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## Opening words

This is the latest issue of HMI Probation's newsletter to those whose work we inspect, and other interested parties, to keep you informed of progress in our inspection work.

## **Annual Report 2007-08 – “More light, and less heat”**

This latest issue follows shortly after the publication of our Annual Report for 2007-08. We held a launch event for the report on 15 July in London. We were very pleased that David Hanson, Minister of State at the Ministry of Justice, and Beverley Hughes, Minister for Children, Young People and Families, were able to attend, and that Helen Edwards, the Director General of the Criminal Justice Group in the Ministry of Justice, gave a short speech welcoming our report. We were also glad to welcome a considerable number of colleagues from organisations with whom we work.



In my Foreword to the Annual Report I comment on the need for “more light, and less heat” in public discussions about the Criminal Justice System in general, and how to treat sentenced offenders in particular. I note that anything to do with crime and offending is understandably a highly emotional subject for most people. In the context where the media increasingly values opinionated “position taking” - and where it is assumed that one must be campaigning for either a “soft” or a “hard” approach with offenders - it is becoming increasingly difficult to conduct carefully balanced rational analysis in public on Criminal Justice issues without risking significant misrepresentation.

I comment that there is a need to focus on the ‘mundane truths’ about work with offenders rather than ‘exciting fallacies’. There are no panaceas for stopping people from offending but if practitioners do the right thing with the right individual in the right way at the right time, a real though modest reduction in

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

A summary of the contents of the Annual Report – where we give an account of our work over the last year – is in the section on the Report below.

### **Inspection Programmes**

We are continuing to make good progress on each of our main inspection programmes, each running to schedule. We are about two thirds of the way through our first programme of Offender Management inspections which will have covered all 42 Criminal Justice Areas by March 2009. The current Youth Offending Team Inspection Programme is nearing completion. Planning is well under way for a new Youth Offending Inspection Programme from April 2009 and work has also started on a further programme of Offender Management inspections from September 2009. Our contribution to the Supporting People Inspection Programme is now virtually complete.

We continue to be strongly involved with thematic work, now undertaken jointly with other inspectorates. Among other things we published in March 2008 the first of the joint thematics, on Approved Premises, under the recently developed Criminal Justice Joint Inspection Plans, and will shortly publish a further joint thematic report on electronic monitoring.

More details on all our programmes are set out inside this newsletter.

### **Plans for 2008-09**

More information about our work and approach is set out in our Plan for 2008/09 on our website, as link below:

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

As part of our Plan, we contribute substantially to joint inspection work with both the Criminal Justice, and other, Inspectorates. 90% of our inspection work - in both 2007/08 and 2008/09 - is within the jointly-owned Joint Inspection Programme. The Criminal Justice Inspection Business Plan for 2008-09 is also available on our website, as link [here](#).

### **Future Inspection Programmes**

As indicated we are making plans for future inspection programmes, including of youth offending work, in consultation with other interested parties. We have in mind the principle from recent inter-departmental discussions that "rolling programmes" of inspection should be reduced so that inspection can be focused where it is most needed. We agree that inspection should be proportionate and focused on key aspects of work where direct inspection makes assessments which cannot readily be made by other means. Two examples of these key aspects are safeguarding the vulnerable and protecting the public. On this basis we consider that the core element of future Youth Offending inspections from April 2009 should focus in every locality mainly on the key issues of risk of harm to others and safeguarding of children. Both Secretaries of State have indicated their support for this.

### **Comprehensive Area Assessment (CAA)**

We are continuing to work with the Audit Commission and other partner inspectorates on the development of the CAA, due to be introduced during 2009-10. The aim is to produce an overview of services to the public in a particular area, as perceived by the citizens. The shape of the new assessment arrangements is developing although there are still a number of issues to be resolved. Planning of the CAA is taking

account of several consultations with interested groups. Findings from the new Youth Offending inspections will contribute to CAA, and it is possible that findings from our other inspections might also make a contribution.

### **Departmental changes: Ministry of Justice**

Following reorganisation in the Ministry of Justice earlier in 2008 we are part of the Criminal Justice Group for organisational purposes, and look forward to continuing to work with colleagues in that Group, and in the NOMS agency. Our core role – of independent inspection of probation and youth offending work – remains unchanged.

### **Appointment as Chief Inspector**

My appointment as HM Chief Inspector of Probation has been extended until March 2010.

### **Staffing Changes**

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

#### **As HM Inspector:**

Tony Rolley

#### **As members of support service staff:**

Rob Turner, Marie Mikulova, Liam Murphy and Holly Smith.

We are very sorry to bid farewell to the following colleagues who have left us or will be doing so very shortly:

Paula Williams, Ushma Sharma and Jean Stroud as Practice Assessors, and Zach Rathore, Gareth Collins, Kate Hurn, Anita McGuckin, Joe Furniss and Mark Brown from our support service staff. We are very grateful to these colleagues for their substantial contribution to our work and wish them well for the future.

We look forward to continuing to work with you.

Andrew Bridges  
Chief Inspector of Probation  
July 2008

## **Annual Report 2007-08**

We see our annual report as our main document of record setting out, for public accountability purposes, the work we carry out over a year and its main findings. The report gives the following summary of our work during 2007-08:

- Completion of 14 inspections, and one reinspection, under the three-year Offender Management Inspection (OMI) programme, which we lead, of offender management in all 42 criminal justice areas. We also undertook a programme of an additional 11 *Risk of Harm* Probation Area Assessments
- Completion of 37 inspections, and three reinspections, of Youth Offending Teams (YOTs) under the five-year joint inspection programme which we lead, and which is now nearing completion
- Contribution to 34 inspections under the Supporting People Inspection Programme led by the Audit Commission
- on joint thematic inspections, leading of inspections of Probation hostels and Electronic Monitoring, and worked with HMI Prisons on an inspection of Indeterminate Sentences for Public Protection. We published, jointly with HM Inspectorate of Court Administration, the report of a joint inspection to ascertain whether community sentences made by courts are always promptly and appropriately actioned. We also participated in other joint inspections with Criminal Justice Inspectorates
- publication of the report of an inquiry into the management of *Risk of Harm* in Gwent, following the Craig Sweeney case in early 2006.
- Start of work on future inspection programmes, particularly on youth offending. As indicated above, we consider that the future youth offending inspections should focus, in every locality, mainly on the key issues of *Risk of Harm to others* and safeguarding of children.
- Continuation of high priority to inspection of the important work to minimise *Risk of Harm* to the public. Our inspections of probation work under the OMI programme since May 2006 show that overall on average about two-thirds of work in assessing and managing *Risk of Harm to others* is done well enough, although the proportion varies somewhat between individual probation areas.

The full text of the annual report is [here](#). More detailed information on the above items is given in the annual report, and also in the sections below.

### **Offender Management Inspections**

The OMI programme started in May 2006. We are inspecting offender management in all 42 Criminal Justice areas over a three year period, mainly by region.

The programme is running to schedule and we have completed inspections in the North West, East of England, East Midlands, South East, South West and London regions. We introduced Phase 2 of the programme from July 2007, with an increased focus on the handling of custodial cases. The OMI criteria under Phase 2 are [here](#).

The reports we have published in the last 6 months are:

<b>Surrey</b>	<b>08/04/2008</b>
<b>Gloucestershire</b>	<b>29/04/2008</b>
<b>Wiltshire</b>	<b>06/05/2008</b>
<b>London</b>	<b>12/06/2008</b>
<b>South Wales</b>	<b>08/07/2008</b>

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

We have also completed the inspections of offender management in Dyfed-Powys, North Wales, West Midlands and Gwent criminal justice areas. The reports of these will be published shortly.

OMI inspections due to take place during July to December 2008 are:

Area	w/c
West Mercia	08/09/2008
Staffordshire	22/09/2008
Warwickshire	06/10/2008
North Yorkshire	10/11/2008
West Yorkshire	24/11/2008
Humberside	08/12/2008

A key element of OMI is inspection of the assessment and management of offenders' *Risk of Harm to others* - see also the section on this below.

From Phase 2 of OMI, and following the introduction of offender management arrangements in custody, a joint methodology for the inspection of offender management arrangements in prison, including outcomes for prisoners, is in operation by HMI Probation and HMI Prisons. We are now publishing joint reports with HMI Prisons on the quality of offender management arrangements for prisoners who are within the scope of the National Offender Management model. We published the first of these reports, on the South East region in April 2008, and have published the report for the South West region in June 2008.

Following discussions with the NOMS agency, we agreed that some of our key inspection results would be incorporated into the final annual results for 2007-08 for the IPPF (Integrated Probation Performance Framework) - the main performance mechanism for probation areas used by the NOMS agency. The measures used in the IPPF come from a number of sources organised by the NOMS agency, including some self-assessment. There are some differences between these measures and the independent assessments of performance made in our inspections (which are generally complementary to the measures organised by the NOMS agency). However, we consider that, in order to produce a comprehensive picture of performance across probation areas it is appropriate to consider some of our summary results alongside the performance measures organised by the NOMS agency. For the 2007-08 IPPF, we agreed that, since the *Risk of Harm* score is available for all probation areas within the last two years (either from the OMI or from the *Risk of Harm* Area Assessments), that these would be incorporated into the final results for the "public protection" domain in IPPF for 2007-08.

### **Joint Thematic Inspections**

All our thematic work is now carried out jointly with other CJ and other inspectorates, mainly in the context of the CJ Joint Inspection Programme. In March 2008 we published the report of an inspection led by HMI Probation on approved premises "Probation Hostels: Control, Help and Change?" The report is available [here](#).

We will be publishing the report of a joint inspection led by HMI Probation on electronic monitoring in autumn 2008.

We are working with HMI Prisons on an inspection of Indeterminate Sentences for Public Protection (IPP). In 2007-08 the work was led by HMI Prisons and focused on cases in custody. It is planned that the report of this work will be published in autumn 2008. In 2008-09 the inspection work will be led by HMI Probation and will focus on cases following release.

We have also contributed to a number of other joint thematic inspections and reviews led by other inspectorates. We contributed to the third review of Safeguarding Children and Young People led by Ofsted and published on 8 July. The summary report is available [here](#).

We also contributed to an inquiry undertaken by the Inspectorate of Court Administration into the effectiveness of systems at Leeds Magistrates Court. We also contributed to joint inspections of the Dorset and Lancashire Criminal Justice areas mainly of the “arrest to sentence” part of the process, for which the reports were published in April and June 2008 respectively.

Under the CJ Joint Inspection Programme in 2008-09, HMI Probation will also lead joint inspections of prolific and other priority offenders, mentally disordered offenders and sex offenders. We will also participate in thematic inspections led by other inspectorates.

We are also developing plans, with the other criminal justice inspectorates, for the joint inspection programme in 2009-10. A consultation event for this held in February 2008 produced some very helpful material which we are considering as we and our partners plan further into the future.

### **Youth Offending Inspections**

The YOT inspection programme is covering all 157 YOTs in England and Wales over the five year period from mid-2003. The inspection is undertaken jointly by eight Criminal Justice and other Inspectorates led by HMI Probation. The programme is nearly complete and is on course to finish all the inspections by November 2008.

We are running Phase 4 of the programme which started in March 2007. The YOT inspections run alongside and are integrated in England with the joint area reviews of children’s services which Ofsted lead.

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

<b>Bridgend</b>	<b>05/03/2008</b>
<b>St Helens</b>	<b>19/03/2008</b>
<b>Luton</b>	<b>19/03/2008</b>
<b>Stockton</b>	<b>09/04/2008</b>
<b>Camden</b>	<b>06/05/2008</b>
<b>Wandsworth</b>	<b>07/05/2008</b>
<b>Vale of Glamorgan</b>	<b>07/05/2008</b>
<b>Leeds</b>	<b>07/05/2008</b>
<b>Bromley reinspection</b>	<b>07/05/2008</b>
<b>Kent</b>	<b>07/05/2008</b>
<b>Leicester City</b>	<b>07/05/2008</b>
<b>Bradford</b>	<b>14/05/2008</b>
<b>Bury</b>	<b>21/05/2008</b>
<b>Blackpool reinspection</b>	<b>25/06/2008</b>
<b>Solihull</b>	<b>30/06/2008</b>
<b>South Tees</b>	<b>02/07/2008</b>
<b>Surrey</b>	<b>02/07/2008</b>
<b>Darlington</b>	<b>02/07/2008</b>
<b>Southwark</b>	<b>02/07/2008</b>
<b>Croydon</b>	<b>09/07/2008</b>
<b>Shropshire/Telford/Wrekin</b>	<b>10/07/2008</b>

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

We have also completed the YOT inspections in Nottinghamshire, Gwynedd Mon, South Gloucestershire, Cornwall & the Isles of Scilly, Bath & North East Somerset, Waltham Forest, and the North East Lincolnshire reinspection. The reports of these will be published shortly.

The remaining YOT inspections are due to take place as follows:

YOT	w/c
Swansea	29/09/2008
Carmarthenshire	13/10/2008
Isle of Man YJS	03/11/2008
Torfaen/Monmouthshire	03/11/2008
Pembrokeshire reinspection	01/12/2008
Vale of Glamorgan reinspection	08/12/2008

Following completion of the current programme we plan to publish a number of aggregate findings across the inspections on particular topics over the next six months.

We will also be publishing an “End of Programme” report pulling together main findings, and have scheduled this for March 2009.

As indicated above work is in hand to prepare for the Youth Offending inspection programme from April 2009. The programme will comprise a core case inspection (CCI) and a thematic programme, both led by HMI Probation. As indicated the Core Case Inspection will focus particularly on the key issues of *Risk of Harm to others* and safeguarding of children. The inspection findings from the CCI will feed into the CAA. For this reason the new CCI will cover all YOTs in England and Wales over a three year rather than five year cycle as with the current programme.

The thematic programme will provide the opportunity to inspect other important areas of work and we are consulting stakeholders about the work programme.

## **Diversity**

In the first part of 2008 we have run again the shadowing scheme for black and minority ethnic probation and YOT staff. The aim of the scheme – a positive action measure taken under sections 37 and 38 of the Race Relations (Amendment) Act 2000 - has been to promote equality of opportunity by informing and encouraging potential applicants from black and minority ethnic groups to apply for posts in HMI Probation where they have been previously under-represented, although the shadowing scheme is kept separate from the recruitment process. The scheme – which has previously also run in both 2006 and 2007 - has been very well received.

We continue to work to our Welsh Language Scheme which has been approved by the Welsh Language Board. This is available in Welsh [here](#) and in English [here](#).

Through our diversity action plan, we aim to ensure that we address diversity considerations both in our inspection work and within our own employment and organisational arrangements. Our Diversity Action Plan for 2008-09 is [here](#).

Further information on our approach to diversity is on our website [here](#).

## **Inspection of work to minimise *Risk of Harm to others***

We continue to give high priority to this work in our inspections.

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

Alongside the main OMI inspections we have also carried out - at the request of NOMS - an additional 11 *Risk of Harm* Probation Area assessments so that an assessment of *Risk of Harm* work in the last 2 years is available for all 42 criminal justice areas by June 2008. These have been completed, to schedule.

In March 2008 we published the report of an inquiry into the management of *Risk of Harm* in Gwent following the Craig Sweeney case in early 2006. The report "Turning Good Intentions into Good Practice" is [here](#).

We also published in July 2008 the report of a similar inquiry into the management of *Risk of Harm* in London since the Chester-Nash case in 2005. This is available [here](#).

We have also continued to provide advice to the Youth Justice Board on the development of *Risk of Harm* work in YOTs.

Further information on our *Risk of Harm* work is on our website [here](#).

## **QA Strategy**

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

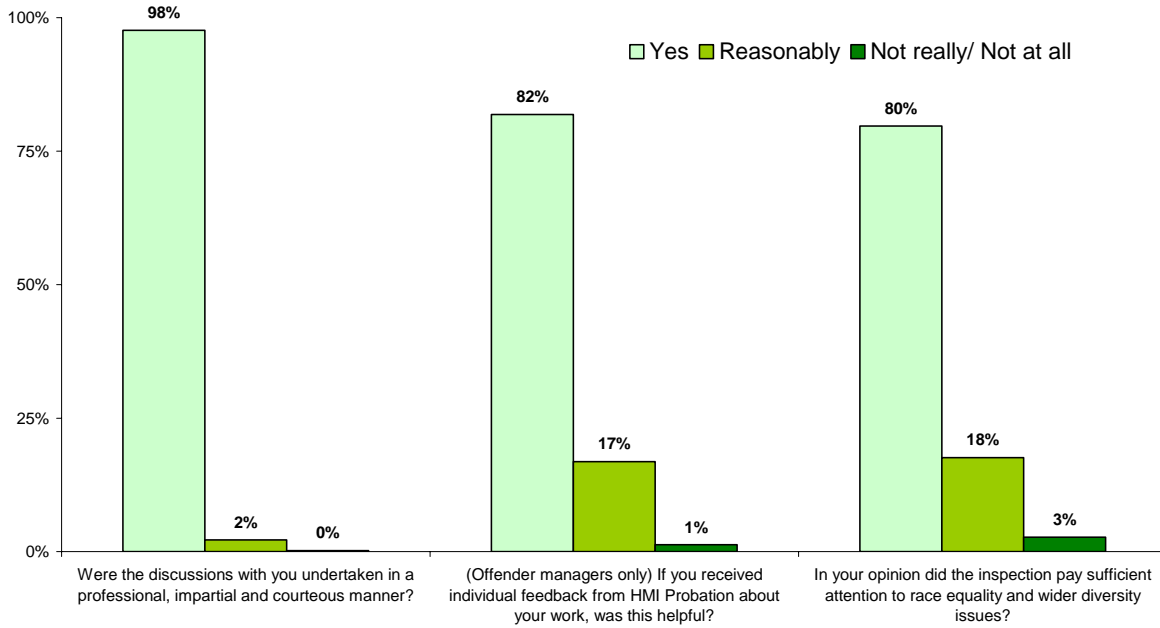
- diversity
- selection of case samples
- questionnaires to service users
- training of probation area assessors
- assessment of cases
- interview groups and meetings during inspections
- data analysis
- report writing
- report editing
- report production.

## **How our inspections are received by those inspected**

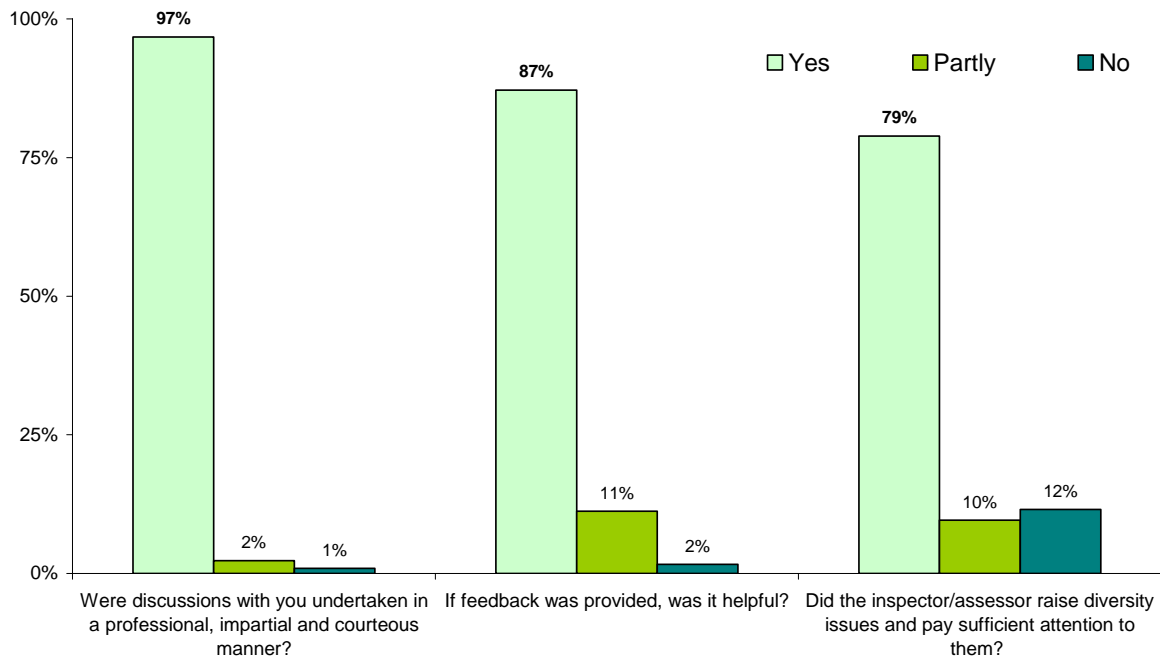
We continue to aim to foster a positive engagement with those we inspect, particularly in order to encourage improvement in practice.

The following charts show feedback for 2007-08 from probation staff, managers and partners interviewed in OMI, and similarly from YOT staff, managers and partners interviewed in the YOT inspection programme. As indicated, feedback was positive for both programmes.

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



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



We are considering further the feedback on diversity for the YOTI programme.

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