

“ independent scrutiny of the
National Probation Service ”

HM
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Her Majesty's
**Inspectorate
of Probation**

Annual Report

2001/2002

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Foreword

by Professor Rod Morgan
Chief Inspector

1 As an outsider, coming new to the Probation Service, I was fortunate. I inherited a well respected mantle from my predecessor, Sir Graham Smith. I joined an inspectoral team whose professionalism and fairness, and commitment to improving the standing and performance of the Probation Service, is acknowledged by their colleagues in the field. The changes of policy direction being pursued by the Service had, to a considerable extent, been led by Her Majesty's Inspectorate of Probation (HMIP).

2 Important, necessary changes were nevertheless afoot, changes the implications of which Sir Graham anticipated in his final Annual Report. The creation of a National Probation Service (NPS) in April 2001, in particular a National Probation Directorate (NPD), meant that the Inspectorate had henceforth to take care not to trespass on the management of the Service. The NPD had gradually to take over functions (the collection, analysis and quality assurance of performance data, for example) which, prior to the establishment of the NPS, HMIP to a large extent exercised on behalf of the Home Office. These adjustments we have achieved relatively smoothly, a result of regular meetings and close understandings established with the National Director of the NPS, Eithne Wallis, and her senior managers.

3 The Probation Service is undergoing major changes. For much of 2001/2002 the NPD has been struggling, without a full complement of staff, to establish its identity and functions. Regional teams have been brought together and have begun to find their

feet. Within the areas a clutch of new chief officers have been establishing their relations with Probation Boards, the Chairs and members of which are mostly newly appointed. It has been a testing period during which everyone has been on a steep learning curve.

4 Inevitably not everything has gone smoothly. The Inspectorate has sought to oil wheels when we have found them functioning inadequately. We have not always agreed that priorities have been got right. Unsurprisingly there are as many aspirations as achievements to report. We have more to say about some of these issues below. But it should be recorded that a great deal has been achieved remarkably smoothly. Firm foundations have been laid. Commendable leadership has been demonstrated both nationally and locally. Moreover, the evidence suggests that the Service, as a whole, is willing and able to deliver the plan which the Government has laid down. The major change project which is underway will have to be determinedly pursued for several years and, with the recommendations of the Halliday and Auld Reports and proposals arising out of current concerns about youth crime waiting in the wings, the Service may have to cope with further significant changes in its operation and environment. It may be helpful, therefore, if I indicate where I think most effort will be needed to convert rhetoric into reality.

5 First, if the dramatic rise in the prison population over the last decade is to be halted or reversed so as to reflect the progress made with crime reduction, then more must positively be done to raise

the profile of the Probation Service with the public at large and sentencers in particular. There is no evidence that the public and sentencers particularly want a tough Probation Service; they want an effective one. They want a Service that reduces the likelihood that offenders reoffend and helps safeguard victims from being victimised again. The NPD nationally and the Boards and chief officers locally need to develop media strategies to make better known the effective work which the Service does. Imagination is needed here. Why, for example, should constructive community service activities resulting in enhanced community facilities – of which we have seen several excellent examples during the year – not be recognised by a wall plaque acknowledging the fact? Should probation vehicles used by community service organisers generally be badged, as is already done in some parts of the country? Should local publicity packages be produced which tell the good stories which abound within the Service of victims reassured, offenders' lives transformed, community service beneficiaries satisfied and employers of ex-offenders convinced that their decision to offer employment was right? If the Probation Service is doing effective work, it should trumpet the fact.

6 The greatest need for improved communication lies with the judiciary, through the Judicial Studies Board and local meetings with benches and judges, full-time and part-time. Despite the recent introduction of some constraints, sentencers in England and Wales have available to them more sentencing options, and wider discretion about when and how to employ those

options, than almost any comparable jurisdiction. They need to be well informed about what the options available to them mean in practice. They particularly need to understand the nature of Probation Service supervision and the offender programmes now offered. History suggests that sustained shifts in sentencing policy are best achieved by changes in practice rather than legislative provision.

7 Sentencer and public confidence depends on two factors - increasing the effectiveness of the Probation Service and, just as importantly, communicating the fact. Sentencers have to *know* what the Service delivers and *perceive* it to be effective. Probation Liaison Committees no longer exist and there are different views as to their effectiveness and thus whether their demise is to be lamented. What is certain is that there is need for more effective replacement methods of communication.

8 Secondly, and relatedly, Parliament has determined that probation orders should be called community rehabilitation orders (CROs) and community service orders termed community punishment orders (CPOs). I am struck by the fact that so many of those who work within the criminal justice system, including sentencers, continue to use the old terminology which was, at least, broadly understood. It is doubtful that public knowledge and confidence has been increased by the changes, of which few people outside the criminal justice system are aware. If we cannot turn the clock back, or if the Halliday recommendation that there be introduced a generic community sentence (with 'pick and mix' ingredients as appropriate) is adopted, then we

can at least preserve terminology which continues to be used and which almost precisely conveys current objectives. (In most places community punishment orders are fulfilled by offenders working on 'community service projects'.) The application for accreditation received from the NPD by the Joint Prison and Probation Accreditation Panel (JAP) in spring 2002 gave, as one of the ideal characteristics of the community punishment scheme for which approval was sought: 'provision of work which the offender perceives as being useful and of value to others to increase the offender's sense of worth and value'. It is hard to conceive a term that better reflects those characteristics than community service. Its use could, with advantage, continue. Conversely, some of the jargon which has been introduced with new programmes is almost certainly a hindrance to effective communication.

9 Thirdly, it is apparent from our inspections and audits that the What Works programme has been advanced with great vigour and is being delivered to an



“ Community Service Projects should provide work which the offender perceives as being useful and of value to others to increase the offender's sense of worth and value ”

increasingly high standard in probation areas across the country. The available evidence suggests that accredited programmes, if appropriately targeted and skilfully delivered, can reduce the likelihood of reoffending by significant margins. The implementation of the What Works agenda has, however, been accompanied by a degree of what can best be described as programme fetishism. The unintended impression has sometimes been given that activities not falling under the accredited programme umbrella are of less importance. Nothing could be further from the truth. Let us be clear. The essence of the What Works agenda is that probation practice should be evidence-based. The evidence indicates that so-called What Works programmes - generally, at present, cognitive-behavioural group work programmes - will not work unless delivered in the context of effective case management, based on a full risk and needs assessment which tackles the multiple criminogenic factors - drug abuse, accommodation problems, lack of educational and vocational skills, unemployment, debt, and so on - which characterise most supervised offenders. What is required is an holistic approach. Offenders' motivation to change has to be identified and nurtured. Participation in programmes has to be encouraged and supported. Their practical, socially excluding problems have to be tackled. This emphatically means that traditional probation officer case management skills, grounded on more precise risk and needs assessments, must not be marginalised: they are vital.

10 Fourthly, the Probation Service cannot do all this single-handedly nor would it represent efficient use of

probation resources for the Service to attempt to do so. In the same way that more flexible use is being made within the Probation Service of the different categories of probation staff to build effective teams, so also must the Service build more robust partnerships with other providers, voluntary, statutory and commercial. Partnership working is tricky, which is why lip-service rather than substance sometimes characterises the enterprise. But some of the benefits to be gained from both the professionals in other agencies and volunteers in local communities – expertise, individual care, continuity, and so on – are enormous. The responsibility of the Probation Service to manage cases does not and should not mean probation staff delivering all the services that need to be marshalled.

11 Fifthly, the vital role of partnerships forms one dimension of the ambition, set out in *A New Choreography*, that the Service be characterised as ‘strong centre, strong local’. Some partnerships will need to be forged nationally, others locally. There is impressive growth of joint working with the police and prison services, particularly for public protection and resettlement purposes. The Probation Boards, whose members are drawn from a variety of backgrounds and many of whom bring to the Service close knowledge of other agencies, have an important part to play here, both as networkers and ambassadors. Probation areas need to devise local interventions, where necessary backed by national framework agreements, which build on local resources and address local problems. This is one aspect of diversity.

12 Sixthly, there are other aspects of Probation Service work which desperately need a strong central direction. One such aspect is the introduction of a national case record system. In autumn 2001 HMIP devised and handed over to the NPD a system for sampling, recording and analysing performance data in relation to key national standards. The data must be returned monthly and the analysed results of some of these data are now available monthly. The reliability of these data is critical to managers of the Service and HMIP. For this reason in spring 2002 the NPD organised a quality assurance exercise for which HMIP took on a validation role. The exercise involved a sample of files being second-read regionally. A smaller sample of these files were third-read by members of HMIP. The exercise revealed something of which HMIP has long been aware: the wide variation in the format of records in different areas; their great complexity; the extent of information which goes unrecorded; and, the considerable unreliability which attends all attempts to assess, from a reading, whether national standards are being complied with and what impact on offenders' lives has been achieved. The introduction of a standard, simplified, IT-integrated national case record - and further clarification of the relevant national standards - is vital.

13 Let me conclude with a word of recognition and a personal undertaking. During the past year I have tried to visit at least one probation area each week, to meet probation staff at all levels, to see something of the work they do and talk to offenders. It has sometimes been suggested to me that morale in the Service is low.

That is not my impression nor that of my colleagues, though these issues are difficult to gauge. I have sometimes encountered cynicism and impatience. But I have more often seen pride in the exercise of newly acquired professional skills and enthusiasm for new ways of engaging with offenders which has sustained probation staff belief in the capacity of offenders to change. Most importantly, we regularly hear inspirational personal accounts from offenders whose lives have been transformed – drug-taking eschewed, skills acquired, jobs secured and offending left behind – as a result of interventions which the Probation Service has delivered. Of course such testimonies need to be supported by close monitoring and the building of data which demonstrate general cost-effective impact. But the Service is perhaps not as good as it might be at recognising the innovative, dedicated and effective work which probation staff deliver week in, week out. Might their efforts be recognised nationally through an award scheme similar to that provided for prison staff by the Butler Trust?

14 Finally, a word about the nature of HMIP. Independence is our most precious and jealously guarded characteristic. Ministers look to HMIP for vigorous, occasionally critical, independent advice. But, in the final analysis, our efforts count for nothing if they do not assist the Probation Service better to deliver its mandate. A distinction is sometimes drawn between inspection, audit, the collection of performance data and research. In practice the boundaries between these activities are fuzzy and shifting. HMIP has been, and will continue to be, willing to engage in different types

“ The Service needs to recognise the innovative, dedicated and effective work which probation staff deliver week in, week out. ”



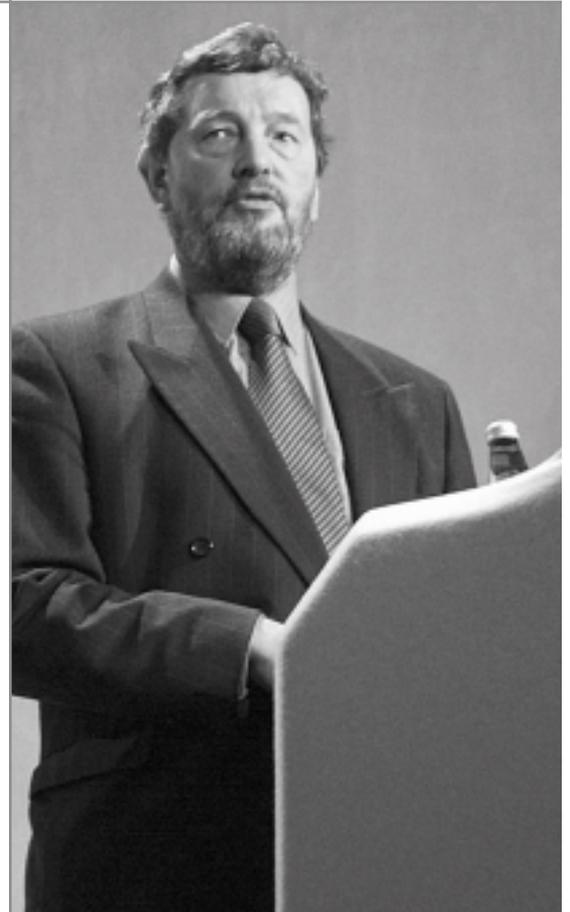
of data collection depending on the changing organisational and managerial context in which we operate. We used to collect performance data. Now, with the creation of the NPD, we should have less need to do so. We undertake the audit of accredited programmes because it is a vital job that needs doing. We occasionally undertake in-depth thematic reviews of policy in support of which something very much like research is sometimes necessary. However, whatever we do, we must not overburden the probation staff actually doing the business. If we do that, we fail. At various points in this report we shall indicate how we are trying to safeguard against carrying out our responsibilities in a manner which hinders, rather than supports, probation staff work.

A Year of Transition

A new team in a new context

1.1 April 2001 to March 2002 saw the most significant change in the history of the Probation Service: the implementation of the Criminal Justice and Court Services Act 2000 to create the NPS. Fifty-four more or less autonomous probation services were reduced, by amalgamation, to 42 probation areas, coterminous with other criminal justice agencies, and made subject to the direction of the NPD. In June 2001 there was a General Election followed by the appointment of a new Home Office ministerial team. This meant that the official launch of the NPS, in June 2001, was addressed by a new Home Secretary, David Blunkett, and a new Minister for Prisons and Probation, Beverley Hughes.

1.2 There were no less important changes within HMIP. Sir Graham Smith, Chief Inspector since 1992, retired in May 2001. Other experienced, senior members of the Inspectorate, including Jane Furniss, Deputy Chief Inspector, were appointed to senior positions within the Home Office or other agencies. This necessitated ripples of first temporary and then permanent appointments, which lasted until February 2002. Only then were all the vacancies within HMIP filled (albeit not all the appointees took up office) and a permanent senior management team appointed. It is noteworthy that of the 33 HMIP staff in post at the end of March 2002, only 19 were employed at the beginning of April 2001. This represents the largest change of staff that HMIP has ever experienced.

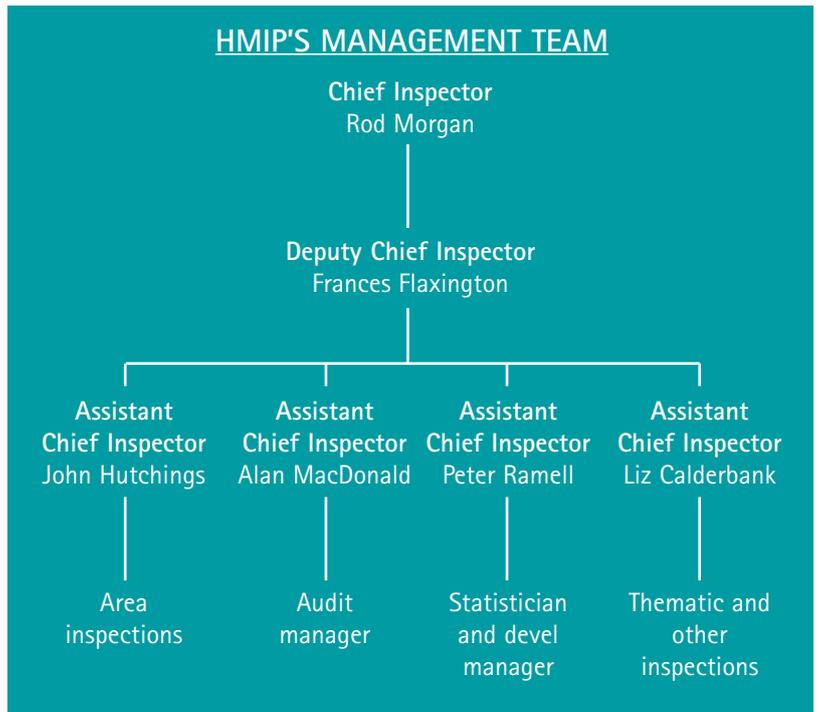


*Rt Hon David Blunkett MP
Home Secretary*



*Beverley Hughes,
Minister for Prisons and Probation*

1.3 Three aspects of these changes should be noted. First, HMIP lost senior colleagues whose stature within the Probation Service was widely acknowledged and whose experience of inspection was formidable. Secondly, their departure prompted a review of HMIP's internal structure. It was decided that the creation of the NPS, and the taking on by HMIP of additional roles, principally the audit of accredited programmes, necessitated a strengthening of HMIP's internal management team. The new management team now comprises six rather than four staff.



1.4 Thirdly, while these changes were underway, the remaining HMIP staff, despite having to cope with substantial gaps in their ranks, met all the deadlines they were set. In March 2002 they completed the area

Performance Inspection Programme (PIP), which began in 1999 (see Chapter Two). In June 2001 there began the audit of accredited programmes by area undertaken on behalf of the JAP (see Chapter Three) by the four Inspection and Audit Officers recruited for the purpose. Autumn 2001 saw the publication of three thematic inspection reports on: The Diploma in Probation Studies, the Langley House Trust's Fresh Start Hostels and prisoner resettlement (see Chapter Four). Completing all these tasks was by any standard a substantial achievement and reflected the hardworking commitment and professionalism of the whole HMIP team. Thanks are recorded to those colleagues who departed during the year (a full list of staff in post during the year is provided at Appendix A).

Stakeholder relations

1.5 One of HMIP's key functions is to offer independent intelligence and advice to Ministers on the performance of the Probation Service. During the year the Chief Inspector, Rod Morgan, has had regular meetings with both the Home Secretary and the Minister for Prisons and Probation. The meetings have sometimes been one to one and sometimes joint, with the Chief Inspector of Prisons, Anne Owers, or the Director of the NPS, Eithne Wallis, for example. Ministers have supported HMIP events. Both the Home Secretary and the Minister for Prisons and Probation addressed a conference in March 2002 organised jointly by HMIP and the Inspectorate of Prisons (HMI Prisons) on prisoner resettlement, following up their



joint report, *Through the Prison Gate*. The bilateral meetings between Ministers and HMIP have been supplemented by *ad hoc* presentations better to explain aspects of HMIP's work. The Chief Inspector, again with Anne Owers, presented the findings of *Through the Prison Gate*, to the Correctional Services Strategy Board, which the Minister chairs, prior to publication. In spring 2002 HMIP provided a demonstration for Ministers and senior civil servants of its method for auditing accredited programmes.

1.6 Other meetings are regularly held between HMIP and senior members of the Criminal Policy Group (CPG) within the Home Office, of which HMIP is a part. The Deputy Chief Inspector, Frances Flaxington, chairs the CPG's Race Equality and Diversity Best Practice Forum.

1.7 HMIP attached particular importance during the year to establishing a close understanding with senior management within the newly created NPD and the regional managers on which the NPD increasingly relies to liaise with area chief officers and Probation Boards. If an Inspectorate is effectively to contribute to improving the performance of the service it inspects, it must establish and maintain mutually good communications, trust and confidence with the senior management and staff of that service. Both parties need to know what the other is doing so that neither is wrong-footed. Senior management need to know that their responsibilities will not be interfered with or undermined. Inspectors need to be aware of operational developments affecting those whose work they inspect. And if Inspectorate intelligence, positive or negative, is



to be heeded, everyone needs to be confident that it is well grounded.

1.8 It was for this reason that the HMIP senior management team has had regular meetings with their NPD counterparts and agreed a series of protocols about communication and liaison including the publication of HMIP reports, media handling and the sharing of plans.

- HMIP and NPD staff will keep each other well informed of current work and future plans.
- NPD will ensure that its staff consider and appropriately consult HMIP in developing Probation Service policy and practice.
- HMIP will be made aware and consulted specifically about any policy or operational developments that will impact on assessing the performance of probation areas.
- NPD will be consulted about inspection and audit plans and given early notice of inspection and audit arrangements as well as any emerging concerns about performance.
- In addition to the focus on formal communication, informal and day-to-day communication is to be encouraged to ensure that information is exchanged and issues resolved at the most appropriate levels.



*Eithne Wallis,
National Director of the
National Probation Service
for England and Wales*

The full text of these protocols can be accessed from HMIP's website.

1.9 HMIP has also accepted the NPD's invitation to be represented on a number of the Centrally Led Action Networks (CLANs), the advisory bodies which the NPD has established to advise the Service on aspects of policy development and operational practice. This involvement is mutually valued and to date has posed no discernible conflicts of interest. CLANs are influential and provide strong indications as to the direction of policy. But they are non-executive bodies and thus HMIP staff are not compromised.

1.10 In June 2001, in response to concerns about the dangers of duplication of audit and inspection bodies and the additional work created for probation areas, HMIP established a Probation Inspection and Audit Forum. HMIP now meet with representatives of the Audit Commission, the National Audit Office (NAO) and the Home Office's internal Audit Assurance team. The aim is to share plans with a view to dovetailing them chronologically and, where there is the likelihood of overlaps or gaps, amending them and pooling data. Regular meetings are held, timetables amended and joint planning undertaken.

1.11 Inspection and audit fatigue continues to be a concern and complaint among some probation staff and local Boards. It remains to be seen whether the establishment of the Audit Forum, as well as HMIP's regular meetings with the NPD, will be sufficient to mitigate against operational staff being overburdened by the various inspections and audits, as well as the self-assessments and policy reviews required by the NPD, in which they are expected to participate. But this

is an important issue to which HMIP will continue to pay particular attention.

1.12 In January 2002 the Criminal Justice Chief Inspectors' Group - representing the Inspectorates of Magistrates' Courts (MCSI), Constabularies (HMIC), Crown Prosecution Service (CPSI), Social Services (SSI), Probation and Prisons - appointed a Secretariat with money granted for the purpose. The aim is better to coordinate the work of the criminal justice Inspectorates who from time to time undertake *ad hoc*, thematic, cross-cutting, collaborative inspections but who might in future engage in more regular area inspections which assess the degree to which the different criminal justice agencies work in an effectively joined up manner. This will enable Inspectorate work to focus on one or another of the Home Secretary's priorities (the manner in which the criminal justice system deals with prolific young offenders, for example). HMIP has enthusiastically embraced this initiative, to the extent of providing additional support for the Secretariat.

HMIP business plan and self-assessment

1.13 HMIP's Business Plan for 2002/2003 contains revised terms of reference and a code of practice which will be reviewed during the coming year. In developing its Business Plan the Inspectorate has adopted the European Excellence Model (EEM) for its performance management framework. This is the model employed by the NPS (both areas and the NPD) for self-assessment

and future HMIP inspections and audits will be informed by the results of that exercise. In preparation, all HMIP inspection and audit staff will be trained to carry out assessments using the EEM model and HMIP will, during late summer 2002, undertake a self-assessment of its own strengths and areas for improvement. The results will then be used to inform and change practice, both internally and in relation to audit and inspection methodology.

HMIP's purpose is to:

- Report to the Home Secretary on the extent to which the NPS for England and Wales is fulfilling its statutory duties, contributing to the achievement of Home Office Aims and meeting performance and efficiency targets as required.
- Demonstrate that inspections and audits contribute to improved performance in the NPS.
- Contribute to sound policy and effective service delivery by providing advice and disseminating good practice, based on inspection and audit findings, to Ministers, the Home Office, CPG and NPD staff and Probation Boards/areas.
- Promote actively race equality and wider diversity issues in the NPS.
- Promote the overall effectiveness of the criminal justice system.
- Undertake a programme of inspections and audits agreed annually between the Home Secretary and the Chief Inspector which is published.

Race equality and wider diversity issues

1.14 In June 2000 HMIP published its thematic report *Towards Race Equality*. The report examined the performance of the then probation services in relation to both employment practice and work with minority ethnic and racially motivated offenders. The wide-ranging recommendations were translated by the Probation Service into a national action plan and progress against the targets in the plan was reviewed during 2001.

1.15 Following publication of the thematic report HMIP employed a diversity consultant who assisted in drawing up an internal race equality and diversity policy and action plan. The latter included specific plans in relation to HMIP's employment practice, staff training and development needs and inspection and audit methodology. The plan for 2001/2002 and work subsequently undertaken will inform the development of HMIP's Race Relation Amendment Act associate scheme. Work this year included:

- the use of a diversity consultant in relation to all HMIP recruitment exercises
- internal training events and discussions and team meetings to develop awareness of staff on race equality and wider diversity issues
- a skills audit to assess staff training and development needs on race equality and diversity issues to inform HMIP's plan for 2002/2003

One of the four key aims in HMIP's plan for 2001/2002 is to 'promote actively race equality and diversity in the NPS'. We will aim to achieve this by assessing the extent to which probation areas promote actively race equality and wider diversity issues in relation to employment practice and service delivery and by ensuring that the employment practices and organisational processes of HMIP promote and model race equality and diversity.

- standards and criteria being developed for all inspections and audits on diversity issues
- analysis of performance by the NPS in relation to diversity in all published HMIP reports.

HMIP is committed to continuing actively to promote race equality and wider diversity issues as an integral part of all of its work.

Research and promoting the work of the NPS

1.16 HMIP has historically been prominent in the development of probation policy, in particular the What Works agenda. Henceforth, with the inception of the NPD, HMIP must take a lower profile in this regard. It is the responsibility of the NPD to manage the Service and develop policy options for it. HMIP may nevertheless continue to play a role in making the work of the Probation Service better known and understood.

1.17 It was with this aim in mind that the new Chief Inspector convened a meeting of leading researchers, Home Office and NPD staff on probation-related matters in January 2002. Those who attended the meeting reached substantial agreement about the available research literature. Probation policy and practice has been a relatively neglected topic for basic criminal justice research. There is a substantial and growing literature of evaluative studies regarding offender programmes. But there is a relative dearth of studies of a more ethnographic nature on the daily work of probation staff with offenders and how they



regard each other and the activities in which they engage. The Chief Inspector will seek to encourage funders, and those who influence them, to give a higher priority to work in this area.

1.18 HMIP will also seek to increase understanding of the work of the Probation Service with sentencers in particular and the public in general. It is a tribute to the work of the Probation Service that it is the subject of little scandal and few complaints.

The downside is that the Probation Service has a rather low public profile and is little known to the public at large. Yet probation officers prepare literally tens of thousands of PSRs and bail information reports for the courts and reports for the Parole Board each year. The number of community orders supervised by probation staff totals 120,000 at any one time. Offenders under the supervision of the Probation Service provide more than 8,000,000 hours of community service each year. The Service runs or oversees the provision of 100 hostels (now known as approved premises). Probation staff supervise the licences of approaching 100,000 released prisoners each year, among them offenders convicted of the most serious offences in the criminal calendar. The Service also has an important role in contacting the victims of sexual and violent offences. This vital, positive work deserves to be better known. HMIP believes it can contribute to that end.



HMIP Managers

1.19 During 2001/2002 the Chief Inspector addressed the Probation Boards Association, several Probation Boards and local area probation staff conferences, as well as national NPS-organised meetings on the need, *inter alia*, for the Probation Service effectively to give a higher profile to the services it offers and the relative effectiveness of them. The Deputy Chief Inspector is a regular contributor, alongside colleagues from the NPD, to seminars for experienced judges on the work of the NPS. Presentations to the Judicial Studies Board in particular provide an important opportunity to inform the judiciary of the changes to the Probation Service and to provide an objective view of the performance of the service in preparing reports, supervising offenders according to What Works principles and protecting the public. A review of these events, and the points raised by the judges in response, has been produced for the NPD.

Keeping up-to-date with HMIP's inspection and audit programme

1.20 The remainder of this report chronicles the inspections and audits undertaken by HMIP during 2001/2002, work currently underway and future plans. All HMIP's reports are published and the full text of each is available from its website:

<http://www.homeoffice.gov.uk/cpg/hmiprobhome.htm>

'PIP' - The Area Inspection Programme

Background and method

2.1 HMIP's principal duty is to undertake regular inspections of probation areas. For the past three years this responsibility has been met by means of PIP. Planning took place in the summer of 1998 and, after a period of consultation with representative probation organisations and within the Home Office, it was launched early in 1999. The first inspections took place in the West Midlands region and the main programme was completed, on time, in early 2002 with the inspection of the four probation areas in Wales. This was a major milestone in HMIP's work.

2.2 When the programme began Probation Service audiences were told it had been called PIP because, as with Charles Dickens' eponymous hero, HMIP had great expectations. Readers will have their own views as to whether those aspirations have been realised. But the very strong view within HMIP is that the programme has been a success in the sense that it has had a considerable positive impact on probation areas' performance.

2.3 The principal elements of PIP remained constant throughout all inspections, which:

- took place against the background of published standards and criteria
- were organised regionally to facilitate performance comparisons between areas
- focused on the core aspects of probation area performance - pre-sentence reports (PSRs), the



Inspectors

supervision of community orders and licences, and work with high risk of harm offenders

- addressed the management arrangements supporting performance and whether areas delivered value for money
- assessed the delivery of What Works, which has been increasingly complemented by HMIP's audit of accredited programmes for offenders (see Chapter 3)
- involved file reading taking place some weeks in advance of the main inspection so that the results were available for discussion by the time of the main fieldwork
- gave attention to race equality and wider diversity issues, something that was afforded even greater priority following publication of HMIP's thematic inspection report *Towards Race Equality* in June 2000
- led to areas being categorised according to performance and determined the level of follow-up inspection to be conducted approximately a year later. The most underperforming were to receive full follow-up inspections, including substantial additional file reading. A standard follow-up inspection would be conducted in areas where strengths and weaknesses were fairly equally balanced. In areas which were generally performing well, the follow-up inspection would be a paper-based event.

2.4 The programme was planned with 54 probation areas in mind. In the event 43 inspections were completed as a result of the decision to amalgamate 18

areas in the intervening period. To date HMIP has also completed 24 follow-up inspections. From these 24 there have been seven further follow-ups, where the initial return visit demonstrated that more work was needed to implement at least some of the recommendations. The follow-up programme will be completed during 2003.

2.5 PIP involved the collection of a substantial array of data. The programme (not including follow-ups) included the reading of approximately 9,000 case records and 3,000 PSRs. Well over 2,000 individual supervision sessions with offenders were observed, with most of the offenders concerned then being interviewed to seek their views on the supervision they had received. Many of the inspections included inspectors sitting in on offender groups. There were numerous visits to community service worksites - almost 200 during the inspection of London alone. Every PIP inspection involved meetings: with Probation Boards (previously committees); senior and middle managers; and visits to local probation and community service teams. Questionnaires were sent out to judges and magistrates to ascertain their views, not just about the PSRs they had read but more generally about the work of the relevant probation area. There were also surveys of all recent community service beneficiaries. The programme broke new ground in its use of probation area staff to assist in the observation of interviews (in addition to their continuing role of assisting with file reading) and of lay inspectors who played a key role in visits to community service worksites.



London Probation Area - Board Presentation

Inspections during 2001/2002

2.6 During 2001/2002 HMIP completed the PIP inspections in the South-East, South-West and London regions and in Wales, a total of 15 areas. All the areas had new Probation Boards, only a minority of whose members had continued from the previous probation committees and in ten there was a new chief officer in post. Some of the areas (Avon & Somerset, Devon & Cornwall, Dyfed-Powys, London, South Wales, Sussex and Thames Valley) had only recently amalgamated and were facing the considerable task of establishing a new organisation whilst being inspected.

2.7 It was decided that amalgamated areas would not be categorised, and all would receive specially tailored follow-up inspections, recognising both the level of performance at the time of the PIP and the situation of the area in relation to amalgamation. In the remaining eight areas levels of performance were on average somewhat better than in those previously inspected. Three areas, Gwent, North Wales and Wiltshire, were assessed as good enough to require only paper-based follow-up inspections. Dorset, Gloucestershire, Kent and Surrey were assessed as needing a standard follow-up inspection. Hampshire alone was deemed to require a full follow-up.

2.8 Particular mention should be made of the London PIP, the largest area inspection ever undertaken by HMIP which involved virtually all the Inspectorate staff. Some 1,200 case files or PSRs were read in June 2001, followed by three weeks of meetings, visits to

teams and observation of practice in September and October. The inspection placed considerable demands on inspectors at a time when HMIP was already carrying a number of vacancies. It also involved much extra work for the area in meeting HMIP's demands when it was already engaged in the complex process of amalgamating the five previous services. It was commendable in these circumstances that the inspection went off so smoothly. Some of the results will be disappointing to the area, but there were also many positive findings. The recommendations will now support London's business plan for the delivery of improved services.

2.9 During 2001/2002 HMIP also completed 16 follow-up inspection reports and a number of further follow-up visits. The process has shown that many areas have made significant improvements since the PIP inspection, including a number of previously underperforming areas. They are commended for this.

2.10 With the programme about to come to an end the results have been reviewed to inform the planning of the new area inspection programme which will start early in 2003. A small group of staff was commissioned to undertake a review in the early part of 2002. They

HMIP Information Team





Community Service Project

were assisted in their task by an external consultant, Howard Lockwood, formerly Chief Probation Officer of the North-East London Probation Service. Howard, as the then Chair of the Association of Chief Officers of Probation (ACOP), was one of the key people consulted at the time the PIP programme began and his experience has been of great importance.

2.11 The review considered two issues. First, the pattern of findings from PIP and, secondly, what were considered to have been the merits and shortcomings of the inspection method. The first issue is considered here and the second in Chapter Five. A full report of the review will be made available on HMIP's website.

Area performance according to PIP

2.12 When amalgamated areas are excluded a total of 36 probation areas were inspected between 1999 and 2002. The findings resulted in approximately one-third falling into each of the three categories that determined the level of follow-up inspection required. The results of both the inspection and the follow-up are detailed in the following table. In the follow-ups all but one area showed reasonable evidence of progress in implementing recommendations, although it was still insufficient in some cases. Half of those receiving full follow-up inspections provided satisfactory evidence of progress, which was an encouraging result. In the remainder there was some evidence of progress but it was still insufficient at this stage.

	Follow-up category given at main inspection	Date of main inspection report	Follow-up score	Further follow-up score (where relevant)
Hereford & Worcester	1	August 1999	B	
Shropshire	3	August 1999	B	
Staffordshire	2	August 1999	D	C
Warwickshire	1	August 1999	C	Not Scored
West Midlands	3	August 1999	C	B
Durham	1	October 1999	B	
Northumbria	3	October 1999	B	
Teesside	1	October 1999	B	
Bedfordshire	2	March 2000	C	B
Cambridgeshire	2	March 2000	C	C
Essex	3	March 2000	C	B
Hertfordshire	2	March 2000	C	*
Norfolk	2	March 2000	C	*
Suffolk	3	March 2000	B	
Northamptonshire	3	March 2000	C	*
Cheshire	3	July 2000	B	
Cumbria	1	July 2000	B	
Lancashire	2	July 2000	B	
Greater Manchester	2	July 2000	B	*
Merseyside	2	July 2000	B	
Derbyshire	1	September 2000	B	
Leicestershire & Rutland	1	September 2000	C	
Lincolnshire	2	September 2000	C	
Nottinghamshire	3	September 2000	C	*
Humberside	3	February 2001		
North Yorkshire	1	February 2001		
South Yorkshire	3	February 2001		
West Yorkshire	3	February 2001		
Hampshire	3	June 2001		
Kent	2	June 2001		
Surrey	2	June 2001		
Dorset	2	June 2001		
Gloucestershire	2	June 2001		
Wiltshire	1	June 2001		
Gwent	1	May 2002		
North Wales	1	May 2002		

* = Further follow-ups arranged for these areas, but not yet complete.

Follow-up category:

- 1= Generally performing well
- 2= Fairly even balance of strengths and weaknesses
- 3= Weaknesses clearly outweigh strengths

Follow-up score

- A= Very good evidence of progress, and not generally requiring any further follow-up
- B= Satisfactory evidence of progress, and not generally requiring any further follow-up
- C= Some reasonable evidence of progress, though insufficient
- D= Only limited evidence of progress, and insufficient
- E= Only very limited evidence of progress, and insufficient

2.13 However, it was also found that:

- every area exhibited strengths. Good practices are cited in this report from some areas that generally did not do particularly well in PIP
- as the programme proceeded we discovered fewer areas where weaknesses outweighed strengths. This trend was encouraging
- all the areas generally performing well were shire areas, while four of the six metropolitan areas were assessed as ones where weaknesses clearly outweighed strengths. However, a number of poorer performers have shown considerable improvement at the follow-up stage.

2.14 HMIP has investigated whether there is any clear relation between performance and the degree of relative under/over-resourcing under the cash limit formula in operation up to April 2001, but has failed to establish a connection. A more important determinant may be the size of the area in terms of its workload. Smaller and more rural areas tend to be better performers, while none of the metropolitan areas have been assessed as generally performing well. These issues need to be explored further.

Area performance on specific aspects of probation work

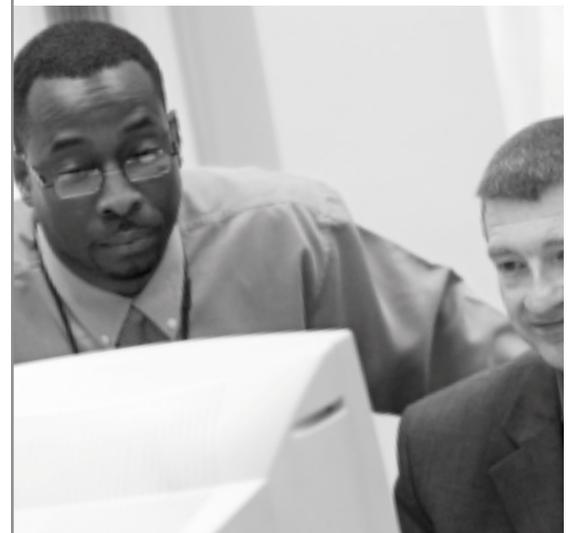
2.15 The PIP methodology has allowed HMIP to focus on particular aspects of probation work. In the section that follows some key results from PIP across all the probation areas inspected are highlighted. The results

are sometimes disappointing, but it should be borne in mind that for most items there was a considerable variation in performance between areas.

PSRs

2.16 Around three-quarters of PSRs were assessed as being satisfactory or excellent, with results tending to improve slightly over the PIP period. There was some indication that, where reports were prepared within the national standard time limit of 15 working days, they were also of generally better quality. About 90% of the judges and magistrates who responded to a postal survey said they were very satisfied with the usefulness of PSRs in reaching a sentencing decision. The aspect giving the highest level of satisfaction to sentencers was their clarity. Satisfaction regarding other aspects was lower, in particular for judges the appropriateness of sentence proposals and, for magistrates, the time needed to prepare reports.

2.17 One issue potentially affecting the quality of PSRs is the availability of CPS prosecution papers. In 83% of the PSRs considered during the PIP process, it appeared that some or all CPS prosecution papers were available to the PSR writer. The non-availability of papers in a minority of cases required further consideration between the NPS and the CPS, not least because PSRs where prosecution papers were available were generally better (75% compared to 66% judged satisfactory or excellent). It is HMIP's view that a full risk assessment cannot be prepared without access to



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CPS documentation. Not surprisingly, the quality of the offence analysis section of the PSR was also somewhat higher in cases where CPS papers were available.

2.18 Among the good practices identified in relation to PSRs were the examples of:

- Teesside where senior probation officers were required to monitor all court reports, with impressive results being achieved in both their timeliness and quality
- Devon & Cornwall where a template had been produced to assist report writers, something that had subsequently been adopted by many other areas.

2.19 Race equality and wider diversity issues are important matters for HMIP and the NPS. The extent of any differences between ethnic groups in the quality of PSRs has been examined, and the results are shown in the following table.

Proportion of PSRs considered to be of satisfactory quality or better

	White	African/ African- Caribbean	Asian	Other minority ethnic group
Overall quality of PSR	74%	67%	63%	69%
Quality of risk assessment	80%	68%	76%	82%

2.20 The proportion of PSRs of satisfactory or excellent quality was somewhat lower for African/African-Caribbean offenders than for white offenders. The proportion of these PSRs on Asian offenders was also lower, although this was based on a relatively small number of cases. The proportion of satisfactory risk assessments for African/African-Caribbean offenders was similarly lower than for white offenders, although the result for Asian offenders was about the same. These findings are generally in line with the findings of HMIP's thematic inspection report *Towards Race Equality*. The relatively poorer quality of PSRs and risk assessments on African/African-Caribbean offenders, and the underlying reasons for this, are issues which require further consideration by the NPS.

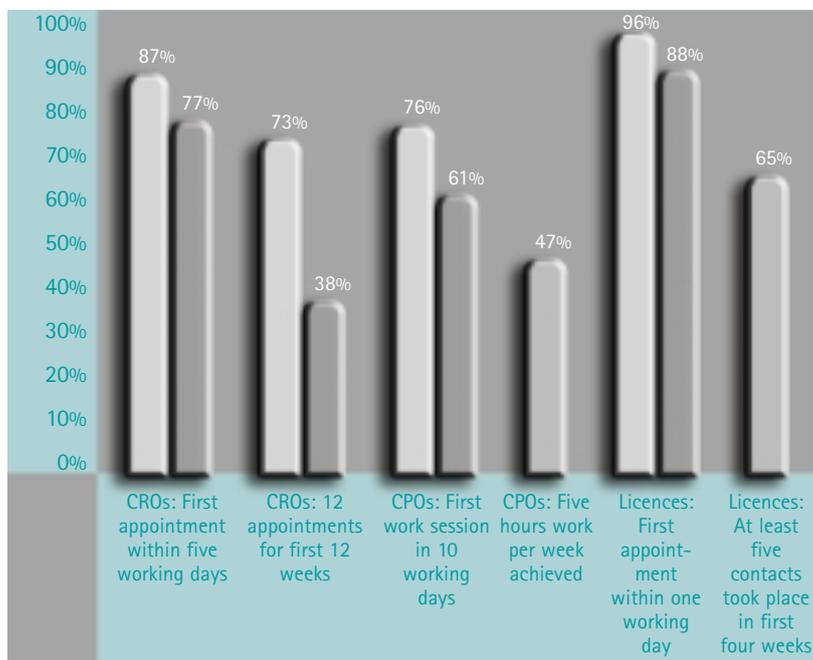
Achieving contact in orders and licences

2.21 The contact which probation staff achieve with offenders varied according to the type of order or licence. The required first contact was arranged and took place in very high proportions of licence cases. It was somewhat lower for CROs and lower still for CPOs, although there was some overall improvement over the PIP period. Where contact did not take place as arranged, this was usually because the offender just failed to attend. In CROs, the required level of contact in the first 12 weeks was arranged in around 75% of cases on average, but there was substantial attrition with it being achieved in only about 40%.



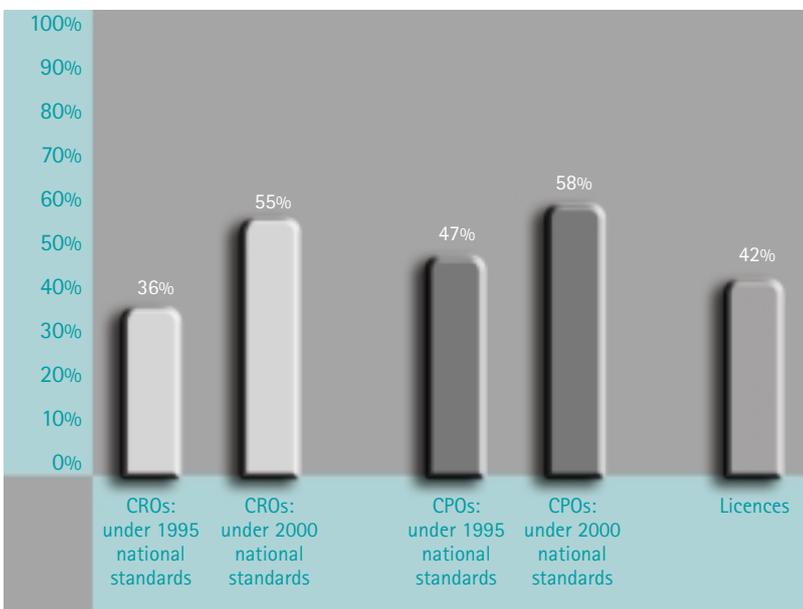
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Arranging and achieving contact for orders and licences



Breach action

2.22 If offenders fail to meet the obligations imposed on them under a community order or licence without good reason, then probation staff are required to initiate breach action. Considerable importance has rightly been attached to this issue and the evidence also suggests it is associated with reduced offending. It was of great concern that areas' performance often fell considerably short of the national standard requirements, although it did improve considerably during the period of the PIP, and this in spite of the introduction of more stringent requirements during 2000. Once again, there was considerable variation between individual areas.



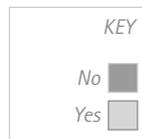
Breach action taken as required by national standards

Offender compliance

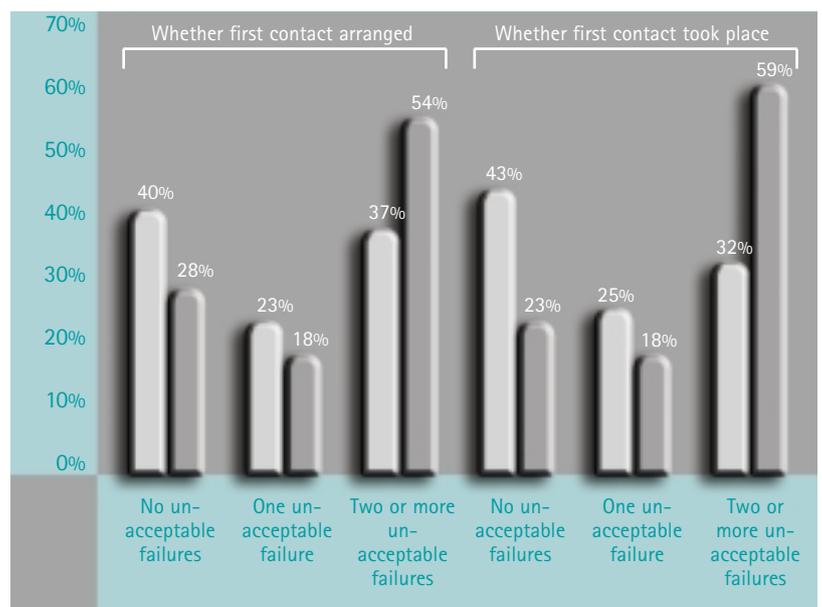
2.23 In only about one-third of CROs and CPOs taken together was there no unacceptable failure in offender compliance with orders, and in about a half there were two or more unacceptable failures. For licences, the incidence of unacceptable failures was relatively lower, with only a third having two or more unacceptable failures. This reflects, in part, the relatively shorter duration of licences compared to orders.

2.24 It is also of interest to consider the relationship between first contact and subsequent offender compliance. Analysis of files sampled during PIP indicated that, where first appointments were arranged and took place according to national standards, relatively higher proportions of cases had no unacceptable failures. Other factors may be involved in this relationship, but the evidence suggests that steps taken to arrange prompt first contact can help to

First contact and subsequent offender compliance



secure better offender compliance in the subsequent order or licence. This finding is consistent with the evidence regarding the relationship between enforcement and reoffending generally (see para 2.22).



Supervision plans

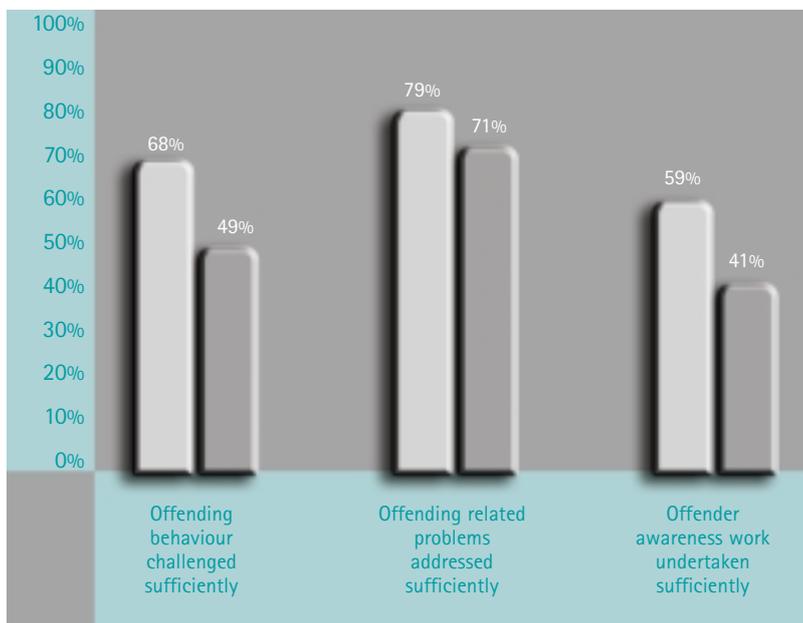
2.25 Only about a quarter of cases had supervision plans that adequately covered all the key items required by national standards. The proportion was broadly similar for both CROs and licences. This issue clearly requires attention.

Risk of harm assessments

2.26 Around 70% of all CRO and licence cases contained a sufficient assessment of the risk of the offender causing serious harm to the public or victim(s). The proportion was slightly higher for CROs

than for licences. However, there was a very wide-range in performance between areas (20% to 100%) and the proportion has also fluctuated between regions with no clear trend being established over the PIP period. Good risk of harm assessments in every case are essential for public protection. Overall PIP results suggest that this is a vital issue where the Service must work for sustained improvement.

Effectiveness of supervision



Effectiveness of supervision



2.27 HMIP found evidence that offending behaviour had been challenged sufficiently in only about 60% of CROs and licences. There was evidence that offence-related problems were addressed sufficiently in a slightly higher proportion of cases, but the extent to which offenders had been made sufficiently aware of the effect of their offence on victims and others was



again disappointingly low (only half of all cases). Although it was possible that some of these results were due at least in part to poor recording, these were clearly aspects of probation work requiring greater attention. Neither was there any indication of improvement over the course of PIP. The figures have fluctuated but, if anything, areas inspected later in the programme achieved generally lower scores than areas inspected earlier. This was very disappointing.

2.28 It was of interest that evidence of effective supervision was somewhat better in cases where the first appointment took place in line with national standards. As with offender compliance, it may be that other factors are involved: but this result again tends to indicate the relevance of prompt first contact for subsequent successful work in the order or licence.

2.29 PIP also included much observation of individual interviews with offenders, with inspectors being greatly assisted in this work by local probation area staff. Observations indicated better levels of performance than were shown in the case records, with 90% of all interviews being assessed as 'very good' or 'satisfactory'. Interviews by probation officers were of a generally higher quality than those undertaken by probation service officers. Most of the staff observed welcomed feedback about their conduct of the interview. Areas should consider making far greater use of direct observation of practice as a means of improving performance.

High risk of harm cases

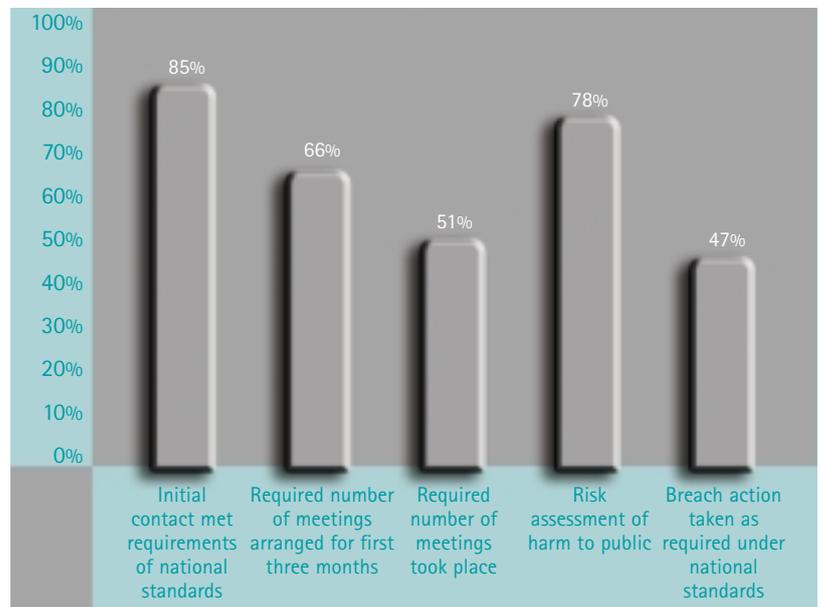
2.30 An average of 7% of offenders were registered as high risk of harm. The proportion varied greatly between areas (0.2% to 40%), which illustrated the wide variation in definitions applied across the country. It also reflected the lack of a national public protection policy and agreed criteria for registration of high risk of harm cases.

2.31 HMIP paid close attention during file reading to high risk of harm cases. Contact and enforcement figures were generally rather better than for all offenders, but they still fell well short of the levels required by national standards. In only about half of all high risk of harm cases did the required number of meetings take place in the first three months of supervision, although the best performing areas achieved figures of about 80%. Given the great importance of maintaining close contact with high risk of harm cases, these results were of considerable concern and suggested that the NPD and probation areas needed to give urgent priority to improving this aspect of their work.



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Handling of high risk of harm cases



2.32 There were still examples of good practice. One of these was in North Yorkshire where better supervision of high risk of harm offenders was assisted by services being delivered by small practitioner teams that included support staff and a community service officer. The arrangement provided flexibility when individual team members were absent and ensured good levels of support and effective liaison.

Race equality and wider diversity issues

2.33 Roughly one in seven PIP recommendations have made some reference to race equality and wider diversity issues. They have included the use of PSR concordance data broken down by race and gender to improve the quality of PSRs, meeting the specific needs of women or minority ethnic offenders under supervision, and the setting of practice guidelines or targets regarding ethnic and other minority groups (foreign nationals, asylum seekers, etc).

2.34 HMIP has analysed to what degree areas have made progress with these recommendations and the results are presented in the table below.

PIP Chapter	Follow-up scores measuring the progress with individual recommendations on race equality and wider diversity issues				
	Not met and no evidence of progress	Not met and insufficient evidence of progress	Only partially or not adequately met, but evidence of progress	Adequately met with a good impact on performance	Well met with a significant impact on performance
PSRs (15 recs.)		1	11	2	1
CROs (9 recs.)		2	2	3	2
CPOs (11 recs.)	1	3	4	2	1
Supervision of offenders released from custody (4 recs.)	2		2		
Management arrangements and value for money (14 recs.)			6	7	1
TOTAL (53)	3	6	25	14	5

2.35 Every area except one had made some progress in implementing the recommendations to improve the quality of PSRs through use of concordance data related to race and gender, although in most areas the extent of progress was very limited.

2.36 More than half the areas had made at least adequate progress, with a good impact on performance in relation to the relevant CRO recommendations. Progress with those relating to CPOs was seen widely spread across the full range of scores. There was less progress in relation to the supervision of offenders released from custody, although this related to only a small number of recommendations. Every area had made some progress with those concerning management arrangements and value for money.

2.37 Overall at least some progress had been made with 44 (83%) of the 53 recommendations. PIP reports have also identified some examples of excellent practice. London, for example, had appointed a Turkish probation liaison officer in one borough, and there were similar posts in other parts of the city serving Vietnamese and Asian communities.

Value for money

2.38 HMIP has devised a broad-brush methodology for assessing the relative value for money of probation areas, by comparing performance against cost, and has used it during the PIP programme. For performance, average results were calculated across 24 key performance measures spread over the main blocks of

work inspected. For costs, an average 'cost per weighted caseload' figure was calculated using total budget figures, workload data and estimates of time taken on main aspects of work from the most recent Home Office activity sampling exercises. The results for an area were compared with average performance and cost figures for other areas inspected in the PIP to

Above average performance, below average cost	Above average performance, above average cost
Derbyshire Greater Manchester Gwent Lancashire (slightly above average performance) Leicestershire & Rutland Lincolnshire (slightly above average performance and slightly below average costs) Norfolk North Wales (slightly below average costs) North Yorkshire Teesside	Bedfordshire Cambridgeshire County Durham Cumbria Devon & Cornwall Dorset Dyfed-Powys Gloucestershire Hereford & Worcester Kent Merseyside Staffordshire (slightly above average costs) Surrey (slightly above average performance) Sussex Thames Valley (slightly above average performance) Warwickshire Wiltshire (slightly above average costs)
Below average performance, below average cost	Below average performance, above average cost
Cheshire Hampshire Humberside Nottinghamshire South Wales (slightly below average costs) South Yorkshire (slightly below average costs) West Midlands (slightly below average costs) West Yorkshire	Avon & Somerset Essex Hertfordshire (slightly below average performance) London Northamptonshire (slightly above average costs) Northumbria (slightly above average costs) Shropshire (slightly above average costs) Suffolk (slightly below average performance)

date, or with the average for areas inspected in the previous two years under the previous inspection programme. This allowed a broad assessment of whether an area was generally above or below average performance, and above or below average cost. The results are shown above. It should be noted that they represent the position at the time of the original PIP inspection based on the most recent data available, and the position may have changed since then.

2.39 It is acknowledged that this method involves a number of approximations, particularly in relation to costs. Areas, which were relatively over-resourced under the cash limit allocation formula in operation up to April 2001, will also necessarily show relatively higher costs than those that were relatively under-resourced. There is a strong need to improve the information available. This is primarily a matter for NPD but HMIP will work collaboratively to ensure that better data are available for the future.

Good Practices: 'Strong Local'

2.40 Whatever the overall rating achieved, it has been a feature of PIP inspections that almost every area has exhibited some good practice worthy of emulation elsewhere. For example:

- Hampshire, with support from the European Social Fund, had established a comprehensive range of initiatives to support the education, training and employment of offenders. Outcomes had been carefully monitored with significant numbers of

offenders achieving paid employment, commencing formal education or training, or gaining accredited qualifications during the course of their supervision period

- in North Wales, the community service unit had produced a user-friendly team plan with measurable objectives and a comprehensive handbook that encouraged good practice by itemising those features of projects that research had demonstrated were associated with the successful completion of orders. The scheme had a large proportion of offenders placed individually and many work projects that were focused on community safety. Offenders demonstrated high levels of compliance and inspectors found a high quality of completed work
- Gloucestershire was one of the few areas to have developed a substantial community service project in partnership with a voluntary organisation, whereby the arrangements for supervision of significant numbers of offenders were formally contracted out. The area was able to demonstrate that good outcomes were achieved through this arrangement for a relatively low unit cost
- in Humberside, an individual interview with an offender on a CRO combined all the elements of full assessment, purposeful planning and application of appropriate methods to reduce the risk of further offending

- in Derbyshire, the chief officer had initiated a system of quarterly accountability reviews with senior and middle managers to assess divisional performance against stated objectives. This was an example of effective integration of the local information unit with broader management to develop a performance management culture.

2.41 The PIP evidence suggests that many probation areas are pursuing innovative local schemes devised to address local problems and circumstances. This is the sign of a healthy service.



Audit of Accredited Group Work Programmes - Emerging Findings

Introduction

3.1 The development of HMIP's audit system was a key part of the What Works strategy for the NPS. The Inspectorate carries out audits of accredited programmes on behalf of the JAP. The audit programme started in June 2001 and by the end of March 2002 a total of 19 area audits had been completed and 15 reports published. The JAP has approved the audit methodology and receives HMIP's audit reports. HMIP gave presentations during the year on the emerging audit findings to Home Office Ministers and the JAP.

Context and methodology

3.2 HMIP's audit system was developed following wide-ranging consultation with members of the JAP, reviews of similar systems such as those used within the Prison Service and extensive discussion, feedback and review with over 400 probation staff prior to the formal introduction of the programme. The audit adopts an holistic approach to assessing programme effectiveness, measuring both the quality of delivery of the programme and its integration with other areas of probation work.

3.3 Four areas are covered in the audit as set out in the Performance Standards Manual (PSM) for the Delivery of Accredited Group Work Programmes: committed leadership and supportive management; programme management; quality of programme delivery; and, case management. The PSM is jointly approved by the JAP, NPD and HMIP. The sources of information for audits are:



HMIP Audit

- advance information on plans for implementing accredited programmes and management structures to support and integrate these interventions into the overall work of the probation area
- file reading exercises in which a sample of cases are examined to assess linkage between accredited programmes and offender assessment, the quality of supervision plans, etc.
- group discussions and individual interviews with chief officers, programme staff, case managers and PSR writers to assess managerial oversight, staff supervision and ownership of programmes within the area
- interviews with offenders covering referral arrangements, information given about the programme, management of attendance and integration with case management
- site visits to assess programme delivery facilities
- observation and scoring of videos to assess quality of delivery in terms of programme adherence, treatment style and group work skills.

3.4 The audit process results in a score being awarded to the area. This is termed the Implementation Quality Rating (IQR), expressed as a percentage. The weighting for the IQR emphasises programme delivery and management.

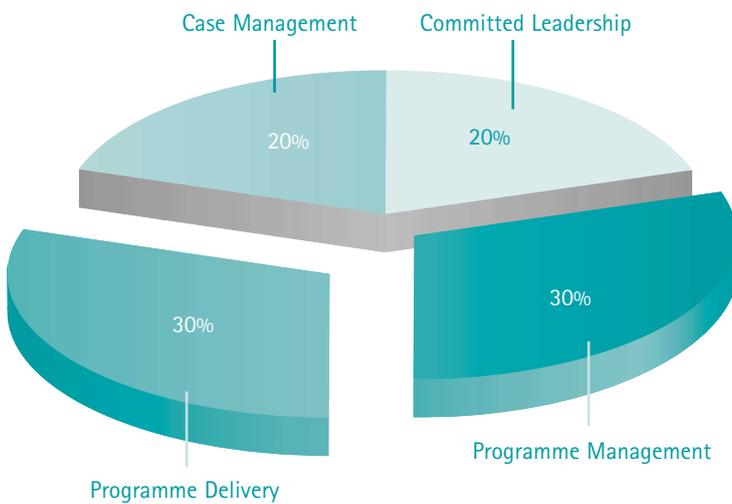


Chart showing IQR percentages

Development of audit

3.5 A number of refinements have been introduced during the year as a result of stakeholder feedback and following internal reviews of the audit process. These include:

- the development, approval and publication of a PSM for the Delivery of Accredited Individual Programmes
- revision of the advance information form sent to areas to link more clearly with the PSM structure and encourage self-assessment. Areas are now asked to complete a mapping form which lists the information required by HMIP and invites senior managers to comment on how far the information they have supplied satisfies the relevant criterion in the PSM
- revision of the file reading questions to improve clarity and consistency of scoring
- recruitment of area programme assessors to assist in scoring videos from accredited programmes,

provision of ten, two day training events and production of a guidance manual for scoring videos.

Stakeholder feedback

3.6 HMIP undertook an internal review of the audit system in February 2002 and a full report was produced in May 2002. The review was based on interviews with a variety of stakeholders involved in the audit process. Feedback was generally very positive. The extensive preparation of the methodology has paid dividends in terms of the usefulness of the audit. The strengths of the audit system are perceived to be that:

- it is an enabling process and a vehicle for learning. Respondents generally agree that feedback, even when critical, is presented in a way that is constructive and non-threatening
- the PSM is a helpful document, valued for its transparency and objectivity
- the PowerPoint presentation on initial findings provided at the end of each audit visit identifying strengths and areas for improvement is regarded as helpful: it provides managers and practitioners with immediate feedback on what they are doing well and how to set about improving
- audit reports are fair and constructive and the short turnaround between the audit and the production of the report is a positive feature. The brevity of reports is also valued, particularly by those whose jobs involve dealing with large volumes of paperwork



- HMIP's approach to audit is favourably compared by respondents with their experiences of other inspections or audits. The independence of the audit is identified as a strength: it is perceived to add veracity and credibility to the process
- stakeholders generally agree that their needs are being met by the audits. Members of the JAP said that papers submitted for advice are of a high quality and well presented. What Works representatives within NPD are satisfied with the audit area reports as a way of tracking areas' performance. Staff whose work has been audited are agreed that the process is supportive. Although What Works regional managers have only recently been appointed, those interviewed see great value in the audits as a way of improving performance in their region.

3.7 Areas for possible improvement in the audit system include:

- a relatively small number of offenders are interviewed during audits and their views may not be fully representative. It may be important to interview offenders who drop-out of programmes to discover their reasons. In response HMIP is considering the use of telephone surveys of offenders
- the large amount of work required of an area to organise and carry out an audit is considered a problem, particularly if the audit takes place close in time to an area inspection. This suggests that audits and area inspections should be integrated, a development on which HMIP is in any case keen
- at present audit scores are calculated to give an IQR which, depending on the score, is then categorised 1, 2 or 3. The large majority of areas have so far been categorised as 2. Some respondents have suggested that category 2 be sub-divided to provide finer levels of performance measurement and discrimination. HMIP is considering the adoption of a changed banding system following completion of the first round of audits.

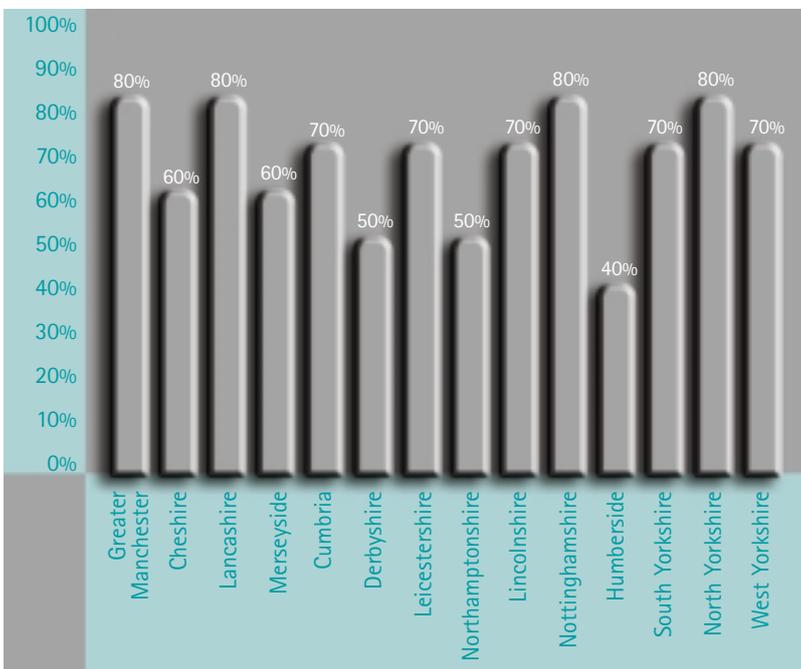
The pattern of findings from the first audits

3.8 The picture, including some of the good practices, emerging from the 15 audit reports completed and published during 2001/2002 is as follows.

Committed leadership

3.9 Section A of the audit assessment, concerning 'committed leadership', has so far produced the highest scores and reflects the commitment which area senior managers generally have to accredited programmes. Examples include chief officer presentations at context setting events and clear management structures in place to support programme delivery.

Good practices so far seen include: Greater Manchester's production of a highly detailed implementation plan for the Think First programme which has helped other areas in planning their introduction of accredited programmes; and North and West Yorkshire's collaborative planned training on accredited programmes for barristers and judges, accreditation of which is to be sought from the Law Society under its professional development scheme.



Section A
Committed Leadership

Programme management

3.10 Scores for Section B, concerning 'programme management', have varied greatly between areas, including those within the same regions. Only one area has so far exceeded the benchmark figure of 70%, though it is encouraging that a number gained scores just short of this figure.

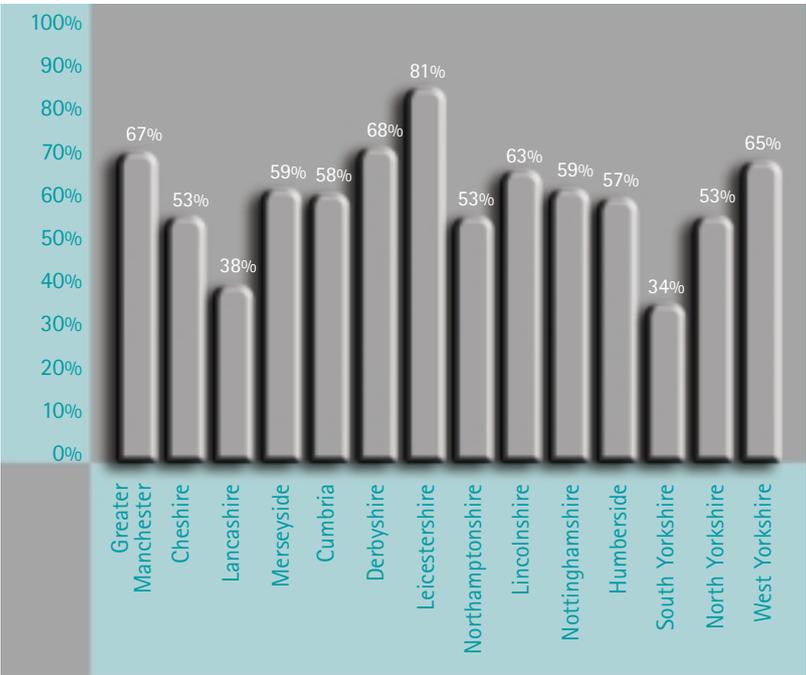
Poor targeting and assessment were evident in a number of areas. For example, persistent offenders with very high OGRS 2 scores were placed on programmes with no provision for enhanced levels of supervision. Interim monitoring and evaluation arrangements, in the absence of Interim Accredited Programmes Software (IAPS), also required development.

The treatment management role was in most areas still in the early stages of development. In particular, treatment managers were not using video monitoring sufficiently to enhance tutor performance.

Characteristics of good performing areas included: resources and facilities in place to run programmes well; the provision of clear competency-based job descriptions for all posts; and all staff having good knowledge of the concepts and methods used in the programme.

Among the good practices identified was Merseyside's use of recent compliance data as a basis for research on attrition. This formed part of a highly successful workshop at the national What Works Implementation Conference held in Manchester in Autumn 2001.

Section B
 Programme Management
 Responsibilities



Quality of programme delivery

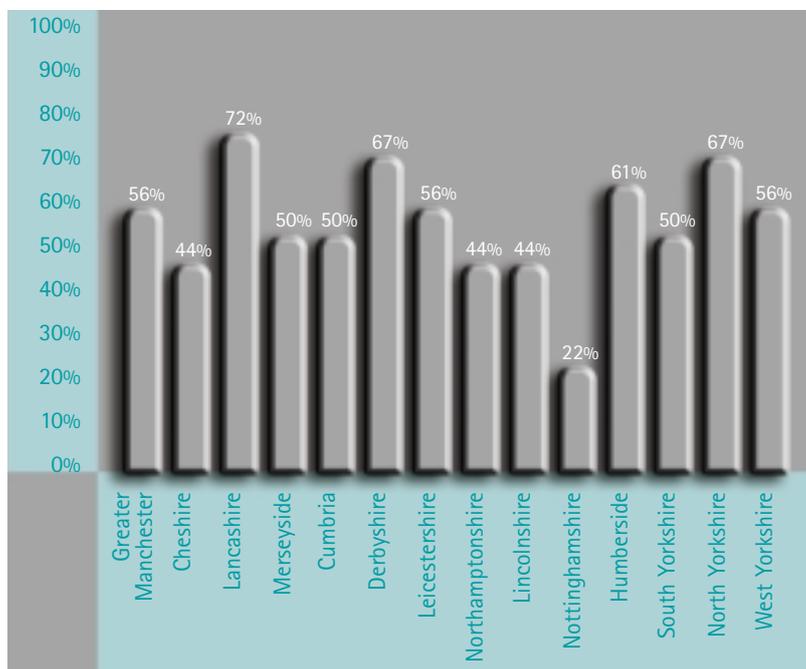
3.11 Whilst it was encouraging that four areas achieved scores of 60% or more, a significant number recorded disappointing results on Section C of the audit assessment, concerning 'quality of programme delivery'. Questions must arise about the effectiveness of the programmes delivered in very low scoring areas.

Low scores that may reflect the lack of a coherent and structured treatment management role, which is crucial to raising quality of delivery.

Characteristics of good performing areas included: well-developed group work skills; tutors using open questions and demonstrating the ability to listen and allow for answers; promoting and being responsive to race equality and diversity issues.

Section C
Quality of Programme Delivery

Among the good practices identified was Humberside's alertness to race equality and diversity issues. The events of 11 September 2001 had resulted in offenders openly expressing anti-Muslim sentiments focused specifically on asylum seekers. Humberside tutors had evidently discussed how this issue should be tackled and now used perspective-taking exercises to counter such views.



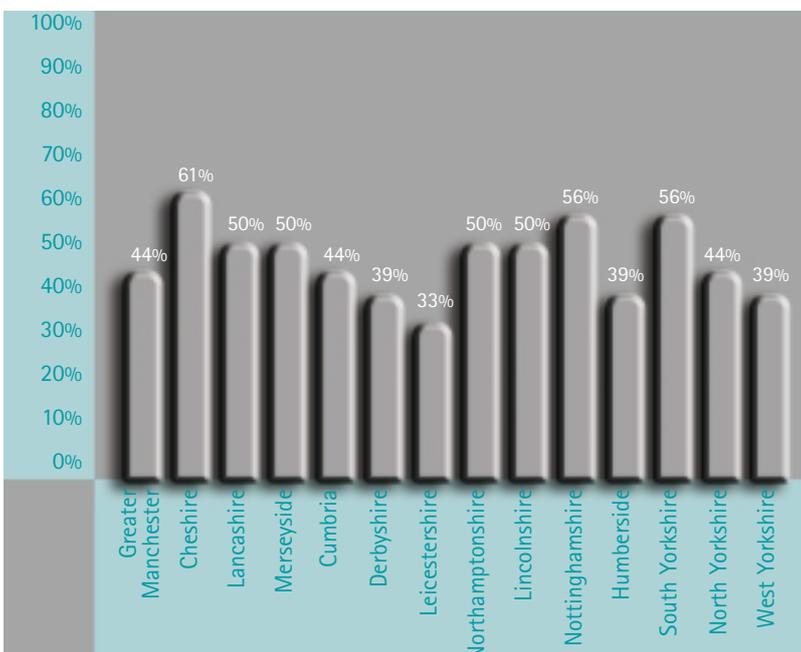
Case management

3.12 All areas significantly underperformed the benchmark of 70% on Section D, concerning 'case management'. This perhaps reflects the fact that case managers and PSR writers receive the least training on accredited programmes and, as a consequence, have the lowest sense of staff ownership of programmes.

The case manager role in the effective delivery of accredited programmes needs to be strengthened if offender motivation is to be sustained and learning reinforced.

Characteristics of good performing areas included: effective liaison between case managers and programme staff; and, clear enforcement of attendance on accredited programmes covered in case records and other documentation.

Good practices identified included: Lancashire's Think First offender diary with all relevant dates recorded as soon as an offender is allocated to the programme, helpful for offenders and case managers alike; and, Nottinghamshire's integrated electronic case recording system, which facilitated good communication between different units, thereby providing a sound basis for the integration of supervision and aiding consistent enforcement practice.



*Section D
Case Management Responsibilities*



Audit visit

Overall IQRs

3.13 None of the first 15 areas audited achieved the overall IQR benchmark of 70%, though only one area fell below 50%, and then only marginally so. It seems probable, however, that some of the remaining areas to be audited and reported on – advantaged by the longer lead time to prepare and gather experience – will achieve higher scores.

Further developments

3.14 The work of the audit team is due to expand in a number of important areas. Work will shortly commence on follow-up audits for areas assessed as level 2 (IQR of between 40% and 69%) and level 3 (below 40%). For level 1 areas (70% and above) a paper-based system has been established. The focus in the first year of audit has been on the thinking skills programmes. But assessments will soon have to become much broader as different accredited programmes – specifically for drug-using, violent and sex offenders, for example – are introduced by areas. HMIP also faces the considerable challenge of developing a system for auditing community punishment programmes as they become accredited.

3.15 Proposals for conducting multiple audits and reviewing site visit procedures have been developed by HMIP. Implementing these changes represents a major task for the audit team.

Conclusion: Future challenges

3.16 The evidence from the initial HMIP audits suggests that there is taking place a significant cultural change within the Probation Service and that audits are assisting that process. Probation areas are enthusiastically accepting an agenda of continuous quality improvement – the most important aim of audit. Senior managers have also recognised that to deliver programmes well requires an integration of treatment interventions within wider case management arrangements. The holistic approach to audit mirrors the greater attention paid by chief officers to the organisational context in which programmes are delivered.

3.17 There remains, however, a critical and as yet unanswered empirical question. Do improved area IQRs result in enhanced levels of offender completions? HMIP through its audit process is collecting evidence as to why some offenders fail to start accredited programmes or drop-out of them prematurely. It is a reasonable hypothesis that properly prepared, well motivated, correctly selected offenders, subject to treatment interventions run by committed, trained staff, will result in increased completion rates as well as high audit scores.

3.18 Improved IQR scores will themselves contribute to the NPD targets. The formula for offender completions is linked to the IQR achieved: if 100 offenders complete a programme with an IQR score of 50%, only 50 completions are recorded against the area's target. Year on year improvements are required both in quality ratings and offender completions if the NPD is to achieve the Government's Service Delivery Agreement (SDA) targets. HMIP will share the emerging findings from audit with probation areas, the NPD and the JAP. This information should result in more effective programme delivery and a greater commitment by offenders to complete accredited programmes for their own and the community's benefit in terms of reduced reoffending.

Thematic Reports

Introduction

4.1 HMIP regularly undertakes thematic inspections on topics that focus on areas of concern and to promote good practice. Such inspections are increasingly undertaken in collaboration with other Inspectorates. A range of subjects have been examined and during 2001/2002 HMIP published three thematic reports - one on prisoner resettlement, in collaboration with HMI Prisons, and the others on the work of the Langley House Trust and the Diploma in Probation Studies.

Through the Prison Gate: The resettlement of prisoners

Context, aims and methods

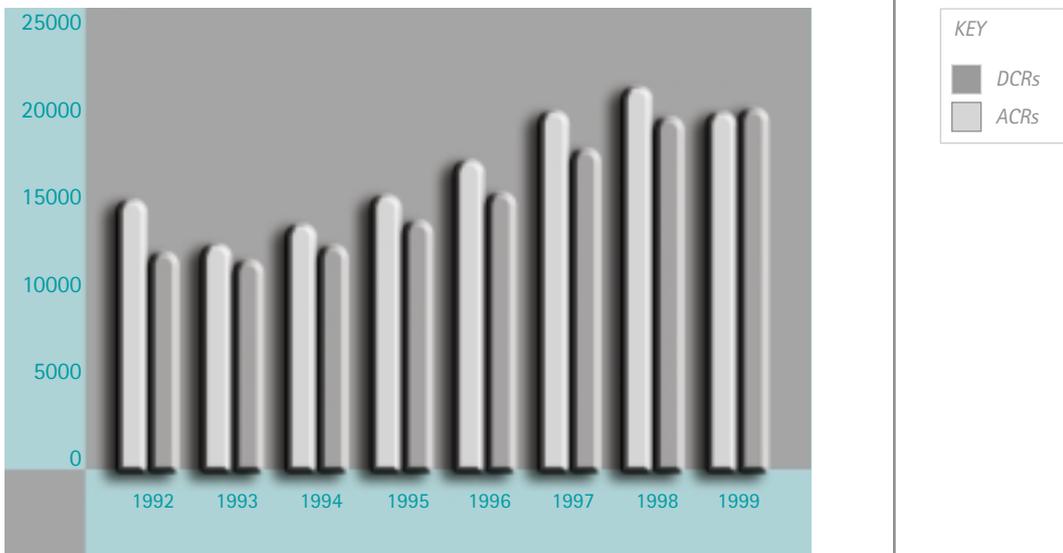
4.2 In October 2001 HMIP, together with HMI Prisons, jointly published a major report, *Through the Prison Gate*, on the resettlement of prisoners. Due to other developments (the publication of the Halliday review of the sentencing framework, the NAO Report on *Reducing Prisoner Reoffending*, and the widely anticipated Social Exclusion Unit (SEU) report on the same topic) the subject of resettlement dominated the year. HMIP therefore decided, again together with HMI Prisons, to follow-up the thematic review by holding a national conference in March 2002. This was the first joint conference organised by the two Inspectorates.

4.3 The successful resettlement of offenders into the community is the central aim of the Prison and Probation Services and requires shared working. It was

therefore appropriate that the thematic review should be undertaken jointly by the two Inspectorates. It aimed to assess the effectiveness of collaborative arrangements for resettlement, identify good practice and explore future strategies likely to reduce reoffending.

4.4 The findings provide an overview of the entire resettlement process. Visits were made to 16 prisons and eight probation areas during the course of fieldwork. Two hundred and sixty probation case files were examined, and separate questionnaires sent to the offenders and their supervising officer. In addition, 470 prisoners responded to a questionnaire asking them about their arrangements for release and 146 male prisoners, who had previously served a custodial sentence, were interviewed. Other organisations also involved in resettlement work were consulted, including the NAO and SEU preparing their own reports. The conclusions, which are consistent with those reached by other analysts, provide an irresistible case for a fundamental shift in policy direction.

4.5 The review took place in the context of a rising prison population and it was apparent from the findings that the pressures of accommodating and managing this growth had diverted attention from the rehabilitation and resettlement of offenders. A population increase of more than 70% since 1990 impacted on the number of prisoners eligible for sentence planning, the device introduced in 1992 for use by the Prison and Probation Service to prepare prisoners for safe release. The system was clearly struggling to cope with the increasing demands placed upon it.



4.6 *Through the Prison Gate* highlights some of the main conclusions of the Halliday review and supports its recommendations for more selective use of custodial sentences, with community supervision in appropriate cases. It was found that, despite some significant developments, low priority was still being given to resettlement by both the Prison and Probation Services. Although a National Correctional Framework had been established, there was no strategy for its implementation. There was consequently no strategic plan for the delivery of shared work to resettle those sentenced to custody and, as a result, the offence-related needs of many offenders were not being addressed.

4.7 Particularly poor provision was found for those prisoners serving short sentences, approximately two-thirds of all sentenced prisoners committed to prison and whose numbers have most increased in recent years. Short sentence prisoners are not eligible for

sentence planning, are not subject to statutory supervision following release and have the highest rate of recidivism. It is ironic, if not perverse, that the penal measure used increasingly by the courts ostensibly to protect the public results in the release of so many prisoners for whom little or nothing is done to reduce the likelihood of their reoffending.

4.8 A number of examples of good practice were highlighted in the report which could be included in a joint strategy:

- the development by the Prison and Probation Services of a shared risk and needs assessment system, OASys, which would focus the work of both Services without jeopardising public safety
- widespread multi-agency work to manage high-risk offenders
- accredited offending behaviour programmes based on known effectiveness criteria
- 'pathfinder' projects providing individual case management, coordinated through work in the community, based on partnerships between prisons, probation areas and voluntary organisations.

4.9 Too little attention, however, was being paid to the basics of resettlement – assistance with: money matters; the provision of suitable housing; the preservation or repair of crucial relationships; employment; education; drug and alcohol problems. Probation areas, in developing their practice, had concentrated attention on offenders serving their

sentence in the community and on those assessed as presenting a high risk of harm, giving insufficient attention to those released from prison. Prisons, in their turn, had prioritised security over resettlement. Both Services needed to strike a balance between public protection considerations and offenders' resettlement needs.

4.10 The absence of a national public protection and related accommodation strategy (the same issue to emerge from the Langley House report) impeded the effective management of high-risk offenders in the community. There was little consistency in the methods used across probation areas to manage and identify high-risk offenders. Efforts to improve the housing of ex-prisoners cut across initiatives to enhance community safety, with many local authorities reluctant to accept potentially problematic tenants. Nearly three-quarters of prisoners were in permanent accommodation before sentence, but only two-thirds by the end of their licence period. Help with housing existed in some prisons, such as the Housing Advice Centre at HM Prison Buckley Hall which actively involved prisoners, but was not consistently available. Insufficient work was being undertaken with prisoners to motivate them to address their housing problems.

4.11 Although considerable emphasis had been placed by prisons on the acquisition of basic skills and vocational qualifications, examination of probation files showed that only a small number of offenders continued in training following their release. A number of promising schemes were in place in some probation



areas, as in Leicestershire & Rutland. There the Probation Service, together with a local voluntary organisation, had set up a system of 'surgeries' to which all unemployed offenders were referred. These schemes require formal evaluation and consistent funding.

Follow-up

4.12 *Though the Prison Gate* identified major failures to deliver in the system and there was general support for the conclusions. To follow-up the report and promote the findings and recommendations, HM Inspectorates of Prisons and Probation held a conference in March 2002. Presentations were given by the Home Secretary, David Blunkett, and the Minister for Prisons and Probation, Beverley Hughes.

4.13 It was a high profile event attended by over 300 delegates from the Prison and Probation Services and the voluntary sector. There were addresses from both Chief Inspectors, the Directors of the Prison and Probation Services, Martin Narey and Eithne Wallace. The Directors of the National Association for the Care and Resettlement of Offenders (NACRO) and the Langley House Trust, Paul Cavadino and John Adams, joined them in a panel chaired by Moira Wallace, the Director of the Home Office Criminal Policy Group. The forthcoming SEU report was trailed by Louis Dominian. An impressive range of workshops were held at which innovative developments were described.

4.14 In his speech the Home Secretary emphasised the need to address the rising prison population so that effective resettlement could take proper effect. He

announced the introduction of the extended use of Home Detention Curfews (HDCs) to ameliorate the situation. He advocated greater use of community sentences in appropriate cases. He spoke of his determination that imprisonment, when used, should become a constructive part of the rehabilitation process, leading to successful reintegration into the community.

4.15 In response to the findings of the review, Beverley Hughes announced that a newly constituted Correctional Services Strategy Board, chaired by herself, would bring together the work of the Prison and Probation Services and the Youth Justice Board and take forward the agenda. She underlined her commitment to effective resettlement, emphasising the importance of the work.

4.16 Clearly the right sounds are being made. But in the coming year the Inspectorates will continue to pay close attention to whether they are converted into accountable structures and processes, backed by appropriate resources, which make an effective resettlement impact so that the outcome is reduced reoffending. That will be the proof of the pudding.

Shelter and Protection: A Review of the Langley House Trust Fresh Start Projects

4.17 Supported and non-supported accommodation for offenders is currently provided by a combination of statutory and voluntary providers. These include the 100 'approved' probation and bail premises (formerly

"The more prisoners we resettle effectively, the fewer victims of crime and the safer our communities. That means a better quality of life for everyone."

known as hostels) managed by the NPD and a range of other hostel and residential projects (such as designated housing facilities) run by national or local charitable trusts, private landlords and others.

4.18 During its 43-year history, the Langley House Trust has emerged as a leading national provider of accommodation for offenders. It currently provides 23 residential facilities. HMIP's inspection of the Trust's five Fresh Start Projects was undertaken at the request of the Trustees and was supported by the NPD.

4.19 The inspection was the first to be undertaken by HMIP of a voluntary organisation. Its aims and objectives focused on the contribution of the Fresh Start Projects to:

- protecting the public
- the resettlement and rehabilitation of offenders
- meeting the needs of minority ethnic offenders
- providing detailed service level agreements (SLAs).

Attention was also given to wider questions about the relationship between the voluntary and statutory offender accommodation providers.

4.20 HMIP found that:

- the majority of residents in the Fresh Start Projects were convicted offenders subject to statutory supervision by the Probation Service
- residents' offending histories were similar to those of offenders residing in approved probation and bail premises



- a number of the Trust's offender residents had been refused entry to, or been evicted from, Probation Service approved premises
- few minority ethnic offenders were being referred to the Projects, though attention was being given to ensure that the needs of those in residence were properly addressed
- projects provided residents with access to a wide-range of treatment and care programmes and facilities available in the community, which they were encouraged to use
- constructive work with many residents was being undertaken, although sometimes the effectiveness of this work was reduced by a shortage of staff time or skills

Langley House Trust

- increased focus was being given by Project staff to public protection issues, illustrated by their attendance at Multi-Agency Public Protection Strategy (MAPPS) and other multi-agency meetings
- positive views were generally expressed about the value of the contribution of the Projects by the police and probation representatives interviewed, though there was need for improvement regarding the quality of liaison and joint planning
- unlike the approved sector, the Projects sometimes accommodated residents for extended periods in order to provide the longer term shelter, protection and support that a number of residents clearly required.

4.21 HMIP concluded that the Langley House Trust Fresh Start Projects are a valuable part of the 'intermediate estate',¹ not least because of their willingness and ability to accommodate 'difficult to place' offenders, including those referred by the NPD.

4.22 The inspection raised wider questions relating to:

- the kind of accommodation and services that should be provided by the voluntary sector
- the need for a range of accommodation, providing differing standards and levels of care, control and supervision, to assist offenders in achieving independent living

1 The term employed by the Halliday Report (Making Punishment Work, Home Office, 2001, para 5.14) to refer to accommodation for offenders in the community subject to court orders or licences and offering a degree of supervision or surveillance.

- clarity about targeting offenders for different hostels and accommodation facilities
- how What Works developments should be applied to offender accommodation provision
- the absence of a Home Office detailed SLA with an organisation that has long received a direct grant.

4.23 HMIP concluded that these questions pointed to the need for both national and local probation area offender accommodation strategies. These need ideally to be allied to a national public protection strategy in which the role of voluntary sector providers, including Langley House Trust, should be clarified.

4.24 Probation areas currently provide non-approved accommodation via partnership agreements with the voluntary and private sectors. From 1 April 2003 this provision will be incorporated within the 'Supporting People' framework and delivered through local authority-led teams. This represents a fundamental change to which all probation areas will need to adjust. Expertise will need to be developed if housing provision for offenders is to be safeguarded. It will also be important for arrangements to be put in place for offenders' accommodation to be inspected effectively to ensure public protection and deliver resettlement and rehabilitation. The Langley House Trust inspection raised a number of issues about the appropriate standards and criteria that should be adopted for inspecting voluntary organisations. This is an area of work that HMIP will be developing during the coming year.

Diploma in Probation Studies (DipPS)

4.25 In early 2001, on behalf of the Standing Panel for the approval of the DipPS, the Criminal Justice National Training Organisation (CJNTO) and HMIP visited the nine training consortia providing the Diploma. The aim of this limited inspection was to 'examine the effectiveness of arrangements for the delivery of the DipPS and the extent to which there is national consistency in the preparation of trainees for employment in the Probation Service'



4.26 A joint report was published in September 2001. It concluded that the Diploma had been fully implemented and was demonstrating, through a range

of successful outcomes, that it was producing high quality probation officers. The report also indicated that further work was required on strategies to ensure the recruitment and retention of minority ethnic trainees, identification of alternative routes to achieving the Diploma and the establishment of a more robust, evidenced-based, approach to future inspections.

4.27 Following publication of the report, a one day national workshop was held in October 2001, attended by representatives from all the training consortia. Following presentations from HMIP and the CJNTO, discussion focused on implementing the eight main recommendations. The occasion was also used as an opportunity to consult widely on future inspection arrangements and this resulted in a paper that set out revised principles.

4.28 A proposal for a thematic inspection of probation training arrangements during 2002/2003 is still subject to consultation and approval by the Standing Panel. HMIP and the CJNTO have proposed that it should focus on employers' experiences of appointing probation officers who have obtained the Diploma and the extent to which these staff are equipped for their role.

4.29 A system of regular monitoring of Diploma completions was introduced by the CJNTO in February 2002 in order to generate a more detailed evidential base for the NPS and HMIP. It is proposed that this,

together with inspection findings, should be used to assess the effectiveness of the Diploma. The scheduling of the next inspection will take account of other national developments including a Better Quality Services (BQS) review instituted by the NPD in spring 2002 and the re-tendering process for Diploma provision in the autumn.

Looking Forward

5.1 In this final chapter ongoing HMIP work is discussed and some of the tasks planned for the coming year briefly considered.

Working Together to Safeguard Children

5.2 This year HMIP has been collaborating with seven other Inspectorates on an inter-agency inspection of 'Working Together to Safeguard Children'. It aims to report on the effectiveness of:

- arrangements by individual agencies in local authority areas to promote a strategic framework and culture that ensures the safety of all children
- arrangements by individual agencies to work collaboratively to ensure the safety of all children
- how Area Child Protection Committees plan and implement arrangements for effective collaboration between agencies to safeguard children
- inter-agency arrangements and understandings to assess and address the risks of harm to children posed by potentially dangerous people, including Schedule 1 offenders and those covered by the Protection of Children Act 1999.

5.3 The SSI led the project with Inspectorate representatives from HMIC, Commission for Health Improvement (CHI), Office for Standards in Education (OFSTED), HMI Prisons, CPSI, MCSI (Children & Family Court Advisory Support Service [CAFCASS]) as well as HMIP. A set of standards and associated criteria were

developed for the inspection and eight local authorities chosen for the fieldwork, which took place between December 2001 and March 2002.

5.4 Given the complexity of the task and of coordinating eight different, but linked, programmes of inspection, the exercise was conducted remarkably smoothly. A national inter-agency report will be published in summer 2002. HMIC and HMIP will also publish a specific report on the standards relating to offenders who present a risk of serious harm to children. Finally, HMIP will produce a paper on the work done by the Probation Service on child protection concerns.

Criminal Justice and Court Services Act

5.5 In December 2001 the Chief Inspector wrote to all chief officers and Probation Board Chairs announcing that, during 2002, HMIP would conduct a phased thematic review of the manner in which aspects of the Criminal Justice and Court Services Act 2000, or measures implemented within the framework introduced by the Act, are functioning. This piece of work has three components. Assessments will be made of:

- the operation of drug treatment and testing orders, a new court disposal not introduced by the Act, but implemented at the same time: fieldwork will take place in eight areas in May–June 2002
- the way in which the provisions in the Act concerning victims are working: fieldwork will take place in eight areas in September–October 2002



- how the new structure for the governance of the NPS – the roles, responsibilities and relationships between the NPD, regional management teams, Probation Boards and chief officers – is working. The fieldwork will be undertaken in October–November 2002.

Youth Offending Teams

5.6 Youth Offending Teams (YOTs), established following the Crime and Disorder Act 1998, comprise seconded staff from, among other agencies, the Probation Service. In early 2002 Ministers decided in principle that YOTs should independently be inspected and HMIP, together with the Inspectorates for the other seconding agencies (HMIC, HMI Prisons, SSI, OFSTED and their counterparts for Wales), have begun joint planning to this end. This inspection programme will build on the experience gained from two pilot YOT inspections undertaken in late 2000. But the plan now is to embark on a routine inspection programme which will comprise an important, large-scale and complex piece of work. Some aspects of juvenile crime are the subject of considerable concern. There are currently

155 YOTs in England and Wales. Many agencies are involved. This project will almost certainly absorb a great deal of HMIP's attention in the coming year.

Planning a new area inspection and audit programme

5.7 At various points in this report the fact has been underlined that early in 2003 HMIP must embark on a new area inspection programme, the design of which acknowledges the existence of the NPD and its responsibilities. As a first step in designing the new programme, HMIP commissioned a review of the perceived merits and shortcomings of the PIP methodology (see para 2.11). It was based on extensive discussion within HMIP and interviews with a sample of key stakeholders (Ministers, senior civil servants, NPD managers, chief officers and Board [or Committee] Chairs, past and present). Postal surveys of area assessors and lay inspectors were also carried out.

5.8 The core findings emerging from this review will inform the planning exercise on which HMIP must now embark. They are that:

- the PIP approach was basically sound and should be adjusted and developed rather than dismantled. Its principal strength was that it was evidence-based and objective. Thus its findings were largely regarded as legitimate
- PIP inspection reports have made a significant contribution to improving the performance of the Probation Service

- the inspection process itself - in particular the involvement of local staff in assessment and the observation of practice - was a valuable learning exercise for staff, though if these elements are to be retained they should be more consistently scored and contribute to the overall assessment outcome
- the regional organisational approach should be retained and the length of the comprehensive inspection cycle should not exceed three years, other than for whatever follow-up arrangements it is decided to have
- inspection and audit of accredited programmes should be integrated within a single programme to facilitate an holistic assessment of What Works
- there is a difficult balance to be struck between encompassing all aspects of probation work - prison-based work, hostels, drug treatment and testing orders, liaison with courts, the contribution to Crime and Disorder Partnerships, etc - and the need to keep inspections focused on major court orders, services and outcomes and be manageable
- there is need to better coordinate HMIP's inspection programme with the work of other inspection and audit bodies and informed by self-assessment
- HMIP's advance data requirements need to be more parsimonious, streamlined and capable, to the greatest possible extent, of being met electronically
- a new inspection manual, including a diversity checklist, needs to be available well in advance

- the role of lay inspectors requires clarification and could be extended beyond community service site visits. Issues of recruitment methods and payment require consideration.

5.9 The review also paid attention to the costs of the inspection programme, not just to HMIP but to the areas inspected. All areas expressed the view that the use of local staff in file reading and in the observation of practice is valuable in achieving ownership of the whole process and is a reasonable expectation. Some small areas, however, had found it costly in staff time and considered there was a limit to which managers could remove staff from front-line work.

5.10 The next step is to devise an area inspection and audit plan, and consult the Service on what is proposed. This is aimed for in summer 2002. The annual report for 2002/2003 will summarise what was decided about the future inspection programme and provide the first results from its implementation.

5.11 The focus for future thematic inspections will partly depend on how comprehensive is the coverage of probation work within the area inspection programme. It will also depend on the extent of joint work with other Inspectorates undertaking cross-cutting reviews of the contribution of the Probation Service to the effective functioning of the criminal justice system generally. HMIP anticipates such work increasing.

Appendix A

HMIP Staff List 2001/2002

Rod Morgan	HM Chief Inspector <i>from August 2001</i>
Sir Graham Smith	HM Chief Inspector <i>until May 2001</i>
Chris Michael	Secretary to HM Chief Inspector <i>from November 2001</i>
Jean Baker	Secretary to HM Chief Inspector <i>until September 2001</i>
Frances Flaxington	HM Deputy Chief Inspector <i>promoted October 2001</i>
Jane Furniss	HM Deputy Chief Inspector <i>until September 2001</i>
Liz Calderbank	HM Assistant Chief Inspector <i>promoted March 2002</i>
Mary Fielder	Acting HMI Assistant Chief Inspector <i>until April 2002</i>
John Hutchings	HM Assistant Chief Inspector <i>promoted March 2002</i>
Joe Kuipers	HM Assistant Chief Inspector <i>until May 2001</i>
Alan MacDonald	HM Assistant Chief Inspector <i>promoted March 2002</i>
Peter Ramell	HM Assistant Chief Inspector <i>promoted March 2002</i>
Di Askwith	HM Inspector
Ged Bates	HM Inspector
Mark Boothe	HM Inspector <i>from February 2002</i>
Andrew Bridges	HM Inspector
Martin Copsey	HM Inspector <i>until March 2002</i>
Pat Edwards	HM Inspector
Bill Hartley	HM Inspector
Claudia Lewis-Moore	HM Inspector <i>until March 2002</i>
Phil Lockett	HM Inspector
John Shine	Principal Psychologist
Andy Smith	HM Inspector <i>from March 2002</i>
Ray Wegrzyn	HM Inspector <i>from February 2002</i>
Christine Fiddes	Inspection & Audit Officer
Rosanna Heal	Inspection & Audit Officer
Breda Leyne	Inspection & Audit Officer
Kate White	Inspection & Audit Officer
Andy Bonny	Deputy Audit Manager
Mary Taylor	Finance & Property Manager
Lynn Carroll	Support Team Manager <i>from March 2002</i>
Ben Emm	Research & Information Team Manager <i>until January 2002</i>
Ejnar Sørensen	Information Team <i>from February 2002</i>
Edward Brucey	Information Team <i>until November 2001</i>
Paul Cockburn	Information Team
Jean Hartington	Proof-reader
Michelle Berry	Support Staff Team <i>until November 2001</i>
Beverley Folkes	Support Staff Team <i>from February 2002</i>
Serina Khan	Support Staff Team <i>until January 2002</i>
Debbie Moore	Support Staff Team <i>until January 2002</i>

HMIP Staff



Rod Morgan



Frances Flaxington



Di Askwith



Ged Bates



Andy Bonny



Mark Boother



Andrew Bridges



Liz Calderbank



Pat Edwards



Christine Fiddes



Mary Fielder



Jean Hartington



Bill Hartley



John Hutchings



Breda Leyne



Phil Lockett



Alan MacDonald



Chris Michael



Peter Ramell



John Shine



Andy Smith



Ejnar Sørensen



Mary Taylor



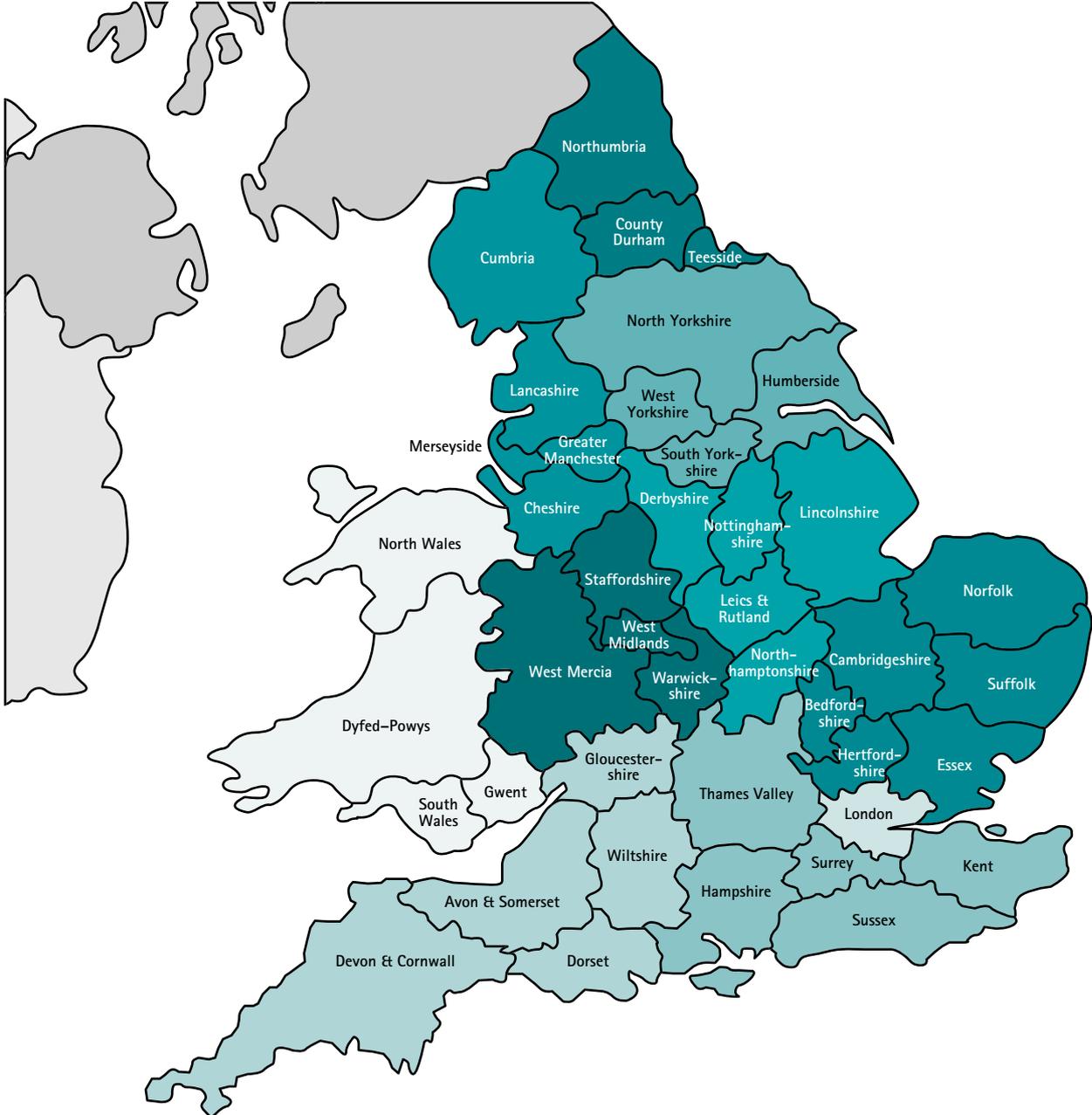
Ray Wegrzyn



Kate White

Appendix B

Map of Probation Regions



REGION 1

Staffordshire
Warwickshire
West Mercia
West Midlands

REGION 2

County Durham
Northumbria
Teesside

REGION 3

Bedfordshire
Cambridgeshire
Essex
Hertfordshire
Norfolk
Suffolk

REGION 4

Cheshire
Cumbria
Greater Manchester
Lancashire
Merseyside

REGION 5

Derbyshire
Leics & Rutland
Lincolnshire
Northamptonshire
Nottinghamshire

REGION 6

Humberside
North Yorkshire
South Yorkshire
West Yorkshire

REGION 7

Hampshire
Kent
Sussex
Surrey
Thames Valley

REGION 8

Avon & Somerset
Devon & Cornwall
Dorset
Gloucestershire
Wiltshire

REGION 9

London

REGION 10

Dyfed-Powys
Gwent
North Wales
South Wales

Appendix C

Reports published 2001/2002

Thematic Inspection Reports	Date Printed
Resettlement	October 2001
Langley House	November 2001
PIP Reports	Date Printed
South-East Region 7	July 2001
South-West Region 8	November 2001
London Region 9	April 2002
PIP Follow-Up Reports	Date Printed
Durham	April 2001
Teesside	April 2001
Warwickshire	April 2001
Bedfordshire	May 2001
Cambridgeshire	May 2001
Essex	June 2001
Hertfordshire	July 2001
Suffolk	July 2001
Cheshire	August 2001
Cumbria	August 2001
Norfolk	August 2001
Lancashire	September 2001
Merseyside	September 2001
Greater Manchester	October 2001
Northamptonshire	November 2001
Derbyshire	December 2001
Leicestershire & Rutland	January 2002
Lincolnshire	January 2002
Nottinghamshire	February 2002
PIP Further Follow-Up Reports	Date Printed
West Midlands	October 2001
Bedfordshire	December 2001
Cambridgeshire	December 2001
Derbyshire	December 2001
Staffordshire	December 2001
Audit Reports	Date Printed
Cheshire	October 2001
Greater Manchester	October 2001
Lancashire	October 2001
Merseyside	October 2001
Cumbria	November 2001
Derbyshire	December 2001
Leicestershire	December 2001
Northamptonshire	January 2002
Lincolnshire	February 2002
Nottinghamshire	February 2002
Humberside	February 2002
South Yorkshire	April 2002
North Yorkshire	April 2002

Appendix D

Costings of HMIP inspections for 2001/2002

Inspection	Total
Audits of Accredited Programmes	£13,725.00
Langley House Trust Inspection	£56,584.00
PIPs	
Wiltshire	£38,580.00
Gloucestershire	£33,436.00
Dorset	£14,146.00
Devon & Cornwall	£41,795.00
Avon & Somerset	£49,511.00
London	£130,529.00
South Wales	£48,868.00
Dyfed-Powys	£39,866.00
Gwent	£39,866.00
North Wales	£36,008.00
Total	£542,914.00

The cost of each inspection and audit is based on the time spent by inspectors and inspection and audit officers on planning, fieldwork and producing reports. It also includes a figure for management and administration. No costs falling to the areas inspected are included.

Budget for 2001/2002

Description	Total expenditure for year
Staff salaries	£1,365,467
Travel and subsistence	£225,681
Printing	£262,512
Manchester office accommodation	£50,288
Stationery	£30,187
Promotion and development	£29,296
Mobile phones	£5,047
Training	£7,959
Refreshments for inspection planning meetings	£4,182
Total	£1,980,619

NB The running costs for Queen Anne's Gate office accommodation are not included.

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

HM Chief Inspector of Probation
Home Office
50 Queen Anne's Gate
London SW1H 9AT

Copies of inspection reports may be obtained from:

Home Office Publications Section
Room 856
50 Queen Anne's Gate
London SW1H 9AT

Copies are also available on our website at:

<http://www.homeoffice.gov.uk/cpg/hmiprobhome.htm>

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