work inside each of the prison establishments where HMI Prisons undertake a full announced inspection in 2011-12.

#### ***Inspecting Youth Offending (IYO) work***

- 55 Core Case Inspections (CCI), plus one or more reinspections. We plan to complete the current three year inspection programme by March 2012

#### ***Thematic inspections***

- Completion and publication, with other Inspectorates, of the joint thematic inspections coordinated by HMI Probation on:
  - Women in the CJS
  - MAPPA
  - Interventions in youth offending work
  - Local Safeguarding Children Boards in Wales
  - Appropriate Adults and Local Authority Accommodation under Police and Criminal Evidence Act 1984
  - The transition between youth and adult criminal justice arrangements
- Leading new joint inspections on:
  - provision of accommodation for young people on remand
  - work with sexual offenders who are under 18 years of age
  - work with Looked After Children who have offended away from their home area
  - scoping studies on subjects such as sentencer involvement in reviewing cases (in liaison with the judiciary), and on work with life sentences.

Support other joint inspections examining issues such as 'Value for Money' in the CJS, and the Victim Experience.

Resources permitting undertaking a thematic inspection on the quality of reports submitted by the probation service to the Parole Board.

#### ***'Public safety' work (ie work to protect the public and to protect children)***

- Undertaking any specific reviews or inquiries requested by Ministers or others
- Continuing to help to develop systematic regimes of properly benchmarked self-assessment, coupled with independent inspection for both adult and youth offending work.

## Allocation of Resources in the future

### 6.6

We have created a 'budget' of 34,000 deployable 'inspection hours' for 2011-12 and have allocated them as follows:

Adult offending – OMI 2	12,500
Youth offending – IYO: CCI	12,500
Thematic inspections	7,000
<i>Risk of Harm</i> work (including work with NOMS and YJB, Serious Further Offence reviews, and practice improvement work)	2,000
<b>Total</b>	<b>34,000</b>

Accordingly, work on the OMI 2 and CCI programmes will each take 37% of our deployable hours.

Overall, nearly all of our inspection work in 2011-12 will continue to be joint inspection work of one kind or another, working with partner inspectorates in different combinations.

## HMI Probation costs

### 6.7

Our projected cost per inspection hour per person for 2011-12 will be £118.

## Summary

### 6.8

By the end of March 2012, we will have completed our schedule of inspections, including our contribution to the Joint Inspection Programme, on time, to budget and to a good standard. In carrying out this work, we will have both provided assurance to Ministers and the public and contributed to the longer-term improvement in the quality and effectiveness of work with offenders and young people.

# APPENDIX A

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

## **Statement of Purpose**

HMI Probation is an independent Inspectorate, funded by the Ministry of Justice and reporting directly to the Secretary of State. Our purpose is to:

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

## **Code of Practice**

HMI Probation aims to achieve its purpose and to meet the Government's principles for inspection in the public sector by:

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

While carrying out our work we are mindful of Ministerial priorities and the Strategic Plan for the Criminal Justice System. We work closely with other Criminal Justice Inspectorates through the Criminal Justice Chief Inspectors' Group, and also with Inspectorates involved with work with young people.

# APPENDIX B

**THE TEN PRINCIPLES OF INSPECTION IN THE  
PUBLIC SERVICE (2003)**

We took note of the 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. 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 mainstream inspection methodology focuses on what has been delivered to the offender or young person (primarily in terms of Assessment & Sentence Planning, Implementation/Delivery of Interventions and Achieving & Sustaining 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 listen to the perspective of the offender or young person, and of victims and parents/carers. The user perspective is an important element in CJS inspection, but it does not necessarily provide on its own the basis for an inspection finding (e.g. an offender might particularly dislike something done to him or her by a Probation or YOT practitioner, but it might have been precisely the right thing for that officer to have done).

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 have never supported 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 focus inspection on where inspection methodology specifically adds value – accordingly we maintain rolling inspection programmes that focus in particular on Public Protection and Safeguarding work – and we conduct reinspections only where an employing body falls significantly short of the required criteria in such critical areas.

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.*

The criteria and guidance published on our website enable any practitioner or manager to assess his or her own practice at any time. Furthermore, in a long-planned development, we aim to work with NOMS to promote within the Agency a regime combining self-assessment with independent inspection and benchmarking.

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 making judgements 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. Thus we have responded to questions, concerns and to the formal complaints that have been put to us in the last year. We also take the initiative, through our Quality Assurance Strategy, in actively reviewing aspects of our methodology, so that we can be as confident as possible that our judgements are both 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 analysed both the benefits and the costs of an illustrative inspection, including the costs to the inspected body. We continue to measure costs using the methods described there. We not only undertake joint inspections with other Criminal Justice Inspectorates, but we also coordinate our other work to avoid, for example, rapidly successive visits by ourselves and another scrutiny body whenever possible. For these purposes we cooperate closely with Ofsted and the Audit Commission because of our youth offending inspection work, and also with other Audit bodies when planning 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, and we also take feedback at regional events. 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 2011**

**HM Chief Inspector**

Andrew Bridges

**HM Assistant Chief Inspectors**

Liz Calderbank  
Krystyna Findley  
Julie Fox  
Sally Lester  
Peter Ramell

**HM Inspectors**

Jane Attwood  
Mark Boother  
Helen Davies  
Bobbie Jones  
Yvonne McGuckian  
Ian Menary  
Joy Neary  
Richard Pearce  
Anne Proctor  
Helen Rinaldi  
Tony Rolley  
Nigel Scarff  
Joseph Simpson  
Andy Smith  
Les Smith  
Ray Wegrzyn  
Steve Woodgate

**Practice Assessors**

Ian Cavanagh  
Cristina Dewey  
Hannah Doughty  
Stephen Hubbard  
Melanie Peace  
Kerry Robertson  
Christine Simpson  
Cliff Warke

**Associate Inspectors (fee paid)**

Helen Boocock  
Sheila Booth  
Malcolm Bryant  
Rose Burgess  
Paddy Doyle  
Martyn Griffiths  
Keith Humphreys  
Martin Jolly  
John Llewellyn-Thomas  
Iolo Madoc-Jones  
Vivienne O'Neale  
Eileen O'Sullivan  
Ian Simpkins  
Dorothy Smith  
Rory Worthington

**Support Services****Programme Manager**

Andy Bonny

**Head of Administration**

Penny Rickards

**Corporate Services Team**

Pippa Bennett (Manager)  
Ann Hurren  
Jane Regan

**Finance Team**

Charles Luis (Manager)  
Siobhan Fallous

**Services Delivery Manager**

Sharron Dixon

**Inspection Support Team**

Robert Turner (Manager)  
Zoe Bailey  
Catherine Calton  
Andrew Doyle  
Andrew Trickett

**Publications Team**

Alex Pentecost (Manager)  
Christopher Reeves

**Information Team**

Kevin Ball (Manager)  
Oliver Kenton  
Stephen Hunt

**Associate Proofreaders (fee paid)**

Rachel Dwyer  
Jean Hartington

**Press and Media Relations Manager (shared with HMI Prisons)**

Jane Parsons

# APPENDIX D

**REPORTS OF INSPECTIONS OF PROBATION AND  
YOUTH OFFENDING WORK PUBLISHED IN 2010-11**

Note: all HMI Probation reports are available on our website  
[www.justice.gov.uk/inspectorates/hmi-probation](http://www.justice.gov.uk/inspectorates/hmi-probation)

<b>Offender Management Inspection 2 (OMI 2) reports:</b>	<b>Date Published</b>
Cambridgeshire	May 2010
Surrey & Sussex	July 2010
Thames Valley	July 2010
Hampshire	August 2010
Kent	August 2010
Derbyshire	September 2010
Leicestershire & Rutland	October 2010
Lincolnshire	December 2010
Northamptonshire	January 2011
Nottinghamshire	February 2011
Gloucestershire	March 2011
Avon & Somerset	March 2011
Wiltshire	March 2011
Offender Management Inspection 2: aggregate findings	March 2011

<b>Prison Offender Management Inspection 2 (POMI 2) reports:</b>	<b>Date Published</b>
A Joined-up Sentence: Offender Management in Prisons 2009/2010	March 2011

<b>Inspection of Youth Offending: Core Case Inspection (CCI) reports</b>	<b>Date Published</b>
Bath & North East Somerset	May 2010
Bristol	May 2010
Somerset	May 2010
South Gloucestershire	May 2010
Swindon	May 2010
Torbay	May 2010
Wiltshire	May 2010
Merthyr Tydfil	June 2010
Neath Port Talbot	June 2010
Bridgend	July 2010
Ceredigion	July 2010
Gwynedd Mon	July 2010
Newport	July 2010
Rhondda Cynon Taff	July 2010
Conwy Denbighshire	August 2010
Wrexham	August 2010
Powys	August 2010
Blaenau Gwent and Caerphilly	September 2010
Cardiff	September 2010

Flintshire	September 2010
Doncaster	October 2010
Monmouthshire & Torfaen	October 2010
Swansea	October 2010
Carmarthenshire	October 2010
Pembrokeshire	October 2010
York	October 2010
Rochdale Reinspection	October 2010
Sheffield	October 2010
Vale of Glamorgan	October 2010
Kingston-upon-Hull	November 2010
Calderdale	December 2010
Sefton Reinspection	December 2010
Rotherham	December 2010
Wakefield	December 2010
Barnsley	January 2011
Leeds	January 2011
North East Lincolnshire	January 2011
North Lincolnshire	January 2011
North Yorkshire	January 2011
Bradford	February 2011
Kirklees	February 2011
East Riding of Yorkshire	February 2011
Stoke on Trent	February 2011
Coventry	March 2011
Sandwell	March 2011
Walsall	March 2011
Dudley	March 2011
Gateshead Reinspection	March 2011
Staffordshire	March 2011
Core Case Inspections of Youth Offending work: Aggregate findings	March 2011

<b>Joint Thematic Inspection reports:</b>	<b>Date Published</b>
Restriction and Rehabilitation: Getting the Right Mix. An inspection of the management of sexual offenders in the community	June 2010
Message in a Bottle: A Joint Inspection of Youth Alcohol Misuse and Offending	June 2010
The management of gang issues among children and young people in prison custody and the community: a joint thematic review	June 2010
A Joint Inspection of the Military Court Service	June 2010
A Joint Inspection of Youth Crime Prevention	September 2010
Not Making Enough Difference: A Joint Inspection of Youth Offending Court Work and Reports	March 2011

<b>Risk of Harm Inquiries:</b>	<b>Date Published</b>
Risk of Harm Inspection Report: Getting There Now - A follow-up inquiry into the management of offenders' Risk of Harm to others by London Probation Trust	October 2010

<b>Inspections Outside England &amp; Wales</b>	<b>Date Published</b>
A Report on Offender Case Management in the Isle of Man	May 2010

# APPENDIX E

**HMI PROBATION BUDGET FOR 2010-11**

	<b>Total budget for Year (£)</b>
Staff salaries	2,961,398
Fee paid staff	184,500
Travel and subsistence	600,000
Manchester office accommodation	129,000
Training	45,000
Promotion and development	20,000
Printing and other office costs	55,000
IT and telecommunications	107,000

<b>Total expenditure</b>	<b>4,101,898</b>
Income	97,000
<b>Net expenditure budget</b>	<b>4,004,898</b>



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

**HM Chief Inspector of Probation**  
2nd Floor, Ashley House  
2 Monck Street, London SW1P 2BQ

**Copies of all inspection reports are available on the HMI Probation website at**  
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Print ISBN 978-1-84099-470-4

Produced on behalf of HM Inspectorate of Probation. July 2011

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

**HM Chief Inspector of Probation**  
2nd Floor, Ashley House  
2 Monck Street, London SW1P 2BQ

**Mae copïau o bob adroddiad arolygu ar gael ar wefan Arolygiaeth Prawf EM yn**  
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Print ISBN 978-1-84099-470-4